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Improving Ethnic Balance and Intergroup Relations: An Advisory Report to the Board of Education, New Haven Unified School District.

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Using the findings of a field study and an analysis of school data, this report describes the ethnic and racial distribution of students in the New Haven (California) Unified School District and discusses the availability of educational opportunities and proper intergroup relations for minority-group students. Also, the report examines plant utilization, school-community relations, curriculum and instruction, indications of unequal opportunities, and students' participation in cocurricular activities; makes recommendations for broad policy changes in staff recruitment and training to bring about greater sensitivity to the needs of the students; and proposes a specific plan for improving racial balance in the schools. (See also UD 006726, UD 006730, and UD 006732.) (EF)

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November 14, 1967

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I. INTRODUCTION

In May 1967, at the invitation of the New Haven Unified Board of Education and District Superintendent Harold Schoenfeld, (following discussion of State Superintendent Max Rafferty's April 20, 1967, letter to all district and county superintendents--see Appendix A), the Bureau of Intergroup Relations of the State Department of Education initiated advisory services to the district. The prime task for the bureau concerned the elimination of ethnic imbalance in New Haven Unified elementary schools and the improvement of intergroup relations in the schools and community.

The Bureau Chief and members of the consultant staff visited the district on several occasions to assess the problems and discuss approaches to their solution. In August it was agreed that a team of consultants would study data provided by the district staff, visit the schools, interview a cross-section of educators and community people, and prepare an advisory report for submission to the Board of Education. The team, comprised of three consultants from the Bureau of Intergroup Relations and one from the staff of the Alameda County Superintendent of Schools, has completed its study and has summarized its findings and recommendations in this report.

Although the New Haven Unified Board of Education has not adopted an explicit policy committing the district to avoid and eliminate de facto segregation of pupils, the board has asked that it be provided with the information necessary to its future course of action, and that steps already taken, including the convening of a Community Conference on Education on

November 17 and 18, are expected to result in such a policy and program to be implemented beginning in the next school year. (For proposed board policy statement, see Appendix B.) The theme for the conference, "Your Schools Need You and You Need Your Schools!" demonstrates in conjunction with the following prologue the degree of sincere concern and commitment within both community and staff:

"What our schools are today will determine, in a large measure, what our community will be like tomorrow. The course our schools follow depends upon decisions the people make. Apathy of the public can jeopardize the welfare of our children and their schools. Only an interested and informed citizenry can keep our New Haven Schools vital and sensitive to the changing needs of our dynamic society. Our New Haven citizens face no more important responsibility than the future of their children's schools!".... From the White House Conference on Education, 1955.

Whatever plans are finally adopted for improving the ethnic balance of schools in the New Haven Unified School District, the board, administration, teachers and parents, as well as the citizens of the entire community, will face a continuing challenge in bringing about true integration. The study team is concerned with what must accompany the redistribution of pupils of various racial and ethnic groups: realistic, meaningful and effective programs of staff training, staff integration, compensatory education, school-community relations, intergroup education and intergroup relations.

II. DISTRIBUTION OF PUPILS IN NEW HAVEN SCHOOLS

A. District profile data. New Haven Unified School District is situated on the east shore of San Francisco Bay in southern Alameda County, approximately 21 miles south of Oakland, and is adjacent to Hayward Unified on the north and Fremont Unified on the south. It provides public school education for residents of Union City and those of the southernmost portion of the city of Hayward and a small unincorporated tract of 131 homes. The district was unified effective July 1, 1965. Enrollment in October 1967 was 5,646 including 72 in Head Start classes. The district operates six elementary schools (K-6), one junior high school (7-8), and one senior high school (9-12), as well as Head Start classes, a continuation school and an adult high school.

Union City, incorporated in 1959, includes the former towns of Alvarado and Decoto, whose economy was based on agriculture and on agricultural and manufacturing industry. During the past two decades, population growth in the area also has reflected the spread of residential housing for families whose income is derived from employment in other parts of San Francisco-Oakland metropolitan region. Large tracts of undeveloped land in and around Union City apparently will continue to be subdivided both for industrial use and for housing, and the prospect is for increases in school enrollment for an indefinite period.

Dr. Schoenfeld and his staff, in a report to the Board of Education, Enrollment and Plant Utilization Study (March 14, 1967), projected a total enrollment on December 1, 1968 of 6,631, including 72 children in Head Start classes. The projection indicated need of 32 additional classrooms*

* later projections decrease the need to approximately 23 classrooms

by that date. In the absence of funds for large capital outlay (two school bond and State loan elections having been lost), and with approximately 14 percent of the elementary and junior high school pupils then housed in 18 portable classrooms, the staff offered four alternate plans of plant utilization for consideration by the board. The plans were:

1. status quo (requiring much larger class size at the elementary and junior high school levels, the elimination of school libraries, triple sessions in some kindergarten rooms, and inadequate space for compensatory education programs);
2. double sessions;
3. quarter system (most students attending three of four quarters);
4. five-year high school (placing all eighth-grade students at the high school, thus releasing 17 classrooms for other use at the elementary level).

The Board of Education accepted none of these alternatives, directing the staff to make a further study.

When the 1967-68 school year opened, the district planned to house 3,503 elementary pupils, an increase of 282 over the enrollment at the close of the previous year despite loss of enrollment to a new parochial school in the area. It was anticipated that school libraries would be used as classrooms by April 1968. The district moved its central offices from the Alvarado School to another location to make adequate space available for preschool classes.

The New Haven Unified School District owns three sites for additional elementary schools and one site for an additional junior high school.

As new residential tracts are subdivided, there will be further opportunities to acquire school sites. With the exception of a portion of the plant at Decoto School, oldest in the district, all existing buildings are modern. All meet necessary standards of safety.

Only \$10,212 in unsold bonds, of one of the schools now in the unified district, and \$18,898 in State building aid designated for another, are available for capital outlay. Assessed valuation of property in the district (1966-67) was \$35,670,401. There is evidence of need for an election in March 1968 to authorize bonds, a State loan, and bond leveling, for new and expanded school facilities.

During the 1966-67 school year the district operated eight busses to transport 1,419 pupils daily one way. Transportation expense for the year amounted to \$65,316, of which the State reimbursed the district \$24,009.

B. Racial and ethnic surveys. Surveys conducted in schools of the New Haven Unified School District in October 1966 and October 1967 indicate that racial and ethnic minorities comprise more than 40 percent of the enrollment. In 1967 at the elementary level, Spanish surname pupils numbered 1,334 or 39.9 percent of all pupils, and Negro, Chinese, Japanese, Korean, American Indian and other nonwhite pupils numbered 103 or 3.1 percent. At the extremes of ethnic composition were Decoto School, with 89.6 percent of its pupils in the Spanish surname group, and El Rancho Verde School, with 91.2 percent in the "other white" group.

The State Department of Education, in analyzing the results of such surveys, has used the guideline of a 15-point deviation from the mean percentage of the district's racial and ethnic composition, outside of which a school is considered to be imbalanced. Applying that scale to the

New Haven elementary schools in October 1967, Decoto was an imbalanced minority school and El Rancho Verde and Hillview Crest were imbalanced majority schools. Alvarado, Searles and Manuel White were balanced within the range of the State guideline scale. This would be true even if the preschool classes at Alvarado and special education classes at Manuel White, both programs enrolling disproportionate numbers of Spanish surname children, were not included.

The junior high school and senior high school, each on a single campus, house all students at their respective grade levels and are not involved in considerations of ethnic imbalance. The continuation high school reported a disproportionately high number of Spanish surname students.

The 1967 survey found 13 teachers with Spanish surname and 12 other minority-group teachers, of the total of 239 in all schools. There also were 4 Spanish surname administrators and one counselor of that group. In noncertificated categories, the district reported 23 Spanish surname teacher aides and community aides, and 37 Spanish surname classified employees.

Eight of the 13 Spanish surname teachers were employed at the junior high school and senior high school. Two were at Manuel White elementary, one each at Alvarado, Decoto and Searles. El Rancho Verde and Hillview Crest had none.

Table 1 presents the results of the latest survey of pupils at all levels in New Haven Unified public schools.

C. Plant utilization proposals. Five methods of solving New Haven's problems of pupil housing and plant utilization have been or currently are under study by the staff: (1) status quo, (2) double sessions, (3) quarter

TABLE 1

RACIAL AND ETHNIC DISTRIBUTION OF PUBLIC SCHOOL ENROLLMENT
NEW HAVEN UNIFIED SCHOOL DISTRICT
October 1967

	Spanish Surname	Other White	Negro	Chinese, Japanese, Korean	American Indian	Other Nonwhite	TOTAL
	No. Pct.	No. Pct.	No. Pct.	No. Pct.	No. Pct.	No. Pct.	
<u>ELEMENTARY</u>							
Alvarado	204 48.6	185 44.	-	12 2.9	1 .2	18 4.3	420
Decoto	372 89.6	40 10.	2 .2	-	1 .2	-	415
El Rancho Verde	21 5.1	375 91.2	2 .5	9 2.2	2 .5	2 .5	411
Hillview Crest	96 14.7	543 82.9	-	8 1.2	-	8 1.2	655
Searles	351 47.3	368 49.6	3 .4	6 .8	2 .3	12 1.6	742
Manuel White	290 41.8	389 56.	3 .4	8 1.2	2 .3	2 .3	694
Sub-total	1,334 39.9	1,900 57.	10 .3	43 1.3	8 .2	42 1.3	3,337
<u>JUNIOR HIGH</u>							
Henry Barnard	305 37.5	496 61.	3 .4	7 .9	2 .2	-	813
<u>SENIOR HIGH</u>							
James Logan	547 36.9	912 61.6	3 .2	9 .6	-	10 .7	1,481
Continuation	9 60.	5 33.3	1 6.7	-	-	-	15
Total	2,195 38.9	3,313 58.7	17 .3	59 1.	10 .2	52 .9	5,646

system, (4) five-year high school, (5) reorganization in a 4-4-4 grade pattern. The 4-4-4 approach is a recent proposal resulting from a re-direction of efforts of the report to the Board of Education on March 14, 1967. In that report the Superintendent and his staff made the following comments:

1. STATUS QUO. "The only way that the status quo could be maintained would be through significantly raising class sizes at the elementary and junior high school level. There is room for growth at the high school. This would mean over-crowding already crowded classrooms and could actually affect the income of the district since we would exceed the state-allowed classroom maximums required for reimbursement. By December of 1967 we will need at least ten elementary classrooms in addition to the space we now have. This program would overburden existing classrooms now utilized in the elementary and junior high schools. It would eliminate school libraries, eliminate the compensatory education program from existing adequate space, and it would raise class loads to 33 in each kindergarten session and 34.6 in the junior high school. The average in grades 1-6 would start at 31 but soon would be higher.

"This program would require rescheduling of some kindergartens to triple sessions in order to house anticipated growth by the spring of 1968."

2. DOUBLE SESSIONS. "The double session plan allows two student bodies to use the same physical facilities. Students would attend either a morning or an afternoon session, thus potentially increasing the student capacity of any school plant by one hundred percent.

This solves the problem of student housing without large capital outlay for new facilities. Double sessions do not disrupt the existing patterns of school organization, curriculum offerings, community vacation or recreational patterns or school calendars, and they allow the district to provide summer sessions during the long summer vacation.

"Among the plans reported herein are the possibilities of:

- a. double sessioning Barnard Junior High School grades 7 and 8;
- b. double sessioning the elementary level;
- c. double sessioning James Logan High School to a morning session of 7:30 a.m. to 12:15 p.m., with Barnard Junior High School in the afternoon session from 12:30 to 5:15 p.m.;
- d. double sessioning Barnard Junior High School-grades 6-7-8 on a similar time schedule as above."

3. QUARTER SYSTEM. "The four-quarter plan has been instituted as an economy measure to alleviate building problems. Students are limited in attendance to three of the four quarters (12-week sessions) in a school year on the basis of arbitrary administrative assignment. In some instances, more able students are allowed to attend four quarters to permit acceleration. Opportunity for make-up work may be given through allowing attendance in the fourth quarter, normally the vacation quarter for students. It must be recognized that the increase in plant capacity created by this plan is reduced by the number of make-up and accelerated students allowed to attend all four quarters.

"The following advantages are claimed:

- a. Theoretically the plant capacity is increased by thirty-three percent, thereby postponing or eliminating costly capital outlay for new facilities.
 - b. It makes greater use of teachers.
 - c. It reduces the need for additional textbooks and other instructional supplies.
 - d. It facilitates make-up work and reteaching of student failures.
 - e. It increases juvenile employment opportunities.
 - f. It permits non-summer vacations for parents.
 - g. It provides opportunities for teachers to earn more money within their own professional field during vacation months.
4. FIVE-YEAR HIGH SCHOOL (GRADES 8-12). "This plan assigns the eighth grade students to the high school, thereby enabling Barnard to become a sixth and seventh grade school. It releases approximately 17 classrooms of the 20 $\frac{2}{3}$ needed by December 1968. It precludes the need for double sessions during the next two years at the elementary level if three elementary libraries are assigned for classrooms. This plan could provide a higher quality of education for the eighth grade students but it would tax the capacity of the high school immediately."

The fifth method was not proposed in the report of March 14 but is discussed in some detail in this advisory report. A reorganization of New Haven Unified schools in a 4-4-4 grade pattern, or some interim adaptation of such a plan, would enlarge existing attendance areas and consolidate facilities.

into "primary," "middle" and "senior" schools. It would require changes in program planning and plant utilization.

The traditional high school program (9-12) would be essentially the same as the present one at James Logan High School. The seventh and eighth grade program now offered at Henry Barnard school would not be expanded to conform to the higher-cost junior high school concept, but would be incorporated in a fifth-to-eighth-grade "middle school." Primary schools (K-4) would be established, providing an opportunity to develop an ungraded program and the best possible facilities for a first school experience.

D. Segregation or integration? In the frame of reference of this study, it is essential that each of the plant utilization proposals be assessed as to its impact on de facto segregation and on the special educational needs of disadvantaged minority children.

1. STATUS QUO. Three of the six elementary schools are now imbalanced. The concentration of minority children at Decoto and possibly at other schools would increase and continue to impair the effects of compensatory education programs as well as other efforts to solve problems of the minority community. In terms both of increased enrollment and of desegregation needs, this approach is unacceptable.
2. DOUBLE SESSIONS. Besides its detrimental effect on the educational program generally, double sessions would increase the learning lag for disadvantaged pupils. They would further limit the counseling time and individual attention available to such pupils.

Without recourse to an involved system of morning and afternoon sessions and the manipulation of attendance patterns, the schools which are now imbalanced would still be imbalanced but with more children involved.

3. QUARTER SYSTEM. This would set up an additional hurdle for graduating students from the disadvantaged groups in terms of entering the "mainstream" of college enrollment. It would probably discourage many economically disadvantaged high school students and increase the dropout rate.
4. FIVE-YEAR HIGH SCHOOL. This plan would help toward integration, but the revision of grouping or "tracking" procedures would be essential. It does not solve the problem of de facto segregation in the lower grades.
5. 4-4-4 GRADE PATTERN. When fully effective this would come closest to ending racial and ethnic isolation of pupils. Temporarily, the educational program might suffer because of lack of adequate facilities at the intermediate or "middle" school. Recent research and application throughout the country indicate that a 4-4-4 grade pattern is educationally sound and one of the most promising long-range plans of school organization. It provides an integrated school experience for all pupils through most of their educational life.

E. Other possible techniques. Many other approaches to desegregation have been proposed or implemented in other school districts. Some may have application to New Haven Unified, but given the existing situations in this district the study team does not recommend any of the following:

1. OPEN ENROLLMENT. Baltimore started open enrollment immediately

after its schools were declared open to pupils regardless of their residence. Those living within a school's attendance area were given priority, and the school could then be filled by volunteers under the open enrollment arrangement. The board of education did not provide free transportation.

Open enrollment has resulted in the movement of between 1 and 6 percent of minority students into predominantly white schools. In New York, with free transportation and a promotional program by civil rights organizations, the figure reached 6 percent. In the other cities, no more than 2 percent of minority students have taken advantage of open enrollment.

2. TRANSPORTATION. Bussing minority pupils to predominantly white schools takes two different forms.

- a. One has integration as its goal. For example, the West Irondequoit School District, in suburban Rochester, New York, has been receiving Negro pupils from the Rochester inner city. Their transportation and tuition are paid by the Rochester Board of Education. A total of 300 elementary school pupils from Rochester will be taught in the predominantly white schools of West Irondequoit when the plan is in full operation.
- b. The second form of bussing has relief of overcrowding as its goal. Children are transported by a school system from their own crowded neighborhood to more distant schools which have empty seats. Under present conditions, this usually results in bussing minority pupils to predominantly white schools. Kansas City, Missouri, has for several years

transported approximately 1,500 children in grades 1-6 from overcrowded schools to schools with empty seats. This is similar to the present policy for New Haven Unified School District.

3. REDISTRICTING. Changing attendance area boundaries to maintain or create racial balance in certain schools might be effective in a situation where the population is stable. It has worked effectively in a few such situations.
4. PRINCETON PLAN. The plan pioneered in Princeton, New Jersey, which pairs contiguous schools, has worked well in a number of small cities. In this plan, two or more neighboring schools are combined into a single attendance area, and all the pupils in the enlarged area attend one school for the primary grades and the other school for the intermediate grades. A special adaptation of this plan has been used in Berkeley, where one of the three junior high schools became a ninth-grade campus of the high school and each of the others houses seventh and eighth grades for pupils from half of the district.
5. QUOTA SYSTEM. Maintaining a set of integrated schools on an open enrollment basis, with local community participation in decision-making, is a partial program of school integration that is possible in large cities where there are areas socially and psychologically ready for stable residential integration. In every big city there are some relatively large areas where the majority white population will stay and send its children to integrated schools provided they perceive the standards of school achievement and of behavior and discipline to be satisfactory. These areas may be contiguous to minority concentrations.

6. EDUCATIONAL PARKS. There have been a number of proposals and even a few specific plans for the establishment of educational parks. The essential thing about this concept is that a relatively large school or set of schools should be maintained to serve a large geographical area that includes minority and majority residential areas. Thus the educational park is independent of residential segregation and would probably have no immediate effect on the residential distribution of minority families.

The educational park is clearly feasible in a relatively small city which faces the need to build one or more new schools immediately. East Orange, New Jersey, is an example with a population of 80,000 and a closely built-up residential area. East Orange has 90 percent of its school population within one mile of the site chosen for the educational park. This site already contains the senior high school and a playing field. There is urban renewal property adjacent. It is planned to build a junior high school or middle school at once, to serve the entire city, and to start a group of primary schools. The latter schools can be added, one by one, to the complex as existing schools become obsolete. An advantage is that the land on which existing primary schools stand is quite valuable and can be sold for more than the cost of acquiring new land in the educational park area.

III. INTERGROUP RELATIONS AND THE EDUCATIONAL PROGRAM IN NEW HAVEN UNIFIED SCHOOLS

A. School-community relations in the "target" areas. When it is considered that ending de facto segregation is likely to affect most drastically the neighborhood schools in minority residential areas, it is clear that many minority families will perceive desegregation as a threat to their community life. The study team made an effort to assess the attitudes of Mexican American adults in Union City on this subject.

People in the "target areas" indeed questioned why their children must be moved to other schools. Why not move Anglo children to our schools? they asked. The fact that some Anglo children are now being transported, and that more probably would be transported under various plans of desegregation, needs to be emphasized. The question raised by Mexican American parents has merit.

An answer which seemed to be satisfactory was that integrated educational experiences are valuable for the children, not only for the purpose of improving language and communication skills but also because association with members of other groups and joint participation in academic and co-curricular activities are seen as helping students to become more aware of educational and vocational choices. Parents agree that aspiration and motivation can be deeply affected by such association, thus opening the doors of personal and social development.

For economic reasons, but perhaps more importantly because of the attitudes of people, these parents acknowledged that free movement between different segments of the local community is not an easy matter. Most Anglo parents would not favor the transfer of their children to schools in minority neighborhoods. Minority parents, though with some reluctance,

seemed ready in many cases to accept the necessity of administrative changes to make space in other schools available to their own children.

Since two-way movement of pupils will be limited, people in the Mexican American community urged that more Spanish-speaking teacher aides and community aides be trained and employed to assist in the school integration program. A specific suggestion was that the district assure that a teacher aide from the "target area" be assigned to each of the schools receiving minority children.

It is also suggested that an active community advisory committee including dedicated residents of the "target areas" be mobilized. Not only would this committee assist the district in planning and implementing the compensatory education program, but it would keep two-way communication open between schools and community and bring local resources to bear on the problems of children and families.

Such a committee, separate from the PTA structure, would provide a nucleus of informed "grass roots" individuals to help relate child, home and community, thus increasing the effectiveness of the aides.

There are several organized Mexican American groups in the Union City area. With proper coordination they can furnish invaluable services for the benefit of all children in the district. In addition to an interest in adult education, scholarships and student aid, some of them have knowledge and talent in traditional Mexican music, art, costume, dance, and culture. As an auxiliary resource, they have a contribution to make to the curriculum at all levels.

B. Curriculum and instruction. The study team offers the following comments with special reference to the needs of disadvantaged Spanish surname and other minority children in New Haven schools.

1. Elementary schools (K-6): The institution of a staggered schedule of reading instruction for all grades is an illustration of the generally excellent curriculum at this level. Each building principal is the educational leader of his school, hence experimentation and adaptation may be observed taking place at the same time in six different areas. Programs range from individualized and bilingual instruction in reading, to homogeneously grouped achievement-oriented, mathematics and reading, for grades 4, 5 and 6.

Progress has been made in reducing the emphasis on report card grades. A conference and counseling home-school reporting procedure has been instituted.

Individual teachers use such techniques as the color-coded alphabet in selected primary classrooms, but there is not enough communication about methods among teachers in different schools. Not only should the existing grade level workshops and meetings be continued; but an intensified broadening of them will help speed dissemination of good curricular ideas. The beginnings of an awareness of problems and accomplishments between schools and levels would also be reinforced by this intensification

Further development and support of Head Start and other preschool programs would bring kindergarten and first grade teachers a group of entering pupils who are able to adjust quickly to integrated social situations. A vigorous pre-school program would help to develop reading readiness at an earlier age in disadvantaged children.

The summer school program appears to be designed for enrichment and remedial instruction, but the greatest need in summer is to expand into a viable enrichment program with emphasis on recreational opportunities. Summer school in New Haven has been used for innovative approaches and, when successful, helped to upgrade the regular program. Resources concentrated on remedial instruction during the regular school year would yield better results with the disadvantaged learner.

2. Junior high school (7-8): The school program consists of a standard seven-period day. It emphasizes serious study, achievement and the honor roll. Discipline is evident and students move in a controlled situation at all times. Any disciplinary emphasis must always be examined for any negative effect on student-student and teacher-student relationships. There is a desire to experiment with team learning and other techniques, and the skill of individual teachers is reflected in most classrooms, but the curriculum is essentially formal and subject-oriented at this time.
3. High school (9-12): Curriculum and instruction seem both diverse and sound, although traditional "tracking" practices are followed. There is some evidence of democratic self-government and wide participation in activities by students in a flexible, relaxed school atmosphere.
4. Compensatory education: The compensatory program is focused in three areas:
 - English as a second language;
 - remedial reading;
 - remedial mathematics.

Although results cannot yet be measured precisely, these efforts seem to have begun to raise the aspirations of minority disadvantaged pupils. The compensatory program should be redirected to deal with specific problems of the Spanish surname group. Resources provided by Title I of the Elementary and Secondary Education Act and the district's other funds, could combine the best elements of English as a Second Language and a bicultural approach to subject matter, with special emphasis continuing to be placed on preschool and beginning school experiences.

The present compensatory offerings are educationally valuable and designed to overcome individual academic deficiencies, yet the general program of basic education in New Haven continues to pose problems to significant numbers of disadvantaged Spanish surname children. There is a need for curriculum materials, courses and teacher training centered specifically on Mexican American and Hispanic culture, history and social issues, with opportunities for the individual pupil to broaden his knowledge of "the way it is" and diversities in Union City, Fremont and Hayward.

From maintenance of a comprehensive program in language arts, mathematics, Americanization and homemaking at the James Logan Adult School, to special education classes for pupils with physical, emotional or mental handicaps, the New Haven Unified School District, in the opinion of the study team, provides a sound instructional program commensurate with its size and resources!

C. Proposal for an Orientation Center. Combining elements of the New Haven staff's Title III, ESEA, project proposal dated May 24, 1966, Pilot Preschool-Kindergarten-First Grade Experience Center and the district's Report of the Spring Sessions and Summer Workshop In-Service Training Program, 1966, the study team proposes the development of an Orientation Center with a specially designed day care center, preschool and selected grades K-4 curriculum. The essence of the second document's "Proposal for an Orientation Center for Elementary Non-English Speaking Students" would form the basis for an assignment of K-4 children to the center and would be of short duration in order to meet his immediate language and adjustment needs without isolating him from his peers and thus promoting de facto segregation. (Please refer to above reports.)

D. Indicators of unequal opportunity. If ethnic imbalance has resulted in unequal education, as studies from other areas indicate, what form has this problem taken in New Haven Unified School District? In what ways have Spanish surname pupils failed to cope with the educational program here, and in what ways has the program failed to meet their needs?

The apparent lack of adequate information in this regard represents a primary concern of the Bureau of Intergroup Relations study team. Such information is essential if the district is to accompany desegregation with other measures designed to overcome the educational handicaps of the minority school population. Neither these handicaps nor this lack of information is peculiar to New Haven, of course, and the need to confront this issue should provoke neither defensiveness nor anxiety.

That there is a problem is evident. One probable indication is the diminishing percentage of Spanish surname enrollment at various grade levels (October 1967):

Elementary	1,334 of 3,337	39.9 percent
Junior high	305 of 813	37.5 percent
Senior high	547 of 1,481	36.9 percent

Perhaps the larger proportion at the elementary level is partly due to some difference in the Spanish surname birth rate or in-migration. Perhaps, on the other hand, the contrast would be more striking if it were known how many Spanish surname children from this district are enrolled in the local parochial school at each grade level. In all likelihood here, as elsewhere for minority pupils, the dropout rate of Spanish surname students is greater than that of Anglo students.

While figures are not available on disciplinary referrals and police contacts by ethnic groups, further study is needed in this area, which undoubtedly is related to the dropout rate and an improved program of motivation, instruction and in-service training should follow.

Another area that might be explored is that of 'course selection' at the secondary level: Is there a difference between Anglo and Spanish surname students in the choice of college preparatory, general and vocational courses?

E. Co-curricular activities. While the focus has been on the problems of Spanish surname groups, there is an area in which the problems of low-income pupils generally must be explored--that of participation in social activities, both on the campus and co-curricular. Despite the fact that most children appear at school well-dressed, clean, and most presentable,

very often this is accomplished at great sacrifice by the family. Many community people have indicated the hardship involved in providing their children with the essentials for school attendance and participation and have reported their total inability, combined with understandable feelings of frustration, to provide for the childrens' involvement in activities which other parents are able to take for granted. Very often well-meaning teachers apparently have assumed that because children are neat and nicely dressed--and this is especially true of many Mexican American children--their parents also are able to provide them with everything that a full program of social activities entails. An examination of this situation, combined with a plan to deal with the natural reluctance of both children and parents to admit such hardship or accept charity, however well-intentioned, must be considered. (Fund-raising events, with all children participating and with the funds used to pay the expenses of all children, not just the poor, is but one example of what might be done in regard to this problem.)

F. Staff training and sensitivity. Critical to the implementation of any physical desegregation plan, much less the focus on Spanish surname problems which have been described here, are the attitudes and responses of school administrators, teachers, and staff. The majority of school personnel here, as in other districts, are highly competent and committed to the jobs for which they have been trained and in which many have a great deal of experience. The majority undoubtedly are positive in outlook, well-meaning in intent, and desirous of helping each individual pupil fulfill his potential, regardless of race, cultural background, or economic circumstance. The majority are willing to respond positively to problems of change and ethnic differences.

Most school personnel, however, are now meeting problems and situations for which their training and experience have not prepared them, as is true of many citizens of the community at large. Information relating to ethnic differences, class values as opposed to cultural values, the role and contributions of all peoples to American society, resources for intergroup relations curriculum materials, and direct consultation on specific intergroup relations problems, generally have not been available to the extent necessary. Descriptions of successful programs and innovative techniques in dealing with these areas of concern likewise have not been available. Discussion of intergroup relations issues among staff in most school districts often has been minimal, and understanding and communication among school personnel--much less among teachers, pupils, and parents--often has been assumed--rather than built into the regular school program.

While many intergroup relations problems have no simple, general, easy-to-find solutions, examination and discussion of the problems frequently has given way to the assumption that if overlooked the problems will take care of themselves. There are signs of deliberate attempts on the part of the district to make progress in all these areas, but more needs to be done. One of these fundamental intergroup relations problems is the involvement of Anglo pupils--especially, but not only, low-income Anglo pupils. A total program of school integration must include long-range planning for continuous in-service intergroup relations training in several areas at both ends of the spectrum.

Perhaps the major goal of any intergroup relations training program should be an exploration on the part of all school personnel of their own attitudes, values, and feelings in regard to ethnic differences. Self-awareness and understanding is a critical factor in all intergroup relations

problems, and only such awareness and understanding can lead to the effective use of previous educational training and experience in new situations. The use of language in communicating with persons of different background (do you speak of that pupil as Mexican, Spanish, or Latin?), feelings toward various racial and national groups and comparisons among them ("If the Irish worked their way up, why can't the Mexicans do it?"), attitudes and innuendoes toward what is perceived as "different" from acceptable middle-class behavior, views on civil rights activity; all have their effect in contacts with pupils and parents, often being interpreted differently than intended by the school person.

While basic intergroup relations information per se must be an integral part of any in-service program, such information can be disseminated through reading materials, lectures, films, etc. It is only through small face-to-face discussion groups, however, led by skilled and experienced training group ("T-group" or "sensitivity group") leaders, that interpretation of information and feelings about it can be expressed and put to positive use. The district has already begun to make strides in this direction since unification.

The study team would suggest that any intergroup relations program in the district, certainly including in-service training, be preceded by the formation of a district intergroup relations committee, composed both of administration and faculty members. This probably should be done as soon as possible. The committee, in addition to planning and implementing the in-service program, would develop guidelines for the establishment of pupil human relations committees in each school which are representative of the entire pupil population--including high achievers and low achievers, school leaders and those exhibiting behavior problems. It is important

to emphasize the need for both teacher and pupil involvement from the inception of all programs described.

The study team further would suggest that a survey of staff and pupil opinions and attitudes--about school problems and ethnic differences--is a desirable goal in itself, as well as for use in an in-service training program. Feelings as to what constitute problems often are more important than any "objective" descriptions and these feelings often represent the most real and difficult problems with which school personnel must deal. The study team would suggest that such a survey be conducted among a sample group of staff and pupils, maintaining the anonymity of the respondents, and then evaluated by the intergroup relations committee for future use and possible development of appropriate programs. Similar surveys have been conducted in other districts and the Bureau of Intergroup Relations might provide assistance in this regard.

IV. RECOMMENDATIONS

A. Board policy and steps toward ethnic balance.

1. The New Haven Unified Board of Education should adopt a policy statement on equal educational opportunity which embodies the principles of Sections 2010 and 2011 of the California Administrative Code, Title 5, and commits the district to exert all effort to reduce and eliminate de facto segregation in New Haven public schools. (See "Proposal Board Policy Statement," Appendix B.)
2. The Board of Education should direct the staff to submit a recommended plan for desegregation and integration, including a series of deadlines for implementation of the plan. Such a master plan should be adopted in time to be implemented beginning in September 1968.
3. The community advisory committee on compensatory education should be enlarged and reorganized, if necessary, to provide advice on desegregation and integration to the superintendent and Board of Education.
4. The superintendent should establish a staff committee on intergroup relations, with representation from the central office, principals, teachers (elementary and secondary), classified employees, special programs and the above community advisory committee. The initial assignment of this committee would be to study the problems involved in designing and implementing the master plan for desegregation and integration, and to report its recommendations to the superintendent.

B. A plan for school organization and attendance. Considering the district profile, racial and ethnic data, space needs, educational programs, plant utilization proposals, community and intergroup concerns and other factors related in previous sections of this report, the study team offers a comprehensive solution and plan combining basic elements of the proposal for an Orientation Center with a district-wide 4-4-4 grade pattern.

Under the proposed plan, significant steps would be taken immediately to reduce segregation. There would be a further transition toward integration along with the dual solution of space problems resulting from growing enrollment. The plan is in three phases:

PHASE I (1968-69)

(See Figure 1, page 29)

1. Assignment of all pupils in grades 5 and 6 to a newly defined campus combining the adjoining facilities of Henry Barnard and Manuel White schools. Grade 7 (now at Barnard) would continue to be assigned to this campus.
2. All pupils assigned to grade 8 would be housed at James Logan High School, with as much separate programming and scheduling as is feasible. This feature of the plan is temporary.
3. Pupils in kindergarten and grades 1-4 would continue to attend existing elementary schools (except Manuel White), with such reassignment as is necessary to balance school enrollments and to provide consistent attendance centers for K-4 pupils shifted from Manuel White School for others now being transported from such areas as "Seven Hills."

PHASE I
(P. 28)

PROPOSED N.H.U.S.D. 4-4-4 INTEGRATION PLAN (1968-69)

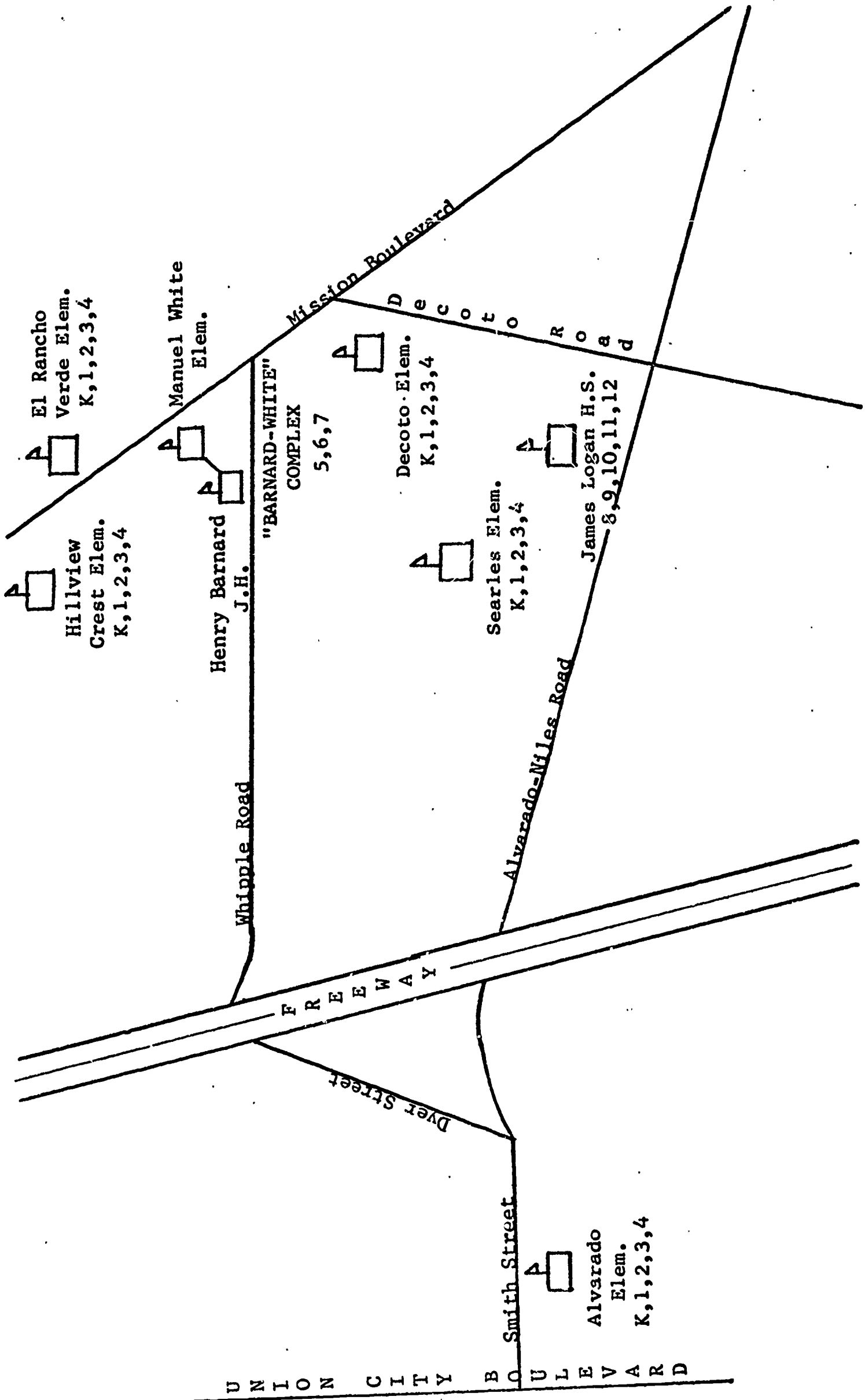


Figure 1

4. Guiding factors in any reassignment of pupils should be the improvement of racial and ethnic balance at each school, and consistency in the eventual assignment of pupils under Phases II and III of this plan. Alvarado School would probably not be involved in significant reassignment of K-4 pupils during Phase I.

PHASE II (1970 +)

(See Figure 2, page 31)

Dependent upon provision of adequate funds for a building program and the speed with which facilities become available, the following would be the next steps:

1. Building and program improvements at the Barnard-White campus to accommodate a complete intermediate or "middle" school for grades 5-8. Facilities much more appropriate to the educational requirements of these grades than the present 7-8 arrangements at Barnard could be built into this design.
2. Assignment of future grade 8 students to the Barnard-White campus at a time when room for growth is needed at Logan High School, or upon completion of remodeling and expansion at this 5-8 school.
3. Construction of a new K-4 school, embodying the most modern educational design principles, at a Westview Park site. This is an opportunity for a "pilot" ungraded program.
4. Reassignment of some K-4 pupils to relieve any crowding in primary schools; complete the attendance pattern for the Westview Park School; and phase out the K-4 program at the Decoto School.

PHASE II
 (P. 30)
 PROPOSED N.H.U.S.D. 4-4-4 INTEGRATION PLAN (1970 +)

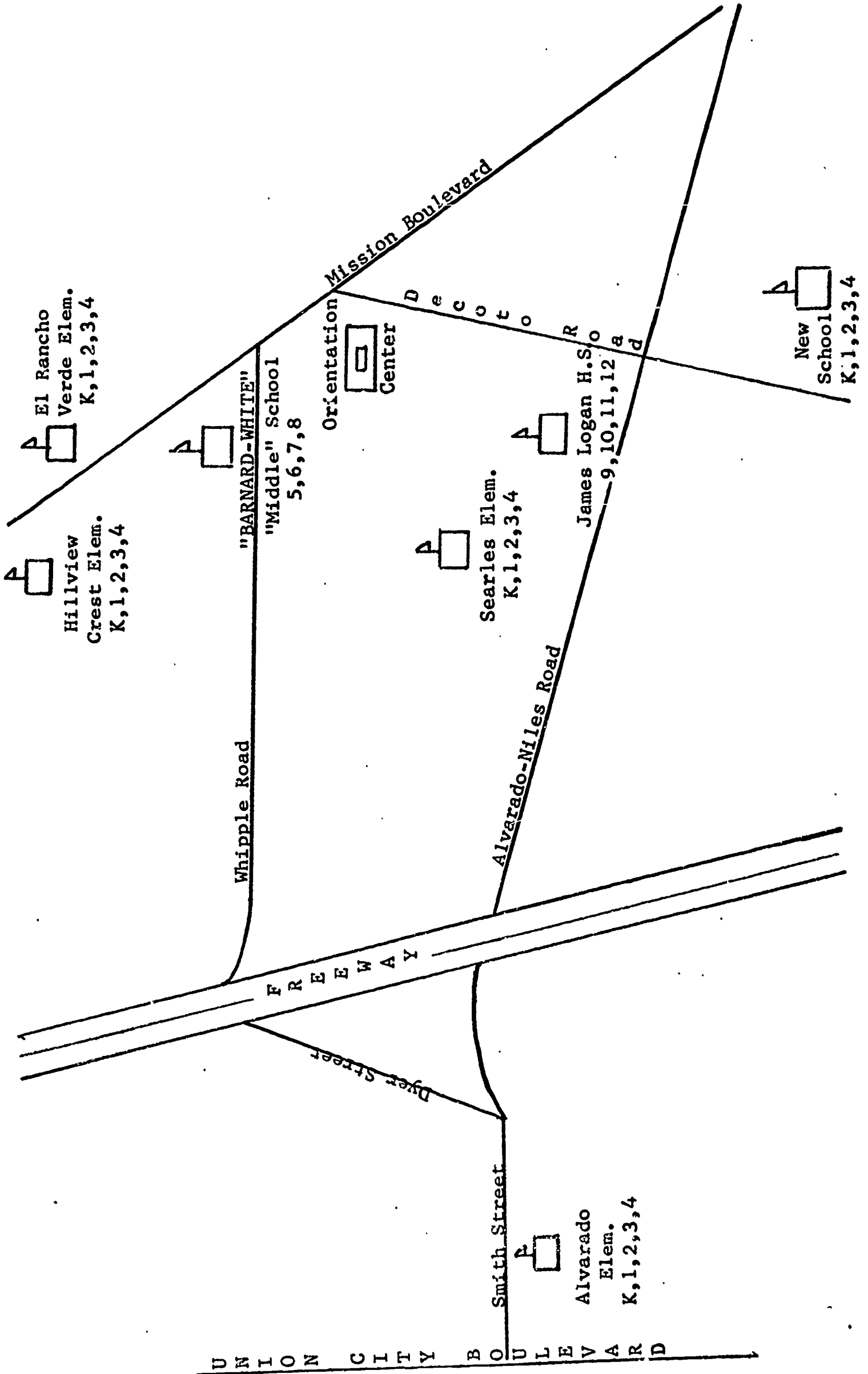


Figure 2

5. Establish a pilot "Orientation Center" at the Decoto School facility. (See Section III (C), page 21 of this report.)
6. Utilize the additional space at the Decoto School facility for as many of the following purposes as practicable:
 - a. Union City community center;
 - b. school district administration center;
 - c. school district instructional materials center;
 - d. school district warehouse and maintenance yard;
 - e. continuation high school.
7. Alternate methods of utilizing the Decoto School property might include:
 - a. sale to Union City for municipal purposes;
 - b. joint city and school district use, either through a cooperative recreational program or purchase by the city and lease of facilities to the school district for appropriate purposes.

PHASE III "OPTIMUM DEVELOPMENT" (1970's)

(See Figure 3, page 33)

1. Construction of a second intermediate or "middle" school to serve half of the district's pupils in grades 5-8 at that time. This facility should be placed along the Alvarado-Niles Road at either an eastern or western site, depending upon enrollment projections and building factors.
2. Completion of the K-4 building program as required at two to four additional sites.
3. Reassignment of some pupils from Alvarado School to an adjacent new school, thus making room for a second "Orientation Center" to serve half of the district.

PHASE III "OPTIMUM DEVELOPMENT"
(P. 32)

PROPOSED N.H.U.S.D. 4-4-4 INTEGRATION PLAN (1970 +)

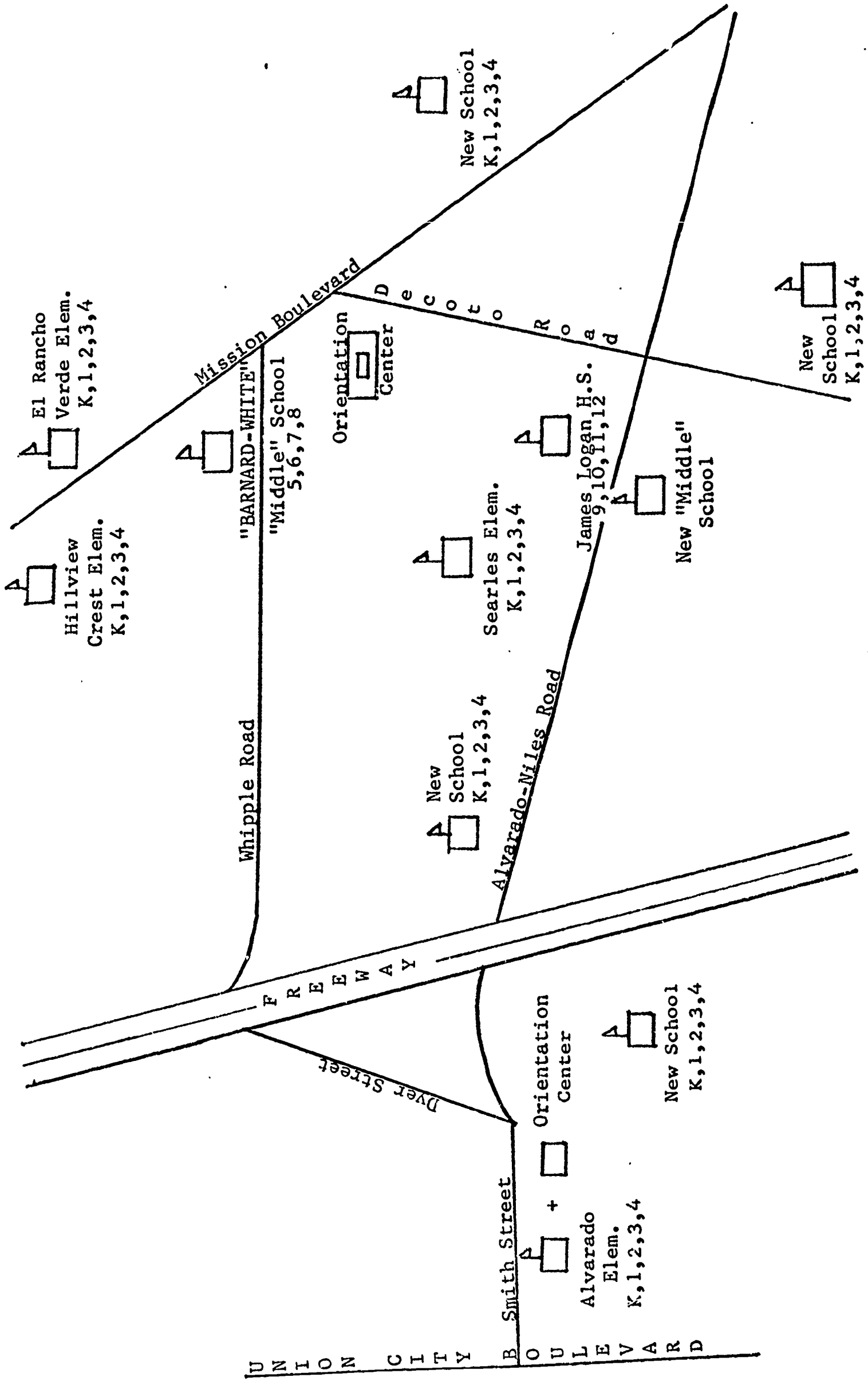
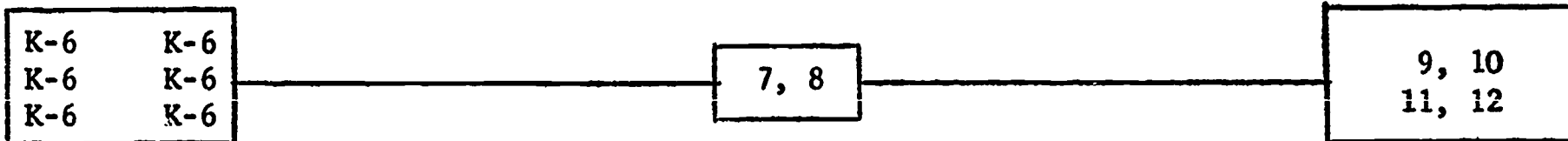


Figure 3

SCHEMA

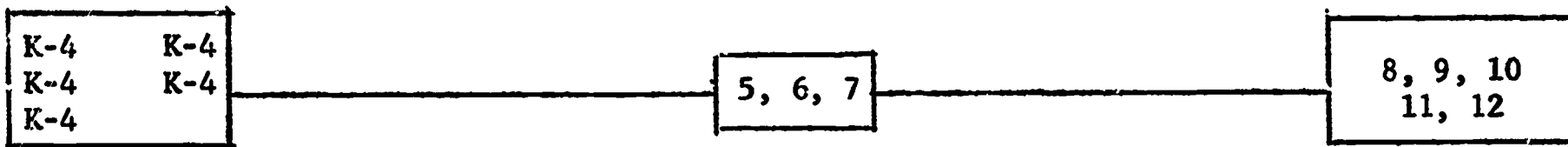
Schematically, a plan for school organization and attendance would appear as:

**PRESENT PHASE
(1967-68)**

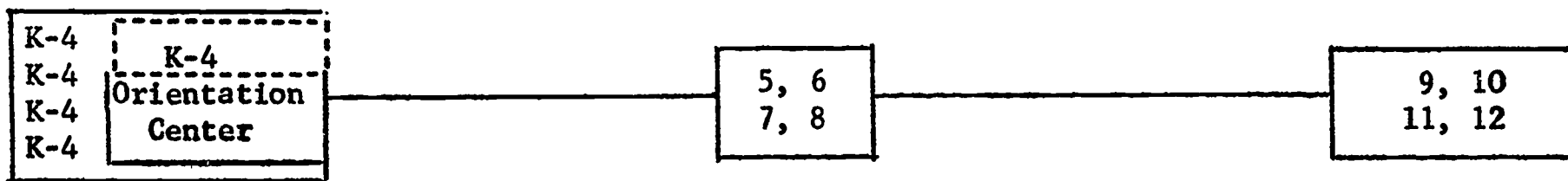


--"PRIMARY SCHOOLS"-----"MIDDLE SCHOOLS"-----"SENIOR SCHOOLS"--

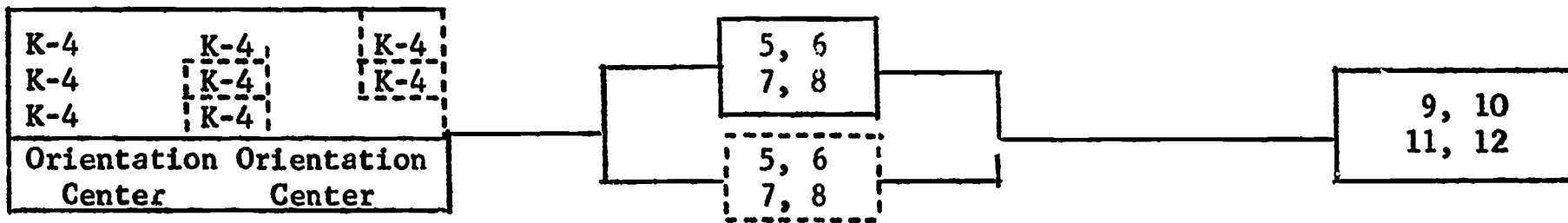
PHASE I (1968-69)



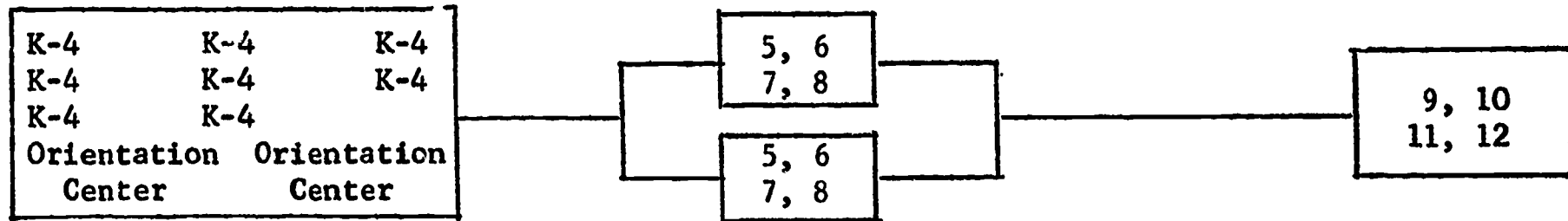
PHASE II (1970 +)



PHASE III (1970's)



OPTIMUM (1970's)



KEY: K-6 = Present NHUSD elementary schools 9-12 = Proposed NHUSD senior schools
 K-4 = Proposed NHUSD primary schools ---- = New construction
 5-8 = Proposed NHUSD middle schools

Figure 4

Advantages of a 4-4-4 grade arrangement plan.

1. The movement of teachers and pupils, etc. to match the new grade groupings would be minimal and progressive--yet allow far greater integration of the respective school staffs. We feel it important for educational reasons for all youngsters to be exposed to teachers with varied backgrounds and skills.
2. This plan is reasonable in terms of transportation. Each youngster leaves his home area for a part of his education but is not transported for all of it in any instance. Transportation is to some extent in "both directions" and the closing of Alvarado school would probably not be necessary in light of future growth patterns and possible new school facilities.
3. By reducing the number of grades at each school (K-6 to K-4), the number of children at the specific grade levels is eventually increased. This opens the way for improvements in the instruction program. Special staff personnel can be put to better use, as can equipment and facilities. At the 5-8 level, programs such as those in music, physical education, language and science could be improved. The buildings housing 5th through 8th graders would allow for more flexibility in the handling of special programs. Pupil use of special facilities would be increased due to the greater number of students of a specific grade level at each site. Manuel White and Barnard share a common campus, ideal for this purpose--immediately! Facilities in science and

physical education which can be considered less than adequate for a 7-8-9 junior high school program would now become more than adequate for the grades 5-8 "middle school" after the minimal building at Barnard-White complex. The reading program for the early grades could be more concentrated and greater stress then put on communication skills.

4. The 5-8 school allows for an easier transition to the high school level. Articulation may be improved between traditional elementary, junior high and senior high staffs.
5. Class size would be more nearly equalized throughout the district due to the presence of more students of the same grade level at each school.
6. The 4-4-4 organization appears to provide better physical, social and emotional groupings.
7. Students mature faster today and should be out of primary and intermediate schools earlier.
8. Leadership opportunities would be increased for grade 4 and 8 students.
9. The K-4 principal may be expected to provide improved leadership for instructional improvement within a narrowed grade span.
10. An increased number of male teachers would be available in grades 5-6.
11. Increased and improved programs in the fine and practical arts could be provided in the "middle school."

Disadvantages of a 4-4-4 grade arrangement plan.

1. Primary grade children lose the positive values to be gained from association with fifth and sixth grade children.
2. There would be a drop in the student activity programs in a K-4 school.
3. There could possibly be even fewer male teachers and administrators at the primary level, than now.
4. Public relations problems could increase, in that parents would generally prefer to have their fifth grade children with the younger children, rather than with those of "junior high" school age.
5. Many fifth graders are not ready for broadened social contacts, BUT this plan would help improve the self-image for minority pupils and have concurrent effect upon all students. Majority pupils would unquestionably gain from integrated associations in preparation for the "real world" beyond school!

C. Integration, intergroup relations, community relations.

1. The basic components of the "Experience Center" project proposal which the district designed in 1966 (under Title III, ESEA) should be adapted to become the main thrust of the 1968-69 Title I ESEA program. This is preliminary to implementing the pilot "Orientation Center" proposal.
2. A major effort should be instituted to refurbish the physical environment of the schools attended by minority pupils. Landscaping, painting and trim, reorganization of internal arrangement, and a vigorous cooperative "clean up" and "spruce up" campaign by both staff and student body is essential in order to improve the long-established image of these schools.

3. A more definitive staffing pattern needs to be developed to include not only criteria for original assignment, but for rotation and transfer of teachers, administrators and classified personnel.
4. A positive program of district-wide in-service education should be launched immediately providing background, discussion, and mutual solution to the problems of integration and the maintenance of a quality education program. The parallel development of curriculum programs and committees would effectively serve to unify the staff of this newly unified school district and enhance interdisciplinary communication. The staff committee on intergroup relations should have major responsibility for planning this program.
5. Personnel recruitment should be moved up in priority so that the Personnel Director may spend a major portion of his time broadening contacts, specifically seeking minority personnel and instituting a personnel "counselor program" to meet the needs and problems of current employees.
6. Community involvement should be designed on a district-wide basis so that individual PTA's special interest groups, and previously non-involved existing Mexican American organizations, work together on common projects toward goals for New Haven Unified School District as a whole. This cohesion of the district into "one community" must be a major goal of school efforts.
7. Spanish-speaking teachers and community aides must be recruited in greater numbers and assigned both where Mexican American youngsters are--and also in "Anglo" schools--to assist in promoting intergroup understanding and sensitivity and creative intergroup relationships.

SCHOOL DISTRICT RESPONSIBILITY TO PREVENT DE FACTO SEGREGATION

(Excerpt, letter dated April 20, 1967, to all California district and county superintendents of schools, from Dr. Max Rafferty, State Superintendent of Public Instruction)

...

State policies explicitly state that school districts have a legal obligation to take reasonable affirmative steps to prevent the segregation of students in schools by race, regardless of the cause of segregation, and to consider the ethnic composition of a school in determining its attendance boundaries.

These policies have been affirmed by the California Supreme Court, the Attorney General and the State Board of Education in Title 5, of the California Administrative Code.

The California Administrative Code, Title 5, states as follows:

"Section 2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

"Section 2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

- (a) The ethnic composition of the residents in the immediate area of the school.
- (b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.
- (c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

- (d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.
- (e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

These regulations were cited by the California Supreme Court in 1963 in Jackson v. Pasadena School District, when the court stated:

"So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause antisocial attitudes and behavior. Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."
(Emphasis added.)

In the only other California court decision on this issue, the Sacramento Superior Court in 1963 relied on Jackson v. Pasadena in directing the Sacramento Unified School District to make a prompt evaluation of its school attendance practices and develop a desegregation plan conforming to State policies.

In an opinion in 1963, the Attorney General concluded that, "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (Emphasis added.)

Some persons have relied on court decisions in other states to conclude that ethnic composition in a school may not be considered in determining school attendance boundaries. These are predominantly cases in Southern states where race has been used to enforce school segregation, rather than to alleviate the harmful consequences of school segregation. In the absence of Federal court decisions to the contrary, school districts in California are bound by decisions of California courts and State Board of Education regulations which have been inferentially upheld by California courts.

Thus, in California, school administrators and school boards have not only the authority, but the legal duty to take reasonable affirmative action to alleviate de facto segregation in the schools.

This does not mean that school districts must adopt any particular plan or method of desegregation, as there are many approaches to correcting racial imbalance. What is reasonable depends on circumstances in each individual school district.

The State Department of Education's Bureau of Intergroup Relations staff is available to offer consultative services to any school district requesting assistance in development of a desegregation plan.

PROPOSED BOARD POLICY STATEMENT

EQUAL EDUCATIONAL OPPORTUNITY
IN NEW HAVEN PUBLIC SCHOOLS

The Board of Education believes in the equal dignity of all men. From this belief in equal dignity, the demand for equal opportunity for all men logically flows. The public school system in this nation was developed in part as an institution designed to make the ideal of equal opportunity a reality. Advancement toward the American ideal of equality of opportunity and equal dignity for all men requires that the provision of equal educational opportunity be the central obligation of the public schools.

The United States Supreme Court, in 1954, expressed the unanimous opinion that schools segregated on the basis of race or ethnic origin are inherently unequal. In California, local boards of education responsible for the establishment of school attendance centers are directed by the California State Board of Education, by the Attorney General's Office, and by the State Department of Education to reduce and eliminate de facto segregation. The California Administrative Code (Sections 2010 and 2011) states the State Board policy to exert all effort toward that goal.

The California Supreme Court (Jackson v. Pasadena School District, 1963) cited the right to an equal opportunity for education and the harmful consequences of segregation, and stated that school boards are required to take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of cause.

The New Haven Unified School District has studied the racial and ethnic composition of its schools. We find that, primarily because of patterns of residential segregation, some of our schools have become segregated on the basis of race and ethnic origin. The Board recognizes that the term "equal educational opportunity" implies the opportunity for each individual to become aware of and to understand and appreciate the many varieties of culture, to learn to relate positively to the diverse people in his society, to contribute and refine his own evolving cultural patterns, and to develop his own sense of dignity and worth. Therefore, we realize that racial and ethnic segregation poses a challenge to equality of educational opportunity and that this challenge must be met with the full thrust of our legal authority and moral leadership.

We fully realize that there are many social and economic forces, over which we have no direct control, which tend to bring about de facto racial and ethnic segregation. The Board has made clear its abhorrence of such segregation. We now reaffirm our determination to use whatever means are in keeping with sound educational policies to retard the growth of racial and ethnic segregation and to use all reasonable means to reduce segregation in the schools of the district.

With the understanding and support of all of our fellow citizens, and the cooperation of other institutions of government and community life, and we are confident that this problem will be solved and that an integrated setting will be established in which the schools can fulfill their responsibility to provide equal opportunities for all children.