Metropolitan Educational Planning for Desegregation

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1970

Submitted in Partial Fulfillment
of the Requirements for the
Degree of Master of City Planning

at the

MASSACHUSETTS INSTITUTE OF TECHNOLOGY

August, 1972

Signature of Author

Department of Urban Studies and Planning August 14, 1972

Certified by thesis supervisor

Accepted by Chairman, Departmental Committee ON Graduate Students
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Presently in the United States of America there is a CRITICAL SITUATION CONCERNING URBAN METROPOLITAN education. The problems range from school finance to racial isolation. Many educators feel that METROPOLITANISM may be the answer that will solve the many problems. This document takes a look at METROPOLITANISM as a possible SOLUTION TO SEGREGATION, different existing and proposed METROPOLITAN forms and ASKS the question - "Who's agenda is METROPOLITANISM?"

There are some very urgent questions that are being asked by black Americans concerning the attitudinal and technical quality education their children are not receiving. Before METROPOLITANISM or any other educational plan are experimented with on black children the plan must be carefully analyzed. Black Americans will decide if the plan fits into their agenda. No longer do blacks feel they must march to a "white drummer" to SURVIVE!

Thesis SUPERVISOR: Melvin King

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I wish to give my thanks and 
appreciation to my advisor Mell King and to 
James Breeden for their comments and 
suggestions. I am also indebted to 
William "Bill" Owens for the inspiration he gave 
me while in Gary to complete this document. 
A special word of thanks must go to my 
wife Linda who has cared for our 
sixteen week old daughter Keija as well as 
me -- in addition to writing her own thesis.
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"If we react to white racism with a violent reaction, to me that is not black racism. If you come to put a rope around my neck and I hang you for it, to me that is NOT racism. My reaction is the reaction of a human being, reacting to defend himself and protect himself. This is what our people haven't done, and some of them, at least at high academic levels don't want to. But most of us aren't at that level."

This statement by Malcolm X serves to set the tone for this thesis. Black Americans have established an agenda for their survival and growth in these UNITED STATES. One of the highest priorities contained in this agenda is QUALITY education MUST be received by American black children. The education mandate explicitly calls for the finest QUALITY educational-technical and attitudinal experience POSSIBLE. This possibility can only happen through a redistribution of educational wealth and control\(^2\). This conclusion is political in that black Americans cannot afford to wait for an honest white educator to come along and educate their children. The waiting period has been very long – a lot of miseducation has taken place, in some cases excellent education has taken place, Blacks have accepted the
excellent education in the form of those fortunate children growing up and coming home to their black communities to make educational reform. Reform speaks to going about the business of controlling the destiny of their children, and one of the main ingredients to that controlling recipe is the provision of quality viable educational training as defined for and by black people\(^{(3)}\). The schools have been monitored, closed, opened, redistricted, renovated, and innovated by bureaucrats, social scientists, governors, judges, politicians, architects and educators. To what end? Over a decade after \textit{Brown} (landmark desegregation case) the United States Commission on Civil Rights stated that "racial isolation in the schools is intense whether the cities are large or small, whether they are located north or south" (Volume I, p97). Since nearly two-thirds of all Americans live in metropolitan areas\(^{(4)}\), the battle for equality must center there. The United States Bureau of Budget defines a metropolitan area as "an integrated economic and social unit with a large recognized population nucleus"\(^{(5)}\).

America's metropolitan areas are in trouble\(^{(6)}\). That means America is in trouble. This in part stems from the shift of population from inner city to suburb which has taken place. Until the mid-1960's a majority of the residents of metropolitan areas lived in central cities—now the majority is in the suburbs\(^{(7)}\). While the movement has taken place in
metropolitan areas, there has been a simultaneous movement to metropolitan areas from rural America. Over half of those coming to metropolitan areas are non-white (8). To generalize one could state that the bulk of movement to metropolitan areas involves non-whites, while the bulk of movement from urban to suburban areas involves whites (9). To make the situation worse, each metropolitan area averages ninety-one different and distinct local governmental units (10). The result of the movement of whites to the suburbs is a separation of races by geography and political arrangement (11).

Richard Sennet, a sociologist, observes that "the great irony of current history may someday appear to be that this generation--seeking to avoid the disorder of city life, succeeded only in creating warring camps that had no way of communicating-other than through violence" (12).

Separation is greater for blacks than for any other group. The segregation index (13) for our 207 largest cities indicates that 86.2 percent of the blacks in these cities would have to change residences to create an unsegregated situation (14). That is assuming they could or would change residences. Recent publicity and not so recent historical covenants would indicate that this would be a difficult task (15). Although there is some black movement to the suburbs, and this movement has increased, the bulk of the black population remains within the inner city (16). In fact, the trend in southern metropolitan regions such as Atlanta shows black percentages in the suburbs decreasing (17).
The question before black America is a political choice when it comes to making certain that they receive an equal education. Black Americans have changed a great deal since the BROWN decision—indeed some black Americans helped in making that decision. The feelings of Kenneth Clark and other black scholars towards the entire self-image of black children that was being destroyed by separate and unequal schools, motivated them to insist on integrated schools. Only through black children and white children sitting side by side in the same classroom could black people be sure they were receiving the same experience. The time has come for black America to examine the "same experience". Blacks want to define in their own terms what equal means, what quality means, what viable means. Black people are no longer interested in "sameness". No longer is it alright for black children to sit next to white children and listen to a white racist teacher telling the "integrated" class that the "Black Panthers are crazy fanatics". Blacks will define for themselves what is good for them.

The research has made the situation in American education clear for black people—the metropolitan areas of this country where many black black people live are under white America's microscope, and they are planning ways to deal with black Americans educational problems. The planning which is taking place is on segments of white America's agenda and not necessarily black America's agenda.

The primary purpose of this document is to serve as resource data for the black community in their quest to obtain information about metropolitan educational planning. Hopefully this collected data will be of some assistance in permitting them to decide if metropolitanism should be used for desegregation purposes. Black input is essential
in any plan that involves them, especially when the subject area is as critical to their survival and growth as education.

This document is divided into three distinct chapters. Chapter one analyzes metropolitanism as a possible solution to segregation. Chapter two describes metropolitan forms and chapter three asks the question-who's agenda is metropolitanism?

Chapter I

Metropolitanism as a possible solution to segregation

The states reasons for organizing school systems into metropolitan formats are quite diverse. They range from fiscal equality to the integration of all students. There is a long tradition of consolidating school districts with the intent of maximizing efficiency. The tradition goes back to the time in American education when there were more than 100,000 districts-today we can find less than 25,000(21). A large percentage of the consolidation has taken place within the standard metropolitan statistical areas (S.M.S.A.). Many places in the south that are classified metropolitan areas, have unitary school systems. At present there aren't many sustained movements toward metropolitanism for reasons other than efficiency. In a few areas-Richmond, Detroit, Nashville and Indianapolis one may draw suspicious feelings that reasons other than efficiency have promoted the use of metropolitan consolidation(22). The basis for suspicion is housed in the racial(23) census data on those particular cities. Without exception these particular cities have large non-white populations that represent 50% or better the total public school population(24). In addition these cities are surrounded by predominantly white suburbs. The power that is generated from sheer numbers in terms of number of students receiving Xamount of educational dollars is awesome. The suspicion here is meant to be
food for thought as the reader ponders this entire document. At present the evidence doesn't show where any district within a metropolitan areas have consolidated for reasons of integration of fiscal equity on their own. The only resemblences to this sort of consolidation can be found in the Detroit Michigan & Richmond, Va. metropolitan areas and that was court ordered against the wishes of the hostile white suburbs. (25)

The reasons that keep progressive educational metropolitan arrangements from occurring are largely political (26), and the complexity of the difficulties is very familiar to students of urban problems. Communities are reluctant to give up any control of their own resources; much to the contrary they prefer to increase or at worst maintain the level of resources (27). Existing governments have their own vested interests. No one government wants to release any power to another, basically because its power is based largely on the existing relationship with its fellow governments (28). The parochialism that is characteristic of all local governmental agencies is most apparent where the subject is children, and not sewage systems or highways.

If the problem was as simplistic as getting the communities to harmonize on the metro. issue the strategies would be fairly clear: inducements for the suburbanites-the most likely objectors-to make metropolitanism fiscally attractive, legal mandates for communities whose hostile resistance was founded on racial consideration (racism), and federal support for regional planning. The big IF ignores the question that must come first-Is metropolitan government a sensible way to address the problems of public education?
There are five basic problems that dominate the current discussions of educational policy; it is important that they be mentioned here. There are as follows:

(1) Disparities in school reserves and expenses within metropolitan areas.

(2) Public school inefficiency due to multiplication of school districts.

(3) The rigidity of educational offerings (inconsistent matching of schools with client demand)

(4) The need for more community involvement in the decision making and control of schools.

(5) Racial isolation in public schools.

All these problems exist in the metropolitan areas of the United States but this is no guarantee that they can be alleviated by a metropolitan educational plan. Nor does their presence in the metropolis mean they are unique to it. One passing thought that might be worth considering—if the problems really are state wide, metropolitan educational planning might be inappropriate and what might be more appropriate is state-wide resolutions. Some may say that the problems are uniquely metropolitan, even if they are, that does not mean one metro form of educational system would be sufficient; different metropolitan structures would be needed to address different education policy problems.

Four of the five issues mentioned will be pursued in this section because they are important to the general understanding of metropolitanism as it relates to education. The primary emphasis of this document will deal with the integration rationale that I feel should not be the mission of metropolitanism for black people. The remaining issue is just that, the agenda for black America when it comes to the use of a
Metropolitan Plan to provide integration.

Section (1) Disparities in school revenues and expenses within the metropolitan areas.

The evidence of fiscal problems in the metropolitan areas has been on the increase for more than a decade (31). It is often said that central cities have less money to spend on education than their suburbs. There are many reasons for this. One may be the greater competition for property tax revenues in cities, partly because their tax base is weaker, partly because some school costs are higher in the cities, and partly because children in the cities are more costly to educate than their suburban counterparts (32).

There is some question to this widely-accepted account of the cities having less money for schooling than their suburbs: Most central cities do not have less money for schooling than suburbs; the cities generally are at or around the average of district per pupil expenditures for their metropolitan area, discounting federal assistance (33). Middle and upper-middle class suburbs finance their schools more lavishly than the cities, the cities spend as much as or more than industrial or blue collar suburbs (34).

City school districts poverty is not reflected in an absolute disparity in revenues. It is, however, reflected by many other criteria. The older northern central city school systems have grown relatively less affluent than the average suburb during the last decade (35). These same central cities do very poorly when the tax effort of central city and affluent suburb are compared: those suburbs raise more with less effort, and they experience much less competition for tax revenues (36). The urban districts experience higher than average competition for revenues, a tax base depressed
low residential valuation and industrial blight, and more poor children than suburban districts (37). In Massachusetts, for example, the public schools in roughly a dozen of these cities enroll more than nine of every ten children from welfare families in the entire state (38). It follows that the crisis of the central cities is not as clearly limited as the phrase implies; furthermore it is at least the crisis of older industrial cities, whether "central" or not.

One can easily consider ways of attacking this situation. Apart from creating a metropolitan tax district, none of them would be uniquely metropolitan in character. Governor Millikan of Michigan proposed one approach, the main idea is the establishment of both a uniform state-wide tax rate and a fully equalized assessment. Districts would be taxed uniformly, and the results distributed in such a way as to take cost variations into account (39). Another approach has been advocated in several lawsuits. McInnis vs. Ogilvie and Burruss vs. Wilkerson are instances where federal courts have been asked to change state school aid apportionment formulas as to distribute money on the basis of educational "need"; under such arrangements cities might fare better (40). There is still another. In a recent book by John Coons and several colleagues they proposed that state school aid apportionment formulas would be revised so that equal tax effort in any two districts would produce equal revenues, irrespective of wealth. The major difference from the Millikan plan is that under Coons scheme full local autonomy
would be retained in deciding the level of effort.

Which of the approaches is more meaningful?

The creation of a metropolitan tax district could be the least helpful. It offers no fiscal advantage whatever to the cities that a similar statewide plan would not, and it has the additional disadvantage of dealing with only part of a problem which is indisputably statewide (41). Besides the stated objections, a metropolitan tax district could also be much more difficult to arrange. If litigation is to provide the key to reform no court would seriously entertain a plea for a metropolitan tax district when education is so clearly a function of the state (42). If such an arrangement were proposed in the legislature of any urban state, it would not get far; the central cities would probably be able to gain enough additional support in smaller, non-metropolitan cities to make a statewide plan much more attractive as a vote-getting device (43).

The coon's approach seems to make the most sense of the state-wide plans for an alternative. It would sacrifice nothing in the way of local control over educational effort, and by avoiding state centralization of financial decision-making would reduce the possibilities for greater bureaucracy and uniformity inherent in any unitary solution. Finally since the legislatures seem disinclined to rectify resource inequities, the courts may be the chief available route to reform. They are understandably careful when considering "need" formulas. (In the absence of an educational production function which convincingly related educational resources to educational outcomes, so would any sensible observer) (44). They are likely to favor a legally manageable scheme
which does the least damage to the political fabric surrounding public education. (45)

When the evidence is in, metropolitan planning seems to be a poor approach to alleviating fiscal disparities among school districts within metropolitan areas. It is apparent the metropolis will continue to be a focus for discussion of this problem, solutions—if they are at all possible—will be statewide. (46)

Section 2

Public school inefficiency due to multiplication of school districts.

One of the basic arguments for school district consolidation is that larger systems obtain a quality educational program for less than it would cost in smaller districts. (47) The argument has been a mainstay in the discussions around school district consolidation during the last four decades, so much so that it has become part of the many myths of public education in America.

To many observers this argument seems to be a sound one but there has been a lot of educational research that doesn't agree. The studies have dealt with school achievement and almost without exception they found no connection. (48) The size of schools and school districts, for example, has no bearing on student achievement. (49) Students in larger schools or larger districts do no better than similarly situated students in small ones. When considering the entire picture, the things which larger districts are supposed to provide more of—experienced and well trained teachers, better curricula, more differentiation among students by interest and ability, more libraries, better administrators, and more specialists (50)—all
these variables have little relationship to achievement. (51) Students
who have more of these educational "advantages" seem to do no better
than similarly situated students who have less of them. (52) This
evidence presented itself in two massive surveys of American Education
completed in the last ten years—Project Talent, and the Equality of
Educational Opportunity Survey. This research clearly shows that the
things which most Americans believe distinguished good from bad schools
do not make bad students into good ones. (53) School consolidation
will not improve students' test performance, or the school's
efficiency in producing that improvement. (54)

Test scores are not the only criterion of a school's efficiency.
There are other school outcomes such as aspirations, or the ability to
participate in public life. The evidence doesn't indicate larger
schools or larger districts produce any advantage over smaller districts
and schools. If anything, larger schools provide a disadvantage—
Students in smaller high schools seem to participate more and to
develop more self-reliance than otherwise similar students in large
schools. (55) The evidence on aspirations suggest that differences
between students are more pronounced within particular schools rather
than school to school. Thus, distribution of students among schools
would have little effect on aspirations. (56)

Some of the traditional justifications for creating larger schools
and districts has been removed by these research results. There are
still some arguments remaining. Some administrative types do not
believe in research when the research they feel is not in their interest.
Larger schools and districts are attractive to most professionals because they mean new buildings, more specialization, and more of the facilities that please educators. Since the public seems to have accepted the concept of new buildings and lavish landscapes as an indicator of quality education the research may go down the drain. (57) The only convincing evidence of the efficiency of consolidation—administrative costs seem to be somewhat lower in medium sized districts (between thirty and fifty thousand students) than in very small ones. This data is of really little importance since the annual per student cost of these differences amounts to less than three or four dollars per year. (58) Needless to say, the metropolitan areas with which we are concerned would, if unified, produce single districts with many times that number of students. These findings lead one to a conclusion; the only form of consolidation that might promote greater efficiency would be the creation of several medium large districts within each metropolis. Since the monetary savings would be so small, and the political resistance to any move which threatens local autonomy so great, a crash effort in this direction is not too likely.

Section 3

The rigidity of educational offerings.
(inconsistent matching of schools with client demand)

The agenda for white America is not necessarily the agenda for black America. This truth hasn't been accepted by the dominant culture.
As I was once told by a classmate of mine white values and universal values are often viewed as the same..

<table>
<thead>
<tr>
<th>Brown Values</th>
<th>Black Values</th>
<th>Yellow Values</th>
<th>Red Values</th>
<th>White Values</th>
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Many times white values and universal values get mixed up! (59)

The stated agenda for black American education is not the purpose of this paper. That is an entire subject in itself. Exactly what is trying to be said here—there is a need for options within educational offerings; many options for many people.

School reform in America has not been distinguished by a concern for educational diversity. While educators are quick to call for more individualized instruction, and to describe standard procedures—tracking of students, for example, as a way of providing such instruction. There has never been much question that the materials, style, and purpose of the system should be uniform. The development of public education during this century is largely the story of its standardization. (60) This has resulted from the growth of a national society and culture out of a much more diverse regional, class, and ethnic sub cultures; and the growth of the educational professions, and their development of uniform standards for evaluating quality. (61) This uniformity really results from the fact that the schools are a public monopoly. Because of this monopoly, effective management was equated with equality in the provision of resources and sameness in the character of school offerings. This equation is based on a commitment to egalitarian values, and on the view that the schools
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were the principal vehicle for transmitting a common culture. This striving for a common culture is a mistake from its conception. For the sake of being objective let us deal with what is written on paper in terms of egalitarian goals. On paper white educators have written provisions for equal amounts of public education in equal quality (a demand never met in reality). (62) At the same time they have prohibited variations in educational taste (whether they had an ethnic or class basis) from determining the character of school offerings.

In the past few years all this has come under increasingly severe attack. The demand for more open, and creative schooling has grown (witness the hundreds of such new public schools now in existence). Highland Park Free School, New School for Children, and Roxbury Community School are all living viable examples of the growing discontent with American public education. (63) One of the many incentives that have caused these alternative schools to get started grew out of the fact that traditional school resources do not effect achievement in a progressive sense. (64) A number of critics argue that the main problem with public education lies in the schools' fundamental assumption that education should yield uniform results, and that differentiation only means providing faster and slower routes to the same end. (65) The public schools are scorned by the critics not because their procedures and outcomes are too diverse, but because they are too uniform. The only measure used by the public schools of a student's
progress is in terms of testable verbal and arithmetic ability; they ignore differences in educational preference determined by culture etc. (66) As things now stand parents can provide different education for their children only by moving to another public school jurisdiction or by enrolling in private schools. These alternatives are hardly adequate to insure a decent match between client taste and school offering: the physical constraints against opting out of the public schools are great. The lack of direct public support for alternatives limits families to large scale systems (catholic church), very expensive small ones or a few free and community schools, hardly enough viable alternatives to a public school system that is in serious trouble. (67)

Educators who have been empathetic to the situation have been suggesting remedies for this diagnosis: since the problem is viewed as systematic, resulting in the existence of a monopoly which rest on an ideology of uniformity, the cure is seen to lie in providing public support for competing institutions. Since education is believed to be a function of the state, such diversity, after all, must be publicly supported in order to be effective. It means nothing to poor parents that they have the right to send their children to whatever school they wish if all the schools that they can physically send their children to are poor. The parents need money so that they may exercise that theoretical option. Some of the most common arrangements mentioned are funding private schools (free schools, boarding schools, community schools, parochial schools, etc.), making new schools eligible for state financial
assistance; or by providing direct financial support-tuition vouchers-to children and their parents which could be used at any school that they select. (68)

With either system the state would be responsible for the business of public education. The state would provide increased financial support, it would regulate schools to insure that they complied with constitutional requirements (an example would be seeing that no discrimination took place in admissions on the basis of race or class) and that the schools provided a minimally acceptable level of education defined by their clients. In addition the state would continue to maintain public school, for families who choose to patronize them. The important thing here, the state would no longer offer a "single" form of schooling-the local public school-as the only alternative for parents too poor to send their offspring to a private school. Probing into the whole area of tuition-vouchers is a thesis in itself; it was mentioned here as reference data that needs to be considered when one really considers ways of providing more diversity in American education. Later in this paper tuition-vouchers will be discussed somewhat.

The strongest point metropolitanization has going for it may be in the diversity it has the potential of offering. (69)

A metropolitan educational authority could be developed to administrate for a metropolitan area. Based on a state subsidized system it would function only as a certifying and disbursing agency: it might evaluate schools in terms of minimally satisfactory curricular offerings, check teacher qualifications and assess the
accuracy of schools' self descriptions. It would either distribute checks directly to those schools which satisfied the authority's standards or vouchers to school children, which could be cashed at approved schools. If a state was to adopt such a plan on a metropolitan wide basis it would increase the possible diversity of schools by enabling them to cater to a more varied clientele. If parents were to go for an idea like this and had integrated schools supported by vouchers, children could flourish; community schools catering to the needs and wishes of their black communities, middle class communities, etc., could also flourish.(70) Hopefully with such a scheme you could maximize diversification in public education.

A lot of what has been said sounds fine but there is the political reality that is serious and many times fatal when trying to make reform. In this particular case-local school districts are unlikely to surrender their power willingly. (Education is big business$.) When you consider the reasons why many people moved to the suburbs, one does not have to be a demographic expert to know that suburban autonomy of its schools was and is a great inducement(71). These same suburban parents are eager to preserve the autonomy of their local schools as witnessed in Richmond, Va.(72) Even if these objections could be overcome, it would be necessary to devise ways to assure that such a step would not increase bureaucratic control over education. The creation of a metropolitan educational authority with its own priorities and standards might represent simply another layer of bureaucracy, making the situation even more critical in metropolitan areas.
Section 4

The need for more community involvement in the decision making and control of public schools.

Community control has become the cry of a large percentage of America's black communities. No longer is black America willing to march to a white agenda. Blacks have changed in their relationship to white America. In the words of Melvin King (community leader, Boston, Mass.) "No longer do blacks feel we have to respond to a white agenda in order to survive and grow." (73)

The possibility for community control or as many educators refer to, "fate control" ever happening by design in a metropolitan plan is a fair possibility. It may be possible not because of blacks and liberal power to lobby it through the legislature, but because of white suburban power to maintain their own "good thing" at the expense or "trade off" of community control for the urban villages. (74)

The demand for community control is a very political demand. White educational programs may be sparse, and educational ends unclear, the political dimensions are clear. Community control means real power: the right to determine how education dollars are spent; the right to determine who gets what jobs; and institution from which to build a functioning political base. That, the black community would argue, is what white suburbanites have enjoyed all along; blacks are seeking only equal treatment. The situation is two-fold in
actuality; the suburbs risk their autonomy by integrating in its full sense of the word (dollars as well as bodies) throughout the metropolis or the urbanites develop community control districts so that they may develop their own "good thing". Anything less will not suffice! The guestimate made here is based on a political interpretation of the way white America does things when it comes to power relationships.\(^{(75)}\) The suburbanites (white American powerbase) will fight for the status quo irrespective of what the system-unitary metro, uni-gov, etc. The status-quo being community control of their own schools and their community control over urban schools.\(^{(76)}\) Before there is any change things will have to become appreciably worse throughout the metropolitan regions—especially in their more affluent sectors—before there will be much chance that public education can be put on a new progressive path.
Chapter II Metropolitan Forms

Section 1

Forms which metropolitanism can assume.

Metropolitanism can be created in many different ways—from the most powerful support, that of judicially mandated situations like Richmond to voluntary associations like Edco. A complete wiping away of district lines and jurisdictions and consolidation of all governmental units in the entire metropolitan area would be the most radical approach. This approach is very unlikely to occur anywhere in the United States. The complete destruction of school districts in the metropolis for the sake of integration is as unlikely. If legislators were to become serious about ending racial isolation, there could be a number of metropolitan formations that could possibly bring about that end.

The most simplistic of these would be the voluntary associations such as Concern and Metco where local systems maintain their autonomy and are able to control the number of children they accept. The next step would be the maintenance of local districts, but with the requirement—that students from other districts be mixed in with the local children. This step could be accomplished through state action. A step in this direction was the intention of the "Murphy Bill". A two-way mixing program would seem to be the next step. The courts could make this happen since they have already ordered both one-way and two-way housing. A metropolitan board would be needed to oversee the exchange of students and the action of
local boards. The courts would make provisions for such a board if they are at all serious about any court ordered program. This brings us up to the two-tiered federal form of government used by Toronto and Miami, wherein the metro board and the local board share power and decision-making, and there is an elastic relationship between the two levels. Educators who have studied Toronto credit the two-tiered system as the reason for the success of Metro. (78) This success can only be obtained if there is an equal sharing of the power between the local boards and the metro board—!

While metro was formed through legislation, it could be achieved voluntarily, although, as it has been previously noted, this is very unlikely. Another form being discussed presently in educational planning circles is when metropolitanism is part of a desegregation plan drawn up by the court. (79) Admittedly, the concept of metropolitanism does not necessarily involve only one set of organizational or governance arrangements. An example; schools might be desegregated on a metropolitan basis by using the preset facilities in the relevant area and moving only children and teachers without affecting present political, educational, and financial arrangements. An alternative to all the metro forms mentioned would achieve the same results in terms of relieving racial isolation. That alternative would be the establishment of a single new policy making and taxing authority. This authority would mean the abolishing of all present school boards and tax bases in the metropolitan area. This alternative mentioned here is not likely when one considers Politics as mentioned earlier in this paper.
The one form which seems likely to occur is the metro form found in Richmond, Virginia. The court order here calls for Richmond, Henrico County, and Chesterfield County to be reorganized into six districts with some local autonomy in each district, but under an overall metropolitan authority. This arrangement is for the purpose of desegregation and has caused an immense furor in the Richmond area to put it mildly. The case is under appeal, so that it might be some time before the plan is implemented—if implemented at all?? Theoretically using pie-shared districts in redistricting such as is suggested for Richmond, combines the positive points of metropolitanism (financing, economy of scale and "desegregation") with the favorable aspects of localism and smallness.

There are many other metropolitan arrangements which have been discussed as possible options along metropolitan lines. One which has been championed is the joint school approach, which would involve a city and a suburb joining together to form a school, cooperatively run by both systems. There is a Metro High School proposed for the city of Boston and if it becomes a reality it will be a modification of this form. Still another approach is the limited purpose district, such as those which are formed to operate community colleges. These involve the joining together of several districts for the purpose of creating a common enterprise. Finally, the metro educational park should be mentioned. The proposed park is planned to involve a large campus approach to education with the use of pie-shaped districts which would radiate out from the central city to the suburbs. If the
plan worked it is to bring about instant integration. It might also bring about instant bankruptcy. Due to the large expense projected, the project is contingent upon federal funding. At the present time there are no signs on the horizon it will be funded.

It is important to note that metro can work in some areas where as in others it cannot. It is one thing to talk about metro forms along administrative lines or economic lines but the ball game changes completely when you discuss it along desegregation lines. At present the data indicates that Toronto is the only metropolitan area in North America that has a metropolitan educational plan working well (a plan that the masses approve). Could the reason for their success be Toronto's metropolitan educational plan is not part of any desegregation plan???(83)

Section II

Metropolitan Cases in Progress

On January 10, 1972, a federal district judge in Richmond, Virginia ordered two predominately white suburban county school systems to be merged with the predominantly black city of Richmond. The New York Times pointed out "the formal consolidation order (was) the first and most far-reaching mandate ever issued by a federal court seeking to end classroom segregation by breaking down political boundaries". Judge Merhige held that the "constitutional requirement that blacks and whites have an opportunity to attend an equal, unitary school system transcended the right of local governments to establish their own educational boundaries"(New York Times, Jan. 11, 1972, P91).
While this ruling applied to the formerly dual school system of Richmond, it could well serve as a precedent for northern cases which showed that the actions of state officials had also served to create a "dual" system of schooling. Some have speculated that if Judge Merhige's opinion survives the test of the Supreme Court, it could serve as a national landmark for the north, as well as the south. Validity of this speculation, however, will have to wait for appeals to the Circuit Court and the Supreme Court and this will take some time. If the case stands up in court, it will have to be proven city by city that the Richmond decision has any application in each particular case.\(^{(84)}\) The significance of the Richmond suit is that it consolidates the fragments of the metropolitan approach which have been scattered across the south, and provides a route for ending segregation in the north.

Events have not been standing still in the north completely. Several northern cases are in the works and it would be wise to check them out.

Spencer vs. Kugler (326 F. Supp. 1235, 1971) was a suit brought by black students alleging a failure to achieve racial balance among several districts in the state of New Jersey, and this was alleged to be a violation of their constitutional rights under the equal protection clause of the constitution. The court did not accept the "racial balance" aspect of the case and it decided that racial balance was beyond the limits of either judicial or legislative intervention and that the situation was a \textit{de facto} one and not a \textit{de jure} case.
Here might be a good place to define some terms: **de jure** cases - Briefly, such a case involves proving that state actions have brought about segregation. **de-facto** - when segregation exists and it cannot be proved legally that the state is responsible. In regard to the New Jersey case the court's decision was understandable, on presented objective criteria because no evidence, beyond the allegation of "racial imbalance", was brought and shown to be a violation of the fourteenth Amendment. If the court had been subjective or if it had been in the courts interest (welfare of black people) their findings might have been different.

One must question the vigor of the plaintiffs' lawyer, since the bulk of segregation (or racial imbalance) in the north could probably be traced to some sort of "state action" and, therefore, could be demonstrated as a **de jure** situation - even cases involving housing patterns. Maybe **Spencer vs. Kugler** asked the court to do a little too much! Not only did the court have to declare **de facto** segregation unconstitutional, but it had to extend those principles to a metropolitan situation. The court ruled against the plaintiffs and the Supreme Court recently refused to hear the case--in effect confirming the decision of the lower court. The Supreme Court's recent action has cast a shadow on the metropolitan situation, because it serves further to cloud the possible thinking of the court on this matter. Maybe since **Spencer** was not really a very well constructed metropolitan case(85), the court's refusal to hear it should not be
as a serious setback.

*Spencer vs. Kugler* can be used as a baseline for the Detroit and Indianapolis cases, for they succeeded by going exactly the opposite way of *Spencer*. Where *Spencer* was a case on "racial balance" and as such, viewed by the court as a *de facto* case and thus beyond the limits of its jurisdiction, both Detroit (*Bradley vs. Milliken*) and Indianapolis (*U.S. vs. Board of Commissioners of the city of Indianapolis*) were *de jure* segregation cases thus had the voluminous backing of the southern cases which had preceded them. In Indianapolis, even though the board purported to be operating a unitary school system, the historical context showed that the system had, in many ways, never really dismantled the remnants of the dual system. A great deal of evidence was presented from historical documents chronicling the days of slavery in Indiana through the Post-Civil War era to the present time. The evidence revealed segregated housing patterns all throughout the history which remained to the day of the suit. Further it was shown that the vestiges of the dual system remained and that the system and the state had not taken affirmative action to destroy these vestiges. In fact, the finding of the court is one long litany of inaction, noncooperation, segregative board practices and unenlightened legislation. \(^{86}\)

In creating a remedy the court must be concerned that such a remedy is lasting. In the words of the *Alexander* decision, a state or system should "come forward with a plan that promises to work, and promises realistically to work now and hereafter". The
Indianapolis court raises several key questions about including the various suburbs surrounding the city, and in raising these questions, it also raises the possibility of a metropolitan approach in formulating a remedy to *de jure* segregation in Indianapolis. This metropolitan possibility is not very radical since there is an Indiana state law on the books which created Uni-gov, a metropolitan form of government for Indianapolis. Uni-gov left the school system out of the metropolitan arrangement. The questions raised by the judge in this case are ones merely leading to the inclusion of the school system in the Uni-gov operation—thereby creating the possibility of a metropolitan racial solution in an area which had already decided politically that it wanted metropolitanism.

The Detroit case raised the possibility of metropolitanism in a place where metropolitanism is not currently in operation. Judge Roth ordered the state to submit a plan for metropolitan desegregation in the Detroit area. This plan might ultimately involve some eighty-five suburban school districts which are in the Detroit metropolitan area. Once again, Detroit is quite clearly a *de jure* case and was so constructed by the plaintiffs. Housing practices which created segregation play a big part in this case. The court found the school system guilty of segregatory practices and in violation of the Fourteenth Amendment. The court held Detroit responsible for the "natural, probable and foreseeable consequences of (its) policies and practices". Since the Detroit board is a creation of the state, the state must be held accountable for the actions of the board. On October 4, 1971,
Judge Roth ordered the state to submit a plan for metropolitan desegregation. During the last week in March, Judge Roth ruled out the desegregation plans submitted by the city of Detroit which would have created an intra-city solution, thereby creating the strong probability that a metropolitan solution would be ordered. However, it is not certain that even if a metropolitan plan were ordered that it would stand up under appeal to be implemented. Even so, the request for the submission of such a plan by the judges in Detroit and Indianapolis raises the distinct possibility that metropolitan solutions are possible for those two cities.

These cities and their metropolitanism cases have shown us, how such a case might be brought and how it may be successful (implementation). To begin, a de jure suit must be brought and proven against the city. (87) The state can then prepare a metropolitan desegregation plan, since for most northern cities the maximum feasible unit of desegregation might well be an entire metropolitan area. (88) Once a de jure case is in the works, a court has the affirmative duty to create a remedy which will be effective. (89) In northern urban centers this effective remedy might be metropolitanism. Paul Diamond of the Harvard Center for Law & Education points out "the motivation to look to the metropolitan area seems to vary with the potential for court-ordered desegregation". (90) This is particularly true of white parents within the city. Presumably, they do not relish the idea of being a "minority group" within the schools and are eager to have their white counterparts in the suburbs share their burden. The result, of course, is to spread blacks across the entire metropolitan area.
Given the ineffectiveness or complete failure of voluntary and legislative approaches to bringing about a solution to racial isolation in metropolitan areas, it would seem that the only real potential for metropolitanism becoming a real solution, may well be through the courts, if recent history is any guide. Given the slow pace that courts maintain, such a solution for most cities is not in the near future.

Section 3  
**The explosion effect!**

It is not a pleasant thought to know that metropolitanization might mean that children of the minority group (black children) will be scattered all over the metropolitan area, becoming even further in the minority. When one considers that in many urban centers blacks are the majority - that means nothing because they will be the ones leaving their neighborhoods traveling out to the hostile suburbs where they will become a minority. Nowhere in America is there a metropolitan plan for desegregation where the percentages of black and white students is fifty-fifty—Nowhere in America are the percentages in favor of peoples of color.\(^{(91)}\) Due to the Coleman Report\(^{(92)}\) (a report done by white America) poor children should be integrated with higher income children because the data shows that children learn more under such an environment. Another way of saying it— Black children who are usually in the poor category should attend school with white children who are usually in the higher income category. This finding isn't as alarming as the nationwide for the percentages of mix. United States census tapes indicate black Americans are close to 17% of the total population in the country.\(^{(93)}\)
Thus all U.S. school districts shall try to reflect the national percentages. A fair way might be to try to reflect in a particular school the percentages of the local school district, at least that way there would be a mix of groups being in the majority. This doesn't happen to be the case and it doesn't seem to be changing. With this truth in mind black people can only be suspicious to any plan which calls for their dissemination from a majority situation to one of being a minority.

The collective powerbase that black America has in its urban homes is being seriously threatened in the name of metro quality education. This power base is being mined by yellow school buses transporting the most important resource of that powerbase all over the metropolitan area. One may ask, what is so wrong with that? That same person would have to be totally unaware of the make up of American metropolitan areas. That being a legitimate possibility-the following diagram is typical of an American metropolitan area. Areas I, II & III contain some characteristics similar to many metropolitan areas in the United States.

I. Central City
   A. Poor minorities, and rich whites that have moved back into the central city in high-rise expensive housing. The same people live in the city but their children remain in suburban schools or private schools.
   B. Industry & Commercial
   C. High crime and drugs
   D. Slum real estate
   E. Absentee home ownership
II. Outer City
   A. Blue collar whites that have moved from the central city and lack resources which has kept them from moving further out.
   B. First generation home ownership
   C. Blatent racism due to immobility and threat of black middle class moving past them.
   D. Neighborhood school-Anti bussing stand.

III. Suburb
   A. Middle and upperclass people that control their schools
   B. Home owners
   C. Reduced crime area
   D. Drugs
   E. Inner-city commuters
   F. People who have moved from the city in search of a better environment (ie) land, homes schools, public services.
   G. Many people oppose metro on the basis that they to the suburbs to escape from the perils of the city and therefor they do not want their children exposed to these perils either by being bused to the city or by having the city, in the form of black children, bused to the suburbs.\(^{(94)}\)

This brief structural outline of the attitudinal metropolitan area is true of many metropolitan areas across this nation.\(^{(95)}\) The point that is being made here is that the metropolitan area is made
up of many people with many political agendas. At the same time research has shown that there are many consistencies about monolithic behavior which occurs in the three mentioned areas within the metropolis around housing and educational issues. (96)

On the following page is a graphic description of the Boston, Mass. metropolitan area. The area within the thick black line is considered the Boston Metro Study Area. This area is presently being studied by the educational planning team of The Education Collaborative for Greater Boston, Inc. (Edco) on a grant from the Massachusetts Department of Education. (97) Their mandate is to explore the possibilities of a metropolitan collaborative throughout the entire area. Due to the political attitude of the Boston School Committee and their refusal to balance their schools (presently 83 imbalanced schools in city) (98) empathetic educational planners are seeking alternatives to dealing with the Boston School Committee. Since the state has the overall responsibility for education and has cut off funds to the city of Boston for not complying with the racial balance law, and the school committee has remained rigid, planners have decided to look to the metropolitan area for an answer as was done in the Detroit, Michigan area. Are we being told here, that because of a handful of school committeemen, black children must seek a quality education outside the city of Boston? That is to say, the premise of quality education must include an "integrated environment". If this be the case, doesn't it make sense to deal with the handful of school committeemen in order to promote quality education within the city? It would only seem logical to provide a
FIG. 1

THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMUNITY AFFAIRS
PLANNING ASSISTANCE
SCALE IN MILES

LEGEND

[Diagram of the Boston metro study area]

[Legend indicating the initial study area]
quality education within a city for its people. This logic seems to be consistent with "American procedure". To ask a particular group of residents of your city to go outside their city to get quality education must mean that quality education is not offered in your city for anyone. Only under this condition should anyone leave their city to go to school.

The agenda for Black America as articulated at the National Black Political Convention in Gary, Indiana, 1972, calls for community development in all areas with education being high on the list of priorities. Black people are not following any other agenda. No agenda that calls for its most precious resource, abandoning its community in search of a quality education that can be offered in their own community if "outsiders" would stop being about "educating the world". As one child said to me in an interview, "Gregory, I wished I lived in Brookline so I could play with my friends." (99) After thinking about that statement and talking with the child's parent who told me, "There is nothing I can do about Kimani living in Brookline". All of the explosion effect went off inside. Here was a mother who loves her child very much and a child who loves his friends very much even though they live outside his city. Kimani is only nine years old and cannot understand why he can't move to Brookline to play with his school friends. His mother is many years older with psychological battle wounds sustained from Boston Public
School officials who understands economics enough to realize why she and Kimani do not live in Brookline, but can't understand why Kimani can't go to a school and play with the friends he loves in his own community. Kimani's mother has not given up her battle in Boston for the right of her son to go to the school down the block. In fact, Kimani has the theoretical right to go to the school on his block and also, in fact, it would be technical and attitudinal suicide to exercise that right. Kimani is like many children in Boston's black community who have gone outside the city to get technical skills and like many of them this action is temporary-until the battle is won in Boston to provide quality education in all its schools. To create a metropolitan educational desegregation plan would be to create an institutional exit of the black community's most precious resource and the heart of its community development. The situation in Boston is represented in every major metropolitan area in the United States where black people reside.
Chapter III

Who's agenda is metropolitanism?

"What Time Is It?

We come to Gary in an hour of great crisis and tremendous promise for Black America."

The time for black America is "nation time"! Any people who are serious about building a nation hold education as a high priority. At the present time in American history black children are not receiving quality education in a technical or attitudinal sense. (101) In the technical area black children have lower national scores in reading and math than any other racial or ethnic group. This fact has been verified by many local and national surveys. (102) We also have the highest dropout rate. Black young people become easily discouraged by the oppressive educational system and decide very early in life that they have had enough miseducation.

A tragic point is the low percentage of quality diplomas (academic) given to black students at the conclusion of their high-school careers. You will notice additional evidence in the case being made by black Americans against white American public educational offerings to black children. Boys High School in Brooklyn, New York (99 percent black) reported that only 9 percent of its graduates last June were eligible for academic diplomas. (103) With this amazingly low rate of success in educating black children it is no surprise that only 5 percent of the high school graduates of Bedford-Stuyvesant (an all black community) are prepared to enter college after graduation. (104)

In the attitudinal area, the physical, mental and emotional abuse heaped on black children enrolled in segregated and deseg-
regated schools from white teachers and administrators certainly
did not end with the Little Rock Nine. Black children are harrassed
unmercifully by white students. Black public school students are
suspended or expelled for little or no cause (when they are simply
not ignored), are taunted and insulted, segregated within classes,
excluded from extra-curricular activities, shunted off into useless
courses, and daily faced with a veritable battleground of racial
hostility, much of which is beyond the ability or willingness of
courts to rectify. None of this sounds like "equal educational op-
portunity." (105) It is no wonder, then, with this pattern of mis-
education of black children, that the black community remains totally
dependent upon the white community for most of its vital needs and
services.

Based on the technical and attitudinal development levels of
black children-black America is forced to develop its own agenda for
educating its children. In developing this agenda, all formats of
educational plans must be analyzed in order to utilize any good
points that may be included in any educational plan developed by
black people for black people.

This document has stated some of the reasons many educators
are concerned about metropolitanism, some of these metropolitan for-
mats that have been discussed and finally is asking the question -
Who's agenda is metropolitanism? The American Black Educational
Agenda as stated in Gary March of 1972 calls for all black children
to receive the finest quality educational (technical + attitudinal)
experience possible. (106) Blacks are in complete agreement on the
agenda. What they are not harmonizing on is the means. At this present time there may be no "one means". To the contrary—there are probably many viable means. This paper has tried to bring more clarity to the means by showing that some of the stated reasons for metropolitanism aren't so sound—more importantly if the reader feels they are sound he must look at the soundness—not from white America's agenda but from black America's agenda. One must not forget—metropolitanism used for desegregation involves black children and their destiny in a more acute way than that of the white child. (107) The real question here is not so much aimed at metropolitanism for its fiscal claims to equality. These fiscal claims were discussed to give information about metropolitanism and to give some perspective. The real question is aimed at the use of metropolitanism for desegregation purposes. The remainder of this paper will articulate this concern in hope of getting closer to the means to fulfill the black agenda.

The Federal Courts have assumed that justice for black children requires that those children attend schools where the majority of the students are white. (108) Because of this assumption the courts have denied to white Americans the opportunity to segregate black Americans in the situation of public education. Such court action was intended to be a benefit to all.

However, the Supreme Court has done more than prohibit segregation. The Court has required integration in public education and has defined integration as an educational setting where black children are clearly in the minority and likely to remain so. (109) That
definition of integration has caused black students to be assigned to schools not necessarily of their choosing in much the same way that white students have been assigned to schools not necessarily of their choosing, when integration has been ordered.

Desegregation decisions, which are made up of legally required affirmative acts to achieve integration, have rarely expressed very much interest in black pupil performance either before or after desegregation. The lack of Supreme Court attention to black pupil performance is a function of certain educational premises that have characterized all desegregation decisions.

The absence of pupil performance as a variable in the evaluation of desegregation proposals would be acceptable if consistently appropriate pupil performance were a characteristic of Court-ordered desegregation. However, desegregated black pupils, as a group, are not performing at acceptable levels. Therefore, the absence of pupil performance as an evaluative criteria for desegregation proposals is not acceptable.

Black pupils attending schools that are integrated under court order fulfills the law of integration. Black pupil performance in such integrated schools has not fulfilled the black agenda.

A further important assumption being made here is that black pupil performance in integrated schools is partly a function of black pupil performance in black schools.

Exactly what is being established in this discussion—the Court does a disservice to black children by assuming an automatic improvement in black pupil performance in integrated schools. The literature of educational research does not uniformly support such an educational ideology. The Court has insisted on black pupil access to integrated
schools and this is just, in so far as that increases the choices available to black Americans in furtherance of the American ideal of equality of opportunity. Court imposition of an ineffective educational ideology is a disservice to black Americans as it constrains the ability to identify effective educational strategies for all races and social classes. The point that is important here— the Court's perception of integration precludes proper interest in alternative educational ideologies unless the nation can predict an early moment when all American children will be attending integrated schools.

The "Brown" decision in 1954 remains the most singly important description of the Supreme Court's perception of the relationship between black pupil performance and integration. The most important assumptions in the "Brown" decisions description of the relationship between race and education can be summarized as follows:

A. The existence in the United States of state-imposed white schools and black schools is accompanied by the discriminatory treatment of these schools. That discrimination consists of inequitable distribution of educational resources such as to deny to black children the minimal resources needed for quality education.

B. Even if the distribution of educational resources is made equitable, justice will still be denied black children because state-imposed segregation persuades black children that they are inferior and their belief in their inferiority interferes with their ability to acquire school skills.

C. Therefore, appropriate black pupil performance must be preceded by black pupil's being mixed with white pupils.
Many volumes of educational literature since 1954 have sought to scientifically sustain the belief that no black child can obtain proper public schooling when that child attends a majority black school. (114) That literature has been quite interesting but must be summarized as follows. Court-ordered integration is characterized by black pupil acquisition of basic school skills that vary from time to time and place to place. Since the same literature documents a wide gap between black pupil and white pupil acquisition of basic school skills, it is safe to conclude that black pupils are not attaining white pupil levels of educational matriculation. (115)

In 1954, there existed near unanimity among integrationists as to the validity of the positive correlation between black pupil performance and integrated schooling. Therefore, pursuit of integration was synonymous with pursuit of improved black pupil performance. (116)

Since 1954, the Supreme Court has consistently prohibited all forms of racial segregation in public education. However, since 1954, black children have not had universal access to public integrated education. The demography of American life makes it clear that most black children in the United States will not attend integrated schools in the foreseeable future unless the most extreme measures, such as metropolitan busing are taken to bring about integration. (117)

The nature of desegregation litigation makes it clear that even if metropolitan desegregation is ordered in some cities, it will be many years before it could be ordered in all cities. Therefore, demography and the educational assumptions of the Supreme Court compel the conclusion that black children are condemned to improper public instruction for the foreseeable future, unless metropolitan integration becomes nationally pervasive.
Predictions of a future of racial isolation in public schools, together with inadequate and improper instruction for black children does not look well for the future of black people in particular and American people in general. Pessimism occurs because no large scale effort to improve public performance in majority black schools has been successful. Furthermore, black pupil performance in integrated schools has not been satisfactory. Those who believe that the only way to improve the lot of black children is to improve their schooling and that the only way to improve black schooling is to integrate are understandably discouraged because the prospects for pervasive educational integration seem dim. That pessimism is justified only if integration, as defined by the Court, is the most effective educational ideology for black children.

Basically, this discussion will suggest that the Court's educational assumptions are an impediment to educational progress for black children. More explanation requires further recitation of the origin of the Court's perception of the relationship between integration and black pupil performance.

The "Brown" decision remains the most singly important description of the Court's perception of the relationship between black pupil performance and integration. The educational assumptions obtained from the evidence presented in the "Brown" decision reflect the ideology of the National Association for the Advancement of Colored People. In "Brown" as in most important desegregation decisions, the N.A.A.C.P. was a principal litigant. Certain characteristics of
American history help to explain why the N.A.A.C.P. played such an important part in the development of desegregation law and its attendant educational assumptions.

In the decade following 1865, the Reconstruction Congress enacted certain constitutional amendments and civil rights laws. Those congressional acts were intended to make available to black Americans all the privileges and prerogatives then available to white Americans. Had that congressional intent been realized by black Americans, like other Americans, they would have sought redress of their societal grievances by a variety of means. Those means may have included political organization for purposes of influencing public office-holders; economic organization for purposes of improving black financial well-being; social organization for purposes of defining for themselves the black American basis on which they would interact with the society, and finally, legal petition when it seemed that the law represented a more equitable avenue of redress than other kinds of activities.

Circumstances of the 100 years between 1865 and 1965 saw black Americans invest almost all of their efforts in legal redress and give little attention to other avenues of reform. Political success for black Americans between the years 1865 and 1965 was nothing to rave about. The Reconstruction decade had been characterized by considerable black interest in newly won suffrage and events of the decade gave evidence that as time went on blacks would become more politically sophisticated and increasingly adept at obtaining legislative representation for themselves.
However in 1875, black political activity suffered a stunning reverse. A group of Southern blacks, engaged in a political meeting, were interrupted by a white mob. The mob beat certain of the black participants in the meeting and succeeded in disturbing the group.

The federal government indicted, and caused to be convicted, two whites who were members of the mob for violating the Enforcement Act of 1870. The Enforcement Act had as its intent that it be a crime if "two or more persons banded together or conspired together... to injure, oppress, threaten or intimidate any citizen with intent to prevent or hinder free exercise and enjoyment of any right or privilege granted or secured to him by the Constitution or laws of the United States..." The conviction of the two whites was appealed to the Supreme Court in a case known as the UNITED STATES vs. CRUIKSHANK. (124)

Chief Justice Waite, in 1875, speaking for the Court, reversed the convictions by determining that, "the same person may be at the same time a citizen of the United States and of a state but his citizenship under one of these governments will be different from those he had under the other." (125) Therefore, the Chief Justice observed, redress for the grievance before the Court must be sought and obtained from the states because the federal government "can neither grant nor secure rights or privileges not placed...under its jurisdiction." (126) The affect of the "Cruikshank" decision, together with later decisions, such as the UNITED STATES vs. REESE (127) was to deny black people the opportunity to engage in political activity since, to attempt such activity was to risk the wrath of white Americans, which made it possible for Americans to proceed, secure in the knowledge that unless their state moved against them,
there would be no penalties for their acts of violence against black Americans.

With this truth in mind, black Americans concluded that to be politically effective, they would have to be integrated so as to be nearly indistinguishable from white Americans so far as that is possible. Such a conclusion was partly a function of the Court's refusal to protect black Americans assembled to identify their best interests. A point that must be understood—"Cruikshank" made all black assemblies, for whatever purpose, liable to physical intimidation by any individual whites who might be so moved.

Black dependence on the Enforcement Act is indirectly described in E. Swinney's "Enforcing the 15th Amendment." The numbers and locations of Enforcement Act prosecutions emphasize that black Americans were pervasively aware of the interdependence between black group activities and the Enforcement Act. Court emasculation of the Act was immediately perceived as a curtailment of the black right of assembly.

Economic self-help was similarly denied black cooperatives and like activities since they require blacks to be able to peaceably assemble and to peaceably undertake such economic activities as their group might suggest. Black Americans could only so assemble if protected by the Enforcement Act.

To seal the case of the Court rendering the Enforcement Act impotent—UNITED STATES VS. HARRIS (129) in 1883 certainly settled the question. UNITED STATES VS. HARRIS saw the Supreme Court ignore
government action against an armed white mob which had killed and beaten two blacks, in the custody of a sheriff. The Court could find no constitutional basis on which to justify federal government interference with the white mob since, reasoned the Court, the mob proceeded as individual American citizens and the constitution was intended only to prohibit overt racial discrimination by state government.

The point being made here— the climate created by these and like decisions compelled many black Americans to renounce their interest in any form of redress other than legal.

The N.A.A.C.P. began in the early 20th Century and set about legal assault on the Supreme Court's narrow and pervasive perception of citizenship for black Americans. The ideology of the N.A.A.C.P. to follow an integrationist philosophy is understandable when one considers the impact of the weak "Enforcement Act". Blacks had no protection unless they could mix with whites to the point of not being a recognizable group. Since the arena in which the N.A.A.C.P. carried its principal struggle was the law, and since its adversary was most often the Supreme Court, integration seemed the most efficacious form of redress of black grievance.

These circumstances help to explain why American history does not identify effective and successful organizations devoted to the political or economic redress of grievance for blacks. Thus, the NAACP became the organizational spokesman for black America and thus integration became the ideology of the NAACP.

In summary, black Americans were denied choices as to the means of their redress of grievances because Supreme Court decisions, in
line with other characteristics of American life, had the effect of making any organized black activity that was not legalistic impractical. Blacks, therefore, find themselves observing a historic dialogue between the federal judiciary and the NAACP with the understanding that the NAACP ideology of integration representing the best interest of black Americans in all circumstances.

The NAACP is not being frowned on in any manner—this organization is unchallenged in the consistency and sincerity of its commitment to the cause of black Americans. The point intended is that no single ideology, such as integration, should take on the responsibility of representing so extensive a percentage of the population in America.

Since the black educational agenda calls for the opportunity for black Americans to acquire those societal skills that are prerequisite to economic and social mobility then black Americans must be interested in a variety of circumstances under which black Americans might acquire such skills. Since acquisition of societal skills is principally a function of public schooling, then blacks must become interested in black pupil acquisition of school skills.

Educators have found integration improves performance for some black pupils, therefore blacks should continue their interest in integrated education. However, if circumstances compel improved black pupil performance in majority black settings, then blacks must attend to that also, partly by challenging demonstrably ineffective educational ideologies.
The demography of American life indicates the conclusion that eliminating all segregation will not integrate all Americans. The black ghetto, characterized by racially identifiable residential areas, will remain a part of American life for the foreseeable future. In spite of that, the nature of integration directs one's attention to black movement to the suburbs. That is a legitimate interest, but as presently pursued, it precludes sufficient interest in making the ghetto a more viable community for those who must, or will, continue to live there. Social and economic progress in the ghetto cannot occur unless the schools and other agencies of social service become more responsive to the communities of which they are a part.

Schools and other agencies of social service will not become more responsive to black communities until it is established that interest in integration is not synonymous with lack of interest in black communities.

When extraordinary measures are taken to achieve integration, this should only be done when exhaustive inquiry indicates the conclusion that no other tactic of redress would be effective.

De facto segregation in the north may require investment in improving existing black schools along with the Court's constant pressure on educational discrimination. The improvement of black schools is being neglected somewhat by the perception of integration limits discussion of the various means by which educational equity may be obtained for black students who are not integrated.
The Court's hostility to majority black schools reinforces the national belief that majority black schools are bad schools. This sort of a belief insures that integration in education must continue to reflect preference for middle-class, white behavior and precludes the possibility of identifying or developing positive black educational behavior in a majority black setting. The point being made-majority black settings are a fact of American life, and will remain so for a long time is a fair guess. It is a disservice to ignore that fact.

In summation, redefining integration so as to make it more culturally democratic and thus more educationally effective may depend on developing effective instruction for majority black schools. (132)

Black Americans have not had choices of the means of their deliverance from societal inequality. The Supreme Court and other factors in American life, inadvertently, conspired to push integration as a means of racial redress to the exclusion of all other means of redress.

The information presented here is very important to Black America in fulfilling its educational agenda. Pupil performance along attitudinal and technical lines must be the criteria in selecting metropolitanism or any other plan for the education of Black America.
INTERVIEWS

1. Imamu Baraka - Founder of African Free School
   Newark, New Jersey

2. James Breeden - Professor Harvard Education School
   Cambridge, Mass.

3. Benjamin Brown - Georgia State Representative
   Atlanta, Ga.

4. Alan Clarke - Director of BRIDGE
   Boston, Mass.

5. David Cohen - Professor Harvard Education School
   Cambridge, Mass.

6. Charles Davis - Newspaper man
   Indianapolis, Ind.

7. Paul R. Diamond - Attorney, Harvard Center for Law and Education
   Cambridge, Mass.

   Boston, Mass.

9. Ron Edmunds - Michigan Board of Education
   Detroit, Michigan

10. Charles Glenn - Director of Equal Education Opportunity Bureau
    Mass. State Board of Education
    Boston, Mass.

11. Richard Green - Doctor, Student-Harvard Education School
    Cambridge, Mass.

12. Cathy Greves - Michigan Board of Education
    Detroit, Michigan

13. Judith Grubbs - Consultant Title IV
    Mass. State Board of Education
    Boston, Mass.

14. Gregory W. Hayes - Department of Education
    Indianapolis, Indiana

15. Paul Houston - Doctoral Student-Harvard Education School
    Cambridge, Mass.


25. Queen Mother Moore - New York City


27. Ann Petit - Director of Boston Federation of Community Schools Boston, Mass.


29. Kimani Roberts - Student in METRO program Roxbury, Mass.


31. Youlahd Rosenthall - Miami Metro Planning Board Miami, Florida

32. John Ross - Educational Planner Richmond, Virginia
33. Benjamin Scott - Director of United Front
   Boston, Mass.

34. Kirkland Taylor - Lawyers Committee
   New York City

35. Donald Tompkins - Michigan Board of Education
   Detroit, Michigan

36. Cecil Turner - Miami Metro Planning Board
   Miami, Florida

37. Albert Vann - Afro American Teachers Association
   Brooklyn, New York

38. Preston Wilkox - Afram Associates
    Harlem, New York

39. Duane C. Williams - Michigan Board of Education
    Detroit, Michigan

40. Charles Woods - Miami Metro Planning Board
    Miami, Florida
1. Malcolm X, By Any Means Necessary

2. "National Black Political Agenda" Presented to
The National Black Political Convention
Gary, Indiana March 11, 1972

3. "California Educational Presentation" presented at
The National Black Political Convention Platform Committee
hearing March 1972 Gary, Indiana

Newsweek, (November 15, 1971) p.62

on national policy by the Research and Policy Committee
of the Committee for Economic Development, Washington, D.C.
February, 1970

6. Ibid., p.9. "In cities and suburbs alike, citizens were beset by
complexities that disturb their everyday lives...They are burdened
by high taxes and inflationary prices. The deprived minorities
in the slums and ghettos suffer more than other citizens of metrop-
olis, for they are more likely to be jobless or sick, badly
educated or poorly housed. What is worse, they are handicapped by
racial discrimination in their efforts to improve their own condition.'

suburbs and 59 million in urban centers.


Testimony at hearings before the Select Committee on Equal Educational
Opportunity, U. S. Senate, 92nd Congress. "Metropolitan Aspects of
"Racial and economic residential patterns in metropolitan areas
over the last decade have shown those who are white leaving the
central city, while those who are black remain in it. Between
1960 and 1970 our 67 largest cities lost 2.5 million whites, while
black population increased 3.4 million." p. 10746.


"In addition, in the last two decades, the process of political
fragmentation of metropolitan areas has accelerated. Our metrop-
olitan areas now are a series of artificially created political
jurisdictions--hermetically sealed compartments that seek to
defray reality through legal fictions."


16. Robert Havighurst. *Education in Metropolitan Areas, 2nd Ed.*, p. 246. Boston, Massachusetts: Allyn and Bacon, Inc., 1971. In 1960-66, black movement to the suburbs was 20,000 a year. In 1967-68, it was 220,000. Havighurst does not account for this dramatic increase, so it is not clear if this represents a trend or an anomaly.

17. Equal Educational Opportunity -- 1971, p. 10913. In 1960, 8.5 percent of Atlanta's suburban residents were black. In 1970, 6.2 percent were black.

18. Interview- Imamu Baraka, founder African Free School Newark, New Jersey March 1972


22. Interview with Charles Davis, local newspaper education editorialist. Indianapolis, Inc. 1972


24. Ibid.


31. Clearly, in the field of education, school finance is one of the biggest issues of the day. The disparities in the financing of education are real causes for concern. It would seem that the children who should have the most resources available are those who attend school in areas which have the fewest. Serrano vs. Priest and the cases which have followed it indicate that some changes are coming in the field of educational finance, although it is not at all certain that these changes will really get at the disparities of resources since the solution has been left up to state legislatures.


34. Ibid. p.189

35. Ibid. p.190

36. Ibid. p. 196

37. Ibid. p. 197

38. Commonwealth of Massachusetts, Department of Education, Needs and Opportunities for Education in Greater Boston. March, 1972


Surratt vs. Wilkerson 1971 U.S. 1,17SCT.
27 L Ed. 3rd


43. Ibid
44. Ibid
45. Ibid
49. Ibid p. 51.
52. Ibid p. 54.
53. Ibid p. 60
54. Ibid p. 54.
55. Interview with Director of Counselling and Testing New York State Board of Education, March 1972.
56. Ibid
57. Ibid
59. Interview with Jackie Malone, student of Department of Urban Studies and Planning, M.I.T. Cambridge April, 1972
60. Mario Fantini "Quality Education in Urban Schools" in Community Control of Schools p. 40-75.
61. Ibid p. 40-75
Interview with Ann Pettit, Director of Federation of Boston Community Schools, April, 1972.

Ibid


Ibid


Bradley vs. School Board of the City of Richmond. January 1972.

Mell King Thoughts on the National response and reactions to the busing issue (March 1972)

This attitude has been documented repeatedly in the last few months. While articles on busing, such as the cover story on Time (November 15, 1971) or the C.B.S. Special Report, aired on March 9, 1972 focus on the attitudes against busing which are articulated through such comments as "I don't see any reason why they've got a right to come in here and tell me my kids can't use this school I fought and paid for." an article in Newsweek (November 15, 1971, p. 61) on another approach to metropolitanism (the placement of low income housing in suburban areas) presented a quotation, which seemed to me to best summarize the attitudes of many suburbanites: "Low-income housing represents all the problems I moved here to San Fernando Valley to get away from. If we allowed it to be built, Woodland Hills could turn into a suburban slum. To be frank, I believe we should simply close the gates."


Interview Albert Vann, Afro American Teachers Association Brooklyn, New York March, 1972

78. EdCo Research Staff visit to Toronto Spring 1972

79. Bradley vs. Milliken, Detroit Case
   U.S. vs. Board of Commissioners of the City of Indianapolis, 1970

80. Similar to Vocational Education High Schools around Massachusetts:
   a. Whitman-Hansen
   b. Plymouth-Carver
   c. Lakeville-Silver Lake
   Two or more districts joining together to provide a common need that would be too expensive to provide alone.

81. Boston Metro High School is on the planning board, at present it doesn't look favorable in regards to construction starting date, based on interview with Mr. William Pair of School Building Assistance for City of Boston, Mass. The school is planned to be a "magnet" for the entire Boston Metropolitan Area.

82. Cape Cod Community College serves the entire Cape Cod area of Massachusetts. Based on the limited numbers of college students in the area, considering the cape is a seasonal area.

83. Toronto should not be used as an example of a metropolitan educational plan that is working well as an argument for metropolitan desegregation planning because Toronto doesn't involve racial isolation in its plan. Testimony received by EdCo research team visit to Toronto. Winter, 1971.

84. This is a little easier said than accomplished and points up one of the major stumbling blocks to gaining a metropolitan solution to racial isolation. Such a suit calls for a great deal of money and expertise. It has been estimated that the Detroit case cost about $100,000 in addition to five lawyer years of work. For a northern metropolitan solution, each individual city would have to be fought through separately. This could take a very long time and a great deal of money. Furthermore, since the Supreme Court has yet to act on any metropolitan case, it is not at all clear what its disposition towards metropolitanism might be. Therefore, the money and time wrapped up in the individual suits represents a sizable gamble. This and the fact that metropolitanism is not universally supported by black groups, seems to ensure that the north will not be swamped with metropolitan cases in each of its major cities in the foreseeable future.

86. Ibid

87. De jure segregation in a metropolitan area can be demonstrated in several ways. If school or housing officials within a city have acted or failed to act, and the results of their action or inaction is segregation, then it can be considered a violation of the Fourteenth Amendment. Further, if the state has allowed or encouraged segregation systems to be set up (such as a black city and a white suburban school system) this could also be actionable in a de jure suit.

88. Interview with Fred Lewis, Senior Attorney Department of Education, Massachusetts April, 1972.

89. An effective remedy can be defined as one in which racial isolation is minimized and racial mix is maximized. An easy rule of thumb might be that the racial composition of individual school populations in a metropolitan area would reflect the overall school percentages of the metropolitan area. In other words, if the black percentage of the metropolitan area is 25 percent, each school should have a black student population which is in the area of 25 percent. Further, effective should mean lasting as well. There should be a reasonable chance that racial isolation can be ended for good. Any plan which rules out enclaves and provides for future flexibility should take care of this.

90. Op.Cit Interview with Paul R. Diamond

91. Interview with Danial Dingfield, Agent to the Board, Mass. Board of Education, member of Edco research team. He and his team members have done extensive research all around the United States concerning metropolitanism planning of education.


94. Op. Cit. Interview with Director of METCO
95. Op.Cit. Interview with EdCo Research Team

96. Ibid

97. Diagram secured from EdCo Research Team


99. Interview with Kimani Roberts, nine year old student in Metco Program

100. Interview with Ben Schot, Director of The United Front, Roxbury, Mass. April, 1972.


102. "What Black Educators Are Saying" N. Wright, Hawthorn, 1970

103. Interview with Judith Jordan, adjustment counselor Boys High Brooklyn New York

104. Ibid

105. Interview with Mr. Leon Rock and five members of the Federation of Afro American Students Assoc. April, 1972.


107. Equality of educational offerings has not rendered equality in results for black Americans in terms of jobs, skills, financial attainment, etc.


110. Integrated Education, V. & No. 6, November-December, 1969, P. N. Prichard, "Effects of Desegregation on Student Success in the Chapel Hill City School"


114. National Review, October 8, 1971, Coleman


117. op. cit. 1970 Census


119. Ibid

120. "The Civil War and Reconstruction," Randall and Donald, D. C. Heath, 1961

121. Ibid.


124. U. S. vs. Cruikshank, 92 U. S. 542

125. Ibid.

126. Ibid.

127. U. S. vs. Reese, 92 U. S. 214


129. U. S. vs. Harris, 106 U. S. 629


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