

RECEIVED  
JUL 25 1977POLICY STATEMENT OF THE URBAN LEAGUE BOARD ON THE CURRENT  
PROPOSAL TO CORRECT RACIAL IMBALANCE AT JEFFERSON HIGH SCHOOLOFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

The Urban League Board supports sound, quality, integrated education for all children. We also remain supportive of the overall goals of desegregation to achieve this end, however, after careful deliberation our Board is unable to support the entire proposal currently being considered by the School Board to create an acceptable racial balance at Jefferson High School.

The Urban League Board recommends that the School Board consider adopting a two phase plan for the present problem of racial imbalance in the Portland School District. We feel the School Board should consider our recommendation in order to relieve the present racial imbalance at Jefferson. We feel our proposal would be less drastic and more acceptable to those who would be most affected by the current proposal.

The first phase of this plan is to resolve the immediate crisis the School District presently faces through a short-term relief measure. The second would be designed to create racial balance in the School District over the long-term. This type of approach would eliminate the necessity of continually responding to crisis situations to achieve an integrated educational system.

There are two alternatives which can be considered in order to accomplish the first phase. Both alternatives would have the effect of taking the pressure off the School Board and would demonstrate to State and Federal officials the intent to achieve racial balance. The first alternative of Phase 1 would be to increase the majority population at Jefferson through an active recruitment

campaign. In order to implement this plan District Staff and skilled community volunteers would be used to advertise and promote the benefits of Jefferson's educational curriculum. The increase in majority student enrollment is just as reasonable a solution to the current imbalance as the proposed plan, given the fact that Jefferson is not currently at maximum enrollment capacity. It also should be noted, that at this point in time, even a minimal increase in the majority enrollment would offset the current imbalance.

If the above voluntary plan is not accepted, the only other plan is an involuntary administrative transfer program. Such a program should entail placing responsibility for achieving compliance with racial balance guidelines on both the majority and minority communities. We would recommend that the burden of desegregating be placed on both majority and minority students according to their proportionate representation in the Portland School District. This would mean that 18% - 25% of the students impacted would be minority students transferred out of the area and the balance would be majority students transferred into the area.

The second phase of this plan proposes a long-range planning effort that would establish a vehicle for achieving racial balance for Portland Public Schools in an equitable and logical manner. This would be accomplished under the auspices of a special ad hoc advisory group. The group would consist of school administrators and teachers, community and special interest group representatives, parents and possibly students. This advisory body should be formed within thirty days of the adoption of the concept by the School



Board and have as its objective the development of a comprehensive desegregation racial balance plan which would be put into effect in the 78-79 school year if adopted by the School Board. All the issues that impact on the question of racial balance should be studied and discussed before any plan is developed. All interested groups would have to sign off on the proposed plan before its adoption.

In conclusion we strongly recommend that the current thinking on this problem be substantially re-directed to establish an effective and equitable long-term approach to the continuing problem of racial isolation in the Portland School District. We will endorse this type of effort.

APPENDIX



The recommendations made by the Urban League Board were made after careful consideration and evaluation of the following information:

The proposal was developed because Jefferson exceeded the allowable standard of 50% minority enrollment last year. Jefferson's minority enrollment was 51.1% during the 76-77 school year. This violates the State Board of Education's Policy Number 4171 and Federal guidelines established to eliminate "racially isolated schools." King and Boise, which are the elementary feeder schools affected by the proposal, had the highest percentage of minority enrollments (67.7% and 83.8% respectively) in the Portland public school system last year, and therefore, would have a greater impact than any of the other feeder schools on racial imbalance at Jefferson.

The enrollment statistics of the Portland School District for the last ten years, as presented in the PPS report "Ten Year Trend in Racial Balance of the Portland Public Schools", show that the percent of Black enrollment has grown from 8.04% in the 67-68 school year to 13.10% in the 76-77 school year. There has not been a decrease in the percent of Black enrollment in any one of the past ten years. Keeping in mind that Black enrollment represents the bulk of minority enrollment (almost three-fourths), it follows that the total minority enrollment in Portland public schools is trending upwards, and we should therefore be examining alternatives that not only address the "racially isolated schools" of today but also the "racially isolated schools" of next year and the years to come. The point is that, to date, the Portland School Board has not identified a reasonable and workable long term solution to the problem of "racially isolated schools." Since we are in fact facing an ongoing and escalating problem whose resolution will have a lasting effect both on the

individuals and communities involved, it seems logical to suggest that there be a long-range action plan for addressing the problem. In our opinion, this proposal does not offer even a considerable guarantee of a short-term solution to the problem, nor does it have the flexibility to be projected into a long-range plan designed to address anticipated future racial imbalance in Portland schools.

Desegregation is an unpopular and sensitive issue universally. The implied message in the current proposal is that the minority community should bear the costs of solving the problem of racial imbalance at hand simply because it has less power and influence to create political flack than does the majority community - in other words this is the most politically expedient way of dealing with the problem. If we wholly accept a short-term solution of shunting minority students from one school to another school to achieve racial balance merely because it is politically safe for the School Board, then we are doing ourselves and our community a total disservice.

There are several arguments that have been made in support of the current proposal. It is the feeling of the Urban League that some of these justifications are short sighted, misleading and/or illogical in their conclusions and inferences. We would like to respond to each of the arguments we have heard.

Both board member, Jonathan Newman, and Robert Blanchard, Superintendent of the Portland Public Schools, have indicated that the proposed desegregation of Jefferson would bring the School District into compliance with State and Federal regulations on racial balance and, therefore, prevent us from possibly facing



a court-ordered busing policy in the Portland School District. The fact of the matter is that we already have forced busing for several youngsters in the district, although we haven't been subjugated to a court-ordered desegregation plan to date. Anytime you eliminate the fifth, sixth, seventh, and eighth grades in a number of elementary schools, and force the students who would otherwise have attended these schools to go elsewhere to get an education, you theoretically have a forced busing program. What we don't have is a district wide mandatory busing program. We have limited the scope of forced busing, and therefore, the costs of achieving racial balance primarily to certain schools in the district, namely those that service the minority community.

Another point that school officials have emphasized is that the current proposal is merely the next logical step in a long-term effort to voluntarily desegregate the Portland School District. What is implied but not stated is that the School Board has taken some good intentioned voluntary action to deal with the desegregation issue in this community; therefore, it should be relied upon to resolve the immediate crisis we have. What is important to recognize is that inspite of its efforts, the School Board has not been able to accomplish an acceptable level of integrated education in this community. While we applaud the School District's commitment to voluntarily desegregate over the past few years, we feel we must look at what has transpired realistically. The facts suggest that the School Board has primarily responded to crises as the desegregation issue gained national attention and support, and these crisis responses have formed the basis of a desegregation strategy for the Portland School District. What this means is that we haven't really developed a long-term (five to ten year) desegregation plan for this community that would at some point in time allow us to gain control over the

situation, in a manner that is basically acceptable to all the interests groups concerned about quality education in the Portland community. The School District has rather changed policy and procedures in this area as the need arose and as they deemed appropriate given the particulars of this community. Although Portland's efforts to date are commendable when compared to other cities nationally, they have the built-in, and highly predictable, probability of failure given that the solutions were developed in response to crises and symptoms that evidenced the problem, and were not directed at eliminating the causes of the problem. This problem solving strategy is short-term and we are afraid that the current proposal is in fact only another short-term solution to an immediate crisis which will not resolve the desegregation issue for any length of time. In effect, this proposal merely buys the School District some more time to try to figure out what to do about the problem. We feel there are other ways to demonstrate the District's intent to achieve racial balance and still provide the district with time to develop a more comprehensive approach to the issue.

Another argument which we have heard which attempts to justify the current proposal, is that more white families have been directly affected by the School District's efforts to desegregate than have Black families, e.g. the Mt. Tabor redistricting and the Adams redistricting affected more White families than they did Black families. While we don't dispute this statement, we would like to point out the flaws in this logic as an argument to justify putting the burden of desegregation on the minority community in this crisis. First the redistricting efforts the School District has imposed on the White community, in our estimation, have not had



the same effect on that community as forced busing has had on the Black community. White students have basically been required to go to another predominantly white school which had a higher percentage of minority enrollment but was in relatively close proximity to their neighborhoods; in other words instead of going a mile to school in one direction they were required to go a mile to school in the other direction. We don't feel that this can be compared or equated with the burden which has been forced on Black students who not only have been forced out of predominantly Black schools to attend predominantly White schools, which obviously do not reflect their environment or values, but have also been bused to schools located miles from their neighborhoods. While White students have been transferred from one school to another school involuntarily, Black students have been scattered all over the city. The second clarification that needs to be made here is that while more White families have been directly affected by redistricting in terms of their sheer numbers, this does not mean that the number of Black families directly affected has not been disproportionately high relative to their total numbers in the Portland School District population.

School Board officials have indicated that this proposal, if implemented, would very possibly be temporary in nature. The assumption is that the demographics of the Jefferson district are in a process of changing (more White families are buying homes in the area) and that the magnet program will continue to attract more White students as its success and reputation grow. We tend to disagree with this forecast, and fear that given the current population trends, and taking into consideration the current enrollment figures of some of the Jefferson feeder schools, that this proposal

is just the first of more drastic measures to keep the School District in compliance with State and Federal racial balance guidelines in the future. What is interesting about this proposal is that it inherently discourages White families from moving into the King and Boise sections of the Jefferson district by mandating that all students of families living in these areas be bused out of their neighborhood to get an education. Given the wide-spread sentiment towards mandatory busing, this proposal creates an obstacle rather than an incentive for majority families who might consider moving into the area. We predict that the current proposal will not only discourage voluntary integration but will also have to be expanded to include other feeder schools at some point in the future if it is implemented. We feel minority students should not be subjected to such drastic desegregation measures, particularly if these measures don't insure that desegregation and/or racial balance will be accomplished.

The School District has already taken the position that schools should not have a minority enrollment that exceeds 18% in any given school. This figure was agreed on because this is the percentage at which minorities are represented in the overall population within the Portland School District. We feel that this percentage is somewhat unrealistic as a desegregation goal given the fact that the minority population is not distributed evenly at 18% across the city. The concentration of the low income population, which is often equated with the minority population, is an urban phenomenon. Portland is no different than other cities in this respect; certain sections of the city have a much higher percentage of minority families than others. In these neighborhoods the 18% ceiling puts an unusual hardship



on neighborhood schools to achieve racial balance at the established 18% ceiling without being tempted to put the burden on minority students because it is the most expedient way to get immediate results. We feel that a 25% ceiling would be more reasonable given the demographics of minority population settlement.

Finally, some School Board members have publicly supported the current proposal because they argue that minority students receive a better education in a middle class or upper middle class educational environment, which is another way of saying the Black children can get a better education in White schools because they are White schools. We have a couple of points to raise relative to this position. First, the Coleman Report came out in 1966 during the "war on poverty" era and reflects the thinking of that decade. There have been several other studies done since this time which conclude that although the environment of middle or upper middle class schools proved advantageous to some minority students, this was certainly not true in all cases. The solution to quality education for minority students is not resolved by merely transferring them to White schools. Another point which also seems to have been overlooked is that it is not so much the geographic location of a school or the composition of its enrollment that determines the quality of education a student receives but rather the resources available to the school, the curriculum and the quality of teachers that constitutes the delivery of quality education. The change we have witnessed at Jefferson in the past couple of years is proof of this.

In summary, we feel that the current proposal, although well meaning, is basically a potential solution to the immediate problem on hand. Based

on our research, it appears that it has not been critically thought out or meaningfully discussed with the groups who would be most impacted by its implementation, nor is it truly a realistic desegregation plan given the evidence on hand. The arguments which we have heard in support of the proposal are simplistic and misleading, and generate reactions based on emotions rather than logic. We feel that the School Board needs to develop a much more comprehensive plan after all the issues have been more closely examined and discussed. We feel that any action taken before this is done would be a violation of the responsibility delegated to the School Board by the people in this community.

THE CITY OF  
**PORTLAND**



**OREGON**

FOR IMMEDIATE RELEASE

FOR INFORMATION CONTACT:

Elizabeth J. Boyle

248-4682

July 19, 1977

STATEMENT OF COMMISSIONER CHARLES JORDAN ON THE NEWMAN  
ATTENDANCE PLAN UNDER CONSIDERATION BY THE BOARD OF EDUCATION

OFFICE OF  
PUBLIC SAFETY

CHARLES JORDAN  
COMMISSIONER

1220 S.W. FIFTH AVE.  
PORTLAND, OR. 97204  
503 248-4682

"I believe that citizens must be given the opportunity to influence the decisions that affect their lives. Meaningful participation may slow the process, but always strengthens the product."

- CHARLES JORDAN  
Philosophy, Goals & Objectives, 1976

The intent of the Newman Plan is to continue the struggle to reverse a long-standing pattern of racial discrimination and inequality, and with this intent I have no quarrel. Desegregation is both the law of the land, and a mandate of social justice.

However, I have reservations about the way in which the plan was developed, and the manner in which it may be implemented. Mandatory busing can have a major impact on families and communities. It is imperative that the affected families and communities be consulted and closely involved in developing plans intended to achieve racial balance in our schools. It appears as if the Newman Plan has not adequately provided for this consultation and involvement.

Moreover, I do not believe that the clear need to act justifies acting hastily. Given the commendable progress made thus far, how severe is the situation at Jefferson? Need we implement overnight this particular policy to further achieve racial balance?

CHARLES JORDAN'S STATEMENT ON THE NEWMAN PLAN

My discussions with governmental officials lead me to believe that implementation of the Newman Plan is not crucial at this time. There is time to explore and develop alternative desegregation plans with the community.

Portland has been moving positively, if slowly, in desegregating the schools. Our citizens and the school district should be commended for their efforts to obtain quality education for all students. This is a golden opportunity for the district to take stock, to consult with the community, and to look carefully at what has been done to achieve equality of education in Portland.

Although this issue will ultimately be dealt with by those with greater experience in the field of education than I, I feel compelled to speak out. The large number of calls from individuals and groups which have reached me in the past few days make it apparent that the Newman Plan raises concerns which must be carefully considered by the community at large.

I am fully aware that one's point of view depends on one's point of viewing. My point of view is that the Newman Plan not be adopted at this time. Instead, we should seize on the opportunity afforded by a modest delay to assess what has been accomplished to date, and to devise a sound, participatory process for developing and implementing a desegregation plan.

CJ:mb



### Current Desegregation Program

The current policy of the School Board is to allow any white or black student in the district to transfer to other schools if racial balance can be achieved. Because of this policy many Black students now attend Lincoln, Jackson and Wilson High Schools who are from the Jefferson and Adams area. The enrollment population of Jefferson is 1106 with a minority population of 51%. Over the last 5 years there has been a steady decrease in the Black population. Eighty % of school enrollment at Jefferson were Black 5 years ago.

The school desegregation efforts of the school district has been limited to a voluntary program of voluntary transfer program and implementation of the Magnet Program at Jefferson i.e., dance, legal secretary training, and television. The objective was to beef up Jefferson by providing special programs not offered in the district to encourage white students to enroll in Jefferson for its Magnet Program. Currently 34% of students enrolled in these programs are white students. This past spring the school district attempted to further increase the number of white enrollment at Jefferson by attempting to require white students from the Jefferson district to attend Jefferson rather than Benson. White parents objected on racial grounds. The school district's intent was to try to increase the Black population at Benson by denying majority students acceptance in an effort to relieve the minority enrollment at Jefferson.

Neuman's proposal was stimulated when the Board realized that Jefferson was imbalance according to standards set by the State Board of Education. Newman's proposal for boundary change reducing the Black enrollment was recommended given that the voluntary program was not working fast enough .

The feeling of the education committee of the Boise Improvement

Association is that busing should be two-way-true integration system. The school district may have to implement a plan soon given the steady increase of Blacks attending Adams--now 31% Black.

It's very important to know that not all students within King and Boise will be affected only 75-80. All from area 1 of the School Boundaries.

#### RECOMMENDATION

It is my recommendation that you not support or oppose the Neuman Plan given that there really is no urgency. However, you should support the current program of voluntary integration with continued upgrading of the educational program at Jefferson along with exploring other efforts to encourage greater white enrollment at Jefferson.

#### POINTS TO BE MADE IN A POSITION PAPER

- 1) Racial balance is the law of the land and should be supported.
- 2) Blacks traditionally bear the burden of school desegregation.
- 3) It is not apparent that the school district must with urgency implement a plan this year to change boundaries to achieve racial balance.
- 4) There has not been full citizen participation and input into development of the Neuman Plan.
- 5) It is not apparent that Jefferson is racially imbalanced at 51% Black given anticipated white enrollment to the special programs.
- 6) The School Board currently has a policy of voluntary transfer to achieve racial balance in the schools.
- 7) The school district has been intensifying its efforts over the past 5 years to beef up Jefferson through implementing the Magnet Program to attract white students.



- 8) There are other strategies (such as that attempted at Benson) that can be explored and implemented which may be voluntary and effective.

IN ACCOMPLISHING RACIAL BALANCE AND OTHER POINTS YOU SHOULD KNOW:

- 1) The National NAACP will be meeting in Portland this Fall. We really should not let the city polarize along racial lines at this time.
- 2) According to Ernie Hertzog the school district has received a lot of complaints from whites from Wilson, Lincoln and Jackson about Black student enrollment in those schools.

Following is a summary of the Neuman proposal.

SUMMARY OF THE NEUMAN PROPOSAL TO PREVENT RACIAL IMBALANCE OF JEFFERSON  
HIGH SCHOOL

Proposed Policy: Any student who by Oct. 1, 1977 is not enrolled in Jefferson and live in area (1) of King or Boise Schools shall not attend Jefferson. Exemption is given to those students who have brothers or sisters enrolled at Jefferson or who wish to enroll in the special Magnet Programs. Transportation for those students affected will be provided by the school district. This proposal was stimulated because it was brought to the School Board's attention that Jefferson is in violation of the State Board of Education policy of a maximum of 50% minority (native American, Blacks, Spanish American and Asian American) population of Oregon schools.

The School Board is subject to court suit if it does not maintain racial balance.

ISSUES RAISED BY THE COMMUNITY

- 1) Why must desegregation be achieved at the expense of Black students?
- 2) Why weren't other options explored such as two-way busing?

GROUPS LOOKING AT THE NEUMAN PROPOSAL

- 1) NAACP - Has not taken a position.
- 2) Urban League - Has not yet taken a position and will discuss it at its meeting tonight - July 18.
- 3) MHRC - Has not taken a position but questions the adequacy of citizen input.

SUPPORTERS

Hertzog and Gladys McCoy support the plan because they feel that quality education for Black students is greater at Lincoln and Wilson as opposed to Jefferson.

# Portland's 'racial isolation' plan failing its desegregation goals

*Return for*

By HERB L. CAWTHORNE

Special writer, The Oregonian

ONE OF THE difficulties with desegregation in Portland revolves around what is known as racial isolation, a term replete with cultural prejudices even when it is clearly defined. When poorly defined, its implications are destructive.

In 1964, the Portland Board of Education embarked on a program of desegregation as a means to eliminate racial isolation in the Portland Public Schools. Unavoidably, the plan stands on the foundation of State Board Policy 4171, a law predicated on the belief that blacks are racially isolated and that they and other minorities are in need of integration.



CAWTHORNE

A school with more than 50 per cent black enrollment is "isolated" racially. But, oddly, another school with 100 per cent white enrollment is not. In this state and nationwide, the concept of racial isolation is poorly defined and thus confusing. A program of desegregation based on such an elusive idea is destined for difficulties.

The commitment to eliminate so-called racial isolation in the Portland Public Schools began on questionable

footing and is yet wobbly today. In 1964, blacks going to school primarily with blacks were characterized as isolated, destined to be underachievers, and deficient. Whites going to school with whites were spared the collective labels. Thirteen years later the deficit model as impetus for integration is still firmly in place. This may, in part, explain why the burdens for desegregation in this city have been born disproportionately by the black residents of Northeast Portland.

My recent observation encourages me to hazard a bold conclusion: Desegregation in our city of roses has been sought without sufficient regard for the needs and concerns of the black community. To those who find this statement harsh, I ask: What other single community has been subjected to so massive a process or reorganization of its public schools?

What other community has been called upon to send so many of its youngsters across town each day? What other community has as many children moving from school to school — so much so that by eighth grade some have attended several *different* schools? What other community has seen some essential elements of its community fabric altered by the changing nature of the local schools? Indeed, those who feel ill at ease with my observation ought to observe for themselves.

And despite the activity, black students still are isolated, no matter the definition one uses.

At Marshall High School, for example, there are approximately 40 black students. They don't live in the Marshall district. Each day, they catch the bus early to travel from various sections of the city. Racial frictions at Marshall earlier this year proved revealing.

The black students at Marshall are the first to tell you that they are segregated. Predictably, they often feel like foreigners, like strangers alienated in a new land. The intimidation is subtle, and weaving oneself into the fabric of the school may be as hard as balancing a marble on the head of a pin. In such a situation, one wonders whether black students who are weak in numbers and a long way from home can receive services unique to the demands of their heritage and future.

Not long ago, a parent told me of a distressing concern. "I am worried that Adams High School is really two schools — one black and one white." Noting that apparently few programs are designed to bridge the racial discord, this parent, an educator at a local community college, said, "It seems as though there's a double standard. There's a double system of discipline and a double system of expectations. Eventually, the community is going to have to face up to these problems."

Is the object of desegregation simply the shuffling of bodies across the city hoping that we can eliminate some obscure menace called racial isolation?

Can we proudly say in our city that we have taught our children to live in harmony in a world blessed with so many differences when all we have done is transport them around the city, while doing very little to help them face up to the chilling realities of racism and discrimination? I wonder.

Desegregation, to be effective, takes leadership. An integrated school system cannot be attained except by conscious efforts to talk together, to share the burdens together, to soften the difficulties with positive concern for all involved. Indeed, this is hardly possible in our city unless blacks and whites openly and persistently demand that no single community be made to carry a disproportionate burden in the desegregation process.

I am optimistic. When more people appreciate the importance of the issues involved, I think the leadership, conspicuously absent in the past, will be forthcoming.



29,183



HERB CAWTHORNE

Board of Education  
Portland Public Schools  
P.O. Box 751  
Portland, Oregon 97207

Telephone (503) 229-4010

November 8, 1979

RECEIVED  
NOV 13 A.M.  
OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

Mr. Harvey Lockett  
1220 S. W. Fifth Avenue  
Portland, OR 97207

RE: Tentative Guidelines for Desegregation/Integration

Dear Harvey:

The Board's Desegregation/Integration Committee has been deliberating for several weeks, and the coming weeks will see a greatly intensified process. I have enclosed for your consideration a copy of the community involvement plan which includes a timeline for the deliberations and a tentative set of guidelines under which my thoughts will be directed.

I would appreciate any comments or suggestions you might have regarding the tentative guidelines I have prepared. They will be modified as circumstances and other information require. However, I wanted you to have some notion of my thinking at this stage.

The basis of my thinking regarding these guidelines derives from a fundamental commitment to the fact that integration should be voluntary. My primary objection, over the years, has been that, in a program purported to be totally voluntary, there were many instances of administrative action which "forced" black students to transfer far from their homes. The administrative action was lopsided and unfair. It scattered the black children not because of their own choice but because grade levels were eliminated in their neighborhood schools. For example, a child who would have been a sixth grader at King at the time the sixth grade was eliminated would have no choice except to transfer, and the district did not make standard assignments of all children at that given grade level. Instead, it allowed parents to select from among limited options and, thus, created not only the "forced" busing but the scattering as well. Under the guidelines presented here, the scattering of black students may exist but only as a result of parental choice and not because any child cannot go to the school assigned to the neighborhood in which he/she lives.

Mr. Harvey Lockett

-2-

November 8, 1979

These guidelines would require an active citywide program for the improvement of schools to attract blacks and whites in a two-way voluntary transfer system. The success of the program is based on persuasion -- and the quality of the experience once one has been persuaded to transfer. The guidelines also mean that early childhood education centers in the black community will have to accommodate the students living in those areas who do not wish to transfer. This is difficult. The present enrollment at Humboldt and King, for instance, represents many students from outside the area. To allow the black children to return to their neighborhood school, if they wish, while maintaining the integration already achieved, requires alteration of facilities. This is definitely part of my present thinking.

The Desegregation/Integration Committee will be working very hard in the next few weeks preparing a preliminary draft for the consideration of the full Board. If you have any questions or comments about the tentative guidelines presented here, please call me at 229-4010. I would be happy to answer your questions.

In advance, thank you very much for your consideration. This is a very difficult issue, as you know, and the Board is committed to discovering equitable solutions. Your assistance at any time during the process is valuable and will contribute to a positive and unique solution.

Best regards,



Herb L. Cawthorne, Member  
Board of Education

Enclosures

lc/wp



SCHOOL PROGRESSION ASSIGNMENT  
AND OPTIONAL TRANSFER PROGRAM

Generally children in the Portland schools progress from a primary school to a middle school to a high school during the K-12 years. Some communities have not adopted middle school programs so children there attend an elementary school from kindergarten through eighth grade followed by a high school in grades nine through twelve. In some instances children will progress from a primary school with grades kindergarten through third grade to a kindergarten through eighth grade school for their intermediate and upper grades. Many children reside more than a mile from middle schools so are transported to the middle school or upper grade center.

In recent years children from some of the schools with a preponderantly black enrollment have elected to participate in the transfer program to schools of their choice throughout the city. Other children have remained in their neighborhood school through grade five after which they have attended upper grades in another elementary or a middle school. Children from some of the schools with a preponderantly black population have progressed automatically to a middle school with which the primary school was linked as in the case of Vernon from which the children advance to Whitaker/Columbia Middle School and then Adams High School. Other schools with predominately black populations have not had an assigned middle school so that after completing grades K-5 the children elected one of a number of middle schools or elementary schools with upper grades. The following schedule overcomes this deficiency by assigning each of the remaining racially imbalanced elementary schools to specific elementary or middle schools and then to the high schools serving those upper grade schools. Additionally, because of the strong desire of many parents for a



broader choice of schools via the transfer program, the following schedule offers specific middle schools or upper grade programs for those children whose parents elect participation in the transfer program at any time during the child's school career. The schedule will greatly reduce the number of schools to which children from any community will go, thereby enabling children from a neighborhood to be enrolled either in a school to which the child would normally progress after K-5 or specific other schools which the transfer child can choose to attend. In either case because of the residential mobility in the racially imbalanced school, it is recommended that children who move to another predominately black neighborhood continue in the upper grade schools which they enter rather than transfer to the upper grade school serving the new neighborhood to which they move, thereby providing for greater stability and continuity in their education.

While this program greatly reduces the number of schools to which children from a neighborhood would go, it continues to offer some alternatives, enables children to stay with neighborhood children as they progress to upper grades and involves a greater number of predominately white schools in integration than would a "pairing" program.

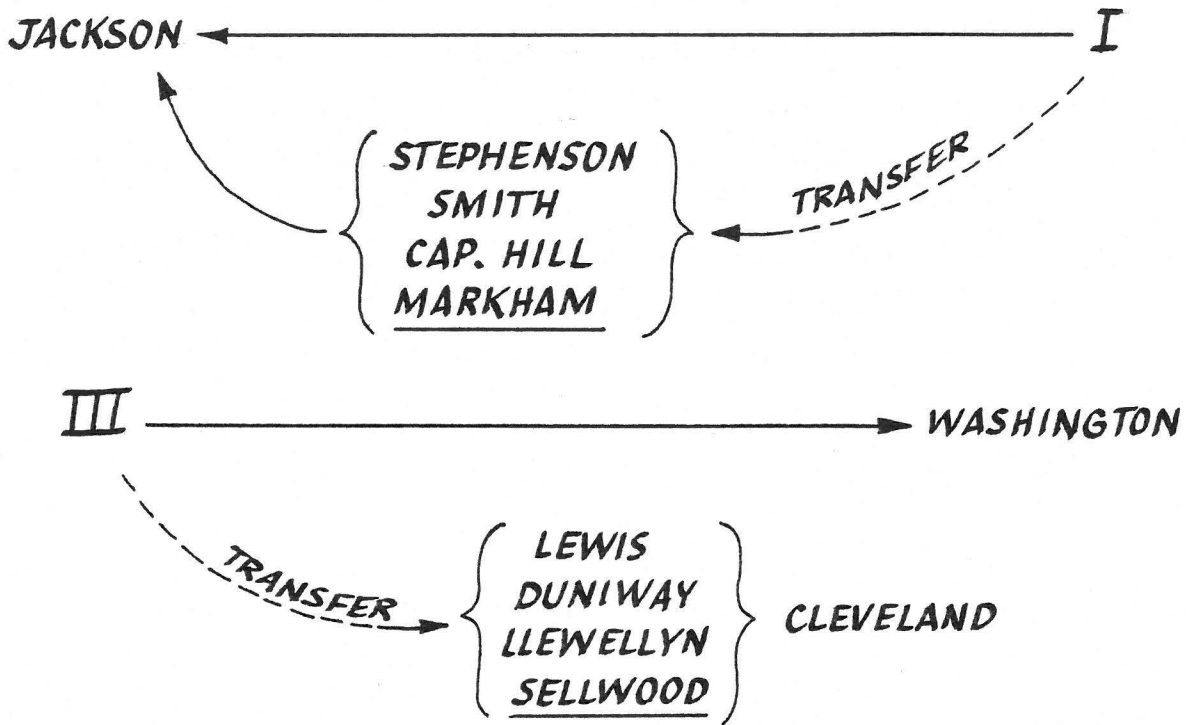
December 11, 1978  
Attachments

SCHOOL PROGRESSION ASSIGNMENT  
AND OPTIONAL TRANSFER PROGRAM

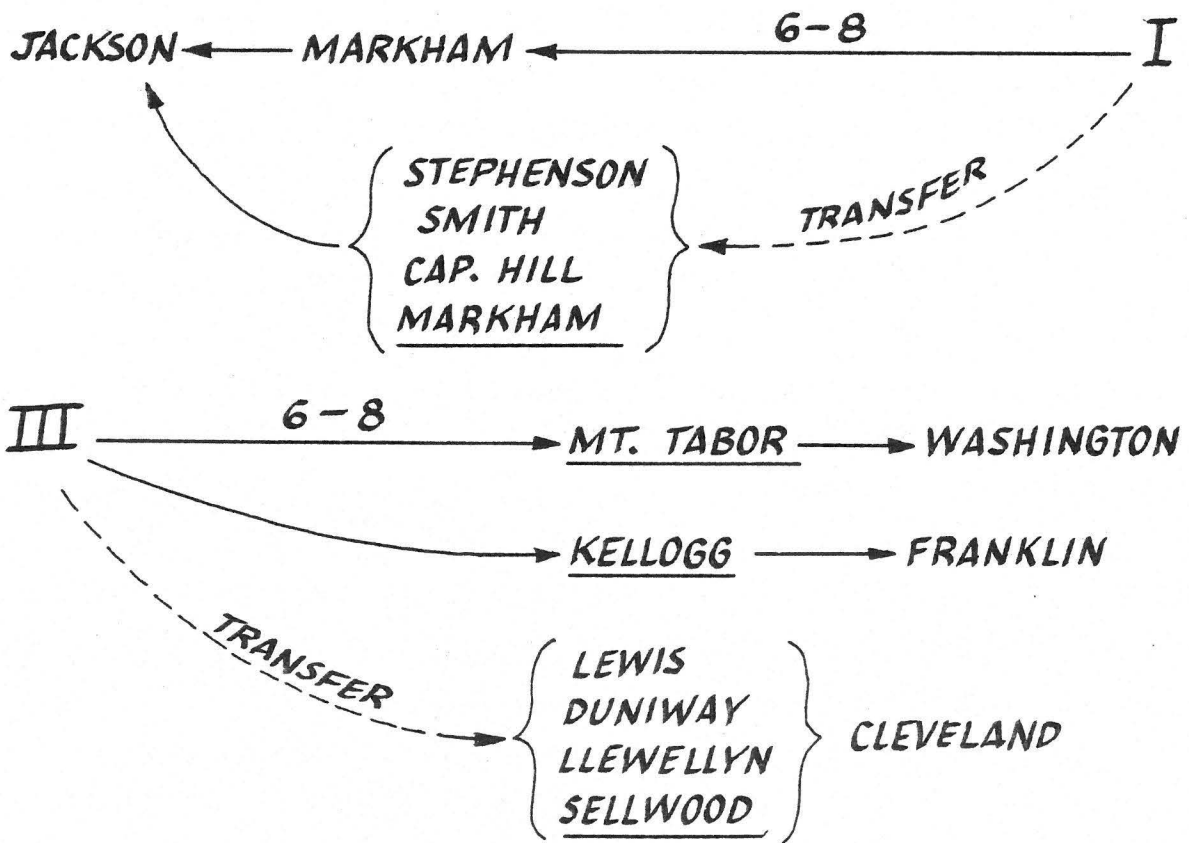
K-12

SCHOOL	AREA	STANDARD SCHOOL ASSIGNMENT	HIGH SCHOOL	TRANSFER OPTION	HIGH SCHOOL
Woodlawn K-5	I	Ockley Green	Jefferson	Roosevelt Cluster	Roosevelt
Woodlawn K-5	II	Whitaker/ Columbia	Adams	Binnsmead Cluster Greg. Hts. Cluster	Marshall Madison
Vernon K-5	II	Whitaker/ Columbia	Adams	Binnsmead Cluster	Marshall
King K-5	I	Hayhurst, Gray, Bridlemile	Wilson	Wilson Cluster	Wilson
King K-5	II	Whitaker/ Columbia	Adams	Madison Cluster	Madison
King K-5	III	Kellogg	Franklin	Franklin Cluster	Franklin
Sabin K-5	III	Beaumont	Grant	Cleveland Cluster	Cleveland
Irvington K-5	III	Fernwood	Grant	Franklin Cluster	Franklin
Boise K-8	I		Jackson	Jackson Cluster	Jackson
Boise K-8	III		Washington	Cleveland Cluster	Cleveland
Humboldt K-2	I	Lincoln Cluster	Lincoln	Lincoln Cluster	Lincoln
Eliot K-5	III	Buckman	Washington	Hosford Cluster	Cleveland
Alternative: If Boise becomes a K-5 school, a slight shift in boundary should occur between Humboldt and Boise. The school progression then would be as follows:					
Boise K-5	I	Markham Cluster	Jackson	Jackson Cluster	Jackson
Boise K-5	III	Mt. Tabor	Washington	Cleveland Cluster	Cleveland
		Kellogg	Franklin		

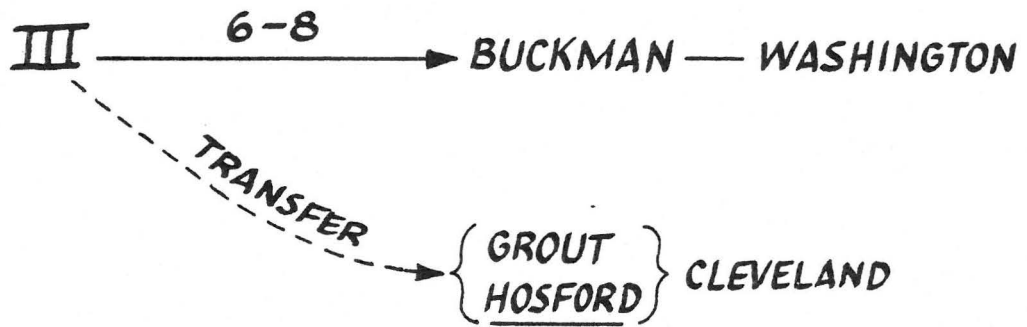
# BOISE K-8



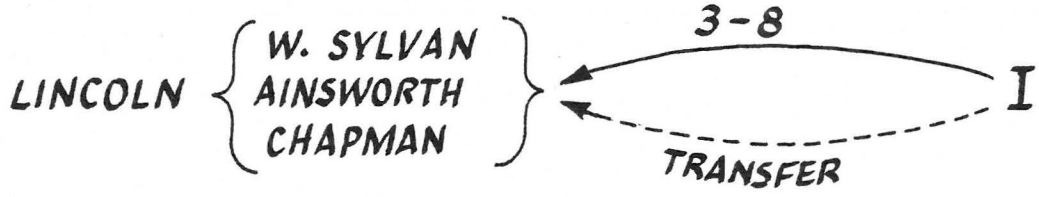
# ALTERNATIVE BOISE K-5



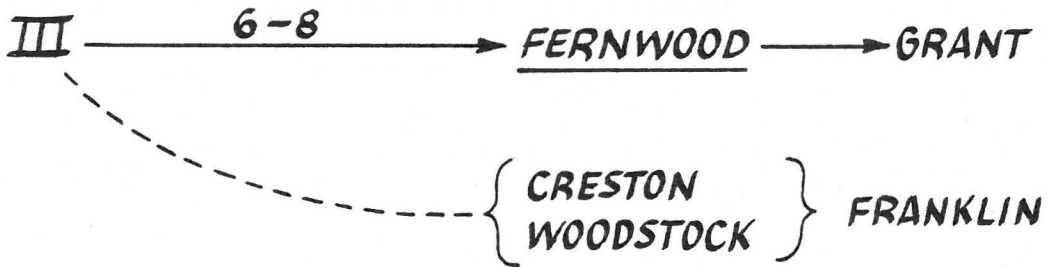
ELIOT K-5



# HUMBOLDT K-2

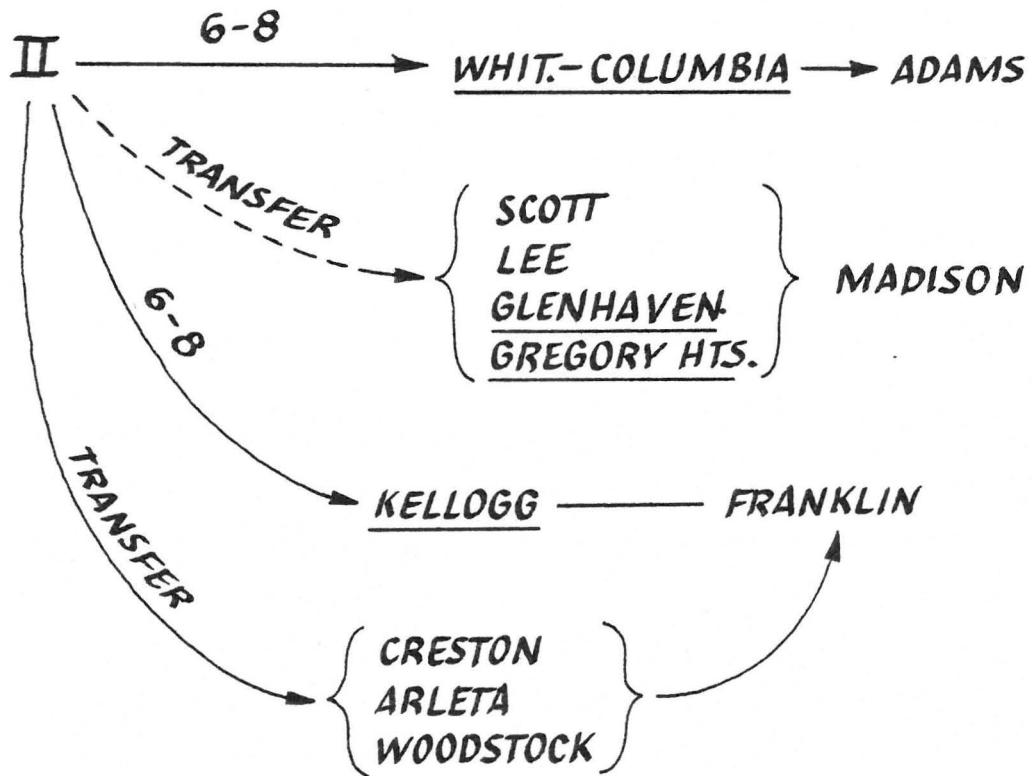
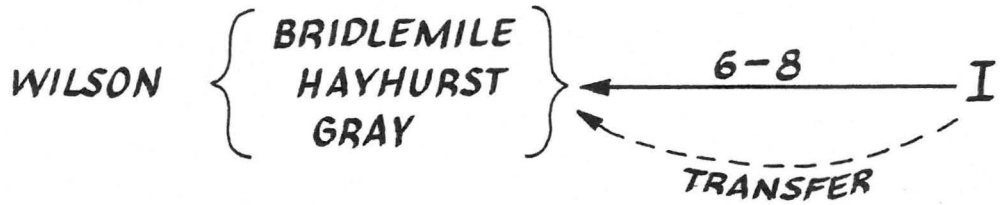


# IRVINGTON K-5

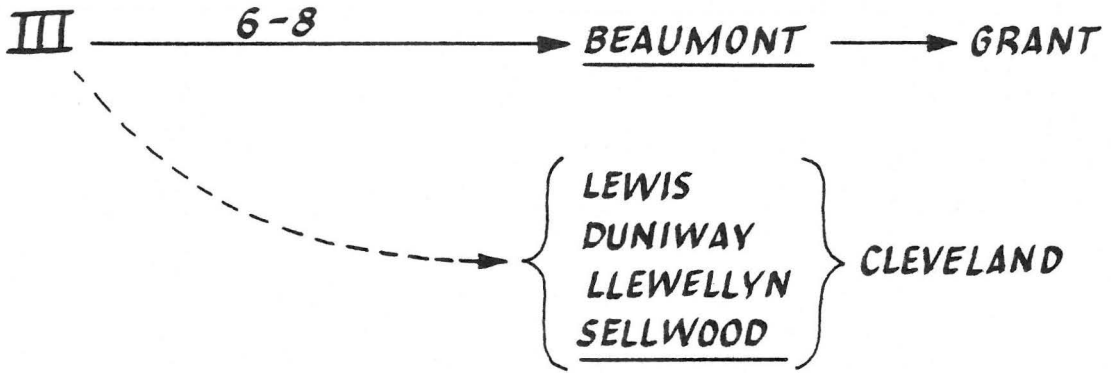




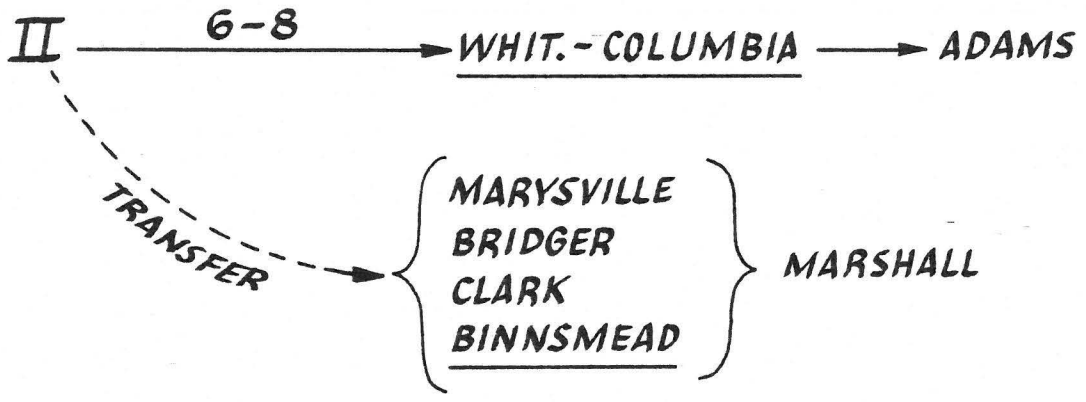
# KING K-5



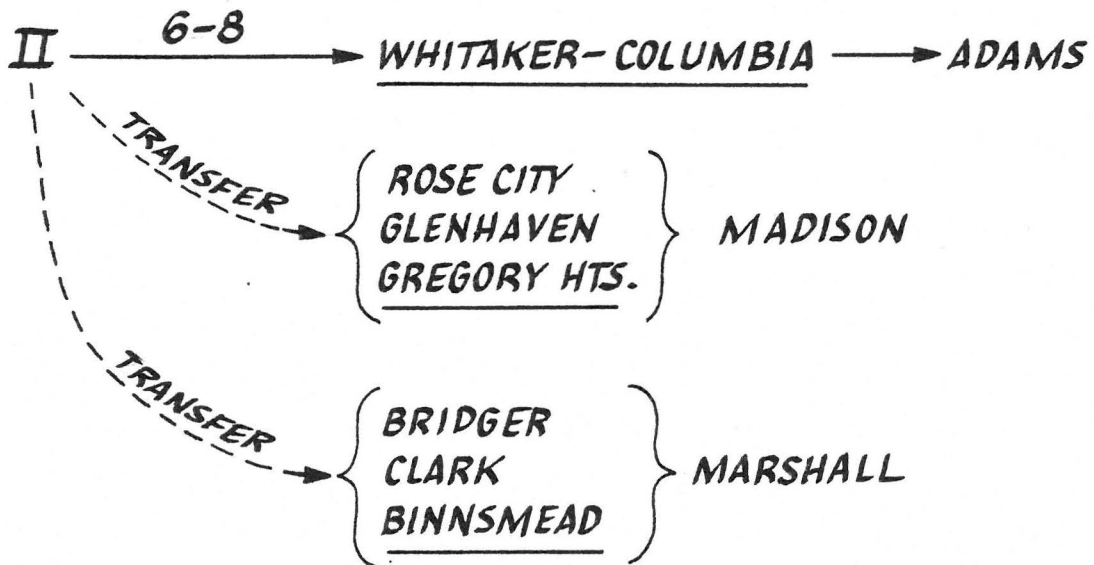
# SABIN K-5



# VERNON K-5



# WOODLAWN K-5





**HERB CAWTHORNE**

Board of Education  
Portland Public Schools  
P.O. Box 751  
Portland, Oregon 97207

Telephone (503) 229-4010

December 6, 1979

Commissioner Charles Jordan  
Portland City Hall  
1220 S. W. Fifth  
Portland, OR 97204

Dear Comm. Jordan:

In response to concerns raised by the black community and the Community Coalition for School Integration, the Board of Education recognized that the black community is being required to bear an unfair and disproportionate burden in the integration efforts of the district. On January 22, 1979, the Board adopted resolutions to establish an objective to reduce "scattering" by reducing substantially the number of receiving schools to which children from a particular neighborhood are transferred. In one sense, this step created the foundation for the bolder measures regarding desegregation enacted in August.

In modifying its desegregation policies further, the Board determined that by September, 1980, it will have developed a comprehensive plan on all aspects of desegregation/integration. The resolution included provisions for involvement of parents and community organizations in the selection of staff, courses of instruction for teachers in subjects of black history and culture, revisions of curriculum directed at enhancing the self-worth and cultural identity of black students, and employment of a Director of Personnel who will produce minority hiring gains. The Board's Desegregation/Integration Committee has developed and the full Board has approved preliminary plans for discussion by the community. A copy of Discussion Draft #1 is enclosed.

Also enclosed is a copy of the Community Involvement Communication Program for the comprehensive plan. In cities where desegregation has been successful, there has been active involvement of the citizens, parents, and public officials within the district.

As chairperson of the City and County Liaison Committee, I would like to underscore the importance of our communication during this process. If any questions should come up with which I might be of assistance, please contact me. At an appropriate time, I would appreciate the opportunity to discuss the elements of the comprehensive plan with you and your staff.

Portland is in a unique situation. It has a chance to maintain movement toward integration without the divisions of legal challenges and mandatory orders from H.E.W. To do so in a manner that realistically pursues the affirmative duty to integrate, we will need the goodwill of many. I hope we can depend on your support.

Sincerely,

A handwritten signature in cursive script that reads "Herb Cawthorne". The signature is written in dark ink and is positioned below the word "Sincerely,".

Herb L. Cawthorne, Chairperson  
City and County Liaison Committee  
Board of Education

HC  
lc/wp





HERB CAWTHORNE

Board of Education  
Portland Public Schools  
P.O. Box 751  
Portland, Oregon 97207

28,503

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CJ-  
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OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

Telephone (503) 229-4010

October 30, 1979

D R A F T # 3

GUIDELINES FOR COMPREHENSIVE DESEGREGATION-INTEGRATION PLAN

Guideline 1

The comprehensive plan should provide voluntary choices to the greatest degree possible in the furtherance of integration for all parents and students involved in transfer situations.<sup>1</sup>

Guideline 2

The comprehensive plan should establish one middle school in the Albina community with detailed plans on the facilities, enrollment configurations, special programs, and integration advantages of each school.

- a. A "magnet" capability should be conceived for the middle school with an excellent academic program of languages, sciences, and mathematics as a powerful motivation for achievement.
- b. In developing the magnet middle school, the Board should be committed to the purposeful allocation of funds for the furtherance of an excellent academic program.

Guideline 3

The comprehensive plan should seek the establishment of primary grades, K-5, at all Albina schools which are not converted to middle schools.

- a. No child in the Albina community should be forced to transfer because there is no grade level within the community -- unless the neighborhood school has been converted to a middle school.
- b. When a school is converted to a middle school, the children in the lower grades who must be transferred for primary education should be sent to no more than one or two schools.

<sup>1</sup>It must be realized, of course, that changes as a result of district reorganization may be accompanied by changes in primary or middle school assignments.

Guideline 4

The comprehensive plan should maintain the Early Childhood Centers in the Albina schools.

- a. An intense academic program for the measurable improvement of achievement scores for the upper grades (1-5) at Humboldt, King, Eliot, Woodlawn, Vernon, and Sabin should be developed.
- b. The programs in the Early Childhood Centers should further develop within them academic offerings that are unique and of the highest quality, thus maintaining and strengthening the ability to attract students from all parts of the city.

Guideline 5

The comprehensive plan, while definitely eliminating involuntary scattering of black children, at the lower grade level, should also make modifications in the Administrative Transfer Program at the high school level.

- a. A citywide program that presents parents and students with a thorough analysis of the educational opportunities to be gained by a student who transfers to a high school; and a districtwide program for developing greater awareness and sensitivity in every high school toward integration should be developed.
- b. Each student wishing to transfer should be transferred into the program best suited to personal interest, academic ability, and future aspirations.
- c. Rather than recruitment based on the need to bring the percentages of minority students down in certain Albina schools, greater emphasis should be placed on recruitment for special programs to meet the special needs of students.

HC  
lc

Revised: 11/6/79



**HERB CAWTHORNE**

Board of Education  
Portland Public Schools  
P.O. Box 751  
Portland, Oregon 97207

28,544

cf - 45  
read down  
copy

Telephone (503) 229-4010

December 4, 1979

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MEMORANDUM

TO: Desegregation Committee

FROM: Herb Cawthorne

SUBJECT: Analysis of Boundary Change Possibilities  
for Desegregation

OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

Sometime ago I requested of the administration an analysis of boundary changes that would enable the district to achieve its desegregation purposes. I did not press for this information since we had essentially agreed on a voluntary plan. I am not abandoning the possibility of the voluntary plan. However, I think we should look very hard at boundary changes. I suggest the following arrangements in the collection of data because I am not certain in my own calculations that spaces are available should high percentages of the administrative transfer students elect to attend their neighborhood school. I cannot support a plan which does not have this element in it.

I would like to recommend to the committee that it direct the administration to collect immediately the following information to achieve desegregation:

1. Place the Humboldt district in the Ockley Green cluster -- transferring students from Ockley Green to Humboldt to achieve desegregation;
2. For Sabin, Alameda, Beaumont and part of King, redraw boundaries within this cluster to desegregate Sabin.
3. For part of King, Vernon, Meek, South area of Rigler and Sacajawea, explore the possibility of clustering these schools with a middle school at Vernon or Woodlawn. Analyze how this would affect enrollment at Columbia/Whitaker.
4. Alter the Woodlawn, Faubion, North area of Rigler boundaries in such a way as to desegregate Woodlawn.
5. Send the Boise students East of Union into Irvington.
6. Send the Eliot upper grade students into Fernwood.
7. Maintain Eliot and King as magnet ECEC's -- Pre K - 5.  
a). King students pre K - 5 go to Columbia/Whitaker for middle school. b). Boise K - 5 students would go to Eliot and King.



Memo: Desegregation Committee  
Subject: Analysis of Boundary Change Possibilities for Desegregation

8. Make Boise a middle school -- pair it with Chapman.
  - a). Place part of Ainsworth in the Chapman cluster if necessary to achieve desegregation by simply redrawing boundaries.
  - b). Draw from other areas of the city to balance Boise.
9. Adjust Irvington boundary as necessary to desegregate Irvington.

I believe these boundary changes are worthy of our review. The essential element in our review ought to focus on whether we can provide enough spaces for parents to have a legitimate voluntary choice. Secondly, we should look at whether there will be enough goodwill in this community to integrate the inter-city schools voluntarily. Thirdly, we should look at the future developments to determine whether it will be necessary to recruit increasing numbers of black students out of the Albina schools in order to maintain racial balance over the five year period. To understand these implications, the administration should produce for us immediately:

1. The numbers, racial percentages, that are accompanied with boundary changes necessary to achieve a racial balance between 35 and 65 percent minority.
2. Provide projections over a five year period.

The policy regarding the early childhood education centers should guarantee space in the ECEC's for all children residing in the clusters resulting from the boundary changes. Essentially, we would have two ECEC magnet schools to provide for every child in the cluster. I believe this would be educationally advantageous and benefit those who are part of the boundary changes.

Whatever is done with regards to these changes, the schools will have to be excellent. We will have to bolster the teaching staff and the programs so that those schools involved in the desegregation program have exceptional resources and facilities and personnel.

I hope the committee will agree that this information should be produced immediately and that we should begin our deliberations on this possibility as soon as possible. Inasmuch as we have presented to the community a "preliminary" plan for their discussion, it is incumbent upon our committee to continue our thought process so that we might develop the soundest recommendations possible. I am certain that several members of the Board are interested in seeing what such an approach would look like. Therefore, for our committee to complete our work in a thorough and complete manner, such direction to the Superintendent to produce this information on boundary changes immediately is very important.

Sincerely,

*Herb Cawthorne*

Herb Cawthorne, Member  
Board of Education

HC  
sam

cc: Board of Education



HERB CAWTHORNE

Board of Education  
Portland Public Schools  
P.O. Box 751  
Portland, Oregon 97207

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Telephone (503) 229-4010

OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

November 20, 1979

MINORITY TEACHER PLACEMENT (SINGLETON RULE)

The Board's Desegregation/Integration Committee has recently fulfilled its responsibility to evaluate the district's position with regard to minority teacher placement. The issue has been controversial for years. In August, the Board promised to seek alteration in HEW's position, which required dispersal of minority teachers according to a rigid formula. Enclosed is the resolution which the committee intends to put before the Board.

Since 1975, the Singleton Rule has been applied to Portland. It requires that the district assign minority teachers in a fixed ratio throughout the system. HEW found that in seven schools which had minority enrollment twice the district average, there was also twice the district's average of minority teachers. Such assignments tended to "identify" these schools as "intended" for minority students, HEW claimed. It ordered the reassignment of the teachers.

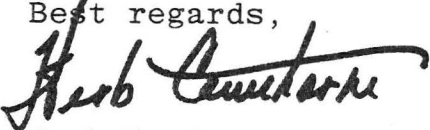
This reassignment process caused great disruption among some members of the black community. The reality of reassignment was difficult enough, but most people in the community never understood the reasons for the action. With this action, the Board now has the chance to demonstrate to the community that it does not want to be party to the rigidity of the Singleton rules.

The resolution for presentation on November 26th has three salient features. First, it expresses that the district will make no assignments which lead to the identification of a school as "intended" for minority children. Second, when a school has a minority population double the districtwide average, the administration will not allow minority teachers to exceed double the districtwide average of minority teachers. This applies for "administrative initiated" transfers. Thirdly, the "double-double" rule of thumb will not be applied when a teacher initiates the transfer process by requesting assignment to a given school.

This is a complicated legal matter, which, if handled improperly, could have serious impact on the federal funding of certain programs. I believe the resolution handles the situation aggressively and with full recognition of the commitment made in August.

If you have any questions or thoughts on this issue, please let me know. After five years of controversy and misunderstanding, the Board is setting the record straight. It is seeking change in an aggressive manner. I hope you can support these efforts.

Best regards,

A handwritten signature in cursive script that reads "Herb Cawthorne". The signature is written in black ink and is positioned above the typed name.

Herb L. Cawthorne, Member  
Board of Education

HC  
lc

Enclosure



November 8, 1979

SUPERINTENDENT'S RECOMMENDED RESOLUTION  
ON SINGLETON RELAXATION

RECITALS:

A. Each year since enactment of the Emergency School Aid Act ("ESAA") in 1972, the District has applied for and received a "basic grant" under that Act to assist it in "the voluntary elimination, reduction, or prevention of minority group isolation in the schools." (20 USC § 1601(b)(2)) On June 12, 1975, the Department of Health, Education and Welfare ("HEW") notified the District that it had been found ineligible for ESAA funding with respect to its then pending application for the 1975-76 school year based on faculty assignment patterns in six elementary schools. The six schools were then racially imbalanced, having more than 50 percent minority student body. Minority classroom teachers of the District represented approximately 6.85 percent of the District's total teaching staff, but were distributed disproportionately to these six racially imbalanced schools so that minority teachers made up from 11 to 31 percent of the teaching staff at such schools. HEW demanded that as a condition to approval of the pending application the District must file an "application for waiver" with respect to the finding of ineligibility, demonstrating that it had assigned its full-time classroom teachers "so that the proportion of minority group full-time classroom teachers at each school is between 75 per centum and 125 per centum of the proportion of such minority group teachers which exists on the

faculty as a whole." On June 18, 1975, the District made such application for waiver and assured HEW that such transfers would be made before the beginning of the 1975-76 school year. Such transfers were accomplished and the 75-125 ratio has been maintained since that time.

B. Some of the six elementary schools involved in the 1975 determination are still racially imbalanced (although to a lesser degree than in 1975) and substantial minority student enrollment is still present at the other schools involved. However, none of such schools has more than three full-time classroom minority teachers. The Board finds that desegregation with respect to students has proceeded at a pace different from that for the redistribution of minority faculty and that by reason thereof and because of the arbitrary nature of the 75-125 ratio (1) students of the District have been deprived of teachers who--because of their knowledge and appreciation of educationally significant cultural, linguistic, social and economic characteristics of the student body and the communities in which such students reside--could have contributed to making the educational experiences of students better than they were; (2) the scattering of minority teachers under the 75-125 ratio has left some who feel isolated from members of their race in the performance of their professional duties; and (3) continued use of the 75-125 ratio is not educationally sound.

C. The District contends that maintenance of the 75-125 ratio is not now, if it ever was, a legal requirement

or condition to continued funding under ESAA or under other federal programs and desires to implement a more flexible policy regarding teacher assignments and transfers based on sound educational and minority employment objectives.

It is, therefore, RESOLVED as follows:

1. The following policy is adopted, subject to the implementation provisions provided in paragraph 2 of this Resolution below, and when implemented shall supersede Sections I and II A of present Regulation 5006-1a:

"Personnel Series 5000  
(Permanent and Probationary Teachers)

TEACHER ASSIGNMENTS AND TRANSFERS

A. Types of Assignments and Transfers

1. Teacher initiated assignments are those in which the teacher requests assignment to a particular building or position. Teacher initiated transfers are those in which a teacher requests a transfer from one building to another.
2. Administration initiated assignments are those in which the teacher is assigned to a particular building or position on the initiation of the administration. Administration initiated transfers are those within a building or from one building to another in which a teacher is transferred, on the initiation of the administration, for the benefit of the instructional program.

B. Rationale

1. Except as may otherwise be required by an applicable collective bargaining agreement, initial assignments and transfers will be effected upon consideration by the appropriate administrators of the following factors, as applicable, in relation to the program requirements involved:

- a. Areas of certification.
- b. Grade level.
- c. Qualification of the teacher (areas of competency).
- d. Needs of the particular schools.
- e. Improvement of the educational program.
- f. Past evaluation of the teacher's performance in relation to such grade level, needs and program.
- g. Affirmative action or racial balance objectives.
- h. Length of service within the District.
- i. Personal needs of a teacher.

It is recognized that ordinarily initial assignments will involve less informed judgments and fewer factors for consideration than will transfers.

2. Transfers and assignments shall not be made in a manner as, in the judgment of the Department of Personnel Services, might tend to identify a school as intended for students of a particular race, color or national origin.
  - a. In order to avoid any appearance of this nature, administration initiated transfers or assignments of minority teachers shall not be made in such manner that a particular school at the same time will have both a minority student enrollment greater than twice the percentage which minority students represent in the District as a whole and a full-time classroom faculty with a minority ratio greater than twice the percentage which minority classroom teachers represent in the District as a whole.
  - b. Teacher initiated transfers or assignments are not subject to the ratio limitation of paragraph a. if the requests of all teachers directly affected are in writing.
  - c. Other exceptions to the ratio limitation of paragraph a. may be made in specific exceptional cases, if approved by the Superintendent, based on educational necessity.

3. In determining the 'needs of the particular schools' a teacher's knowledge and appreciation of educationally significant cultural, linguistic, social and economic characteristics of the student body of a school and the community in which such students reside shall be considered positive factors."

2. Implementation of the foregoing policy shall be withheld until further Board action, it being the desire of the Board first to ascertain what effect the adoption and implementation of such policy will have on the ESAA and other federal funding which the District presently receives and expects to seek in the future. The appropriate federal officials shall be notified of the adoption of this policy and of the intent of the Board that such be implemented as soon as possible during the 1979-80 school year. They shall be requested to inform the District of their position on the effect the policy will have on such federal funding. The attorneys for the District are authorized to take such proceedings as appear appropriate to obtain such position, including institution of proceedings before the federal officials for a declaratory ruling.

3. Unless otherwise directed by the Board, the foregoing policy shall be included in future applications for basic grants under ESAA as part of the District's plan of desegregation.

# City Club of Portland

## BULLETIN

Portland, Oregon

Vol. 60, No. 56

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OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

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Benson Hotel, Mayfair Room

12:00 Noon

Friday, May 30, 1980

### THE PROGRAM:

#### PRESENTATION AND DISCUSSION:

#### REPORT ON

## RACIAL INTEGRATION-DESEGREGATION ISSUES IN THE PORTLAND PUBLIC SCHOOLS

In September 1979 the Board of Governors authorized establishment of a special research committee to "sort out the facts and identify the issues" regarding race and education in the Portland public schools. That committee's report, published herein, will be the subject of this Friday's City Club meeting.

Committee chairman Ronald B. Lansing will present the report. The committee was instructed not to draw conclusions or to make recommendations about the validity of various positions and plans offered over the past year to solve the School District's desegregation problems. Rather, the Board requested the committee to generate for the Club and for the community a report which details the facts and issues objectively so that the community might gain an understanding of the complex matter of racial integration and desegregation in Portland's public schools.

The report identifies a number of issues in need of additional research. City Club members and their guests are urged to come Friday to hear the committee's findings and to participate in discussion of the questions raised in the report.

Committee members are Ron Ennis, Sara Goldberg, Freddie Petett, Bruce Posey, and Carol Stone.

---

*"To inform its members and the community in public matters and to  
arouse in them a realization of the obligations of citizenship."*

---



**IS YOUR MAIL LATE?**

A recent issue of the Los Angeles Town Hall Journal carried this message to its members (which we hope Town Hall won't object to our printing here).

"From time to time the Town Hall (read City Club!) office receives complaints or comments from the members about slow or late mail delivery—especially the Town Hall Journal (read City Club Bulletin!). Fortunately, the Journal contains a Calendar that lists events for weeks in advance (so does the City Club as much as is humanly possible!).

However, we do realize how annoying it can be to receive mail a week or so past the date. Accordingly, we checked with the Post Office for possible remedies and found there is available to you at your local Post Office a form on which you can register a complaint about delay in your mail delivery. This is a Consumer

Service Form 4314 which you file with your local Post Office.

We would very much appreciate it if you would let your local Post Office know that you are unhappy about your slow mail delivery. File Form 4314."

**PROPOSED FOR MEMBERSHIP**

The following individuals have applied to the Board of Governors for membership in the City Club, effective June 13, 1980:

*J. Milford Ford*, Associate General Counsel and Corporate Secretary, American Guaranty Life Insurance Company. Sponsored by James Barclay.

*Uldis Seja*, Technical Coordinator, Portland General Electric. Sponsored by Dan Herborn.

*Cindy A. Hurd*, Partner/owner, Hurd & Associates. Sponsored by Sylvia Takeuchi.

*F. Michael Nugent*, Financial Manager, Mercury Development, Inc. Sponsored by Sharon Elorriaga.

**PROGRAM JUNE 6**

Friday, June 6 is the first meeting of the new fiscal year, and also the meeting at which we elect new officers for 1980-81. Because we had to go to press early because of the holiday, at this writing our speaker for next week is not confirmed. So watch next week's bulletin for that announcement.

**PLEASE!**

It would be of great benefit to the City Club staff's record-keeping operation if members would keep us advised of address changes—and more particularly, changes in occupation. If you have changed jobs in the last six months, it would be helpful to have that information.

If you don't advise us of address changes, the post office returns your bulletin and charges us 25 cents. You'd be surprised how that mounts up.

**CITY CLUB OF PORTLAND BULLETIN**

(USPS 439-180)

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**CITY CLUB OF PORTLAND**

730 Southwest First Portland, Oregon 97204

Phone 228-7231

CHRISTINE A. TOBKIN, *Editor and Executive Secretary*

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 Randall B. Kester.....1st Vice President  
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## STATEMENT OF THE BOARD OF GOVERNORS

In September 1979, the Board of Governors authorized establishment of a special research committee to "sort out the facts and identify the issues" regarding race and education in the Portland public schools. The special committee was given a relatively short time within which to prepare and present its report to the membership.

The committee was instructed not to draw conclusions or to make recommendations. Rather, the Board requested the committee to generate for the Club and for the community a document which details the facts and the issues objectively and dispassionately to facilitate understanding of this complex matter. The issues are not just complex; they are emotionally charged. Decisionmaking on the subject has been characterized by acrimony, by changing decisionmakers, by dispute over the facts and among contending viewpoints, and by interminable, bone-wearying school board meetings on the subject.

This report is the product of the special committee's effort. It attempts to shed light on the subject in the traditional City Club approach of impartiality and balance, of independent, objective and documented research. It is an important first step.

The Board of Governors expects to approve a continuing research effort on this subject which will use this study as a base. This second report will draw conclusions and make recommendations which will be submitted to and debated by the membership for adoption as Club policy.

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## REPORT ON

# RACIAL INTEGRATION-DESEGREGATION ISSUES IN THE PORTLAND PUBLIC SCHOOLS

"The Negro needs neither segregated schools nor mixed schools. A mixed-school with poor and unsympathetic teachers, with hostile public opinion and no teaching of truth concerning Black folk, is bad . . . Other things being equal, the mixed school is the broader, more natural basis for the education of all youth. It gives wider contacts; it inspires greater self-confidence; and suppresses the inferiority complex. But other things seldom are equal, and in that case, Sympathy, Knowledge, and the Truth, outweigh all that the mixed school can offer."

—W. E. DuBois

"I have a dream that one day . . . the sons of former slaves and the sons of former slaveowners will be able to sit together at the table of brotherhood . . ."

—Dr. Martin Luther King, Jr.

"It is my conviction that God ordained segregation."

—Rev. Billy James Hargis

"The white community, and its leadership, has not really committed itself to the goal of integration . . . The Negro problem is really a white problem."

—City Club of Portland,  
Racial Justice Report (1968)

"[I]n the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal."

—Warren, C. J., *Brown v. Topeka Kansas  
Board of Education* (1954)

"We're not in Kansas anymore, Toto."

—Baum, *The Wizard of Oz*

## I. PREFACE

### Our Charge:

This study was born out of a threatened black boycott of the Portland Public Schools, out of an in-depth probing citizen study of racial equity in the schools, out of the end-of-a-decade plan of desegregation in the schools, out of a school board metamorphosis, out of the school board's painstaking search for a new desegregation plan, out of an appeal to the City Club from certain community groups for unbiased detached research.

In October 1979, the City Club's Board of Governors designated and charged this Committee with the duty of investigating race and education in the Portland Public School District. The specific charge limited the study "to generate for the Club and the community a document which details the facts and the issues objectively and dispassionately" and "to conduct a short-term assessment and compilation of the facts surrounding the issues and arguments raised by opposing parties." The committee was instructed to "not draw conclusions or make recommendations" and to be "exclusively fact finding and issues identifying."

A long-range research project will develop out of this short term study. The long-range committee will pursue the issues identified here and will explore those issues in greater depth. Our effort here is the passing of a research baton.

All this report intends to do is take a step away from the trees to get a better look at the forest. Where are we? What is this all about? The report does not pretend to provide a way. That was not our charge. We give an exposition of the varying goals and the pros and cons of the conflicting methods. This is not a blueprint of well laid plans; it is a map of goats' paths.

### **Our Scope:**

This report principally concerns (1) desegregating (2) the races in (3) the public schools.

First, the major focus of this study is on that aspect of *integration* which involves the mixing of student enrollment. That mixing is called *desegregation*. See glossary. Desegregation has been the most controversial aspect of the recent school board discussions. Teachers, staff, curriculum, discipline, and community involvement are all important parts of an integration plan and are, perhaps, more critical to quality education. But public debate has not centered there, and we could find no radical differences of opinion in those other areas. Therefore, our report, a report on the identification of *controversial issues*, focuses on the issues that concern student enrollment mixing, *i.e.*, desegregation. A brief report on some of the other integration aspects is contained in Section VIII.

Secondly, the desegregation studied here concerns *racial mixing*. The discrimination involved is between minority and majority *racial* cultures. It is not directly a division based upon socio-economic classes, even though the latter distinction has a profound effect upon education and learning skills and will be discussed at relevant points in this report. Furthermore, while this report will often refer to Black citizens, "minorities" also include Native Americans, Asians, and Hispanics. The Black student enrollment (14.7 percent) in the Portland Public Schools is almost twice as large as other minorities (8.5 percent).

Finally, this report concerns the racial integration of *schools*. The focus is on desegregation in *elementary* schools (middle and primary schools), not *high* schools. The problems of desegregation are more acute at the elementary level partly because elementary feeder schools (86) are more than six and one-half times greater in number than high schools (13). See Section VI.A.3.

Segregated housing and jobs, while important, are not involved in our study. Nevertheless, it must be observed at the outset that education forms only one junction on a vicious triangle of racial segregation. There are two other junctions, and the cycle is this: The denial of equal schooling opportunities may lead to segregated jobs. The denial of equal employment opportunities may lead to segregated residential areas. The denial of equal housing opportunities may lead to segregated education. Job inequities mean housing inequities which in turn mean schooling inequities, and so forth in downward spiral. While this report is limited to the study of racial inequity in schooling, it must be remembered that these two other factors complete the cycle.

### **Our Setting:**

In 1978, the U.S. Health, Education and Welfare (HEW) Office of Civil Rights surveyed over 6,000 school districts throughout the United States. One ranking in that survey showed the bottom 100 districts deserved federal investigation on account of racial segregation in schools. That list included Cleveland, St. Louis, District of Columbia, New York, Cincinnati, Houston, Pittsburgh, Columbus, Tulsa, Memphis, Dallas, Los Angeles, San Jose, Kansas City. The City of Portland was not on the list. Nor was Portland on the list of the "100 worst" on account of segregated *classrooms*. This is not to say that Portland is less nor more racially discriminating. Indeed, the history of racial discrimination in Portland is no more a source of pride than a cause for panic. Nor is it to say that Port-

land cannot learn from the mistakes of other cities. Rather, it is to say that each city's integration problems have a special setting.

Portland has no slum tenements to match the metropolises of the East, no relative core-city decay, no race ratios that defy "minority-majority" descriptions, no Civil War heritage resentments nor Feudal South divisiveness. On the contrary, Portland's intra-city communities are all respected quarters with deserved pride. A plan of desegregation in this setting cannot echo the answers that were developed to meet the problems of ethnically entrenched and economically blighted urban areas of the East or of the socio-economic caste heritages of the South.

All of this does not justify complacency. On the contrary, it should suggest that medicine is warranted all the more, not because Portland is more diseased, but rather because it is worth saving.

## II. HISTORY

### A. *De Facto Segregation in Portland Schools:*

In 1867, black children attended segregated schools in Portland. At that time the school board built a separate school for black students, but closed it five years later and dispersed the 25 or so black students into white schools. During the late 1800s the City's small black population was living primarily on the west side of the Willamette. By the early 1900s a segregated housing pattern had developed concentrating black residences in the area where the Coliseum is now located. The majority of black children attended Holladay and the old Eliot schools.

As the black population grew, racial isolation in housing and in schools increased. By 1940 the black population was almost 2,000; 57 percent of Portland's black families lived between Northeast Interstate and Union and south of Fremont. The attraction of shipyard jobs during World War II resulted in a 400 percent increase in the black population, to 9,500 by 1950. By 1960 Portland's black population had increased to 15,500 and was even more residentially concentrated. Seventy-eight percent of the black families lived in the area now known as "Albina" in inner northeast Portland. The neighborhood schools serving this area at that time (Boise, Eliot, King, Holladay, Irvington and Humboldt) had become more racially isolated ranging from 30 to 94 percent black by 1960. In 1968 the City Club reported that 73 percent of the black elementary students were enrolled in only nine of the 94 elementary schools in Portland.

In the present 1979-80 school year, 5,268 or 14.7 percent of Portland's elementary students are black. Most of these students (68 percent) attend seventeen schools with 20 percent or more black enrollment. While 39 of Portland's 86 grade schools have less than a five percent black enrollment, seven grade schools exceed 50 percent black enrollment.

To summarize: over the past 100 years the majority of Portland's white and black students have remained concentrated in segregated local schools. As the black student population has grown, additional schools, generally adjacent to the Albina area, have experienced increased black student enrollments. In contrast to this segregation a small minority of black students are attending formerly all-white schools in neighborhoods geographically distant from Albina.

### B. *School Board Desegregation Policies:*

The Portland Public School Board has developed and implemented several policies in the past 25 years in an attempt to reduce school segregation, to improve academic performance and to increase inter-racial understanding.

A few months after the 1954 *Brown* decision by the United States Supreme Court, which ruled *de jure* segregation unconstitutional, the school board stated in its minutes that it had a policy of equal education and that it would take no action regarding segregation in Portland Public Schools. This policy of being officially "color blind" persisted on April 20, 1962, when the National Association for the Advancement of Colored



People (NAACP) publicly charged that racial segregation existed in the Portland Public School system. In the spring of 1963 the school board appointed a "Committee on Race and Education" to examine the problem of racial segregation and racially disparate academic achievement in Portland. After an 18-month study, the committee found that unequal educational opportunities existed. On October 29, 1964, the school board adopted the report (the so-called "Schwab Report" named after its chairman) and stated that it would work toward the goals of reducing segregation, reducing class size in predominantly black schools and offering more stimulating educational opportunities. These goals were to be accomplished by the development of compensatory education programs ("Model Schools") and a student transfer program ("Administrative Transfer"). The latter program permitted any student to transfer to any Portland School.

In the Report on the Model Schools Program of School District No. 1, 1972, the City Club evaluated both the Model Schools program enacted in 1964 and the Administrative Transfer program. The report concluded that the "4 percent gain" in achievement of black students in Model Schools reported by the school evaluators was statistically insignificant and that the effect of the five-year program in increasing the learning rate of disadvantaged children was inconclusive. The study stated the following: "Apparently, little valid research has been conducted in Portland schools on how students learn. Anyone studying the Portland system is dependent on national studies and research for direction and evaluation." In reviewing the effect of the Administrative Transfer plan, the City Club report concluded: "We cannot find much eagerness now for use of the present administrative transfer program. In fact it was a hard selling job to achieve the present minimal participation."

In January 1970, the then new superintendent of public schools, Dr. Robert Blanchard, submitted his *Portland Schools for the Seventies* plan which the School Board reviewed and adopted after public hearings. The plan called for changes in central administration, administrative districts, an acceleration of the administrative transfer program, the development of Early Childhood Education Centers (ECECs) in all seven predominantly black grade schools, the creation of middle schools, and the establishment of area advisory committees with members appointed by the School Board.

In 1971 the voters soundly rejected a school bonding measure for middle schools. As a result, middle school development could not follow the School Board's timetable. However, the conversion of Albina grade schools to ECECs went on schedule. By 1977 all grade schools in the Albina area had been converted to ECECs except Boise, which had become a school specializing in fundamental education. Because all upper grades in the Albina area had been removed in the conversion to ECECs, all area students from fifth through eighth grade had to transfer out of the neighborhood. Absence of new middle schools in close proximity to Albina, produced inequities in the transfer program.

One intended function of the Early Childhood Education Centers was to encourage white students to attend Albina schools in pre-kindergarten through third or fourth grade. In 1977-78 about 50 percent of the pre-kindergarten children in ECECs were white. In that same year however, approximately 20 percent of the first graders in ECECs were white and only five percent of the third graders were white.

Another consequence of the student transfer plan and the conversion of Albina grade schools into ECECs was that black grade school children were bused to many different schools, accomplishing a result known as "scattering." For example, in 1977, 451 students from the King neighborhood (an Albina school zone) were bused to 39 different Portland Schools. The Community Coalition for School Integration estimated that "11 percent (approximately 250 students) of the transfer students are in grade levels with no friends from their home neighborhoods." This plight was not duplicated for white children because no white children were forced to attend schools outside their home neighborhoods. The one-way distances the children were bused ranged from one mile to 11.7 miles with an average one-way distance of about five miles. Also, 85 to 90 percent of all students bused in the transfer program were black children.

### C. *Community Dissatisfaction:*

In the summer of 1977 some black parents and community leaders expressed concern over School Board proposals involving racially disproportionate busing, a plan involving the busing of black high school students away from Jefferson High School, and other factors affecting the education of their children. After a series of meetings the School Board asked the NAACP, the Urban League and the Metropolitan Human Relations Commission to meet to address the problem of "racial imbalance" at Jefferson High School. Late that summer these organizations formed a coalition and invited other individuals and groups to participate. By Spring of 1978 the newly-formed "Community Coalition for School Integration" had 105 individual and 30 organizational members. The School Board accepted the Coalition's recommendations on racial imbalance at Jefferson, and the Coalition began an intensive district-wide study of integration in Portland.

On November 27, 1978, the Coalition presented an exhaustive 365 page report titled: "Equity for the Eighties, A Report to the Board of Education." The 35 pages of recommendations and 241 pages of appendices embraced most aspects of integration and outlined the pertinent surveys and available research which contributed to the development of the report.

Dr. Blanchard responded to the Coalition report on December 11, 1978. Dr. Blanchard's response summarized school administrative policy, presented administration figures on desegregation and made recommendations for policy changes. His report agreed with many of the recommendations of the Coalition, but took a strong stand against the Coalition's school *pairing* desegregation plan. Newspapers reported that Dr. Blanchard criticized the Coalition's desegregation plan as "excessive."

During the freezing cold and snow of an early January 1979 storm, the School Board met to consider the Coalition's Report and Dr. Blanchard's response. Newspaper reports of the meeting indicated that there was confusion in the audience as to the agenda and subject matter of Board discussion and that the Board made no decision on the issue of two-way busing and pairing of schools. The *Portland Observer* (a newspaper originating in the Albina community) editorialized that the School Board "passed the buck" and discussed only Dr. Blanchard's report and not the Coalition report. The attitude expressed in this editorial is significant in that it reflected the beginning of a feeling in the black community that the School Board was not sufficiently responding to the Coalition report. It was this feeling that led to the rise of the Black United Front and the threatened boycott of the schools.

The School Board met again in late January 1979 and rejected the pairing proposal in the Coalition report. The Coalition met in February and began to expand its membership. The Coalition made inquiry concerning complaints filed with the Department of Health, Education and Welfare (HEW). The complaints claimed that black students bore unequal burdens in the implementation of the district's voluntary desegregation plan; that black students were disproportionately suspended and expelled; and that black students were achieving at lower rates than white students in Early Childhood Education Centers. In late June 1979, HEW responded with a finding that the "Portland Public School District was not in violation of Title VI of the Civil Rights Act of 1964 as to the allegations contained in the complaints." However, HEW went on to say: "The burdens imposed upon black students under the district's voluntary desegregation plan are disproportionately greater than the burdens imposed on white students as a result of desegregation. But this in itself, is not unlawful discrimination because a school district which is desegregating under a voluntary plan can impose unequal burdens on black students as long as these burdens are not grossly unequal."

Because of general dissatisfaction with the School Board policies and the HEW opinion, the Black United Front began organizing community members to support a boycott of the schools unless the School Board developed a desegregation plan acceptable to the majority of the Front members. During the summer of 1979, the controversy began to

develop an emotional pitch. Newspapers reported that Dr. Blanchard responded to the threat of the boycott by stating that, "No thoughtful member of the black community will seriously consider a boycott of the schools." The *Oregonian* newspaper on July 12, 1979, quoted a Front member as stating that the boycott was a response to "double talk in HEW and the 'business as usual' attitude of the School Board and administration."

As Fall and the opening of classes approached, the threatened boycott had gained the support of the Coalition, the NAACP, and other individuals and organizations. In August, Herb Cawthorne, a leader of the Coalition, was appointed to the School Board and Jonathan Newman, a past board chairman, resigned. The School Board had an extensive series of meetings and developed short and long-term resolutions to modify Board desegregation/integration policies. These proposals were tentatively accepted by the Black United Front, and the boycott was postponed depending on implementation of an acceptable desegregation plan.

The short-term resolution provided for the voluntary return of transfer students to neighborhood schools and notification to parents of that possibility. Additional grades were added to some Albina schools to accommodate returning students. Attention was directed to see that desegregation plans did not place a greater burden on black students. Finally, a monitoring group was created to serve as a voice for parents and children to monitor the implementation of the short-term resolution.

The long-term resolution called for a comprehensive plan on all aspects of the desegregation/integration program to be completed no later than January 31, 1980. This plan was to be developed with the involvement of a wide cross-section of the community, and had as goals: to establish early grades at all Albina schools not converted to middle schools; to develop one or more integrated middle schools in Albina; to see that disciplinary measures are applied equitably; to insure that funds will be distributed equitably; to develop a program for the training of teachers and administrators on minority history and culture; to develop programs to enhance the self-worth and cultural identity of black students; to increase the number of minority teachers; and to seek changes in HEW's position on the method of teacher assignments so that minority teachers do not necessarily have to be scattered throughout the district. During this period the composition of the School Board also underwent major change. Four new members were either elected or appointed: Steve Buel, Cawthorne, Sarah Newhall, and William C. Scott, Jr. Only Frank McNamara, Wally Priestly, and Forrest Rieke remained from the pre-1979 School Board.

The new Board formed a sub-committee to develop the long-range plan and by late November 1979, two desegregation plans, each with several variations, had been submitted to the full board. After School Board and public reaction, the committee revamped the plans and in January, 1980, the committee proposed Draft II of the Desegregation Options. Draft II contained two basic options. In February 1980, the Board held a series of forums throughout the district in order to gain public reaction. In early February 1980, the Black United Front submitted its proposal. (See Section VI.B.3.) On March 10, 1980, Board Chairman Scott submitted a culminating draft plan. The Board then heard additional public reaction from various civic groups including a special meeting called for presentations by the Black United Front. The various Board desegregation proposals submitted over the four-month period are summarized at Section VI.B.4.

In late March 1980, the Board began discussion on a final resolution. After four weeks of deliberation, the Board adopted on April 14-15, 1980, its new desegregation plan. The details of the new plan are discussed at Section VI.B.5.

#### D. *Portland's White Population and Desegregation*

The history of racial integration in the Portland Public Schools indicates that: 1) On a percentage basis, Portland's white population is less involved and less affected by school desegregation than Portland's black population; 2) the School Board often, albeit not always, has become involved in desegregation in response to pressure from citizens on be-

half of minority interests; 3) the effect of School Board policies usually has placed the greatest desegregation burden on children who live in minority residential areas.

For example, after the 1954 *Brown* decision, the School Board concluded that action should not be taken because the board believed that *de jure* school segregation did not exist in Portland. It was one year after the NAACP charge of racism and almost a decade after the *Brown* decision that the school board began the "Schwab Report" on desegregation. The policies stemming from that report placed major emphasis on developments in the black community which had little effect on white citizens. The "Schools for the Seventies" plan primarily involved the white community by busing black children into predominantly white schools and by offering pre-school education through the ECECs. White attendance in the ECECs, however, dropped off dramatically by the second and third grades. The recent desegregation efforts of the School Board were prompted by an outside coalition and a threatened boycott. School Board policy has tended to encourage white participation and to require minority participation.

The history of School Board action and white participation in desegregation programs raises a fundamental issue: What underlying forces operate to produce the above history pattern?

In 1968 the United States Government published the Report of the National Advisory Commission on Civil Disorders, often referred to as the "Kerner Report." This report, which concluded that the history of race relations in the United States is complex, stated:

"Certain fundamental matters are clear. Of these, the most fundamental is the racial attitude and behavior of white Americans toward black Americans. Race prejudice has shaped our history decisively in the past; it now threatens to do so again. White racism is essentially responsible for the explosive mixture which has been accumulating in our cities since the end of World War II. At the base of this mixture are three of the most bitter fruits of white racial attitudes: Pervasive discrimination and segregation; black migration and white exodus; and black ghettos."

Also in 1968, the *City Club Report on Problems of Racial Justice in Portland* made the following observation:

"The white community, and its leadership, has not really committed itself to the goal of integration . . . the Negro problem is really a white problem; it is a community-wide concern, not just confined to Albina."

To what extent are these observations still true in Portland? To what extent is racial prejudice a factor in the policies and practices of school desegregation in Portland?

An issue associated with the extent of racial prejudice in school desegregation is the political, economic and social influence of the white majority. Whites occupy a disproportionate number of decision-making positions, own a disproportionate share of the wealth, pay a disproportionate share of the taxes, and, for the most part, live in segregated neighborhoods. To what extent does white influence affect School Board desegregation policy?

Other cities have experienced so-called "white flight." This occurs where middle class whites leave the inner-city for the suburbs, allegedly on account of desegregated schooling in the city. If a significant number of whites leave the city is there a potential loss of funding for schools? Is white flight a factor in Portland? Have or would white families leave Portland because of school desegregation programs?

In Portland, academic achievement correlates highly with socio-economic status regardless of the racial composition of the student body. In Portland, for example, the achievement scores of children in schools located in high-income neighborhoods are generally higher than achievement scores of children in schools in lower-income neighborhoods regardless of race. If there is or has been a threat of white flight in Portland or white disaffection at the polls, would it be because of a fear of desegregation, or would it be because of a fear of possible lowered academic standards, not associated with race,

but associated with socio-economic status? If school policy decisions have taken the threat of white flight or white disaffection into account was that consideration appropriate? If the threat is real, what are its causes and what should be done about it?

Thus, beneath the open tactics of boycott, coalition, and other minority pressures, may lie the issues of white flight, tax losses, ballot measure defeats, and potential inner-city decay. Boycott is the deprived person's flight, just as flight is the majority's boycott. Both boycott and flight have common origins. Both are coercions. The difference has been that one is overt, and the other is covert. Both deserve consideration.

These observations suggest further research of these issues: How pronounced is racial prejudice in Portland and what, if any, effect does racial prejudice have on school board policies and procedures? Do programs cater to whites because of fear of white flight or of lost revenues? Do educational opportunities for minorities increase mainly in response to citizen protest? What is the most effective way for Portland to overcome racial prejudice while at the same time achieving improved education for both minority and majority students?

### III. LEGAL MANDATES

Since the 1954 Supreme Court decision of *Brown v. Board of Education of Topeka, Kansas*, the United States has followed the precept that *de jure* segregation within our public schools is unconstitutional under the equal protection clause of the Fourteenth Amendment. *De jure* segregation is segregation which exists by force of law, as distinguished from *de facto* segregation which exists in fact but cannot be traceable to any government action. In *Brown*, the Supreme Court held that the segregation of children solely on the basis of race, even though the physical facilities and other tangible factors may be equal, deprives minority children of equal educational opportunities, and amounts to a deprivation of equal protection of the laws as guaranteed by the Fourteenth Amendment.

The Civil Rights Act of 1964 evidences Congressional recognition and support of the concept of public school desegregation, as originally espoused in the *Brown* decision. Title IV of the Act requires the removal of all forms of *de jure* segregation in public school systems. Although the Act conveys a legislative policy favoring desegregation, it does not contemplate the dismantling of those segregated public schools produced by *de facto* residential patterns.

Title VI of the Act states, among other things, that no person shall, on the ground of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance. If a recipient school is shown not to be in compliance with the objectives of the Act, it will lose all federal financial assistance.

In 1974, Congress passed the Equal Educational Opportunities Act (EEOA). EEOA has as its goal the removal of "vestiges of the dual school system." A dual school system exists where students are assigned to a school solely on the basis of race, color, sex or national origin. Through EEOA, Congress declared it to be the policy of the United States that all children enrolled in public schools are entitled to equal educational opportunity without regard to race, color, sex or national origin. EEOA is used to combat instances of a school board's deliberate racial segregation of students. It is also used to combat racial discrimination concerning faculty and staff hiring, firing, assignments, and employment conditions.

EEOA does not apply to *de facto* segregation or racial imbalance based on residential patterns which are not the product of government action. EEOA specifies remedies that may be implemented in instances of "actionable segregation;" those remedies include busing, developing magnet schools, closing inferior schools and opening new ones.

In 1973, the Federal Office of Education began implementation of the Emergency School Aid Act (ESAA). One of the key goals of ESAA is to respond to the special needs incident to the elimination of minority group segregation and discrimination among stu-



dents and faculty in elementary and secondary schools. Federal funds are made available to local educational agencies meeting the ESAA "eligibility for assistance" provisions. The Portland School District has applied for and is receiving ESAA funds. Recipients that cease to comply with ESAA requirements will lose funding. In general, the requirements are designed to prevent racial discrimination and racial separation of either students, teachers, or other school personnel.

The above laws by no means exhaust the federal legislation concerning the issue of public school desegregation; however, they represent the key federal components in the scheme to eradicate *de jure* segregation from the public school system.

In 1975, the Oregon Legislature passed legislation pertaining to desegregation of the state's public schools. ORS 659.150 states that no person is to be subjected to discrimination in any public elementary or secondary education program or service where the program or service is financed in whole or in part by moneys appropriated by the Oregon Legislature. As used in ORS 659.150, "discrimination" means "any act that unreasonably differentiates treatment, intended or unintended, or any act that is fair in form but discriminatory in operation, either of which is based, among other things, on race or national origin."

Oregon's Department of Education, controlled and directed by the State Board of Education, has established administrative rules to insure compliance with ORS 659.150. One of the Department's policies, sometimes called the "50 percent racial balance guideline" states that school boards should attempt to avoid minority school enrollments that exceed 50 percent.

Finally, the Portland School Board has adopted guidelines and policies acknowledging its affirmative duty to reduce and eliminate racial isolation of minority children in the Portland School District and to maintain a racially integrated educational program for the benefit of students in the district. The Board has also adopted the guideline from the State Board of Education 1974 Policy #41-71 which states that a school is "racially isolated" if it has 50 percent or more minority enrollment.

Opinions of the Supreme Court of the United States have suggested that if a plan or policy is adhered to with full knowledge of the predictable discriminatory effect of such plan or policy, this is one factor among many which may be considered by a court in determining whether an inference of segregation should be drawn. In other words, a school board's actions, having foreseeable and anticipated discriminatory or disparate impact, are relevant evidence to prove that the school board has the forbidden purpose of intentionally maintaining segregated schools.

To summarize, at the risk of oversimplification in a complex area of law: It is unconstitutional for a school board to pass resolutions or to create policy with the purpose of furthering racial segregation in the schools. Racially segregated schools that are the product of housing segregation are not unconstitutional. Apart from the Constitution, however, federal and state agency regulations urge, at the risk of the withdrawal of government funding, that school boards seek to alleviate *de facto* racial discrimination and segregation. In choosing the means to alleviate racial segregation in the schools, school boards have broad discretion and may be influenced by past records of success and by the desires of the citizenry.

These latter influences may at times place school boards in a dilemma. For example, what if the public overwhelmingly favors a voluntary desegregation method that by past performance has not produced desegregation? What happens when public attitude conflicts with public practice? Should the Board listen to what its constituency *wants* or what its constituency *does*?

Would it be evidence of an illegal and improper motive for a school board to persist in a desegregation method of past failure? Would it be evidence of an illegal and improper motive for a school board to persist in a desegregation method of past failure that is substantially supported by majority and minority citizen attitudes? The questions have not been resolved at law.



#### IV. VALUES AND OBJECTIVES

The first humbling insight that confronts any forager into this area of study is the vast amount of conflicting data, attitudes, and emphases. The only sensible way to begin is to address the question of objectives. The Coalition called them "values." Values are a matter of perspective.

Whose interests are at stake? Those varying interests may sometimes be mutually compatible but are never identical. Our examination reveals these major perspectives: the courts, federal agencies, Oregon State Board of Education, the Coalition, the 1970s Portland School Board, the 1980s Portland School Board, the Black United Front, local parent groups, teachers, civic groups.

But in the final analysis, the appetites for education lie ultimately with the consumers of education—our children. Not teachers, not administrators, not parents, not political activists, reactionaries, militants, nor judges. In the children's interests all of these factions endeavor. In those interests are the objectives. What are the interests of our children? Unfortunately, children are no constituency. Their representation comes only through the good and combined motives of all of us no matter what our perspective or faction. What do we seek for our children? What follows does not represent a unanimity of purpose, but it does represent a rough consensus of goals.

1. Most of us seek for our children academic knowledge. We want them to know all of those arts and science mysteries. We want them to know the skills that will aid them in learning. The interest here then is in learning, and the school objective has been called **QUALITY EDUCATION**.

2. Most of us seek to have our children know more about themselves, about their roots and heritage. We want them to understand their own culture and ethnic origins. The interest here is self-pride, and the school objective has been called **PLURALISM**.

3. Most of us seek to have our children know more about the other children, the roots and heritage of other cultures. We want them to sense and respect other racial and ethnic origins. The interest here is inter-racial understanding, and the school objective has been called **INTEGRATION**.

4. Most of us seek to be allowed to choose the educational settings for our children. We want the liberty of deciding where they go to school, under what special programs they learn, and with whom they learn. The interest here is simply freedom of choice, and the school objective is **VOLUNTARISM**.

5. Most of us seek to have our children treated equally. We want them to have the same opportunities as children of other races and do not want them to receive different cultural treatment. The interest here is equal opportunity, and the school objective has been called **EQUITY**.

6. Most of us seek a sense of community for our children within their neighborhood. We want them to go to school with those they know and with whom they have been raised and have shared experience. The interest here is in community and the school objective has been called simply **NEIGHBORHOOD**.

7. Most of us seek to balance our children's schooling needs against the costs of those needs. We want and expect support for them from government, and we recognize in their behalf that all values must be weighed together and not separately. The interest here is in income sources, cost effectiveness, and time and energy efficiency, and is called **ECONOMY**.

Perhaps other goals can be listed, but the more difficult problem is: What are the strengths and weaknesses of each? How do they conflict with or complement one another? What shall be the priorities among them? The major thrust of this research study has to do with the value of integration in general and its desegregation tool in particular. What follows, therefore, is a simple weighing of integration against some of the other objectives enumerated.

For example, Voluntarism and Integration may come into conflict. What shall be the weighted value of voluntarism if it does not produce integration? Some have questioned whether a pure voluntary system can work in Portland. Does it produce racial mixing so that the value of multi-ethnic understanding can be achieved? To what extent must a so-called voluntary plan be infiltrated with mandates in order to accomplish integration? And to what extent must integration efforts be soft-pedaled in order to give parents and their children free choices? Thus, in a voluntary desegregation plan, the people vote approval by the degree of their freely chosen involvement. Is integration more important or less important than freedom of choice?

To what extent does the interest in Neighborhood values conflict with Integration? If the neighborhood school means the local residential school, and if students cannot be assigned to non-local schools, then is integration possible? Shall integration occupy a back seat to the neighborhood school? Can the two values be reconciled? Are neighborhoods made by *places* or by *people*? And if by *people*, then can the mixing of races and the desire for local community be reconciled by simply keeping neighborhood children together albeit at a non-local school? Neighborhoods are endangered by voluntary scattering, but are they threatened by mandated mass zone busing?

To what extent might the objective of Pluralism and Integration conflict? The dissection of races and ethnic cultures is often framed in terms of *black* and *white* or sometimes between *minority* and *majority* cultures. But neither of those adequately defines the critical difference. It is really an ancestral difference based upon Euro-Asian and Afro-Asian cultures. Cultures are not just static things; culturing is an active process. The Euro-Asian dominancy in our melting-pot nation could have a tendency to assimilate minority cultures. That assimilation process is the root of a profound problem confronting schools today. Does inter-racial understanding (the learning about other cultures) tend to detract from self-racial understanding (the building of self-pride in heritage)? On the other hand, does a preoccupation with one's own background detract from learning about other cultures?

To what extent do the efforts to accomplish Integration detract from Quality Education? One of the unfortunate repercussions of the *Brown* decision was that it seemed to place the whole problem of solving racial integration on the schools. This placement has done much to take school board time and effort away from the main mission of schools—Quality Education. Can the reconciliation of these conflicting values be alleviated by other government response? Where are other community leaders and institutions? What are they doing? Where do they stand? What positions have been taken by the Mayor or the City Council, the County Commissioners, the Legislators, the realtors, the employers, the corporate executives?

The goal of Equity may also come into conflict with Integration efforts. What is equitable about a racial balance test that places a 50 percent ceiling on minority race enrollment? Does such a mechanical test forever reduce a minority race to that quantum status? Is it justifiable to prevent a minority race from becoming a majority? Conceivably a school is segregated when the *majority race* is over-dominant. That might be a deserved equity. What if the guideline stated that a school is racially imbalanced when *the majority* is greater than 50 percent? As far as integration is concerned (*i.e.*, racial understanding), the education of majorities is deficient when it lacks minority mixing (desegregation). The problem with that approach in a school district like Portland is that the minority base (20%) is not enough to go around without accomplishing "scattering." There is a starting point inequity between majority and minority races that cannot be avoided because its origins are nothing more than mathematical. Indeed, the very terms "majority" and "minority" express this mathematical inequality of numbers. Any plan or procedure involving the body county transference of students (*i.e.*, desegregation) is confronted at the outset by this inequity: If equal *numbers* of minority-majority students are transferred, then the *percentages* become unequal (minorities having the inequitably greater percentage of transferences). And if equal *percentages* of students are transferred, then the numbers are

unequal (the majority have the inequitably greater *number* of transferences). In the face of this inherent disproportion, can desegregation efforts nevertheless persist? And if they should persist, can the citizens of Portland accept the inequities of a limited number of school zones being involved in desegregation? Is it fair to be critical of a desegregation plan because it is not "comprehensive" in the sense that it does not involve *all* Portland schools? Is the argument of inequity fair when only certain schools are targeted for desegregation?

The interests in Economy are a persistent counter to the goal of Integration. The costs of idealistic desegregation attempts may be prohibitive. Yet a non-quality, segregated education may also be a cost that society cannot afford. Do integration attempts that deny school closures in the face of enrollment declines, that force expensive school facility remodelings, that resurrect mothballed schools, that take no account of the guidelines and policies of government dollar sources, do such attempts create yokes too heavy for a tax-paying public? On the other hand, do desegregation proposals that attempt to make non-integrative reorganizational changes muddy the waters of a desegregation plan and complicate the logistics of racial mixing?

A clear understanding of objectives is essential in any planning operation. But abstraction goes only so far. We are mice, men, and women after all, and all our plans go astray until the details become affixed. All is rhetoric until then.

The question then becomes: How shall these objectives be translated into nuts, bolts, gears, and springs—into a blueprint of what precisely to do?

## V. THE DESEGREGATION ISSUE

A central concern, if not *the* central concern, of schools must be *quality education*. Few disagree. Nor do any of the factions seriously contest the secondary principle that integration is one aspect of quality education, that the understanding of varying ethnic and racial cultures is, along with reading, writing, and arithmetic, an important goal of education. Beyond this, however, company parts. The departure occurs on the issue of *desegregation*. If quality education is the principal goal, and if integration (racial understanding) subserves quality education, does desegregation (the physical mixing of races) further the goal of integration? Thus, the critical threshold issue in this study is: Is racial imbalance in school enrollment necessarily wrong?

Since the 1954 *Brown v. Topeka* decision, where the U.S. Supreme Court said that "separate is not equal," it would seem that the issue of racial segregation in schools needs no further examination. But the Court really answered a narrower issue when it held specifically that segregation wrought by *law* is unconstitutional. *De facto* segregation was not legally indicted. The issue today has been somewhat revived, albeit not in the same context. Elements of the black community, particularly the Black United Front, suggest that desegregation means *assimilation* of minorities by the dominant culture, that what is needed today is pluralism (the maintenance of cultural integrity), and that experience shows that mandated racial mixing in classrooms destroys cultural pride and academic achievement of black students.

*Forced segregation* of races in schooling is illegal. But the question is whether there is any real value in the insistence that minorities cannot be a majority in a given school? Is the recognized distinction between "minority" and "majority" cultural groups a valid reason for the dispersal of minorities wherever they form a majority? Does the Supreme Court's mandate against *forced segregation* place its emphasis on the word "forced" or on the word "segregation"?

Any argument which consciously or unconsciously results in segregation makes strange bedfellows: Liberal black educators would appear to lie down with apartheid reactionaries. The difference, however, is the difference between a position that advocates for the equal opportunity of *voluntary desegregation* and one that advocates for *mandated segregation*. Voluntary desegregation assumes a genuine choice—each indi-

vidual's choice between the segregated neighborhood and the mixing of cultures at a non-local school. It is one thing to *entitle* passengers to sit in the front of the bus if they so desire; it is quite another thing to *order them* to the back of the bus; and, as in the case of *mandated desegregation*, it is still another thing to *order* them to the front of the bus.

There is another line of argument that supports separate education. It proceeds along these premises: The issue is not really racial difference; it is socio-economic class difference. Children are not merely students; they are family members and peers of other children. They learn not only at school but also at home and in the streets. The dynamics of schooling must be made compatible to that socio-economic background. Can a student who spends non-school hours in an environment without exposure to books, college experience, and literacy, compete with students who have such exposure? Poor students, black or white, transported into a foreign middle class education experience may not be able to adjust. They may not have the parental reinforcement and peer support for that kind of socio-economic schooling.

On the other hand, integration proceeds upon the assumption that a desegregated school atmosphere is itself an education in understanding; that separation in school years breeds misunderstanding in the adulthood of employment, housing, and social life; that bridges between peoples must be built in their growing years. In a world that is being shrunk rapidly by advancing transportation and communication technology and by economic interdependence, varying ethnic and socio-economic cultures are thrown more and more together, like it or not. The success of civilization and the success of each individual depends on an ability to understand and to adjust to one another. All of the agony that abounds the attempt to desegregate a school district is born of the basic assumption that educational separation of races is not quality education.

Assuming that desegregation in education is a desired goal, the issue becomes: How should school racial mixing be accomplished?

## VI. THE DESEGREGATION LOGISTICAL ISSUES

### A. General Methods:

Desegregation is a matter of racially mixing the student enrollment at a particular school. Residency is the foremost influence on enrollment profiles. Where residential patterns are mixed, school boards have no difficulty with the logistics of desegregation. But where residential areas are each racially homogenous, the problems of school desegregation become acute.

School boards have no *direct* power over population shifts and residential patterns. However, school boards may affect residential patterns by influencing realtors, employers, developers, government planners and zoners, and other community leaders. To what extent might the Portland School Board make better use of this potential influence?

But aside from such indirect influence, school boards have certain direct political powers, and the question then becomes: What resolutions by a school board will directly affect the student enrollment profile at a given school? The positive actions by a school board that logistically produce desegregation can be categorized under five dynamics:

1. Zone Boundary Changes
2. School Assignments
3. School Conversions
4. Parental Options
5. Recruitments

#### 1. *Zone Boundary Changes (Neighborhoods):*

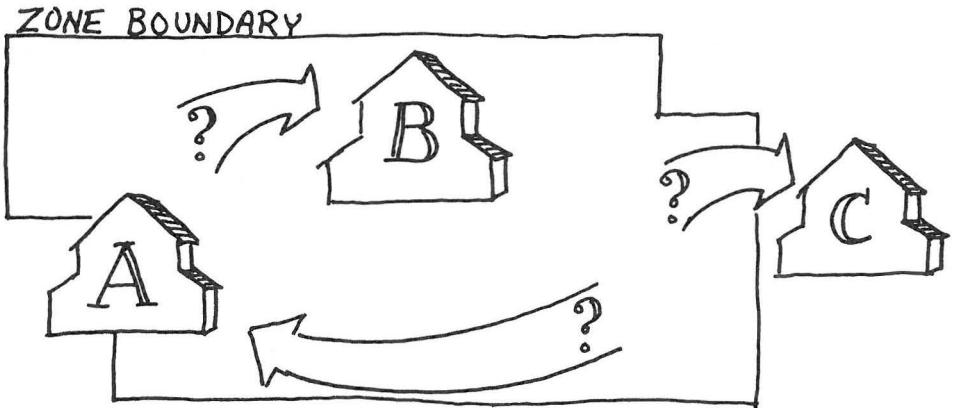
School boards can affect enrollment profiles by fixing the geographical boundaries for the area that will serve a given school. To a large extent these areas are traditional and

have reached semi-permanence by virtue of their having become neighborhoods. Slight modifications are often made from street to street or block to block to accommodate reorganizations based upon population shifts and efficient use of school facilities. But aside from such minor exhaling and inhaling of borders, the zone corpus tends to remain constant. This is especially true in the central city where patterns and life styles are venerate and neighborhoods are well rooted.

Nevertheless, a school board has the political power to alter those areas. The question then becomes: To what extent does desegregation justify the gerrymandering of neighborhoods? To what extent must a school board be sensitive to geographical borders (*e.g.*, rivers, freeways, hills), land use borders (*e.g.*, housing, commercial and industrial development), and ethnic community borders (*e.g.*, ghettos, barrios, "towns"), that have created neighborhoods by popular observance?

## 2. School Assignments ("Busing"):

School boards can affect enrollment profiles at a given school by the assignment of zones to schools. The drawing of zone borders is one matter, but designating which school will serve that zone is another. It is possible to assign a zone of students to School A, B, or C, thus:



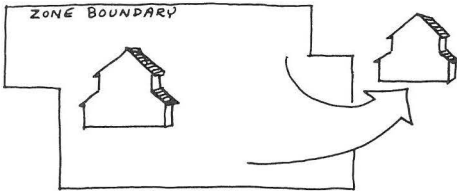
School "B" and possibly School "A" would be regarded as so-called "neighborhood schools." This is so because those schools are situated *within* the zone boundaries and not necessarily because they are closer to a given potential student's home. A better term for such schools would be "local schools." Indeed, in the case of some students, school "C" (a non-local school) is closer than School "A." Thus, proximity to school is not really the criterion. Distance of travel as remedied by bus transportation may be a factor in either local or non-local school assignments. Nevertheless, the school assignment method of desegregating is commonly referred to as "Busing."

Note also that a zone assignment to a non-local school need not be a permanent assignment for all elementary grade levels. It could be a school assignment for just one or more grade levels. Under that concept, students at one grade level are mandatorily transferred to a non-local school for only one year and then are returned to local schooling. This is termed a "One Year Transfer Plan." Of course, it could also be a two-year or three-year transfer plan. In any case, it is simply a limited form of school assignment.

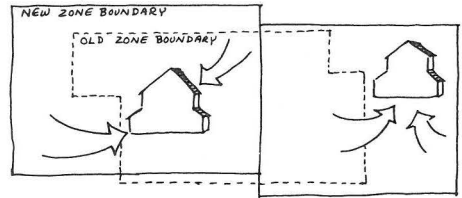
Furthermore, neighborhoods are not made by *places*; they are made by *people from common places*. Thus, the concept of neighborhood is preserved by zone transfers to non-local schools of all students from the same neighborhood. The students remain with their

neighborhood classmates throughout all of their schooling years and in that way “neighborhood” (a community of peers) is not diluted.

In this respect, the radical altering of traditional zone borders (e.g., by gerrymandering) can do greater harm to the values of community (neighborhoodness) than can the shifting of assignments to non-local schools. Thus, contrast a *school* assignment of a designated zone:



with a zone boundary change of that zone:



Note that a transference (“busing”) of students may occur in either situation, but neighborhoodness is divided in the boundary change.

Nevertheless, the issue that pits “neighborhood” against “busing,” arises in these *assignments* of zones to schools. Should a school board in the interests of desegregation exercise its power of school assignments so as to mandate the transference of a whole zone of students to a non-local school? Is there a sociological truth and public attitude that so favors the *local* school concept that it cannot be overcome by this method of desegregation?

Of course, it is also possible for a school board to gerrymander by the school assignment method. A given zone can be segmented without making a boundary change by simply assigning one segment of a neighborhood zone to one school and the remainder of the zone to another school. This is what happened to the King neighborhood in the Portland “Seventies” desegregation plan. The King neighborhood was split three ways by school assignments. Although functionally this was tantamount to a zone boundary change, the King neighborhood maintained its old identity even in the face of its new “King I,” “King II,” and “King III” designations. Is it more candid to call such “segmented school assignments” by their true effect, *i.e.*, to call them zone boundary changes?

### 3. *School Conversions: (Closure and Grade Alignments)*

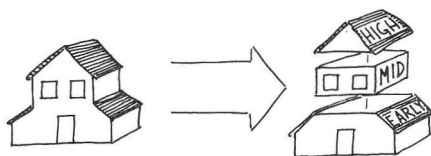
School boards can affect student enrollment profiles by realigning a school and its academic grade levels. By closing or opening an entire school or a grade level at a school, an effect on enrollment is achieved. This is a dynamic distinct from rezoning or reassignments. Usually it is coupled with a rezoning or a new assignment, but not always (e.g., in the mid-1970s Albina schools were converted to early childhood centers, but no rezoning or new assignments were made for the middle grade students.) Nevertheless, by closing a school, students of the closed school will have to be reassimilated into the school district, and in that process, desegregation is more likely to occur.

More subtle, however, is the recognition that the same effect on enrollment profiles occurs when grades (not entire schools) are closed. The creation of a middle school (e.g., sixth grade through eighth grade [6-8]) out of a previous elementary school (e.g., first grade through eighth grade [1-8]) is in fact the *closure* of first grade through fifth grade [1-5] at that school. Likewise the creation of an early childhood center (e.g., pre-kindergarten through third grade [P-3]) is the closure of fourth grade through eighth grade (4-8) at that traditional elementary school and a creation of a pre-kindergarten grade level.

The division between high schools and elementary schools is a time-honored grade alignment. The further division of elementary schools between middle (e.g., 6-8), primary



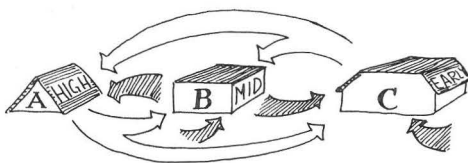
(e.g., 1-5; K-4), and early childhood centers (e.g., P-2; P-3), is a relatively modern realignment in the Portland Public Schools.



From a desegregation standpoint, the dynamic that is really at work in *school conversions* is this: By reducing the number of terminal points (schools or grades), an increase in grade enrollment at any one school is achieved, and thus, a greater mixture of students at that grade follows. For example, if we have Schools A, B, and C each serving students from kindergarten through grade 12, existing segregation is more likely to continue:



Examples of this alignment exist in the Portland schools at Boise (K-8); Chapman (1-8); Ainsworth (1-8). But if the school grades are realigned thus:



then, in a manner of speaking, there is only *one school* network with a commensurate greater mixture of students. School C becomes a feeder school of School B, and School B a feeder school for School A. (See "Pairing" and "Clustering" concepts at Section VI.B.2.)

It follows that every time a school is closed or a middle or early school is carved out of an older "elementary" school, a greater prospect for desegregation occurs. *E.g.*, Because high schools are larger but fewer in number, (13 Portland high schools compared to 86 elementary schools), the problems of desegregation may not be as acute at that level. Carried to its most theoretic extreme, a school district with only *one school* should have no desegregation problem whatsoever.

Likewise, the opposite is true: every time a new school is opened or a previous middle school or early school is expanded to include more grades, the prospect for resegregation increases. For example, the reopening of such "closed" Portland schools as Monroe, Kennedy, or Couch, portends of the latter prospect.

Can school or grade conversion, while sometimes effective as a desegregation tool, undercut quality education? If the seats of education—the school buildings—are constantly contracted or expanded and perpetually realigned and reconverted, is the education that goes on inside those schools likewise agitated? Can the school board that desegregates by conversion of schools, continue to suffer the expense and disruption of constant retooling?

#### 4. Parental Options (Voluntarism):

A school board can affect student enrollment profiles by permitting the student and parents to choose the school of attendance. The previous methods for affecting enrollment (e.g., by zone boundaries, school assignments, and school conversions) are all *mandatory*

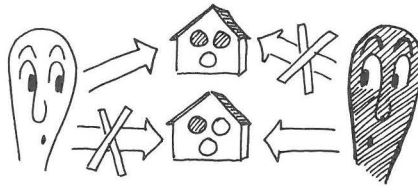
procedures, "mandatory" in the sense that student and parents have no options. To the extent that parents can choose where their child shall go to school, the method is said to be *voluntary*.

But a voluntary method must begin with mandatory assignments. A *pure* voluntary system would be a district-wide open enrollment policy, the equivalent of a college-type system where each enrollee begins by choosing a school, and by competing on a quota basis for enrollment. It could eventually involve entrance exams and selective admissions. Obviously such a pure district-wide voluntary system would be difficult in a public primary-secondary school system. Consequently, even a voluntary plan first makes "mandatory" assignments. Voluntary transfers from those assignments follow. The school board can further "mandate" the strength of those options by reducing the number of permissible choices. To the extent that some options are not open, the method is merely partially voluntary.

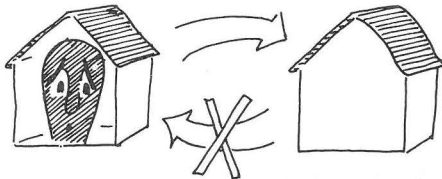
The difficulty is not, therefore, whether to effect a voluntary plan, but rather *how to limit it*; how to withhold total choice; in a manner of speaking, how to "mandate" the choices. A school board might "limit" parental options in the following ways in order to effect desegregation:

a. *By permitting the choice of transfer only if the transfer will aid in increasing the ethnic or racial mixing of students:*

Thus, a black student would not be allowed to opt into a predominantly black school, and a white student would not be allowed to transfer into a predominantly white school. This limitation presents an interesting constitutional issue: *E.g.*, if a black (or white) student sought to enter a non-assigned predominantly black (or white) school because that school had a special educational program of value to that student, could the school by this limitation constitutionally deny the entry? See the discussion of the magnet school concept, at Section VI.A.5.



b. *By permitting the choice of transfer only once, thus impairing the option to return to the originally assigned school:*

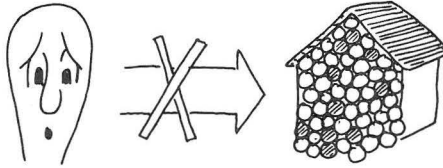


Would such a limitation have a chilling effect on choice? Would it completely abrogate the value of a so-called voluntary system? On the other hand, without such a limitation on choice, would the privilege to return or to make new choices annually, promote "school shopping" and confound administrative enrollment predictions which are so necessary for future planning?

c. *By permitting the choice only if there is room at the receiving school:*

This limitation is obvious and compelling. However, the question of what is meant by "room at the receiving school" becomes acute when students who have *opted out* are permitted to return to their originally assigned school. In that case, "room" must be saved

at each school for all potentially returning students. Should a student be denied voluntary transfer to a receiving school because empty seats are being saved for potentially return-



ing students? On the other hand, should a student be precluded from returning to his or her originally assigned school because there is no room? Should a voluntary transfer student be "bumped" out after enrollment in favor of a returning student? How shall space be allocated for potential returnees under a voluntary plan? Does all of this suggest a logistical value in the one-way, no return limitation?

d. *By permitting the choice of transfer only to certain designated schools:*



This limitation on voluntary plans is sometimes made necessary in order to avoid the effect of scattering minority students. A minority student whose choice places him or her in a student body enrollment that is overwhelmingly majority is more likely to be subject to assimilation. Curriculum changes that promote cultural and ethnic identity, pride and understanding are not apt to occur where minority enrollment is low. The issues then become: What should be a minimum size for minority enrollment? Which schools should be designated for limited choice in order to accomplish these minimum minority enrollments without at the same time violating state standards for maximum minority enrollments?

Having reviewed these various examples of limiting choice, it is clear that a so-called "voluntary" plan does not, in fact, relieve the school board of decisions concerning mandates. Mandates must be delivered under either a mandatory or a voluntary plan.

##### 5. *Recruitments (Influencing of Choice):*

School boards can affect enrollment profiles by persuading students and parents to choose certain schools. This method assumes the existence of a parental option (voluntary) plan. The *recruiting* method is different from *compelled 'limits'* upon parental choice in that it attempts to influence (not mandate) choices by informing the citizenry and imparting value to certain options.

Here school boards can create public information programs and organized campaigns to convince white parents to send their children to predominantly minority schools and to convince minority parents to send their children to predominantly white schools. Basically such campaigns are predicated on the simple selling point that a desegregative school atmosphere is an education *per se*. It is this latter concept of *integration* that *desegregation* serves. (See Section V.)

Whether that simple truth can persuade a substantial number of opting parents, becomes the issue. In other words, in a voluntary plan, will parents appreciate that desegregation in and of itself is a valid objective? And if so, what can a school board do in the way of public communication to persuade parents of that educational fact?

One recruiting technique has to do with communication, or rather the absence of it. An option that is not fully informed is a *guided* option. School administrations can fashion

school enrollment profiles under the rubric of voluntarism by not fully advising constituents of the full breadth of choices. For example, in January 1979, the Portland School Board desired to diminish the scattering of minorities under its then existing voluntary plan. Accordingly, the Board passed a resolution which sought "to accomplish the substantial reduction of the number of receiving schools to which children are transferred, while preserving appropriate latitude for parent choices of schools." Under that resolution, parents were still permitted transfers beyond designated receiving schools. Nevertheless, a reduction in scattering did result. Parental options were just as broad *after* as well as *before* the resolution. Nothing was changed. Yet the resolution communicated the inaccurate notion that a limited number of receiving schools had been designated. The resolution did not *mandate* a limited number of receiving schools. Inadvertently, the school board can narrow choice by other such ambiguous communications. Is that "recruitment" technique made necessary in order to provide some sort of predictability in voluntary school enrollments? How far should a school board go with this kind of "influencing" of parent options?

Another method for recruiting is the magnet school concept. Under that method a particular school is targeted for special educational programs. Presumably these special programs will attract an ethnic diversity of students.



A *pure* magnet school has no zone assignment; its students live district-wide and are composed of those who have opted to attend (*e.g.*, Benson High School and the Metropolitan Learning Center at Couch school). Selective admissions may result, especially where options exceed capacity. Magnet schools are naturally more expensive and a *pure* magnet may suffer waste when subscriptions do not meet projections. For that reason most such programs are hybrid *assigned magnets*, *i.e.*, schools having special educational programs designed to attract some voluntary students but also having an assigned zone to provide a minimum "mandated" student base.

However, these *assigned magnets* present dilemmas. If assigned magnet programs are situated solely in the white community or solely in the black community, stigma or inequity may result. But if magnets offering similar programs are placed in both communities, then they may depolarize each other. Why would black or white parents transfer their child to a special education program in a non-local community when one exists in the local community? And if an assigned magnet school is placed in a neutral area, where black and white residency is already in balance, then how has desegregation been advanced? Why attempt to desegregate a school that is already racially balanced? If the magnets are too many, they may be expensive and counter-productive. If they are too few, they may be selective and elitist.

The issue then is whether magnet recruiting efforts are worthwhile as a desegregation tool. Does their value within a voluntary system outweigh their potential for inequity, expense, and counter-production? Do magnet efforts subtract from the principal recruiting message—an appeal to desegregation/integration for its own sake? Do magnet schools create a "two-tiered" system of schooling with resultant elitism at the top and stigma at the bottom?

### 6. *Postscript to General Methods:*

The foregoing discussion and analysis of general methods portray desegregation as a "numbers" game." But one must understand that that "numbers game" is spawned out of an attempt, not just to *quantify*, but more importantly, to instill *quality* into the system. It was the Supreme Court of the United States that put a premium on body count mixing by ruling that separate is not equal. It was the Oregon State Board of Education that defined racial imbalance in schools as black enrollment in excess of 50 percent. It was the federal agencies that conditioned federal dollars on mixed racial enrollment. It was the Coalition that criticized the Portland School Board for its seven racially isolated schools. If it is true that too much attention is paid to numbers, then it may also be true that not enough attention is paid to the individual student. Desegregation may be a "numbers game," but each one of those numbers represents a child.

### B. Specific Approaches in Portland

Various specific methods of desegregation have been operative in or proposed for the Portland situation. What follows is a brief explanation of how some of those plans align according to the foregoing analysis of general methods:

#### 1. *Portland's "Seventies" Desegregation Approach:*

Throughout most of the 1970s Portland operated on a so-called "voluntary" (parental option) plan. The options were limited, however: Any student (white or minority) could voluntarily transfer to any school in the district if such transfer would abet the desegregative profile of the receiving school. Time-honored basic school zones were observed and initial zone assignments were made to local schools. However, in some instances, black students in portions of the Albina area were not given assignment to any middle school. No middle school was located in the Albina area, and, therefore, black middle school students were in effect forced out of the Albina area. In some instances, students from the Albina area were limited in parental options by being deterred from return to their originally assigned Albina school. The initial voluntary choice was not limited to any designated group of receiving schools, and, consequently, a *de facto* dissipation of minority students occurred throughout the district. In spite of this scattering effect, however, the Albina schools remained from 52 to 78 percent minority enrollment.

White students were recruited into the Albina area by magnet programs. The magnets created in the black schools were so-called "Early Childhood Education Centers" (ECEC). These schools provided pre-kindergarten grades and included classes through second or third grades. Magnet programs were also created at high schools having high percentages of assigned minorities. Thus, the magnet concept was employed principally to attract white students into black area schools. Few equivalent magnet programs existed in white schools.

Both white and black students who had opted into non-local schools tended gradually to return to their local schools. White students experienced less difficulty in making that return than did some minority returnees.

During the first eight months of 1979, the School District attempted to rectify the shortcomings of its voluntary plan. These modifications included steps to counter "scattering" by persuading minority parents to choose from a reduced number of standard receiving schools, and steps to emphasize that resident Albina students have a priority right to attend local magnet early schools.

Nevertheless, the general theory of Portland's desegregation plan throughout the Seventies emphasized the logistical techniques of parental choice and recruitment. On balance, the practical operation of that theory tended to *mandate* black exodus and to *attract* white transfers.

In rough figures, the Portland 1970s "voluntary" plan generally produced an annual transfer of approximately 400 to 600 white students to Albina schools and an annual

transfer of approximately 1,500-1,700 minority students to predominantly white elementary schools. The Coalition reported that in 1977, 85 to 90 percent of the 2,194 students voluntarily transferred by parent option were black. The figures imply either an inequitable inducement on parental option or an inequitable commitment to desegregation.

### 2. *The Coalition Desegregation Approach*

In late 1978, the Community Coalition for School Integration proposed a different approach to desegregation in the Portland Public Schools. The Coalition recommended that the School Board adopt a "pairing" plan for desegregation. Basically, the pairing concept employs the dynamics of school conversions and zone assignments. Both are *mandatory methods*. Zone boundaries remain unchanged, but locally assigned school grade levels are closed and students within the zone at those closed grade levels are re-assigned to a non-local school. Likewise, different grade levels are closed at the non-local school so that those non-local students are given dovetail reassignments to the open grades at the local school. Thus, it is said that the two schools are paired. If several schools are involved in this complementary closing of grade levels, the concept may be called "clustering." (See diagrams, at Section VI.A.3.)

The paired or clustered zones need not be contiguous. If they are contiguous, the result might be accomplished by a mutual zone boundary change, thus leaving only one zone where two or more previously existed. The Coalition did not choose to describe "pairing" in these latter terms. The result is the same, the method perhaps only semantically different.

The Coalition also acknowledged (but did not recommend) the validity of a One-Year Transfer Plan. That concept emphasizes the zone assignment method at a single grade level with no school conversions involved. (See Section VI.A.2.)

The central point of departure under either a Pairing, Clustering, or One-Year Transfer approach from the School Board's Seventies approach is the difference between a predominantly mandatory and a predominantly voluntary plan. The Coalition's emphasis on school assignments and school grade conversions was a refutation of the voluntary approach and a championing of mandated desegregation. The Coalition specifically deprecated magnet recruiting methods. Neither the Coalition's nor the Board's Seventies approach encouraged significant zone boundary changes.

### 3. *Black United Front's Desegregation Approach:*

In early February 1980, the Black United Front submitted its proposal for reorganizing the Portland schools. Concerning the logistics of racial mixing of student enrollments, the Front's plan makes relatively little change. It does make use of the method of school conversions. One Albina school (Eliot) would be converted from an early school to a middle school, and another near-Albina school (Kennedy) would be reopened as a middle school. School assignments would send students in the Humboldt, King, and Eliot zones to the newly converted Eliot middle school. Students in the Vernon and Woodlawn zones would be assigned to the Kennedy middle school. Sabin students would continue in their assignment to Beaumont middle school. The Eliot early school grade children would be reassigned to Boise. No boundaries would be changed under the Front plan.

The Front plan would also permit the exercise of parental options to send children to any school in the district on a voluntary basis. The plan does not, however, provide for and recruitment methods and expressly disavows magnet schools and any counseling of students to leave Albina schools.

In general, the Black United Front champions pluralism (see Section IV) and neighborhoodness (see Section IV), denigrates assimilation (see Section V), and places no emphasis on desegregation. The mandatory school conversions are principally designed to correct the previous inequity of no middle schools in the Albina area. Any racial mixing of students in the schools is left to individual parent options with no emphasis in recruiting those options. The Front urges greater attention to quality education. Is that



emphasis a return to the Model Schools compensatory education approach of the late 1960s and early 1970s, an approach dispelled in the City Club's 1972 Model Schools study?

#### 4. *The Portland School Board's Proposed Desegregation Draft Proposals:*

In December 1979 and January, February, and March of 1980, the Portland School Board developed a number of desegregation draft plans which were presented to the public for discussion. Those drafts were submitted in varying combinations and would be too numerous and complicated to explain here. Approximately 14 different plans or variations were discussed. However, in general, certain basic dynamics in each of them provide a basis for analysis. The various proposals can be categorized under one of three possible transfer dynamics: (a) the "Greater Northeast Dynamic," (b) the "East-West Dynamic," and (c) the "Inner Northeast Dynamic." (See Illustration No. One.)

The "Greater Northeast" plans emphasized a desegregation flow between the Albina schools and outer northeast schools. These plans, in varying combinations, would have influenced student mixing by incorporating one or more of these specifics: *E.g.*, closure of Columbia Middle School; conversion of Adams High School to a middle or early or combined high-middle-early school; assignments to Whitaker Middle School or to Columbia or Adams; together with other recruitment techniques in aid of an overall voluntary method.

The "East-West" plans emphasized a desegregation flow between the Albina schools and schools west of the Willamette River. These plans, in varying combinations, would have influenced mixing by incorporating one or more of these specifics: *E.g.*, clustering Chapman, Ainsworth, and Couch schools with certain Albina schools; inclusion of the Sylvan schools on a limited option basis; together with other recruitment techniques in aid of an overall voluntary method.

The "Inner Northeast" plans emphasized a desegregation flow between the Albina schools and nearby schools in and around the inner Northeast area. These plans in varying combinations would have influenced mixing by incorporating one or more of these specifics: *E.g.*, boundary changes between Sabin and Alameda schools; assignments between Albina schools and Ockley Green, Beach, Fernwood, and Irvington schools; recruitments between Albina schools and some nearby Southeast schools such as Monroe and Buckman; together with other recruitment techniques in aid of an overall voluntary method.

Illustration No. Two shows in a very *approximate* way student residential patterns in the Portland School District. The statistics are taken from page 340 of the Coalition's 1978 report. Therefore, the reader may compare the various *de jure school* desegregation dynamics here discussed with *de facto* residential desegregation in Portland. These figures should be updated by the new 1980 census results.

#### 5. *Portland School Board's Desegregation Approach for the 1980s*

On April 14-15, 1980, (as this research study goes to press) after more than eight months of school board deliberations, the board finally adopted a new "Desegregation Plan." The plan relies substantially on parental option and recruitment to accomplish racial mixing of students in the schools.

In one instance the plan speaks of a "boundary change" (in reality, a school reassignment): students in the King III zone are reassigned to either Alameda or Sabin schools, depending on parental choice and "crowding at Sabin."

School conversions occur at Eliot, Humboldt, and Boise schools in the Albina community. Eliot would be converted from an ECEC to an assigned magnet middle school. An ECEC would be added to Boise (presently K-8), and existing programs at Boise would be strengthened in order to improve the fundamental magnet potentials there. Monroe school would be reopened in order to initially and temporarily accommodate the new Eliot middle school students during Eliot's possible two year renovation period. Humboldt school would be expanded from a PK-3 to a PK-5 ECEC.

The plan places emphasis on the *integrative* aspects of education by attempting to improve multi-ethnic curriculum and staff training. *Quality education* in the Albina schools is strengthened by reducing student-teacher ratios, by accentuating basic skill learning, by attending to more individualized learning through the use of learning maps and contracts, and by expanding classroom space.

In general, the mechanics of the plan emphasize the values of equity and quality education, rather than the desegregative features of racial balancing. For example, the conversion of Eliot to a middle school was more of a solution to the inequity of no middle school in Albina, than it was a commitment to the mixing of races. Whether or not desegregation also will be served at the Eliot middle school will depend upon the success in achieving voluntary white transfers. The board hopes to recruit 300 white students to Eliot to align with the 300 black students mandatorily assigned there.

Estimated cost of the plan is \$5 million for capital construction plus \$2 million for operations. This \$7 million constitutes five percent of the school district's 1980-81 budget (\$143 million). The desegregation logistics are depicted at Illustration No. 3.

Illustration No. 1

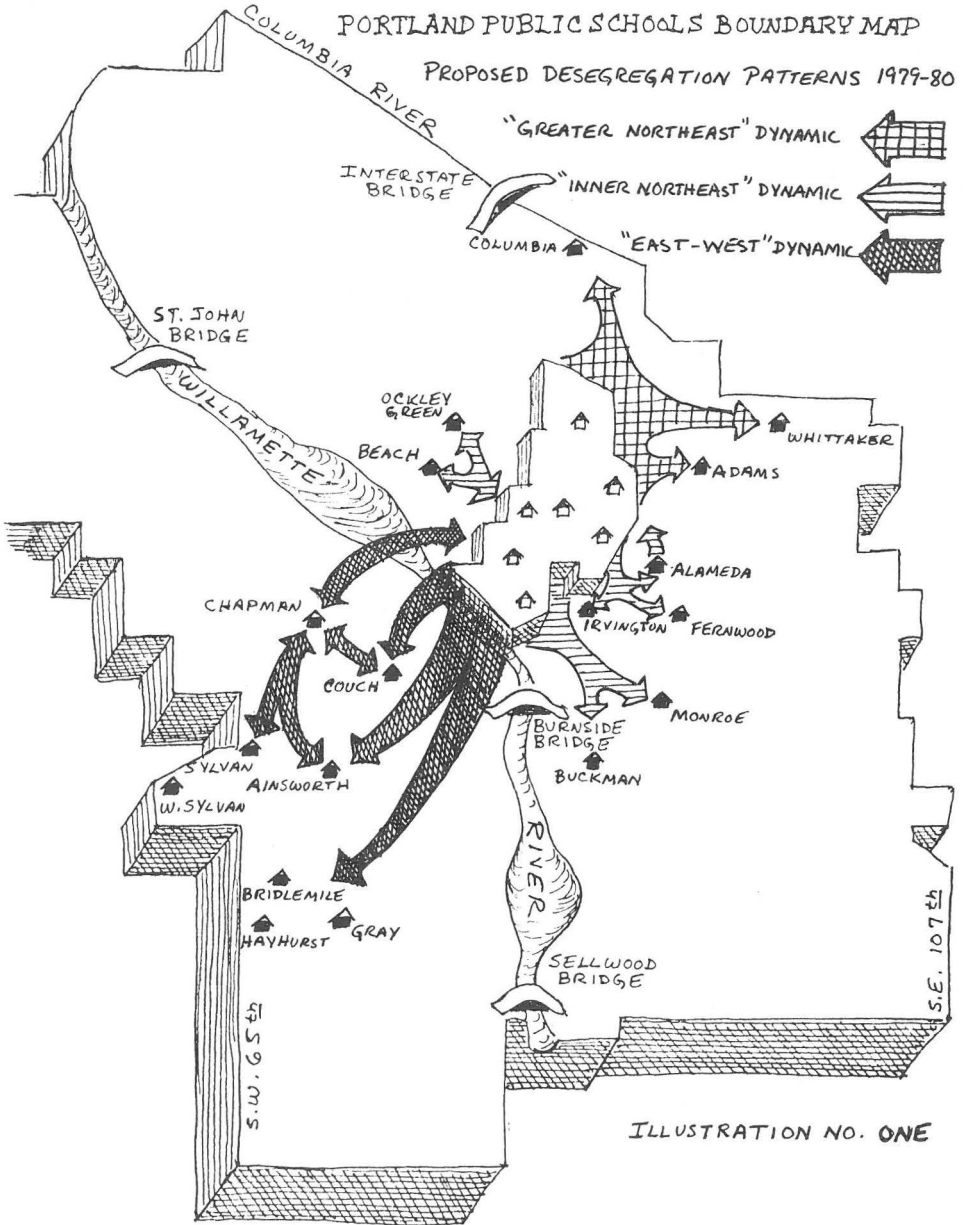


Illustration No. 2

PORTLAND PUBLIC SCHOOLS BOUNDARY MAP

RESIDENTIAL STUDENT PATTERNS  
[PER THE COALITION'S 1978 REPORT]  
DEPICTING PERCENTAGE OF WHITE  
STUDENT RESIDENTS:

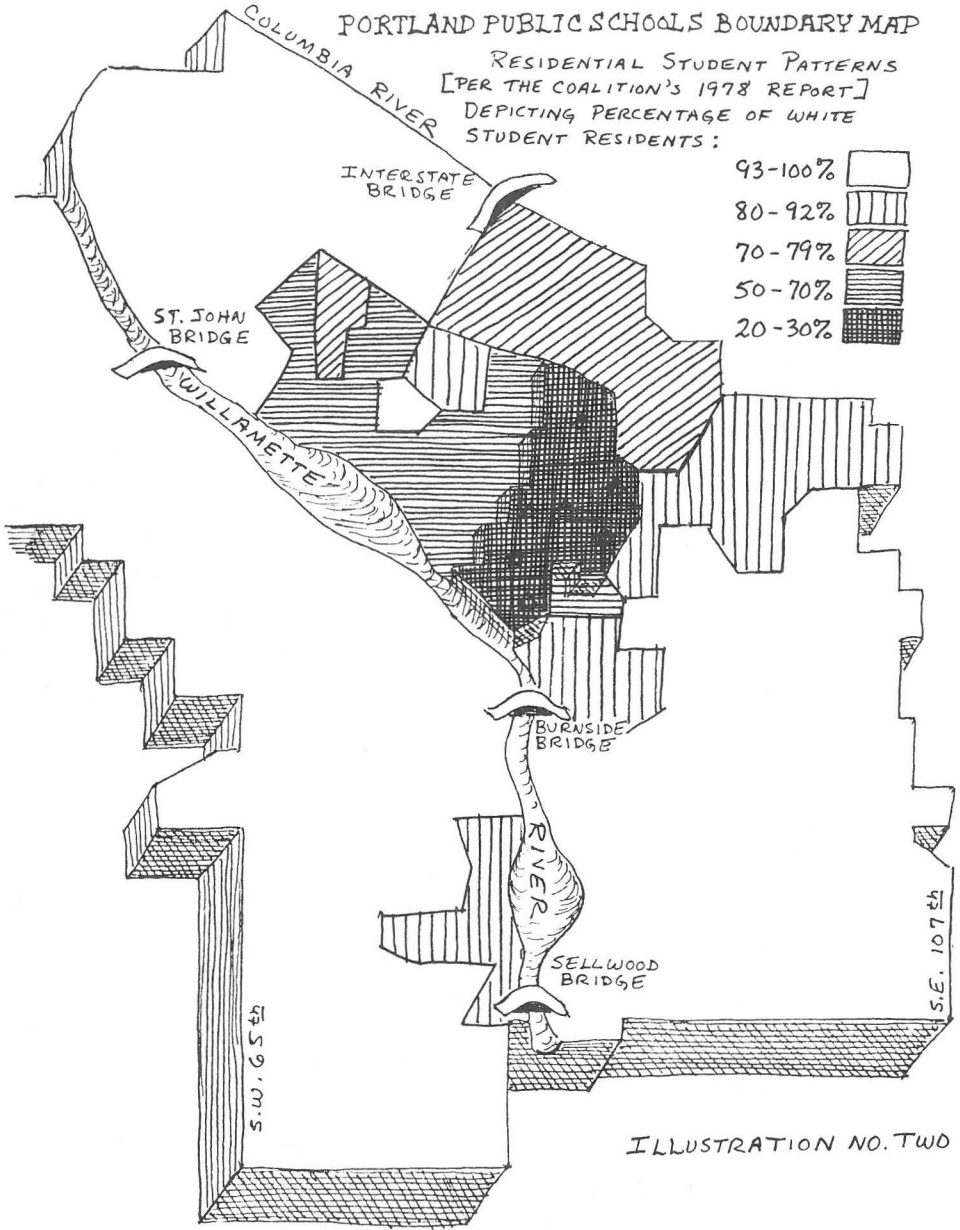
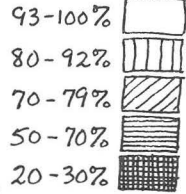


ILLUSTRATION NO. TWO

Illustration No. 3

PORTLAND PUBLIC SCHOOLS BOUNDARY MAP

DESEGREGATION LOGISTICS  
ADOPTED APRIL 14-15, 1980

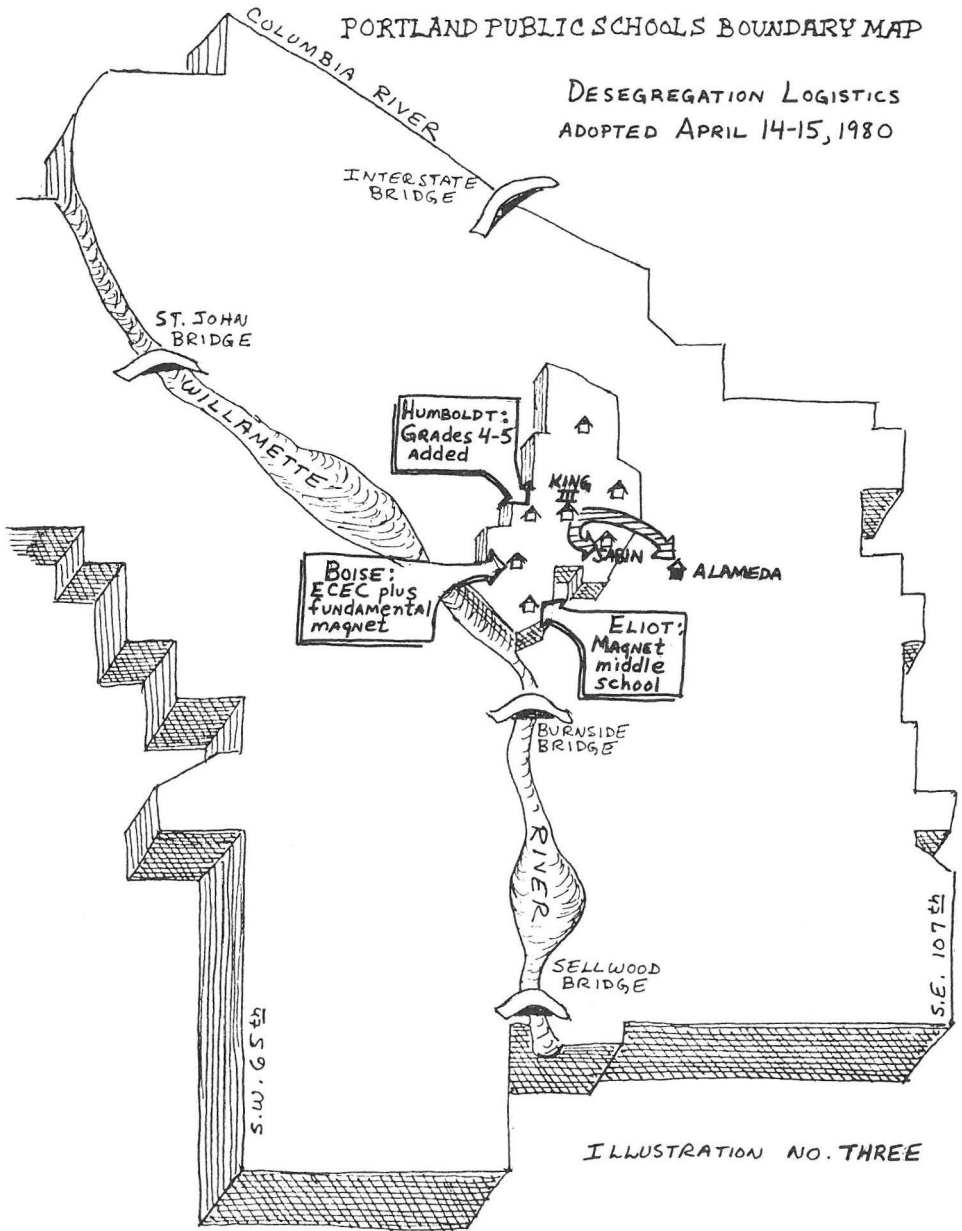


ILLUSTRATION NO. THREE

## VII. THE EDUCATIONAL AND PSYCHOLOGICAL EFFECTS OF DESEGREGATION

Three of the most important reasons for desegregating students are to improve academic performance, to foster interracial understanding, and to promote self esteem and group identity. This section summarizes the information available on the effects of desegregation on those objectives.

### A. Academic Performance:

Academic performance is generally measured by grades, scores on standardized achievement examinations, comparative reading levels and pass-fail rates. These are quantifiable aspects of a child's school experience which lend themselves easily to comparisons. According to the records of the Portland Public Schools, academic achievement throughout the 1970s has generally remained constant in the elementary schools with a predominantly black enrollment. During that decade the average achievement levels in the primarily black schools were similar to levels in schools in other low income neighborhoods and were lower than the scores in schools in upper income neighborhoods.

The Portland school administration recently began assembling data on achievement levels of black and white students involved in desegregation programs, but has no presentable information available at this writing.

### B. Inter-Racial Understanding:

Measurement of interracial understanding and awareness, those crucial but non-quantifiable variables in a child's education, is generally made by attitude surveys and by keeping data on social phenomena such as associational patterns, interracial friendships and understanding of cultural differences. Some evidence suggests that interracial understanding is highest when desegregation begins in the early grades and then only when there is high commitment to integration by students, parents, teachers, and administrators. The Portland Public School System has no distinct or formal method for inquiry into the effects of segregation and desegregation on interracial understanding and awareness.

### C. Group Identity and Self-Esteem:

Group identity and self esteem, one's perception of one's self, are important factors relating to a child's school performance. Many studies by child psychologists and sociologists have shown that desegregation and the timing and methods used in desegregation affect the group identity and self esteem of black children.

Self esteem and its relation to learning are difficult to measure. An individual's self perception and the way in which it develops and changes can greatly affect his or her acceptance of a desegregation program. Available data supports the premise that if the educational or cultural gap between white and black students, or the ratio of whites to blacks, is too great, there appears to be a tendency for children to withdraw into their own racial group. For black students attending a predominantly white school, this withdrawal may include a withdrawal from the educational program as well as from their white peers. The Portland school system has not developed any data to measure or determine the possible effects of desegregation plans on children's self esteem.

## VIII. PERIPHERAL ISSUE AREAS

The following areas of study are grouped under the heading "Peripheral Issues," not because they are of lesser importance but rather because this committee has identified them as involving less public controversy. The fact is that school board policy concerning teachers, community relations, and curriculum, is in many ways of greater consequence than the issue of desegregation. However, this short-term committee did not explore these areas in breadth or in depth because in recent months no significant factionalization or dispute was generated concerning them. Nevertheless, because of the profound effect these areas have on quality integrated education, further study should explore the issues here identified.



### A. The Teacher-Staff Issues:

An important step toward achieving effective integration within Portland's schools is the development of a solid School Board Policy regarding hiring, placement and training personnel. While personnel includes teachers, administrators, and staff, it is classroom teachers who are the key to all formal education. School Board policy could set definite standards for implementation by the school district administration. Involvement of parents, teacher organizations and various community groups in planning and implementing these standards may be essential to insure the development of a workable plan satisfactory to all affected persons.

1. *Hiring*: Some primary considerations in developing a minority hiring policy should include the following factors:

*Racial Balance*: Does the percentage of minority hires within the school district reflect the percentage of minority students within the schools? Are the proportions equitable? The School Administration has developed a policy of hiring 12 percent minorities in all job categories, matching the total minority *citizen* population in Portland. Minority *student* population in the Portland Schools is approximately 23 percent (15 percent black). During the 1977-78 school year minority employees comprised 8.8 percent of Portland Public Schools employees. The question thus emerges: Should the hiring of minorities be set at the lower figure of 12 percent of citizens rather than 23 percent of *students* when one of the reasons for affirmatively seeking minority personnel is to provide students (not citizens) with role model identification?

*Job Categories*: Are minorities well represented in *all* categories of employment (teachers, administrators, and staff) having direct contact with the student population? A necessary component of integration within the schools is the providing of positive role models in both professional and non-professional jobs within the students' school environment. Are all such job classifications considered in the minority hiring policy or is the focus primarily on teacher hiring? There has been concern that the school administration is overly represented by white males while certain non-professional jobs may have an over-representation of minorities. A February 1980 report indicates there is one top administrator who is black and 5 school principals out of 87 who are black.

2. *Placement*: Federal ESAA regulations under the so-called "Singleton Rule" (see Glossary) require that minority teachers be apportioned equally throughout all schools in a district; some minor deviation is allowed. For example, where there is perhaps a six percent minority teacher population and a 20 percent minority student population throughout a school district, the percentage of minority teachers at any one school cannot radically exceed six percent. The regulation currently prevents schools with higher minority student enrollments from having a proportionately higher number of minority teachers. Thus, a school with 50 percent minority students cannot have any more than its apportionate share of minority teachers. The regulation forces minority teacher "scattering." Should the Portland Public Schools continue to comply with this rule? Is this an inequity required by federal law that is worth the legal costs of a court challenge? Would the ESAA waive its rule and permit a teacher apportionment that is commensurate with district-wide student populations? Some concerned community groups have requested the school board to challenge these placement restrictions.

3. *Training*: The issues concerning teacher training for multi-ethnic classroom situations can be separated into two basic parts: (a) training logistics, and (b) the incentives provided for such training. *Training logistics* includes these important considerations: Is there a specific comprehensive district policy on training teachers for the desegregated classroom? Which teachers will be targeted to receive it? Are training sessions to be presented in scattered places throughout the district? Is the timing right, *i.e.*, does the training take place well in advance of the desegregation situation? Is training presented on a regular basis with follow-up, teacher preparation, and the opportunity for feedback?

In planning, are parents, teachers and other school personnel consulted? Is there a

mechanism for this communication, or are training needs determined at the administrative level only? Are administrators recipients of multi-ethnic training?

Aside from the logistics of such training sessions, teachers also need to have *incentives* for multi-ethnic development. Do those incentives exist and continue to be effective? Does the teaching staff feel a proprietary sense about the training as a result of their inclusion in the planning and presentation? Does the training require attendance at workshops scheduled at convenient times and locations? Are teachers encouraged by a positive approach toward the school integration process, or does a negative attitude prevail so that the training becomes a nuisance that must be endured? Is the training included in the teacher recertification process? Are graduate credits offered?

#### **B. Community Participation Issues:**

One of the issues surrounding integration in Portland public schools concerns the problem of gaining community support. This is especially true in voluntary desegregation plans. Experience from other geographic areas such as Milwaukie, Wisconsin; Dallas, Texas; and Seattle, Washington bear witness to this fact.

How is community support achieved? While there is no single answer to this question, two areas that are bound to impact the level of community support are public participation and *communication activities*. "Public participation" involves the opportunity for community input into the decision-making process. "Communication activities" refers to the school administration's communications programs. Thus, public participation is *input into* the system; communication activities is *output from* the system. The School Board needs to be concerned not only with involving public input into the decision process, but also with "selling" the final desegregation plan to the public.

In a voluntary effort such as Portland's, community support is even more crucial. Willingness to participate in the logistics of the desegregation program may well be a clear indicator of the level of community support achieved.

Various avenues for community participation presently exist. One grass-roots opportunity for local input is the traditional parent-teacher organization established at most schools. The Portland Council Parent-Teacher Group did initiate a "parent survey" regarding possible magnet middle school development. The results of this survey were presented to the School Board's Desegregation Sub-Committee.

A more formalized community participation occurs through the two District Citizens Advisory Committees. Regularly conducting meetings open to the public, these committees were established under the *Schools for the Seventies* program, and have a structured membership.

Because Portland Public Schools receive Federal Emergency School Aid Act (ESAA) money, the district must have a Parent Advisory Committee (PAC) to monitor the expenditure of the funds. While the original membership of the committee was selected by the school board, the group now selects its own membership and holds regular meetings open to the public. The ESAA-PAC did respond to *Desegregation Options Draft II*, presenting testimony to the school board.

Citizens not directly involved in the above mentioned groups have alternative forums. All school board regular, special, and committee meetings are open to the public, with advance notice of such meetings made available by law. Normally each meeting has a scheduled agenda, but public testimony cannot always be accommodated. Of course, the school board and administration may learn a citizen's ideas through written communication.

In addition to those community input opportunities which regularly exist, a number of *ad hoc* opportunities were created within the context of current desegregation planning. The Board conducted approximately 30 public hearings or special meetings between December, 1979, and March, 1980, to explain the development and substance of desegregation proposals, and to elicit public response. Advertised in the public newspapers and

through flyers sent home with students, these meetings were held throughout the district. Interested persons indicated a desire to speak, and time was then allotted for presentations.

By School Board resolution in November, 1979, a Desegregation Communications Steering committee was formed. Composed of representatives from various civic groups and selected "to ensure broad community representation," the committee will focus on implementation of the final plan. Meetings of this group will also be open to the public.

The School Board also has established, on a temporary basis, a desegregation information center. The center's objective is to field citizen questions over the phone regarding the desegregation program. Staffed in February 1980, the "Deseg Hotline" is funded only through August 1980.

Two other vehicles for community input have yet to be established. The School Board's August 1979 short-term resolutions called for the formation of a monitoring group for community input on the equitable implementation of Board policies. While the Board issued invitations for participation in the monitoring group, none were accepted. The Board's long-term resolutions also called for the formation of a community advisory group to be involved in the staff selection process in schools that are part of the desegregation/integration program.

As noted above, a number of vehicles exist for community input. However, basic issues surround both the quantity and quality of that public participation. Concerning the quantity of participation, do enough opportunities exist for public input? Concerning the quality of participation the questions include: If the School Board prescribes the composition of a group, does this insure community representation? Is the School Board receptive to public participation? Does the Board regard it as welcome advice or mere tokenism?

### C. Multi-Ethnic Curriculum:

Issues which should be considered in the continuing efforts to develop multi-ethnic curriculum are:

1. *Scope.* Should multi-ethnic curriculum be included integrally within all areas of regular school curriculum, or should it be taught as a separate subject?

2. *Uniformity.* Should all schools use the multi-ethnic curriculum sequence, or should it be used only in schools with minority populations?

3. *Future Development.* Who will revise the School District's multi-ethnic curriculum guideline when necessary? Will teachers, administrators, parents and representatives of various ethnic groups in Portland be included in a review and revision process on a regular basis?

4. *Teacher Support.* Have teachers received any training to assist them in applying the multi-ethnic curriculum sequence? Are school principals supportive of teacher efforts to deliver multi-ethnic curriculum within their particular schools? Is support from the school district administration evident?

5. *Evaluation.* Assuming multi-ethnic curriculum is a priority of the School District, have efforts been made to evaluate the impact on principals, teachers, and student populations within the schools?

## IX. BASIC ISSUE SUMMARY

What follows is an attempt to generalize in an area filled with unresolved detail. Understanding that, the reader may get from this summary of issue areas a modest focus.

Little controversy surrounds these basic observations:

- A. Education is the basic business of our school system, and all is subordinate to that goal.
- B. Neither desegregation plans nor anything else works without the support and participation of the community.

While still unsettled in some people's minds, these propositions receive at least a consensus:

- A. Inter-racial understanding (Integration) and intra-racial pride and integrity (Pluralism) are two basic tenets in a quality education.
- B. Integration and Pluralism can best be learned when a round multi-ethnic curriculum is offered and when teachers and staff are hired because of and are continually trained in sensitiveness toward varying ethnic heritages.

However, when racial mixing of school enrollments is included as a method of accomplishing integrative and pluralistic learning, controversy emerges. What follows is a general summary of the basic issues concerning desegregation which have surfaced as controversial in Portland in these recent months:

- A. Is desegregation of races in the schools a worthwhile goal? (See Section V.)
- B. If desegregation is worthwhile, should its accomplishment be tested by fixed maximum numerical racial percentages of minority student enrollments? (See Section IV.)
- C. If desegregation is worthwhile, by what means shall it be accomplished: Mandatory or voluntary means?
- D. If *voluntary* desegregation means are chosen:
  - 1. How shall that volition be limited and controlled? (See Section VI.A.4.)
  - 2. How shall that volition be influenced? (See Section VI.A.5.)
    - a. By school administration counseling and public relations programs?
    - b. By magnet schools and special education programs at strategic schools?
- E. If mandatory desegregation means are chosen, how shall they best be accomplished?
  - 1. By boundary changes? (See Section VI.A.1.)
  - 2. By school-zone reassignments? (Section VI.A.2.)
  - 3. By school conversions? (See Section VI.A.3.)

## X. CONCLUSION

The mission assigned to this Committee permits no conclusions. Serious questions worthy of continued research are raised in this report.

Accordingly, this report may be regarded as a progress report. The final word on desegregation in Portland (or anywhere for that matter) is not yet written. The School Board's "Seventies" plan was designed for a decade. The Board's current effort has been termed a five-year plan. The struggle for answers is on an ocean of shifting population, school board adjustments, and the stirrings of integration philosophies. While there are those who seek to end the matter, there are also those who would begin it. In such a setting, the wisdom of continued, long-range research is confirmed.

Respectfully submitted,  
 Ron Ennis  
 Sara Goldberg  
 Freddy Petett  
 Bruce Posey  
 Carol Stone  
 Daryl Ann Wilson, *Research Intern*  
 Ron Lansing, *Chairman*

Approved by the Board of Governors April 28, 1980 for publication and distribution to the membership.

## GLOSSARY

**ALBINA:** The name of a neighborhood area in Northeast Portland where many Black families live. Sometimes delineated by the school zones of King, Irvington, Sabin, Humboldt, Boise, Eliot, Woodlawn and Vernon schools. It is not an officially designated political subdivision. It is sometimes referred to as "inner Northeast Portland."

**ASSIMILATION:** A mixing of cultures wherein, consciously or unconsciously, the minority culture takes on the beliefs, values, and life styles of the dominant culture. The process of assimilation instills the notion that a unity of culture is desirable.

**BLACK UNITED FRONT (BUF):** A black civil rights advocacy group, particularly concerned with perceived racial inequities in Portland Public Schools, and now having a broader focus than strictly school issues.

**THE BOYCOTT:** A boycott of Portland Public Schools by black students was proposed by BUF during July, 1979, when little alleged progress had been made by the school board to alleviate the imbalanced burden of desegregation. The school board passed long and short-term resolutions in August 1979 addressing the problems, and the boycott did not occur.

**"BUSING":** A term often used for the transporting of students away from their local school area to a non-local school.

**THE COALITION:** See Community Coalition for School Integration.

**COMMUNITY COALITION FOR SCHOOL INTEGRATION (CCSI):** A diverse and broad-based organization formed in 1978 in response to certain proposed desegregation changes by the School Board. There was strong community dissatisfaction with this proposal, and the Board requested an alternative be submitted, which reflected more community consensus. CCSI worked 18 months to produce *Equity for the Eighties*, a comprehensive document which included alternatives for the School Board's consideration.

**DE FACTO SEGREGATION:** Segregation which exists in fact, but is not traceable to or resulting from government action.

**DE JURE SEGREGATION:** Segregation which exists as a result of some type of government action. This would include the results of municipal codes and express school board policies and practices.

**DESEGREGATION:** A reorganization of student enrollment at schools in order to accomplish racial mixing.

**EARLY CHILDHOOD EDUCATION CENTER (ECEC):** Schools in Portland offering pre-kindergarten through third grade programs. As part of *Schools for the Seventies*, the previous Model Schools of the 1960s were converted to ECECs. The ECECs incorporate various enrichment programs and are often magnet schools. All Albina elementary schools except Boise were converted to ECECs during the 1970s.

**ECEC or ECE or ECC:** See Early Childhood Education Center.

**ELEMENTARY SCHOOL:** The traditional grade school (e.g. K-8 or 1-8).

**EQUAL PROTECTION:** When classification of people under the law occurs, the classification must reasonably further a legal goal of the state. If the division deals with race, the state must have a compelling interest to use that classification, otherwise it will be illegal. This is a right guaranteed to individuals against the state through the 14th Amendment.

**EQUITY:** A sense of fairness or equal shouldering by majority and minorities of the burdens of desegregation efforts. Many factors, including the distance students must travel to school, the number of students transported, and access to school programs, contribute to an equitable plan.

**EQUITY FOR THE EIGHTIES:** The 365-page 1978 document by the Community Coalition for School Integration proposing changes in school district operations and policies.

**ESAA:** Emergency School Aid Act; making monies available from the Federal government to local school districts to aid desegregation and integration. ESAA money focuses on upgrading the achievement scores of minority Administrative Transfer (AT) students transferring into white schools, and helps majority students in those schools who are educationally disadvantaged. The Title VII ESAA Committee is the parent advisory committee which advises and monitors the school district's expenditure of these funds.

**FEEDER PATTERNS:** The hierarchical network whereby students from several early or primary schools are graduated ("fed") to an assigned middle school, and whereby students from several middle schools are graduated to an assigned high school.

**HEW:** U.S. Department of Health, Education and Welfare; the Federal agency which previously was charged with overseeing and distributing federal monies to school districts throughout the nation, including Portland Public Schools. Portland is part of Region X of HEW, and is served by the Seattle office.

**INTEGRATION:** The value that a school institution and community places upon the study of and respect for diverse ethnic and racial cultures; inter-ethnic understanding. "Desegregation" is one of the tools often associated with, but not necessarily an ingredient of, integration.

**LOCAL SCHOOL:** A school physically located within a school zone; a term often used as a synonym for neighborhood school.

**MAGNET SCHOOL:** A school that offers a special curriculum capable of attracting substantial numbers of students of different racial backgrounds from a multitude of school zones.

**MIDDLE SCHOOL:** A school offering grades six through eight (6-8; sometimes 5-8 or 7-8). Middle schools serve several elementary schools within a neighborhood. The primary/middle school division is the result of the reorganization of traditional K - 8 schools.

**MINORITY GROUP:** Refers to persons who are American Indians, Alaskan Natives, Asians, Pacific Islanders, Blacks, Hispanics, Franco-Americans, and Portuguese, and may include persons whose dominant language is other than English.

**MINORITY ISOLATION OR IMBALANCE:** When minority group children constitute a greater than proportionate enrollment of a school, the school is said to be racially isolated or imbalanced. By Oregon state guidelines, "disproportion" means greater than 50 percent minority enrollment.

**NEIGHBORHOOD SCHOOL:** A term often used synonymously with "local school" but which could refer to a school, local or non-local, to which an entire neighborhood zone is assigned.

**PAIRING:** A school desegregation method whereby a black school zone is coupled with a white school zone with dovetailing mixing assignments.

**PLURALISM:** The value of maintaining and respecting the cultural differences among all students. This theory, developed in the early 1900s in this country, recognizes the diversity of cultures and races, and respects the positive attributes of each ethnic group. Maintaining differences in culture is respected within a framework of equal treatment. Intra-ethnic understanding and pride.

**PRIMARY SCHOOL:** A term for those traditional schools below middle schools (*e.g.* 1-5; K-6).

**QUALITY EDUCATION:** A value that recognizes that a principal focus of any school system must be academic instruction and sound learning programs.

**REORGANIZATION:** The process whereby school boards mandate student enrollment at particular school buildings by the techniques of boundary changes, student assignments, school closures, school openings, grade closures, allowances for voluntary student transfers, and so forth. Desegregation is a type of reorganization motivated by the need for racial mixing.

**SCATTERING:** Dissipation of minority students throughout a school district resulting from re-assignment of minority students to many different majority schools without regard to neighborhood community or minimum minority enrollment floors.

**SCHOOLS FOR THE SEVENTIES:** 1970 plan of the Portland Public Schools recommending, among other things, decentralization of the school district into three administrative areas, making a commitment toward urban core Early Childhood Centers, and supporting middle schools throughout the district.

**SINGLETON RULE:** A ratio required by ESAA regarding the placement of minority teachers within a school district. The Federal directive generally requires that the percentage of minority teachers in each school should be roughly equal to the percentage of minority teachers in the district. Thus, this rule forces a pure racial balance of minority-majority teachers throughout the district even though the student profile is not so purely balanced throughout the district. If a school district is in violation of this rule, ESAA Federal funds may be withdrawn unless a waiver is secured. Portland Public Schools has received such a waiver in the past. The desirability of complying with the rule remains a controversial issue.

**VOLUNTARY PLAN:** A School Board term for allowing students to attend schools other than their locally assigned school in order to increase racial mixing throughout the district.

**WHITE FLIGHT:** The out-migration of whites from desegregated school districts in order to avoid mandatory desegregation.



**STATISTICS**  
**APPENDIX**

1. What is the public school enrollment in Portland for 1979-80?

Pre-K - 12 .....	53,670
Pre-K .....	748
K .....	3,842
1 - 8 .....	30,363
Spec. Elem. ....	519
9 - 12 .....	16,354
Spec. Progs. ....	1,844

(All data from 79 PPS Enrollment Report.)

2. Has the total enrollment in Portland's public schools decreased in the past decade?

Yes.	
1970-71 total .....	74,949
1979-80 total .....	53,670

21,270 fewer students are enrolled now.

The total enrollment declined 3.5% from 1978-79 to 1979-80.

The Kindergarten enrollment for 1979-80, however, shows an increase of 91 children over 1978-79.

3. What is the minority student population for the 1979-80 school year in Portland Public Schools?

23.2% of the total student body are minority students.

American Indian .....	1.7
Black .....	14.7
Oriental .....	4.8
Spanish .....	2.0

4. Are there schools with a minority student population equal to or exceeding 50% for the 1979-80 school year?

Yes. Seven elementary schools have a 1979-80 minority enrollment which exceeds the state guideline of 50%.

Boise .....	91.0
Eliot .....	52.6
Humboldt .....	55.6
King .....	64.0
Sabin .....	53.5
Vernon .....	63.1
Woodlawn .....	55.6

**APPENDIX**  
**MEETINGS MONITORED**

**Portland Public School Board**

## Desegregation Sub-Committee Meetings:

Nov. 6-16-18-20, 1979; Dec. 11-17, 1979; Jan. 4-8, 1980

## Regular Board Meetings:

Jan. 19-28, 1980; Feb. 11-25, 1980; March 10, 1980; April 14, 1980

## Special Board Meetings:

Dec. 22, 1979; Jan. 21-29-30, 1980; March 6-12-13, 1980

## Public Forums:

Feb. 12-13-14, 1980

**Community Organizations**

## League of Women Voters, Schools for the City, Ecumenical Ministries:

Nov. 19, 1979; Dec. 4, 1979; Feb. 6, 1980

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Nov. 19, 1979

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### **APPENDIX**

#### **WITNESSES INTERVIEWED BY THE FULL COMMITTEE**

Jonathan Newman, past member, Portland School Board. October 15, 1979.

Ron Herndon, Spokesperson, Black United Front. October 22, 1979.

Dr. Robert Blanchard, Supt., Portland Public Schools. October 29, 1979.

David "Rocky" Johnson, Research Coordinator, Community Coalition for School Integration. November 5, 1979.



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# PORTLAND PUBLIC SCHOOLS

501 North Dixon Street / Portland, Oregon 97227  
Mailing Address: P.O. Box 3107 / Portland, Oregon 97208  
Phone: (503) 249-2000 / 249-0741

Steve Buel  
Herb Cawthorne  
Frank McNamara  
Sarah Newhall  
Wally Priestley  
Forrest N. Rieke  
William Scott

## BOARD OF EDUCATION

July 16, 1980

RECEIVED  
JUL 17 AM.

OFFICE OF COMMISSIONER  
OF PUBLIC SAFETY

Commissioner Charles Jordan  
City of Portland  
1220 S.W. 5th Ave.  
Portland, Oregon 97204

Dear Commissioner Jordan:

It was a pleasure, as always, to see you this morning at the informal council session at which we explained the district's new desegregation plan. While there are still outstanding issues that will continue to cause substantiative discussion and disagreement in the community, I think the plan, on balance, is a good one. It has a fresh approach. That is to say, it focuses on quality education first and balancing of numbers a distant second. For a major school system, the opportunity to achieve even this possibility has been remote. Yet, Portland has the vision in sight, and can lead the nation in the development of an aggressive approach to integration through persuasion and the establishment of excellent programs. The obligation is on the district: We must use our expertise, our creativity, our educational know-how to establish programs in strategic locations-- programs so good that parents will accept the inconvenience of transportation in order to gain a high quality experience for their children. Therefore, rather than assigning children to a mandatory cross-busing system devised arbitrarily, the Board seeks to encourage voluntary choices. This is indeed a unique approach.

I appreciated your interest and your personal concern. As the City-Schools policy acknowledges, the health of the city is intricately applied to the quality of our schools. We are certain that the new desegregation plan will contribute the improvement of education, while preserving the rights of parents to select from a variety of experiences the one best for their children. In the spirit of the City-Schools policy, I hope we will continue to provide the leadership in explaining this approach to the larger community. Now is the time for positive and forthright leadership. With your help this community will appreciate its right to choose and the necessity of making choices that maintain our right to decide this issue, based on our local uniqueness.



Commissioner Jordan

-2-

July 16, 1980

Again, thank you for taking the time from your busy schedule to listen to our presentation regarding the desegregation program.

Cordially,



Herb L. Cawthorne, Chairperson  
Board of Education

HLC

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cc: Board of Education  
James Fenwick



## APPENDIX C

### STAFF TRAINING FOR DESEGREGATION/INTEGRATION

#### INTRODUCTION

On January 8, 1979, in response to recommendations from the Community Coalition for School Integration, the Portland School Board passed resolutions relating to curriculum, teacher training, and a standard of performance for multiethnic education. Since then, the District has developed multiethnic/multicultural curriculum guidelines, has expanded staff development activities relating to desegregation/integration needs and the multicultural education standard of performance has been incorporated into District evaluation procedures.

On August 28, 1979, the Board adopted a Resolution regarding the Long Term Aspects of Desegregation. Item 7 of that Resolution stated that:

"The direction by the Board that the Superintendent create a more extensive course of instruction for teachers and administrators in the subject areas of Black history and culture, along with instruction in the history and culture of other ethnic minorities, and the problems created by social class.

- a. The Superintendent will develop plans with procedures to insure that all administrators and teachers assigned to clusters in the desegregation/integration program will complete such instruction before the beginning of the 1980-81 school year.
- b. Newly assigned teachers and administrators will complete such instruction before the first term of that new assignment."

Continued training is essential to top performance in any job. Conditions, technology and needs change in all professions. This is as true for education as it is for any other endeavor in our society. Teachers must obtain additional knowledge, new skills and new insights regularly to be able to perform their jobs most satisfactorily. Inservice training for teachers occurs as a result of on-the-job experiences, individual study and research, enrollment in college and university classes, participation in conferences, workshops, and seminars and participation in staff development programs prepared by the District. Most teachers upgrade themselves regularly through a variety of these methods.

With significant changes occurring in the District's desegregation/integration programs, it is especially important that staff members receive the training necessary to carry out the Board's plans in the most effective and successful way. They will need to know the legal bases of the District's desegregation programs and they will need to understand the goals and objectives of the District's desegregation plans. They need to understand the history and culture of the various ethnic groups, and they will need the skills to work effectively with all students and adults regardless of culture or ethnicity.

In September, 1979, the staff proceeded to develop plans for the implementation of that resolution. In addition to District personnel, a staff member from Portland State University was engaged to assist in developing a course of instruction. Representatives of the Portland Association of Teachers also assisted in the planning. As a result of this planning, a thirty-three hour class was developed and presented as a pilot to fifty teachers and administrators during the winter quarter January 9 to March 12, 1980.

The Winter Class for the fifty served three purposes:

1. It provided a cross section of District personnel an opportunity to react to the material presented and to assist in the revision of course content prior to presentation to additional staff.
2. It provided a cadre of personnel who are available to assist in presenting the revised course or units of it to staff as provided by the Board's Comprehensive Desegregation Plan.
3. After revision, it provided a core class content which included attention to the development of an awareness and understanding of the cultural identity of Blacks and other cultural/ethnic group students, the enhancement of student's self-esteem, the effects of teacher expectations upon student's self-esteem and academic achievement, and a model for understanding and developing an educational program that is multi-cultural.

The staff training component of the Board's Comprehensive Desegregation Plan specified that implementation of staff training for desegregation/integration would include a variety of offerings, and that of key elements in the program are:

- teams of teachers and principals from selected schools will participate in workshops during the 1980 spring and summer quarters and those teams will assist in planning and conducting the program in individual schools;
- discussions will be held with parents, community leadership, staff, administration and national consultants in developing the training program;
- the training will be provided at each school based upon staff, program and community needs;
- the training will be presented in the format best suited to the individual school;
- the District Curriculum, Staff Training and Community Relations departments will help schools plan, conduct and evaluate the programs;

- each principal of a school having a combined total enrollment of Blacks and other ethnic groups of 20% or more will draw up a staff training plan which creates opportunities for his/her staff to interact with parents and/or community groups for the purpose of increasing staff awareness of the cultural uniqueness and positive community and personal contributions made by Blacks and members of other ethnic groups; the principal should consult with the Office of the Superintendent, his/her own staff, and community members in drawing up the plan. The plan will be carefully monitored by the process put forward in this document and there will be timely reports made to the School Board;
- consideration shall be given to a program which prepares students and parents to understand how they may be perceived or stereotyped in order that they may understand how they may better control their own responses and motivations.

### INSERVICE CLASSES

Using the revised core class as the foundation, implementation of the first five of the key elements are to progress according to the following timeline.

#### MARCH 1980

Utilizing input from the ESAA/P.A.C., a PPS/PAT teacher questionnaire, and the winter term pilot class participant's input the initial class offering of "Leadership Training for Integrated Education" is revised.

#### SPRING QUARTER 1980

The revised and refined class is initially offered to those schools known to be part of the desegregation/integration program. Teams of 3-4 teachers and a building administrator from the following schools are participating:

<u>ECE-3</u>	<u>High Schools</u>
Ainsworth	Adams
Alameda	Benson
Beach	Cleveland
Beaumont	Franklin
Boise	Grant
Buckman	Jackson
Chapman	Jefferson

### ECE-8

Columbia/Whitaker  
Eliot  
Fernwood  
Humboldt  
Irvington  
King  
Ockley Green  
Sabin  
Vernon  
Woodlawn

### High Schools

Lincoln  
Madison  
Marshall  
Roosevelt  
Washington/Monroe  
Wilson

They volunteer to participate in the development of an inservice plan for their individual building. One hundred and twenty-five (125) teachers and thirty (30) administrators are currently involved in the training.

The teams are grouped ECE-8 and 9-12 with each group receiving a minimum of thirty-three hours of training in the core class content areas, building needs assessment strategies, student and community/parent involvement strategies, staff development planning, and curriculum development and teaching strategies for education that is multicultural.

Each building team's task is to serve as an information resource to assist the 1980-81 in-building inservice class instructors in further modifying the class content to meet each particular building's needs. The re-modified class will then be offered to all of the identified schools throughout the 1980-81 school year and the summer of 1981.

The two classes are being coordinated by a professor from Portland State University with the actual instruction delivered by Community Relations staff, and local and national consultants in the area of multicultural education.

### TRAINING OF TRAINERS - SPRING 1980

Training of twenty (20) instructors for the 1980-81 in-building inservice sessions of the core class is being held April through June 1980. The training sessions are being coordinated by the Community Relations Department. The identified 1980-81 staff training instructors will participate in the current class sessions to gain further insight into what is being offered and the teachers/administrators response to the content and delivery strategies. In addition, the instructors will be involved in additional core course content development and modification, outside related reading, and training.

### SPRING/FALL 1980

Building needs assessments will be conducted Spring or Fall quarter 1980 and used as part of the inservice class planning and implementation. Each building's needs assessment and class development will be done by identified in-building representatives, the identified building inservice instructor, and a Community Relations Department staff person.

Using information provided in the Spring 1980 classes and the needs assessment, each building's inservice course will be designed.

#### 1980-81 SCHOOL YEAR/SUMMER 1980

The planned building classes will be implemented, evaluated, and revised.

The class(es) will be offered for graduate credit on a voluntary basis to all staff. Those teachers identified as needing assistance will be required to participate.

Over a 2-5 year span using the same needs assessment, plan, design, implement, and evaluate strategy, each building will continue to further strengthen their multicultural education programs.

#### ADMINISTRATIVE FORUMS - SPRING/SUMMER 1980

Throughout spring and summer quarter 1980, District administrators on a voluntary basis will participate in a series of forums with national consultants in the area of desegregation/integration and multicultural education.

The design of the training will be directed towards assuring participants and schools that useful training will result and that workable solutions will be developed. Principals in each building will play a key role in determining that the process followed will assure accountability for results at the individual school level. Key elements of the training program are:

##### SPRING 1980

1. Training of School Teams

##### SPRING/FALL 1980

2. Individual Building and Teacher Needs Assessment

##### SPRING/FALL 1980

3. Design Individual Building Training Programs
4. Plans for implementation and follow up with the school setting

##### 1980-81 SCHOOL YEAR/SUMMER 1981

5. Training of identified staff

##### SPRING 1980 - SPRING 1983

6. Plans for modification, re-design and revision
7. Utilization of ongoing technical assistance and monitoring by staff and local and national consultants



3. Plans for parent, community agencies and leaders, local and national consultants, and ESAA Committee involvement and review of staff training planning

The training program will be made available to staff members throughout the District, but major attention during the period March 1, 1980 to September 1, 1981 will be given to those staff members working in schools that are a part of the desegregation program.

#### ADDITIONAL ELEMENTS

Following are the remaining key elements of the staff training component of the Board's Comprehensive Desegregation Plan and the directions for implementation.

The plan provides:

- each principal of a school having a combined total enrollment of Blacks and other ethnic groups of 20% or more will draw up a staff training plan which creates opportunities for his/her staff to interact with parents and/or community groups for the purpose of increasing staff awareness of the cultural uniqueness and positive community and personal contributions made by Blacks and members of other ethnic groups; the principal should consult with the Office of the Superintendent, his/her own staff, and community members in drawing up the plan. The plan will be carefully monitored by the process put forward in this document and there will be timely reports made to the School Board.

Individual building staff training plans for community interaction should be completed and delivered to the Community Relations office by October 1, 1980. The Community Relations Department will assess plans, provide appropriate assistance and resources and monitor results. A summary of individual school plans will be available by November 1, 1980.

All plans should include, but are not limited to, the following:

1. Direct staff-parent and/or community group interaction
2. Programs and activities that enhance staff awareness of minority group or individual contributions within the community.
3. Programs and activities that translate these contributions into the classrooms.

The Community Relations Department can assist schools in surveying their communities with regard to community contributions, in delivering cultural awareness training and in offering alternative staff training strategies. Additionally, principals can include community involvement in their school plans for integrated education staff training. Various parent involvement and school climate strategies will be presented in the Spring core class (Leadership Training for Integrated Education) and principals and leadership teams can select appropriate strategies for their buildings.

Buildings should begin the implementation of their plans by November 15, 1980. Principals should be prepared to assess their staff training plans for community interaction by March, 1981 and with the assistance of the Community Relations Department and citizen involvement, revise their plans for the following year. A summary of the individual school plans assessments and revisions will be available May, 1981.

The final element in the plan is:

- consideration shall be given to a program which prepares students and parents to understand how they may be perceived or stereotyped in order that they may understand how they may better control their own responses and motivations

An important element in the classroom is teacher perceptions and expectations. There are many programs available that assist teachers in recognizing the ways in which their expectations and perceptions influence the opportunities available to their students. The goal of increased teacher awareness of student expectations and perceptions is to assist the teacher in providing an equal opportunity for learning for every student in the classroom. There are also parent classes developed and currently being implemented in Portland Public Schools that assist parents in assessing their children as students and in preparing them to equalize their own opportunities within the structured learning environment. Individual schools will be made aware of the various programs available in the area of teacher/student expectations through their participation in Leadership Training for Integrated Education. They will implement or modify these programs according to their individual building needs.

Additional studies will be made, through the joint efforts of the Community Relations Department and the Portland State University Black Studies Department, to review, revise, and/or design programs that assist students in perceiving others' expectations and subsequently assisting them to control their own behavior and motivation. The goal is through increased awareness of stereotypes and expectations, students will be able to minimize the harmful effects on their functioning as a learner. These programs will be made available to schools in the 1980-81 school year.

## MONITORING AND EVALUATION

Analysis of inservice training records, staff personnel files and information provided already by teachers indicates that there is considerable variation in the levels of knowledge and skills pertaining to multiethnic/multicultural education among Portland teachers and administrators. This has important implications for the training program. The conditions and needs that exist in each of the schools affected by the Board's resolution will vary depending upon the location of the school and the grade levels included in the program.

Board Resolution X-6121 contains the following multiethnic standard of performance for the District professional staff.

### X-6121 MULTIETHNIC EDUCATION -- STANDARD OF PERFORMANCE

- A. The competent teacher in subject with multiethnic dimensions includes appropriate multiethnic themes in lesson plans and instruction, including historical or other information as to cultures having significant impact on the world, nation, or community.
- B. The competent teacher and administrator is aware of and appreciates cultural diversity and the importance of community skills reflecting sensitivity to the feelings of all persons regardless of their race, color, religion, sex, age or national origin and does such preparation and takes such training as is necessary to develop such awareness and appreciation in herself or himself.
- C. The competent administrator takes appropriate steps within his responsibilities to cause the elements in A and B above to be reflected in the school instructional program and evaluates those teachers and administrators subject to his evaluation and supervision with respect to their professional judgment of the supervisor, the teacher or administrator.

Principals and other administrators are evaluating staff based upon that standard of performance. These evaluations identify staff strengths and weaknesses.

The Multicultural standard of performance provided in Board Resolution X-6121 will serve as the basis for administrative evaluation and self analysis for those persons who will be required to participate in the training.

With the assistance of the Portland Association of Teachers, a questionnaire was designed to give teachers an opportunity to help identify the areas of study which should receive major emphasis in this staff development program. Teachers completed this survey January 21, 1980. Survey results will be used to further refine the staff training programs to be offered.

As the class is planned and implemented, ongoing observations will be conducted by the ESAA/P.A.C. and identified community representatives and agencies. Their information will be gathered through on site visitations and staff reports. Feedback will be received through written reports and meeting minutes.

Building staff will write formative and summative evaluations of the class sessions and will be expected to give input as to how the class could be redesigned to further meet their needs.

The District Curriculum, Staff Training and Community Relations Departments will have responsibility for providing and evaluating the effects of the training programs. Plans will be developed for citizens to contribute information that will assist in the evaluation.

#### ORGANIZATION AND MANAGEMENT

Following are two charts with an accompanying clarification. The first chart indicates the major steps of the staff training component of the Board's Comprehensive Desegregation Plan. The second chart indicates the process for staff training for the purpose of an integrated educational setting sensitive to the needs of all students.

\* See following "clarification sheets" for information regarding numbered items.

STAFF TRAINING FOR INTEGRATED EDUCATION

<u>DATE</u>	<u>GROUP INSERVICED</u>	<u>TOPICS</u>	<u>PLANNING AND DELIVERY</u>
Summer '80	Principals, Administrative Assistants, Community Relations Staff, Elliot Middle School Staff	School Climate Contingency Planning	National Consultants (Wm. Dupre)

\*1. Community/Consultant Input regarding Building Plans

Fall '80		<u>Will include:</u>	
2.	6 High Schools (486 teachers) 9 Elementary Schools 8 Middle 283 teachers based on 90% staff participation	Black history and culture  History and culture of other minority groups  Effects of social class  Basic information regarding PPS deseg/integ. plan	<u>Community Relations Staff</u>  Leadership Teams of teachers  Principals  Trainers  National Consultants
		Can include: P.A.S.S. (Positive Alternatives to school Suspension)  E.O.C. (Equal Opportunity In The Classroom)  Geocultural curriculum (Cortes)  Parent involvement strategies  Textbook analysis  Other topics as designated by buildings	Curriculum Department Inservice Training Office

3. Individual Building plans shared with Area Administrators

<u>DATE</u>	<u>GROUP INSERVICED</u>	<u>TOPICS</u>	<u>PLANNING AND DELIVERY</u>
4.	Area Administrator Assessment Session		
5.	In building staff training sessions summary		
Winter '81	7 High Schools (567 teachers) 8 Elementary Schools 8 Middle (253 teachers)	Same as above	Same as above
	Leadership teams from Receiving Schools- Elementary	All of the above topics plus the history of desegregation efforts nationally and in Portland, and the definition of education that is multi- cultural (the core class)	Community Relations Staff  Local and National Consultants
6.	E.S.A.A. Parent Advisory Committee will include information regarding staff training progress in their on-site visitation reports.		
7.	In Building staff training sessions summary report		
Spring '81	Core course available to all teachers	See Winter '81	<u>Community Relations Staff</u> Curriculum Department Local and National consultants Inservice Training Office See Fall '80
	Individual building plans implemented in receiving schools	See Fall '80	See Fall '80
8.	Needs Survey given to schools inserviced in 1980-81 to identify additional training.		
9.	Area Administrator Assessment Session		
10.	Community/Consultant Input		
11.	In Building staff-training sessions summary report		



<u>DATE</u>	<u>GROUP INSERVICED</u>	<u>TOPICS</u>	<u>PLANNING AND DELIVERY</u>
Summer '81	Administrators	Introduced to additional topics and assessment made regarding additional training needed to make buildings truly integrated settings	<u>Community Relations Staff</u> Local and National Consultant
12.	Report to School Board regarding progress and findings for 1980-81 school year		
1981-82	Core Course available to all teachers	See Winter '81	See Winter '81
	Additional courses available district-wide	Possible Topics: Cultural literacy regarding various Ethnic groups	<u>Community Relations Staff</u>
		Global Studies	Local and National Consultants
		Parent Supportive Education	Curriculum Department
		Cognitive styles of learners	Inservice Training Office
		School Climate	
		Continuation of In-Building plans	
		Other - as suggested by needs survey and administrative summer session and community report	
Summer '82	Teachers Workshop (1980-81)	See Summer '81	See Summer '81
1982-83	Core course available to all teachers	See Winter '81	See Winter '81
		Possible Topics: Cultural literacy regarding various Ethnic groups	<u>Community Relations Staff</u> Curriculum Department
		Attitudes and Expectations (Stereotyping)	

DATE

GROUP INSERVICED

TOPICS

PLANNING AND DELIVERY

Rational Thinking/preparation  
for change

Continuation of In-Building plans

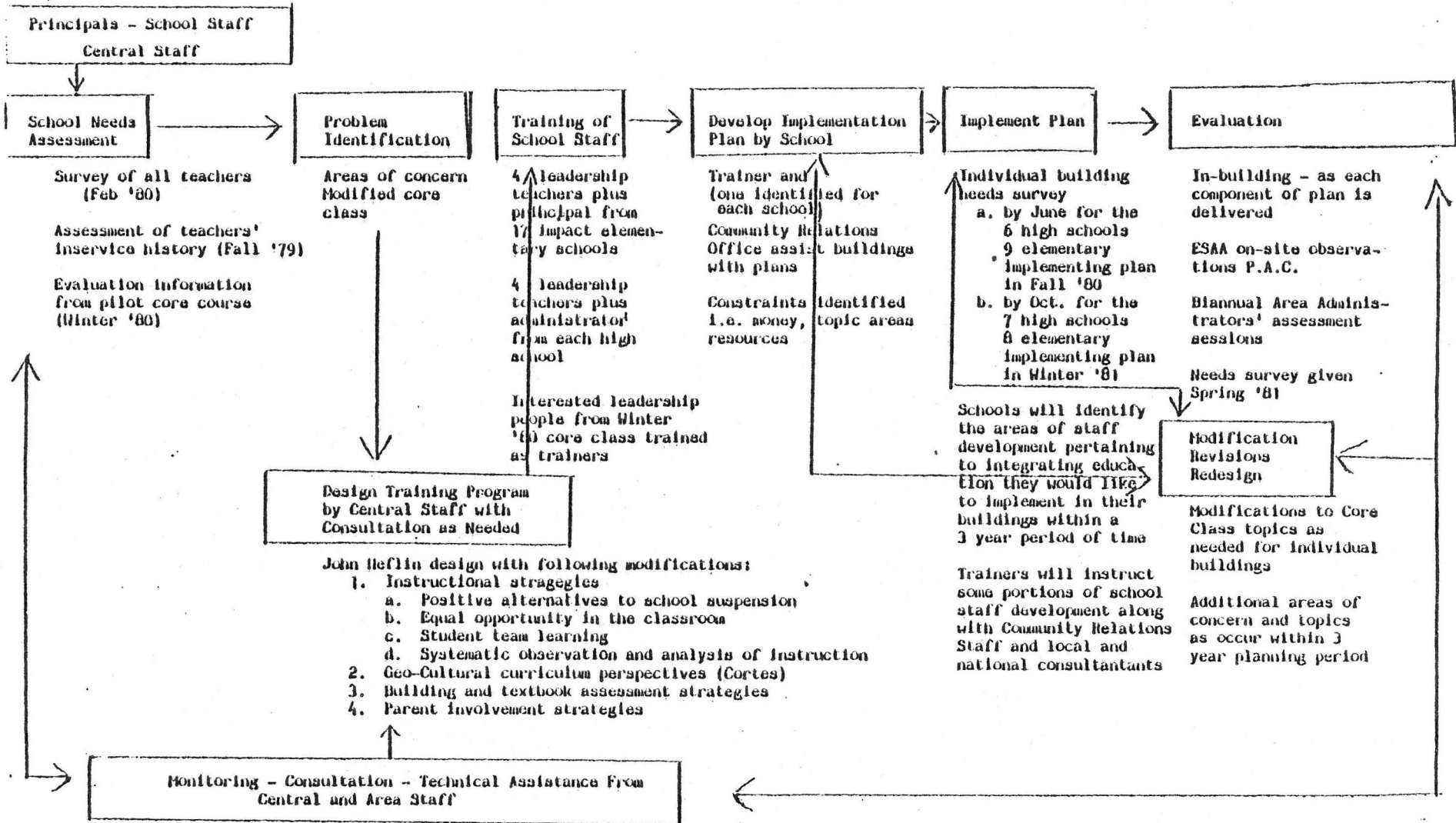
Other - as suggested by Summer '82  
workshop and community report

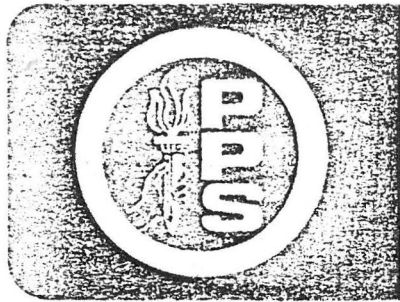
## MAJOR STEPS FOR STAFF TRAINING, 1980-83 — CLARIFICATION

1. Community/Consultant Input Regarding Building Plans
  - a. Community Relations staff will meet with representatives from designated community groups and consultants for the purpose of sharing observations and suggestions regarding individual building plans. The goal is to provide an overall District direction and support while maintaining individual building modifications and delivery strategies.
2. High and Elementary Schools Identified to Begin Implementation Fall or Winter by the Following Factors:
  - a. Components of Their Plan
    1. some programs require commencing in the Fall
    2. integration of their plan with their total staff training programs
    3. buildings identifying programs that require the same training and consultants will, where possible, implement plans the same term.
  - b. Individual Building Concerns
    1. special directions within their buildings that require an early or later plan implementation
    2. requests indicated by buildings for a particular term and approved by the Community Relations Office.
3. Individual Building Plans Shared with Area Administrators
  - a. Integrated Education staff training plans shared with the line administrators. The purpose is to assist them in monitoring and assessing the effectiveness of the programs in the buildings they evaluate.
4. Area Administrator Assessment Sessions
  - a. Will occur bi-annually.
  - b. The purpose is to, in a meeting format, share perceptions by line administrators (those directly involved in evaluating principals) of effects and changes seen in buildings that could be attributed to the staff training for integrated education.
  - c. A written report will follow these assessment meetings.
5. In Building Staff Training Session Summary Report
  - a. Each session of in building programs will be evaluated by participants.

- b. At the end of the buildings integrated education staff training for each year, a summary of the session evaluations will be delivered to the Community Relations Department.
  - c. These summaries will be used to assist with the following year's program modifications.
6. E.S.A.A. Parent Advisory Committee Report
- a. On-site observation sheets will be revised to include information regarding effects and changes made at the building level as a result of their staff training for integrated education.
  - b. A summary of these observations will be reported and used to assist future building training modifications.
7. Refer to 5 above.
8. Needs Survey
- a. The Community Relations Department with the assistance of the Curriculum, Inservice, and Evaluation Departments, will survey the schools inserviced in 1980-81. The purpose of the survey will be to gather information regarding staff perceptions of additional training needed to insure an integrated setting which is attending to all students' needs.
  - b. A report of the findings will be available June, 1981, and will be utilized along with other assessment information as gathered by E.S.A.A. PAC, Area administrators, session summaries, and Community Relations reports, to assist with modifications of 1981-1982 plans.
9. Refer to 4 above.
10. Community/Consultant Input
- a. Community Relations staff will meet with representatives from designated community groups and consultants for the purpose of sharing information and suggestions regarding 1980-81 integrated education staff training findings and subsequent modifications for the 1981-82 school year.
11. Refer to 5 above.
12. Report to School Board
- a. Assessment of effectiveness of the individual building plans for integrated education staff training will be presented.
  - b. Revisions and indications for future modifications will be presented.

SCHOOL CHANGE DESIGN (PPS program specific)





# PORTLAND PUBLIC SCHOOLS

501 North Dixon Street / Portland, Oregon 97227  
Mailing Address: P.O. Box 3107 / Portland, Oregon 97208  
Phone (503) 249-2000

ERNEST HARTZOG  
Assistant Superintendent  
**Harriet Adair**  
Coordinator  
Desegregation/Integration  
Program

STAFF DEVELOPMENT & COMMUNITY RELATIONS

August 25, 1980

## MEMORANDUM

**TO:** Jim Fenwick

**FROM:** Ernie Hartzog  
Harriet Adair

**RE:** Implementation of the Staff Training Component of the  
Desegregation/Integration Plan

This memorandum responds to the concerns raised by Chairman Cawthorne to the Board of Education on teacher training efforts specifically on 1) identifying the needs of Black students, 2) focusing the content of multicultural education to respond to assessed needs and 3) using of national and local consultants in a planned and coordinated way.

The staff training component has been revised and enriched to assure full utilization of these elements as central to all training activities. Simultaneously, the program focuses its development on the philosophically base of "EDUCATION THAT IS MULTICULTURAL." As research by numerous organizations and educational research and development institutions has shown second-generation desegregation needs differ significantly from first efforts in regards to implementation and focus. There is evidence that staff training for integrated education needs to extend beyond teaching teachers cultural facts, curriculum designs, and teaching strategies. While emphasis on those areas is still of great importance multiculturally, a wider range of teacher competencies need to be taught, learned, demonstrated, and evaluated.

The staff training component of the desegregation plan emphasizes the teaching of "Black history and culture, the history and culture of other ethnic groups and the problems created by class in our society." These topics are priorities for all training. Each of the thirty schools who were involved in the spring sessions to plan their individual buildings 33 hour inservice programs to be implemented beginning in October 1980-81, included in those plans training for teachers in Black history and culture. Additionally, a



year long course in Black history and its classroom applications will be available to all staff District-wide. Listed as resource persons to instruct these sessions are local Black consultants who "have high regard in the Black community and have a demonstrated record of speaking to the concerns of the Black community." Our office is still negotiating specific consultancies but should have a variety of respected spokespersons from the Black community.

A major purpose of training will be to focus on the needs of Black students. School based needs assessment activities will focus on this requirement.

While the importance of immediately addressing the needs of Black students is of highest priority in our current staff training the long-range goal of addressing the needs of all students is also one of prominence and is addressed through orienting District staff to begin thinking and translating "education that is multicultural" into a daily practice throughout the District.

Our department has plans for involving several national and local consultants. Since our primary focus this year will be training staff to more adequately address the needs of Black students the majority, but not all, of the consultants will be Black.

It is our plan to use local and national consultants in staff consultation, developmental planning, and actual training efforts with parents, community, as well as District staff and administrators.

As outlined, consultants will be used to:

- extend our own professional staff efforts through consultation with a third party
- train staff to make use of developmental research on the sociological and psychological aspects of the Black experience
- train staff to make use of innovative ideas put forward by consultants
- increase the visibility and credibility of the expertise available in the local community
- assist in planning and conducting monthly parent/community involvement workshops
- increase the individual schools' communications with and awareness and use of community resources.

During the upcoming months our department will be developing methods to solicit recommendations of additional consultants to use in our efforts. All consultants selected, and their use, will be made a matter of public record through Board minutes and periodic reports to the community through the media, community newspapers, and quarterly ESAA Project newsletters. It is our plan to use consultants in administrative, parent, community, and teacher training efforts.

Staff training to achieve quality integrated education must train all District staff to create environments and programs that will help overcome the numerous social processes that contribute to educational and social inequality. "Unique conditions, problems, and training needs exist at each school -- even within the same community" and staff training efforts must be directed towards those needs. Using the Education that is Multicultural model as the bottom line philosophy for all training efforts in support of the Comprehensive Plan allows staff the flexibility to develop programs which will train teachers to more adequately and appropriately address the identified needs of Black students, as well as develop skills and sensitivities to better meet the diverse needs of all students.

The originator of the term "Education that is Multicultural" has defined it as follows:

"Education that is multicultural values the concepts implied by cultural pluralism, multilingualism, cross-cultural studies, and intergroup and human relations...

respect for diversity and individual difference is the concept's central ingredient....

the concept suggests descriptions, prescriptions, and directions for encouraging apposite discussion and programmatic implementation."<sup>2</sup>

To state it more simply, "Education that is multicultural is education which stresses through all the institution's policies, products and practices an understanding of and a respect for individual uniqueness and cultural and ethnic diversity."

Education that is multicultural includes but extends far beyond a curriculum thrust, a cultural food feast, a human relations month, or inservice classes directed towards expansion of one's cultural knowledge base.

For education that is multicultural (E.M.C.) to become a tangible, measurable reality in this district current and future staff training and educational programs are structured to:

- educate the staff and community to understand the difference and value in implementing "education that is multicultural" versus "multicultural education."
- commit staff and community to planning and being involved in long-range, multifaceted inservice programs which will address and incorporate all the following interrelated areas

of E.M.C. in the educational environment:

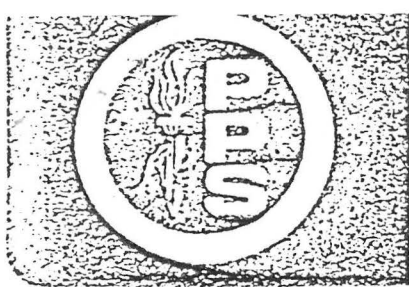
- analyzing attitudinal awareness regarding cultural pluralism and culturally biased student performance expectations
  - respecting variations in communication and learning styles
  - integrating cultural cognitive and affective learnings
  - learning and understanding culture
  - institutional infusion
  - cultural teaching and learning processes
  - manipulation of contextual variables to reflect a multicultural perspective
  - strategies for developing curriculum and instructional materials and organization that accurately portray cultural groups (refer to attachment)
- involve schools in examining and developing skills in increasing school and community/parent involvement
  - involve schools in making substantive changes in their E.M.C. fundamental commitments and educational programs
  - develop in teachers the key multicultural competencies (as identified by H. Prentice Baptiste's research - see attachment)

E.M.C., to be sure, is long-range but it is important to instill in District staff the long-range, multifaceted aspects of the Plan and their part in it so that following the initial 33 hours of training it is clearly understood more must follow to insure success.

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Memo to Dr. Fenwick  
August 25, 1980

## References

1. Grant, Carl, "Education That is Multi-Cultural --- Isn't That What We Mean?" *Journal of Teacher Education*, September-October, 1978, Volume XXIX, Number 5, pp 47-48.
2. Beckum, Leonard and Dasho, Stefan, "Multi-Ethnic School Environments: Confronting Diversity: A Multidisciplinary Study of Teacher Training Needs In Newly Desegregated Schools," Far West Laboratory for Educational Research and Development. Multiethnic School Environments Project, May 1980.
3. Baptiste, H. Prentice and Baptiste, Mira Lanier, "Developing the Multi-cultural Process in Classroom Instruction: Competencies for Teachers," University Press of America, Cognitive Competencies, Volume I, August 1979.
4. Adair, Harriet, "Alpha, Awareness, Acceptance, Appreciation: Staff Development for Education That Is Multi-Cultural - What is E.M.C.?" University of Wisconsin, Teacher Corps Associates, U.S.O.E., August 1979.
5. Hilliard, Asa, "Teacher Education" in "NAACP Report on Quality Education for Black Americans: An Imperative." NAACP Special Contribution Fund, September 1977.



# PORTLAND PUBLIC SCHOOLS

501 North Dixon Street / Portland, Oregon 97227

Mailing Address: P.O. Box 3107 / Portland, Oregon 97208

Phone: (503) 249-2000

CURRICULUM DEPARTMENT

Assistant Superintendent  
Edwin Schneider  
Curriculum Administrators  
Vera L. Johnson  
Bernice J. Farris  
Curriculum Specialists  
Mary M. Douglas  
Susan Parker  
Curriculum Coordinators  
Z. Jane Cole  
Marsha Farrow  
Lily Hyde

August 25, 1980

## MEMORANDUM

TO: Dr. James Fenwick

FROM: Edwin Schneider

SUBJECT: Integration/Desegregation Materials Development

### MULTIETHNIC CURRICULUM

The Scope and Sequence documents for art, music and language arts are at the printer's and will be ready before school. These new documents have integrated multiethnic topics and themes into the substantive sections of the Scope and Sequence for coursework. Also about to go to the printer's are a second document and third document in each of these disciplines which will provide sample lesson plans and bibliographies of materials which are suitable for use to support the topics in the Scope and Sequence documents.

The social studies document requires some modification, in the judgment of the committee, prior to going to press. This review will be undertaken as soon as the teachers are available. We expect to have the Social Studies Scope and Sequence printed by mid or late September, with supporting documents.

### LEARNING MAPS

Learning map materials for early childhood centers are being printed and will be ready for use by teachers in September. These materials were tried this summer in a special project and appear to fit very well into individualized and continuous learning modes.

### COMMUNITY AND CONSULTANTS' REVIEW

Scope and Sequence and supplementary documents were developed by



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Dr. James Fenwick  
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committee of teachers and have been reviewed by an advisory committee with representatives from the Metropolitan Youth Commission, Jewish Community Center, Metropolitan Human Relations Commission, Portland Community College, Urban League, The Association of Native Americans, Schools for the City, Committee of Spanish Speaking People of Oregon and the Council of PTAs.

An important part of this year's effort, in addition to implementation or field testing of the documents, will be to solicit further review by other community groups, including the Black United Front and national consultants.

The documents in social studies have been carefully reviewed by Dr. Darryl Milner, Associate Professor of Portland State University; the Music Scope and Sequence has been reviewed by Dr. Barbara Lindquist, Professor at the University of Washington, and a nationally recognized ethno-musicologist; the Art Scope and Sequence has been reviewed by several consultants, including one from the Portland Art Museum and one from the University of Oregon. The staff of the Portland State University Northwest Race and Desegregation Assistance Center have also been utilized in this project.

It is consistent with generally successful experiences in the development of curriculum materials that primary development efforts should involve local personnel because of the uniqueness of the community's schools, interests of citizens and staff experiences, with review by and in consultation with local and national specialists of the field. As can be seen from the materials above, for the most part consultants have been local, and the involvement of national figures will be our next step. We will invite national consultants to review and make further recommendations. Criteria for selection of consultants involve the following: (1) recognized expertise in the field, (2) scholarship or membership on a university staff in the field in which the materials are being developed, (3) evidence of the quality of the work prospective consultants have done, (4) testimonials of in- and out-of-district personnel, (5) availability of the consultant, and (6) cost.

#### GUIDELINES FOR CONSULTANT INVOLVEMENT

Consultants will play a vital role in general ways to effect the District's Scope and Sequence. They will be used as scholar consultants:

- a) in recommending specific changes to field-test copies



MEMORANDUM

Dr. James Fenwick

August 25, 1980

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- b) providing examples from other districts of effective, multiethnic curriculum documents
- c) in recommending, if needed, basic structural changes to the field-test copies
- d) in recommending instructional materials to support effective multiethnic instruction
- e) in helping design staff training programs for implementation of the multiethnic curriculum.

Recommendations from citizens or community groups will also be invited in these specific ways.

STAFF DEVELOPMENT

Plans are being made for systematic inservice work with principals, teachers, and librarians in helping achieve effective teaching of multiethnic materials. We believe five to twelve hours of staff time will be needed for effectively sharing with teachers ways in which the new curriculum documents should be used.

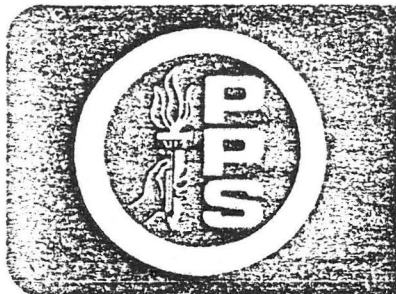
FUTURE CHANGES

The materials developed on relatively short timelines are, we believe, respectable. But, these represent "field-test" copies and will indeed be subject to change based on recommendations by teachers, the Board, citizens and by national consultants who will be involved in this process.

Except for the slight delay in the completion of the social studies materials, I believe that the Curriculum Department has acted in good faith and with diligence in involving many people in the production of quality materials.

ES

snm



# PORTLAND PUBLIC SCHOOLS

501 North Dixon Street / Portland, Oregon 97227

Phone: (503) 249 - 2000

Mailing Address: P.O. Box 3107 / 97208

OFFICE OF THE SUPERINTENDENT

James J. Fenwick  
Superintendent

August 26, 1980

To: Ron Herndon

From: Jim Fenwick

Yesterday I couriered to you a copy of the second draft of the working paper entitled Parent Involvement in the Selection of Professional Staff Members. In examining this document I believe you will find that it reflects many of the ideas which were advanced by the Black United Front as a means of insuring substantive participation by parents in advisory roles regarding teacher and principal assignments.

Attached to this memorandum are four additional items about which I would like to comment briefly.

1) Staff Development:

A memorandum from Ernest Hartzog and Harriet Adair speaks directly to the current status of our efforts to provide an extensive staff development program which is linked directly to the Comprehensive Desegregation Plan adopted earlier by the Board of Education. On page 2 you will find specific reference to criteria to be utilized in determining the best way to involve external consultant services. I can assure you that the contributions of consultants, whether local or national, will be carefully reviewed and incorporated into our program developmental work. The advice of consultants and our response to it will be a matter of public record.

2) School Discipline:

In a memorandum from Maralyn Turner you will note a reaffirmation of our intent to invite information and assistance beyond our own experience as we seek to resolve issues related to disciplinary matters in the schools. In this effort we will be involving local and national consultants to assist us in a variety of ways. We intend to draw from the best knowledge and experience available in the country to help our own staff in developing innovative, exemplary responses which will address continuing anxieties over disproportionate instances of suspensions and expulsions among minority and non minority students. Planning efforts related to this issue will have the highest order priority during the coming school year.

3) Curriculum and Instruction:

In a memorandum from Dr. Schneider regarding the status of integration/desegregation curriculum materials development, special attention is given to the use of community and consultant review processes. It is our intent to validate the developmental curriculum work thus far done in relation to the Comprehensive Desegregation Plan through the use of community consultants as well as regionally and/or nationally recognized black scholars. This memorandum provides guidelines for consultant involvement. The findings from our consultative process will be fully utilized in refining our curricular and instructional efforts. The information made available to us will be a matter of public record so that all interested parties may review the degree to which we have conscientiously employed the recommendations provided to us through the external consultative process.

4) Singleton Appeal:

You will find a communication from me to the Board of Education speaking directly to the Singleton Appeal in which I reiterate three discrete approaches to be used by the District in challenging the Singleton ratios. These procedures are legislative, litigative and administrative in nature and will be pursued simultaneously! In reviewing with legal counsel the possibility of ignoring the Singleton Decision relative to the assignment of the few remaining unassigned minority teachers, it appears unwise to take this action for the prime reason that we think the strongest likelihood of succeeding in relaxing the Singleton Decision is through the appellate judicial process. We need to be able to say to the courts that we have faithfully observed the Singleton Rule. To do otherwise would prejudice the courts, in the opinion of counsel, should our action be found out (which is highly possible). I realize that this position is not one that you would have preferred. However, I hope that you and other black leaders will recognize the extreme significance of the District's intent to aggressively pursue a redress of the Singleton Ruling through multiple appeals procedures. This is a major action which speaks eloquently to our intent to correct a long standing disparity in personnel practices.

In summation, I hope you will recognize the good faith efforts on the part of the Board and Superintendent's office to responsibly review the concerns of the Black United Front and to seek to incorporate our responses to those concerns within the framework of policies and practices which speak to the welfare of all students in the District. I have not forgotten your observation that what is right for minority students is also right for all students regardless of their racial or ethnic background. In that light, I deeply hope that we may be able to begin a new school year for all children which is free of disruption and which allows our children, minority and non minority alike, to anticipate the realization of the hopes and aspirations of our community which are incorporated within the Comprehensive Desegregation Plan.

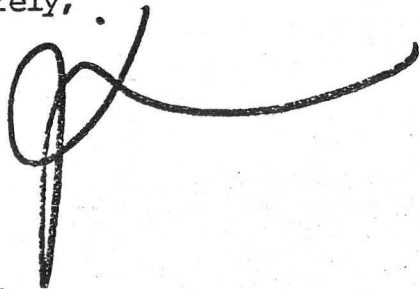
Ron Herndon

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August 26, 1980

Ron, I want you to know that the District's Board and administration identify closely with major underlying educational principles put forth by the Black United Front even though we may frequently disagree on some aspects of process. As I indicated earlier, action rather than rhetoric with respect to our responses to the legitimate concerns of black people is the key issue. I sincerely believe that the documents and commentary which I have provided to you do reflect substance and sensitivity.

Sincerely,

A handwritten signature in black ink, appearing to be 'RH', with a long horizontal flourish extending to the right.

JJF:hh

xc: Board Members