

A COMPILATION OF RESEARCH CONCERNING SOME
OF THE PROBLEMS FACING THE KANSAS CITY,
MISSOURI SCHOOL DISTRICT

by

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CHAPTER I

INTRODUCTION

The Kansas City, Missouri School District has within the past several years been plagued with many problems. Problems such as assault by students and non-students; the use of drugs; the lack of proper financial support; the size of classes; the lack of an accepted integration plan by the Department of Health, Education and Welfare; poor attendance and declining enrollment, to name only a few of the problems.

It was not the intention of the writer to research all of the problems facing the district but only three of the problems because of the numerous reports by the news media and the desire to learn more about the operation of this school district.

Admittedly, the writer had some hesitation based on what one might find and wondering if it would be appropriate to reveal those things to the public. That was a short lived hesitation. The justification is that research is an integral part of any graduate program in which the writer is enrolled and also the assurance that the truth will not hurt, but help.

It is not easy to study and report the ills of the Kansas City, Missouri School District which seems to be struggling for life as each year ends. The district is struggling because of the shortage of money, and a lack of community involvement which is reflected by the number of voters participating in school voting. To this District, like many others, money is the breath of life. As of September 15th, 1975, over two million public school students were unable to attend school in the United States because of teacher strikes, and money was one of the main striking points in the Kansas City District.

In the Kansas City District, money flows from three directions: federal, state and local sources. Each source is like an umbilical cord to the district; that is, if nothing comes from each of these sources the district chokes and some of the programs will die. In addition, each source has a minimum standard to follow. Whether one agrees with those standards is not the issue, the issue is how does one get the district to accept the requirements for obtaining the funds from each source. Again it is money; and money becomes the decision maker within this and many other districts.

As important as money is, it is not the total answer. Many of the problems concerning teachers were not financial in nature. Policy and grievance were some of the items that teachers insisted were subject to teacher participation in decision making. Teachers are seeking recourse from what was once blindly accepted. This has caused many districts to re-evaluate their policy-making procedures.

The community, too, has been asking questions about accountability, finance and policies that affect their children. This could be because people are more inquisitive now than ever before or because the educational level of many communities has increased, or both. This has prompted many school districts including the Kansas City, Missouri School District to do some self examination when alienated voters, disaffected faculty, and disappointed parents are challenging the school district. To the administrators that are charged with the responsibility of managing the school district, this is a challenge. A challenge that has brought comments for, and against, accountability. But many modern administrators have accepted this new role as a new challenge. To this effect Ben Lawrence, the author of the Out-Puts of Higher Education, stated:

Much more is demanded of the modern administrator than the academic credentials and experience noted on the job description. Horse sense and persuasion are valued requisites. In addition to what is expected of him as a public figure he is charged with the responsibility of maintaining rapport with his faculty through displays of scholarly attainment, a persuader of legislatures and skills of academic governance. With students he must evidence courage, candor, and conscience. He must understand just how the program of the district must be shaped, modified, directed and improved through informed decision-making and intelligent allocation of resource.¹

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Ben Lawrence, The Out-Puts of Higher Education: Their Identification, Measurement and Education (Boulder, Colorado: Western Interstate Commissioner for Higher Education, July, 1950), p. 1.

The community's ability to support education has been demonstrated over the years. However, the community's lack of desire to support education has also been demonstrated by the number of levies that have gone down to defeat within the last few years. This has caused a flurry of criticism in all corners of the community.

The transitory position of the superintendent has not helped financially or helped stabilize the enrollment. Since 1968 there have been four superintendents for this district. As of September 15, 1975, the position has been declared open once again. The instability of both a constant change in leadership, and the constant threat of a year to year teacher strike has caused many parents who could afford it, to move to nearby districts and others to place their children into private schools.

There seems to be no immediate solution to the multitude of problems facing the Kansas City, Missouri School District but it is only fair that these problems be compiled into an orderly fashion so that many people may be able to grasp the total picture of what the district is facing.

It is never easy to write on paper the results of one's investigation. One must reconcile contradictory statements and set down his findings in some logical sequence.

Statement of the Problem

This study seeks to investigate three problems facing the Kansas City, Missouri School District. They are:

The declining enrollment and the closing of school buildings.
The problem of integration within the district.
Disciplinary problems and policies.

The Purpose of the Study

The purpose of this research was to compile into an orderly fashion some of those problems facing this school district so that one might be able to grasp a total picture of the existing situation. It was not the writer's intention to offer a solution to each of the above problems although recommendations were made where they were thought to be appropriate. A copy of this research was presented to the Superintendent of schools, his staff and to the Kansas City, Missouri School Board. This was a descriptive study of three problems facing the Kansas City, Missouri School District. The three problems were randomly selected as a result of interviews with three employees of this school district. They were: Doctor Edward Fields, Acting Superintendent; Mr. Perry Kirkpatrick, Assistant Superintendent of Secondary Education; and Mr. Robert McNeven, Assistant Superintendent of Accountability and Research.

Limitation

This study was limited to the materials available through the Board of Education building of the Kansas City, Missouri School District, the news media of the Metropolitan area, the Library at the University of Kansas, individuals within the Kansas City, Missouri School District and others involved with the school district, and the limited, observation and judgment of the writer.

CHAPTER II

HISTORY OF EDUCATION IN KANSAS CITY, MISSOURI SCHOOL DISTRICT

Theo S. Case, the author of History of the Development of Public Education in Kansas City pointed out that formal education as we know it today was slow in starting. The school system of Missouri had been completely destroyed by the Civil War, and the people were slow to reorganize it. But in 1865 the legislature passed laws for the organization of schools, specifying the "modus operandi" of levying and collecting taxes for the necessary buildings and other expenses. On the fifteenth and eighteenth of March, 1866, the Legislature enacted laws providing for the establishment of schools in cities, towns and villages. Under their provisions the Board of Education of Kansas City was organized August 1, 1867.

At this time there was not a public school building in the city, and the entire educational system was in a state of disorganization. There were absolutely no school accommodations and not a dollar available for school purposes. The only buildings that could be secured for school purposes were

church basements, old unoccupied dwellings and tenantless storerooms. The Board had before it an almost herculean task, but the members were of one mind in their determination to give Kansas City the best possible educational facilities in the briefest possible time. Such accommodations as could be secured were rented and the schools were formally opened in rented rooms in October, 1867. They were scantily provided with necessary furniture and appliances, and the ball of educational progress was set rolling with a momentum that was reassuring to every solicitous friend of the cause. The number of children of school age in the city at the time was only 2,150. Sixteen teachers were employed during the year.¹

Materials from the Missouri Valley Room of the Kansas City, Missouri Public Library vertical files pointed out that the school district in 1867, and almost two decades thereafter, was bounded on the west by State Line, on the north by the Missouri River, on the east by Prospect Avenue and on the south by 27th Street.²

The Superintendent's Annual Report to the Board of Education of 1868 indicated that Kansas City was experiencing rapid growth and this brought a large addition to the school population, but not a corresponding increase in the

¹Theo. S. Case, History of the Development of Public Education in Kansas City (Syracuse, New York: D. Mason and Company, 1888), pp. 128-31.

²Development of the Schools of Kansas City, Missouri, Missouri Valley Room, Public Library vertical file, Kansas City, Missouri.

valuation of taxable property. Hence, the advancement in the finances for school purposes did not keep pace with its necessities. The number of school children in 1868 was 3,287. This was an increase over the enumeration of 1867. According to the Superintendent's report, the zeal of the school board was unabated. Sites were purchased and bonds issued and school-houses erected as rapidly as possible. Before the close of 1868 three school-houses were ready for occupancy and schools were opened in all of them.³

The school year of 1868-69, according to the Annual Report, passed with improvements in buildings and the schools progressed in a general way. The Central School was provided with a house purchased in 1869, and Lincoln School was opened on Ninth Street in November of that year. The Lincoln School was enlarged in 1869.⁴

Until this point emphasis was placed on material things according to Case, but now the work of the schools was molded into definite form. Classification and grading, which had been sadly neglected, were enforced at the beginning of the first term, and teachers were required to adhere as closely as possible to the tabulated courses of study as required by the Board. The history of the United States and the elements of physiology were not taught for the first

³Superintendent's Annual Report to the Board of Education (The School District of Kansas City, Missouri, 1868).

⁴. . . . Annual Report of the Board of Education (The School District of Kansas City, Missouri, 1868-69).

time since the organization of the schools. Notwithstanding many disadvantages, the close of the year found the schools in a prosperous condition with 3,034 pupils enrolled, and an average daily attendance of 1,388.⁵

Case felt the year 1870-71 was one of progress and augmented prosperity. The number of pupils was larger, the attendance more regular and punctual, the discipline more healthy and judicious, and the instruction more exact and thorough than in any preceding year. The course of study was modified that year. Geography was discontinued in the two highest grades and botany substituted and alternated with history of the United States. Drawing and music were taught with indifferent success.⁶

John R. Phillips in his Superintendent's Report of 1872-74 to the Board of Education stated that the statistics indicated that public sentiment in favor of the schools was gaining ground, and opposition was rapidly dying out. The report also indicated that progress in both quantity and quality of educational work was continuous. It also showed that through many contributions a permanent library was opened in November, 1876, with 1,000 volumes. The financial condition of the district steadily improved and an additional

⁵Theo S. Case., Op. Cit., p. 132.

⁶Ibid., p. 134.

1,000 volumes were added to the library.⁷ The fame of the schools had gone abroad, and Kansas City's educational growth was considered as remarkable as its commercial prosperity.⁸

In Kansas City, just as it had been in the East, the demand for people trained in the commercial subjects was in the beginning supplied by the business colleges. But the pressure on the public high schools to do this work made itself felt too keenly to be ignored. In 1885 Superintendent James M. Greenwood made the following recommendation for Central School:

This school as originally established was designed to meet two demands: first, to give a general high school course to pupils, with special reference to future intellectual pursuits or business occupations, and second, a classical course which would fit pupils to pass examination for admission to college. These two courses at the time were deemed amply sufficient to meet all demands; but with our complex system of civilization, new conditions are constantly arising, and new requirements must be made of our educational systems to meet the demands of the age.

A large class of boys and girls are virtually deprived of a high school education because they cannot take such a course of study as they need. Life is too short - time is too precious - for them to spend three or four years in high school and then go to a special school to learn those things which they will not have to use daily in later life.

In my opinion, the course of study in the high school should be so extended as to include another special course, which I would call a 'business course'.

In this course, bookkeeping, drawing, civil government and the elements of political economy

⁷John R. Phillips, Superintendent's Report to the Board of Education (Kansas City School District, Kansas City, Missouri, 1874).

⁸Theo S. Case, Op. Cit., p. 139.

ought to constitute the essential branches, and there is doubtless a need that such pupils ought to receive some instruction in the elements of law as presented in Smith's Elements of law.⁸

Superintendent Greenwood was very emphatic of this need. He continued to state in part:

It is obvious that there should be three parallel courses of study in the Central School instead of two, as now organized. Experience fully demonstrates the fact that all studies have about equal disciplinary value, and that after all it is not so much as to what a pupil studies, as to how he studies and under whom he studies. Hence, for those pupils who desire a practical business and industrial course of study at the Central School, it should be provided for them.⁹

The public high schools were believed to have dominated by the classical ideals, and it was very generally felt by school men that it would be a sacrifice of the standards and of the dignity of the high school to offer these commercial subjects.

In 1887, Superintendent Greenwood made another recommendation on the subject of vocational education. In it, he made concessions that were doubtless little short of startling to the school people of the time. This recommendation ran thus:

It must be admitted that nearly all the instruction the high school girl acquires is of a theoretical kind. She, as is well known, has not the

⁸James M. Greenwood, Superintendent, "Recommendation to the Board of Education", (Kansas City, School District: Kansas City, Missouri, 1885).

⁹Ibid.

opportunities of her brother to learn the details of trade. She lives in another atmosphere and amid different surroundings. Yet it may be that the necessities to earn a living for herself will be just as pressing as his are, and the same arguments that are urged in favor of a more practical, money-earning education for the brother, apply with equal force to the sister. Granted:

In my opinion the time has come when the girls as well as the boys at the high school should be regularly instructed in shorthand and typewriting. This should not be a compulsory study, but an optional one. Intelligent, scholarly shorthand writers are in demand, and good stenographers find ready and constant employment, but one who does not know how to say the right thought in the right way, is dear at any price. With the training that our high school graduates receive, there is no reason why they would not become very proficient in this special work.¹¹

The cry for manual education was spreading through the United States. There is no record to ascertain just how early in the nineties the agitation of the question of manual training began in Kansas City. In May, 1894, Mr. E. R. Weeks, an electrical engineer of the city, delivered an address before the monthly teachers' meeting in which he argued for the establishment of departments of manual training in the high schools and colleges as a means of giving greater breadth to education and perhaps also of teaching the rudiments of a trade.¹²

¹¹James M. Greenwood, Superintendent, "Recommendation to the Board of Education" (Kansas City School District: Kansas City, Missouri, 1887).

¹²E. R. Weeks, City Electrical Engineer, "Address to Teachers' Meeting" (Kansas City School District: Kansas City, Missouri, May, 1894).

The record of the Board of Education of the year of 1896 showed that it authorized the building of the Manual Training High School in that year. The school was opened in the fall of 1897. The attendance at the school increased much more rapidly than had been anticipated, and in a few years the building was crowded far beyond its best working capacity. This Manual Training High School offered the subjects usually offered in the program of studies of a high school of the comprehensive type, but in addition it offered courses in manual training, home economics, mechanical drawing, freehand drawing, and commercial subjects.¹³ The aim of the school was stated by the physics teacher, Mr. G. B. Morrison in these words:

To prepare students of both sexes for the practical duties of life; to furnish a training of head and hand, useful alike to all classes regardless of future occupation; and to fit for entrance into modern courses of the best universities. It is not a trade school.¹⁴

In his annual address of 1898 Mr. R. L. Yeager, President of the Kansas City Board of Education said in part:

Some people have a wrong impression in regard to manual training schools, and this very error is creating some opposition to them. Some think it is the intention to graduate first-class mechanics, ready to enter the field as opponents of skilled labor. This is far from being the aim and object

¹³ . . . Board of Education Annual Report (Kansas City School District: Kansas City, Missouri, 1896).

¹⁴G. B. Morrison, Physics Teacher, Report to Board of Education (Kansas City School District: Kansas City, Missouri, August, 1896).

of manual training. The true idea is to educate the hand and mind together.¹⁵

In those high schools built after 1898, shops and home economics laboratories were included as a matter of course. The manual training idea had taken firm hold and became a basic part of secondary education.

It is known that documentation of Negro education in the eighteen hundreds is extremely scarce. Illiteracy was practically universal among the Negroes of the states in which there had been slavery. This was caused by lack of contact with education, and the Negroes had no educational opportunities or goals.

The first school for Negroes in Kansas City was a mission school. All provisions for Negro education were by private means.¹⁶ According to Carrie W. Whitney, Mr. J. D. Bowser was employed to teach the colored school. His work was carried on under heavy handicaps. The report states that he taught the entire attendance of upwards of one hundred and twenty pupils without assistance. These classes were held in an old church containing neither desks nor blackboards, and from September, 1869 to February, 1870, he taught, unassisted, the same school of upwards of two hundred pupils in two separate rooms.¹⁷

¹⁵R. L. Yeager, President of the Board of Education, "Annual Address", (Kansas City School District: Kansas City, Missouri, 1898).

¹⁶Charles B. Deatherage, Early History of Greater Kansas City (Kansas City, Missouri: Interstate Publishing Company, 1927), pp. 547-9.

¹⁷W. H. Miller, Op. Cit., p. 235.

The first specific recommendation relating to the establishment of a public secondary school for Negroes in Kansas City seems to be that printed in the annual report of the Board of Education for 1878-79. The Lincoln School was at that time a public elementary school for Negroes. It was recommended by Mr. J. D. Bowser, Principal of Lincoln Elementary School to include the following course of study in the advanced department of Lincoln School for approval:

First Year

First Session

English Analogy
Physical Geography
Physiology
Duff's Bookkeeping
Algebra

Second Session

English Analogy
Algebra
Geology
Duff's Bookkeeping
Rhetoric

Second Year

First Session

Botony
History
Astronomy
Natural Philosophy
Rhetoric
Algebra and Geometry

Second Session

Chemistry
History
Natural Philosophy
English Literature
Geometry

This course of study was a two year program. It was offered, and, if found in a degree, satisfactory, could easily be amended or extended.¹⁸ According to Case, even though there were only a small number of Negroes who were prepared to do secondary work, a secondary school was started in December, 1880.¹⁹

¹⁸J. D. Bowser, Principal, Lincoln Elementary School, Annual Report to Board of Education, (Kansas City School District: Kansas City, Missouri, 1878-79).

¹⁹Theo S. Case, Op. Cit., p. 140.

Large high school attendance and the fact that many optional courses were offered to accommodate various classes of pupils were somewhat confusing to high school students. It also appeared that neither the parents nor the pupils were selecting the subjects which proved to be satisfactory even to them, as the process of education went on. Therefore, in 1926 student counseling was provided.²⁰

By the year 1910, the District lines had been moved south to include the city of Westport, and east beyond the Blue River. The area of the District was well over 50 square miles.²¹ According to an annual report there were, in 1910, 67 buildings in the School District and there were in these buildings a total of 800 classrooms. The assessed valuation of the taxable property that year for the entire School District was \$137,500,000. The average daily attendance in the elementary schools was 22,549; in the high schools, 3,851; a total of 26,400. There were employed in the School District of that year 965 persons. This included supervisors, principals, teachers, attendance officers and clerks.²²

In 1917 military training was introduced into the Kansas City School District, under the law for Reserve Officers Training Corps. The introduction of this subject

²⁰Development of the Schools of Kansas City, Missouri, Missouri Valley Room (Public Library vertical file: Kansas City, Missouri), p. 7.

²¹ibid., p. 1.

²². . . Annual Report of the Board of Education (Kansas City School District: Kansas City, Missouri, 1909-10).

was, in part, due to the influence of the World War I conditions.²³

In the Annual Report to the Board of Education in 1935 there were reported 2,000 classrooms. The assessed valuation of the taxable property that year was \$492,837,260 and for the school year ending June 30, 1935, the average daily attendance in the elementary schools was 39,500; junior high, 4,317; trade school, 801; and regular high school, 12,684.²⁴

During most of the history of the School District the pattern of scheduling in high schools has been basically the same, that is, each period being 55 minutes long with five minutes for passing time between periods. Classes that started at 8:20 a.m. would end at 9:15 a.m. Two schools were selected to try a variable pattern of scheduling during the 1968-69 school year. It is often referred to as modular scheduling.

This flexible scheduling pattern was to take into account that some subjects can be most effectively learned in short periods. It would permit the kind of teaching that could be carried out effectively in large groups. With flexibility in scheduling, teachers would have the opportunity to work together as a team by which each member could use his special talent or interest to the fullest advantage.

²³Missouri Valley Room, Op. Cit., p. 7.

²⁴. . . . Annual Report of the Board of Education
(Kansas City School District: Kansas City, Missouri, 1934-35).

The Centennial progress report of 1867-1967 of the Board of Education outlined some of the advantages as follows:

Greater responsibility is placed on the student for learning.

Students and teachers have more time for study and planning.

Achievement is the principal basis for granting credit rather than amount of time served.²⁵

It was later discovered that for a successful program in modular scheduling, students should be started in the program in the early grades, that is before high school. Because of the lack of success and the frustration that many teachers were experiencing, the program was officially ended May, 1974.

In July, 1966, the Division of Urban Education was organized with the purpose of designing, implementing and executing educational programs to meet the specific educational needs of disadvantaged pupils.²⁶ Intentionally or not the Division seemed to engulf most of the black pupils. It seemed to be a small school system within a large system. Because of racial tensions this organization was dissolved and the District was once again as one.

During the 1960's there were many new learning concepts on the market. The "Open" concept was one that intrigued the Kansas City School District in 1968. This concept was based on the philosophy that in order to contribute to

²⁵ . . . Centennial Progress Report of the Board of Education (Kansas City School District: Kansas City, Missouri 1867-1967), p. 8.

²⁶ ibid., p. 14.

learning, rather than restrict it, a building frequently has to get out of the way of its occupants. It has to be able to be rearranged to accommodate different activities and different sized groups.²⁷ Within a few years of its inception this program was phased out and once again the Kansas City School District was following the traditional learning concept.

Dr. Andrew Adams, Superintendent of Schools, summed up the Kansas City School District for the school year 1971-72 by stating that as a whole he was quite pleased with the outcome. He continued to state in part:

The loss of two levy elections during the year for additional school finances was a major setback. The results were that much needed cost of living increases could not be provided our employees and we had to have serious program reductions in midyear, including the loss of school nurses, a special elementary physical education teachers, art and music consultants and teachers, and community use of the schools.

A catastrophe in March was the terrible fire at the three and a half year old Mary Harmon Weeks Elementary School. The interior of the school was totally destroyed. However, with the spirit of the school faculty, administrators and Board of Education, the educational loss to the children of the school was minimized by the expeditious transfer of classes to Linwood West, the Boy's Club, and Naval Academy facilities.

One of the great achievements of the year was the virtual elimination of the serious student unrest in the schools. School veterans have expressed that it has been the 'smoothest' year in the past five or more years. This means that our students devoted more time and had less interference in their educational pursuits. I am proud of the instructional staffs, parents, and citizens who cooperated to make out schools a more orderly place where children can learn.

²⁷James W. Hazlett, School Facts: Annual Report of the Superintendent of Schools, Report No. 21 (Kansas City Board of Education: Kansas City, Missouri, June, 1968), p. 14.

The School District's administrative organization is functioning better. Divisions, departments, and administrators have better defined line and staff functions resulting in improved communications, efficiency, and effectiveness. To maintain 'open administration', a 'District Hot Line' was established so that citizens can call in questions and give comments to the administration on a twenty-four hour basis. During a four-month period, over 2,000 calls were handled. ²⁸⁻¹⁹

The Kansas City, Missouri School District had a history of problems since the Civil War. Having been completely destroyed by that regrettable period, it showed a remarkable resilience to rebuild. Facing many oppositions such as conflicting interests of different classes of people, little or no accommodations, and not a dollar available for school purposes, education continued to move in a positive manner.

An Overview of the Present Situation

Kansas City, like most other cities, had a humble beginning. But from that beginning only a little more than a century ago this city on a river bank has become a bustling center of industry, commerce, transportation, finance, livestock and agriculture, culture and education. Kansas City did not reach this height over night. Not until its quiet and peaceful beginning had given way to a wild and turbulent Civil War era, to be followed by a steady and stable growth, did it reach today's prominence.

Its story actually begins in early 1821, when Francois Chouteau came up the Missouri River and built a fur

²⁸ Andrew S. Adams, Progress: Message from the Superintendent of Schools (Kansas City Board of Education: Kansas City, Missouri, 1971-72), p. 4.

warehouse on its right bank between what is now downtown Kansas City and Independence, Missouri. This was the first permanent settlement within the present boundaries. Greater Kansas City, once regarded as a portal to the West, has in a half century become a complex metropolis encompassing six counties in two states with a population in excess of 1.25 million persons. It is sprawled over parts of three counties in Missouri -- Jackson, Clay and Platte.

The Kansas City Metropolitan Area has ten colleges and universities offering undergraduate, graduate, and post-doctoral work. The largest of these institutions is the University of Missouri at Kansas City. There are also five junior colleges in the area which, in addition to their general curricula, offer courses in continuing education programs.^{29 20}

The fact that Kansas City has gained the reputation as one of the loveliest cities on earth is no accident. Careful planning on the part of the past city fathers has developed a city second to none for its beauty. Kansas City, Missouri, alone, has 59 parks containing more than 5,600 acres of rolling recreational areas. There are 45 playgrounds in addition to the parks which contain another 100 acres. The city also boasts of many lakes, both natural and artificial. Kansas City has been likened to a city set in a

²⁰
~~29~~ Visitors Guide to Kansas City (Kansas City, Missouri: The Chamber of Commerce, 1974), pp. 1-2.

forest, with wide boulevards and tree-lined streets making her residential areas among the most attractive in the nation.^{30 21}

The Kansas City Public School District serves an area of approximately 87 square miles, which has a population approaching 495,405 within the School District limits. The District has 80 elementary schools, seven junior high schools, and 12 senior high schools. The total enrollment is approximately 54,000 students.

The District employs 2,910 teachers and 2,552 classified employees which includes administrators, principals, directors, coordinators, and the superintendent's staff. The School District's budget for 1975-76 was approximately \$58,693,647.00 or about \$1,045.41 per student.^{31 22}

The Kansas City Board of Education consists of nine members. All members are elected to a term not to exceed four years. The Board derives its responsibilities and power from statutes enacted by the Missouri General Assembly and from the Constitution of the State of Missouri. It determines policy, delegates executive supervisory and instructional authority to its employees, and appraises the results achieved in light of the goals of the school system. One of the legal responsibilities of the Board of Education

^{30 21} ibid, p. 3.

^{31 22} The Department of Research and Development, "Selected Statistics of the Schools" (Kansas City School District: Kansas City, Missouri, June, 1975).

is the education of the children within the school district.^{32 22} As listed in the recent book on policies the Board fulfills its mission as the policy-making body of the school system by the following actions:

Enacting policy.

Providing for the planning, expansion, improvement, financing, construction and maintenance of the physical plant of the school system.

Prescribing the standards needed for the efficient operation and improvement of the school system.

Requiring the establishment and maintenance of records, accounts, archives, management methods and procedures incidental to the conduct of school business.

Adopting a budget for the operation, support, maintenance, improvement and extension of the schools.

Providing for audits; approving the final budget, financial reports, expenditures, payment of obligations; and providing policies whereby the administration may formulate procedures, regulations and other guides for the orderly accomplishment of business.

Approving curriculum instructional areas.

Providing administrative, professional and technical employees.

Evaluating the educational program to determine the effectiveness with which the schools are achieving the learning tasks of the schools necessary for creating a well-informed public.

Providing for the dissemination of information relating to the schools necessary for creating a well-informed public.^{33 24}

^{32 23}The Board of Directors, "School District Policies", Kansas City School District: Kansas City, Missouri, (Revised, January 8, 1976), p. 1.

^{33 24}ibid., p. 1.

The Policy Guide indicated there were other functions of the Board that are not listed, but those functions of major importance were published for the public's use.

In researching the multitude of materials the writer found the philosophy of the District in one of the many integration plans submitted to the Department of Health, Education and Welfare. The philosophy reads:

We believe

that public schools belong to the citizens of this School District and are established according to law, and for the benefit of the pupils, parents and the general citizenry.

We believe

in integration in education and intend that pupils should not be set apart from their fellows by reason of race nor ethnic background nor wealth nor poverty.

We believe

that all pupils must acquire the basic skills of learning.

We believe

that public schools must be organized so that each pupil has access, in confidence and safety, to as much, as successful, as varied and as specialized a schooling as his interests make possible.

We believe

that schools throughout the District must become patterned in consistent levels with elementary schools serving kindergarten and the first six grades, with junior high schools and intermediate centers serving the middle seventh, eighth, and ninth grades; and with senior high schools serving the final three grades.

We believe

that pupils should exit from public schools only when well ready to seek more training or when well capable of earning a livelihood; and that to this end the basic pattern of schools must become augmented by a network of alternative and career education satellite

centers, designed as extensions of the standard secondary schools.

We believe

that both academic and non-academic courses of study merit fair shares of District resources and public support.

We believe

that the District cannot pause in making these commitments effective, and must accomplish them, phase by phase, within the next three years.^{34 25}

This philosophy places the importance on the student and emphasizes the opportunity to develop to his maximum intellectual potential.

In the Annual Report of the District for the school year 1971-72, goals for the next decade were drawn up to provide a solid basis for pupil growth, achievement and adjustment through parents, teachers and a concerned community working together. They are:

To realize that all hopes for modernizing and shaping our educational programs in the 70's rest primarily on the classroom teacher. We all must do everything possible to support, cooperate, and develop the classroom teacher.

To establish definite concrete learning goals like reading, writing, arithmetic and thinking skills for our students so that the total school effort will be focused on the student achieving established learning goals.

To increase instructional resources and materials for the maximum support to the teacher to provide the best learning opportunities for children.

²⁵ Board of Directors, The Plan to Integrate the Public Schools (Kansas City Board of Education: Kansas City, Missouri, June, 1975), p. 6.

To design and modify facilities that will not confine classroom sizes to only about 30, but will provide various size classes from large to small to accommodate all the kinds of learning situations.

To pursue all avenues of adequate school financing so that all citizens will contribute their share and schools will have more money to do a better job of educating children.

To listen to youth and provide them real opportunities to be involved in their school programs and future.

To find ways to increase the participation of parents and citizens in determining and conducting the kind of schools they want for their children.

To "open doors" in our schools so that the motivation of children from low income families to advance through education can be fulfilled.

To understand that schools are only a partner with the home, religious, and community institutions in the total education of children and cooperative joint educational programs are provided by all the partners. ^{35 26}

Those listed operations of the Board of Education are needed to acquaint the pupils, employees of the district, and residents of the district of the role and purposes of the Board of Education and of the Board's intent. The Board and the Community have the responsibility, through unified action and common goals, to provide the best educational laboratory and educational climate to develop the capacities of each student.

It was the purpose in this Chapter to acquaint the reader with the problems of designing and maintaining an educational program for the children of the Kansas City School District since the Civil War. Another purpose was to point out the growth of the student population as it relates to public schools. This Chapter also contained the philosophy, goals and some of the responsibilities of the Board of Directors of this District. It included an overview of the metropolitan area. *St.P*

It was the intention of the writer to give an overall picture of the background of the district and the metropolitan area before thrusting the reader into some of the more recent problems facing the Kansas City School District. It was through this Chapter the stage was set for the understanding of the following problems that were researched.

CHAPTER III

THE DECLINING ENROLLMENT AND THE CLOSING SCHOOL BUILDINGS

There are only a few possible solutions to the problems facing the Kansas City School District and all are almost equally unattractive to the School Board, to the several school unit staffs, to the parents, patrons and pupils. One could visit any school building within the school district and ask the question why are there so many unfilled chairs or vacant rooms. One answer might be that the product of the post World War II Baby Boom group has graduated. The lowered birth rates and economic pressures have produced smaller families. Thus, many districts including the Kansas City School District find themselves with surplus classrooms and school buildings that are being used far below their capacity. Pupil enrollment is the life blood of a school system. The enrollment grew by leaps and bounds during the period between 1953-1968. Each year the School District was asking for more of everything. The School District requested more facilities, more teachers, more legislative effort to improve state and federal support, and more taxes.

Now, the Kansas City School District is faced with too few children, too many teachers, and too much space. The enrollment has dropped from a high of more than 74,000 pupils to just under 54,000 pupils (See Appendix A, Projected Enrollment 1973-1978). The taxable property within the city is undergoing a change. Neighborhoods of the central city are in an aging state with daily demolitions and decay, leaving acres denuded and the lowered enrollment has reduced the amount of state aid to the school district.

The demand of teachers for better pay and working conditions, the high cost of school materials, and the resistance of taxpayers to the past several proposed school levies have caused the school officials to evaluate every aspect of the operation in hopes of keeping the district from operating in deficit. The declining enrollment and the rising cost of operating the district demanded desperately needed decisions. These included the closing of schools. A table by the Midwest Research Institute on criteria and policy for school consolidation which illustrates how the failure of levies has effectively put a lid on property taxes (page 30).

Katherine E. Eisenberger, professor of Educational Management at Hunter College in New York, expressed her views on how the news of closing a school is accepted. She stated the first factor for Administrators and Boards of Education to deal with is that there are no loyal district supporters;

TABLE I

KANSAS CITY ELECTION RESULTS (1967-1972)¹

Date	Election	Total Levy	Total Vote	Percent For	Result
1-24-67	Special	3.32	38,674	60.4	Passed
4-1-69	Special	4.70	39,736	45.3	Failed
5-20-69	Special	4.30	54,281	53.3	Failed
7-1-69	Special	3.75	44,933	62.9	Passed
7-23-70	Special	4.71	24,523	52.6	Failed
5-18-71	Special	4.65	34,327	53.8	Failed
8-10-71	Special	4.40	33,708	52.0	Failed
12-7-71	Special	4.29	38,249	46.5	Failed
8-8-72	Primary	0.15	36,866	48.5	Failed

¹Midwest Research Institute, Decision Criteria and Policy for School Consolidation, Project RA-115-D (1) (Kansas City School District: Kansas City, Missouri, March 15, 1974), p. 1.

there are only loyal school supporters.² The people who worked to get the levy passed were, in fact, working for their school and not the district. Additional evidence of this fact is that there are no district colors or district song; there are only school colors and school songs.

Eisenberger stated that when parents block school closing they are not fighting to save a building but are concerned about a personal investment. The thousands of American housewives look toward the local school and school-related activities as a way of getting involved. The participation with principals, teachers, and other parents are personal needs to fulfill.³ Those parents who are the staunchest school supporters and the greatest educational advocates have spent long years building a good reputation in the local school. Parents view the closing of their local school as a threat of losing this investment and creating necessity to begin over again the process of building a reputation.

Another consideration is that just as parents are concerned and motivated by certain needs, so are teachers and principals. Many teachers try to block the school closing because it could mean the loss of jobs. For other teachers who are transferred, it means to begin again and establish themselves in a new setting. The concern of how they will

²Katherine E. Eisenberger, Closing A School: Some Ways to Ease the Trauma (New York, N.Y.: Hunter College, 1974), p. 33.

³Ibid., p. 33.

be accepted by new students, colleagues and parents looms very large in their minds. Long established friendships are sometimes dissolved by the closing of a school. Principals and other administrators will not always completely support a school closing effort. In many cases they have little to gain and much to lose. The principal could be losing all or part of his staff with which he has developed a good working rapport for many years. The principal could lose a very supportive parent group, a well known student body and there is always a possibility of being an excess principal. Ms. Eisenberger concludes by saying: "You cannot make people love you by closing their school: you can only minimize how much they will hate you."⁴

Because closing a school is a very sensitive procedure, the Kansas City School Board contracted the Midwest Research Institute of Kansas City, as a consultant for guidance in the procedure for closing schools. The Midwest Research Institute's report to the Board pointed out that over 60 per cent of the ninety-odd school buildings in the Kansas City School District were built in the 1930's or before. Recognizing that some of the buildings had been remodeled in recent years, many of them would need to be replaced. Several buildings had poor electrical and plumbing systems.⁵

⁴Eisenberger, Op. Cit., p. 34.

⁵Midwest Research Institute, Op. Cit., p. 5.

The Research Institute recommended the following criteria which should make closing a school building more systematic. The ten criteria forming the basis of the decision model were derived from correspondence with other metropolitan school districts. They were as follow:

1. Achievement levels received a weight of 9.862 and the general thought of the Institute was that a student should not be penalized academically because of the action necessitated by the Board of Education. To transfer students to a lower achieving school would, in part, defeat the academic purposes.

2. The cost per pupil carried a weight of 9.597 by the Institute. Consideration was given to the cost per pupil for each individual school in relation to the average cost per pupil for the district.

3. In defining the space per pupil which was rated 8.324 by Midwest Research, the total square feet of the school plant was divided by the total current enrollment, including special education students.

4. The teacher load was based on the pupil/teacher ratio of the Kansas City School District, that is 25 to 30 pupils per teacher. A ratio below 25 would indicate inefficient utilization and a ratio above 30 would be considered to be an overload. Teacher load was rated 6.915.

5. The racial balance which carried a weight of 6.000, was considered somewhat like the achievement levels. If a school were to be closed and the students transferred,

what effect would this have on the racial balance of the receiving school? A transfer of students which resulted in the racial balance of the receiving school approaching the overall district racial balance was considered favorable. If the transfer resulted in the racial balance of the receiving school moving further from the overall district racial balance, it was considered unfavorable.

6. The age of a school plant which was approximately the middle of the scale of 5.000, was found to be highly correlated with expenditures for remodeling and repairs. Thus, the ages of the individual school plants were compared to the district average. Those whose ages were less than the average were considered to need fewer repairs and remodeling, while those whose ages were greater than the average were considered to need more repairs and remodeling.

7. Auxiliary facilities were rated by the individual schools possessing: cafeteria, health library or resource center, and auditorium. The weight of 3.206 was attached to this factor. School plants which did not possess any of these facilities were considered unfavorable.

8. Students commuting a distance beyond the nearest school was considered unfavorable. This factor rated only 2.104.

9. The number of pupils refers to the average projected enrollment for the next five years. All school closings are unfavorable from the vantage point of the students transferred, and received a low rating of 1.388.

10. The Midwest Research Institute felt fuel shortages may well play a qualitative role in decisions involving school closings and combination. Fuel requirements of the individual schools were considered to be the minimum importance. It was rated only 0.142 by the Institute.⁶

In addition to the criteria previously listed the agency considered other factors that should aid in the closing of a school such as:

Community impact: The very nature of its function often causes the neighborhood school to be a focus of community affairs.

Psychological and cultural impact on affected students: Very often the transfer of a cultural or ethnic group of students to a culturally different environment can have a very debilitating effect on their learning abilities.

Safety and security: Although a transfer may involve only a few blocks additional walk to school, a new safety hazard may be introduced, an intersection with heavy traffic, a railroad track, etc.

Ability to relate to physical environment: An elementary school pupil undergoes a phased, gradual expansion of his world of learning. First his nursery, then his home and yard, then his block and neighborhood school. He can relate to this and has familiar physical and psychological landmarks. If he is transported for several miles to be among strangers, the tempo of this unfolding world is broken.⁷

Even with this criteria to show fairness and justice toward deciding on the merits or lack of merits of each building, the Kansas City School Board continues to have

⁶ Ibid., pp. 19-20.

⁷ Ibid., p. 21.

problems convincing the patrons of the District that their particular school building should be closed. Parents become furious at the slightest indication that this is about to happen to their school. At this point, the Board of Education must face the reduction of its teaching force and the closing of certain buildings. The Kansas City, Missouri School District has shown little or no planning in these areas.

Cyril Sargent and Judith Handy reported that communities with a plan are more successful in closing school buildings. In Hayward, California, several schools were closed resulting in the administration of that district being taken to court by the parents of the schools.⁸ After the court case the School District developed a plan for closing schools and it has been successful not only in the closing of school buildings but has co-sponsored several clinics on the elements of planning for declining enrollments with the State Department of Education and the Association of California School Administrators.

The report showed a contrasting situation of a West Coast community that was suffering because it had no plan of action. It was the administration against the community, thus, the hostility and suspicion grew. Both sides standing firm resulted in a standoff. Several years later an outside

⁸Cyril Sargent and Judith Handy, Fewer Pupil Surplus Space, A Report (Education Facilities Labs., Inc., New York, N.Y., 1974), pp. 39-40.

consultant was hired to make an impartial facility study and to try to resolve the situation.⁹ In most cases the pupils in the district are the big losers with the educational program taking second place to other issues.

The main consideration in developing any plan should include ways of improving the quality of service which the system delivers or, at the very least, maintaining the current level of service. Sargent and Handy suggest the following necessary elements of a comprehensive plan:

A set of agreed-on goals, with specific objectives spelled out for each.

A factual base defining the "given" upon which the plan can be developed. In the case of a plan for facility use, this base includes enrollments and their projections; schools, their location, capacity, and general level of adequacy; community changes affecting the location of people and the composition of their groupings; and a "picture" of the physical structure of the district. Cost data on new construction and/or renovation may also be required.

An analysis of the factual data. This is an exercise in fitting the numbers -- pupils and schools -- together, and of arranging them in their physical setting.

A set of possible solutions: alternative grade organizations, patterns of school use, abandonment for outmoded and/or unsafe schools, needed new construction or closings (or both).

A choice among alternatives for a preferred course of action; a justification for the alternative selected; the preparation of the time sequence for the actions to be taken; a cost analysis of the implications of the select-plan as against alternative options.¹⁰

⁹ ibid., p. 40.

¹⁰ ibid., p. 41.

This district has attempted to close many schools over the years with little or no success. There is a need for an organized plan for closing schools if the School District intends to get the community support.

Sargent and Handy listed the following criteria that were used in the Birmingham Public Schools in Michigan as a guide to the school closing program. They are as follows:

1. Location In Relation to Neighboring Schools
 - a. Hopefully a contiguous attendance area could be maintained.
 - b. Receiving schools would preferably be adjacent and could adequately house redistricted children.
 - c. Closing this school would result in a minimum of redistricting problems.
2. Adequacy of Facility
 - a. This school is educationally less flexible. (Can't accommodate changing and varying programs as well.)
 - b. Age of the building is a detriment.
 - c. Difficulty and/or cost of ongoing maintenance is greater.
 - d. Need for major (costly) maintenance or renovation is present.
 - e. Size of and/or the layout of the site is minimal.

Other less important factors that should be considered where they apply are:

1. Present utilization of the school plant
2. Available pupil space in adjacent school locations
3. Present and future enrollments
4. Life safety of the building (fire rating)
5. Rehabilitation needs and rehabilitation cost
6. School-Park Board complexes
7. Cost of operation
8. Consolidation cost and transportation
9. Budget considerations¹¹

¹¹ibid., p. 51.

Since 1968, enrollment in the Kansas City School District has been in a state of decline. There has been a decline in excess of 18,000 pupils. Conceivably, several school buildings should have qualified for closing in 1968. The problems confronting Boards of Education, superintendents and communities attempting to close under-utilized schools are literally handcuffing. The attitudes of parents and the resulting problems which a school administration must resolve if just one small school is to be closed have been described and delineated in the professional literature. Neighborhoods which may be fragmented on most city issues are generally united in resistance to the closing of their school.

The problems are complex and the Kansas City School District is looking for complex solutions. Dwindling enrollment is just another element affecting the financial, the judicial and the political process of the district. Dwindling enrollment is the most formidable threat to the continuation of the neighborhood school concept.

CHAPTER IV

THE PROBLEM OF INTEGRATION WITHIN THE DISTRICT

The School District of Kansas City, Missouri, like many in the Southern and Border states, was required prior to 1954 by the Missouri Constitution to separate blacks and whites for purposes of education. Article IX, Section 1 (a) of the Missouri Constitution pointed out that if people are to keep their rights and liberty, they need to know things. So the General Assembly shall set up and keep free public schools. There shall be free education for all people less than twenty-one years old, as the law says. "There shall be separate schools for white and colored children, unless the law says otherwise."¹ This was not an end but perhaps the beginning of the accumulation of problems of today.

In 1954 the Supreme Court of the United States addressed the problem of unequal opportunity of minorities in our society. Recognizing the importance of education in our

¹Missouri, The Simplified Constitution, St. Louis Board of Education, McGraw-Hill Book Co., 1955, St. Louis, Missouri, p. 59.

democratic society, the Court declared that the doctrine of "separate but equal" in education was inherently unacceptable, and that state-imposed separation by race for purposes of education was unconstitutional. Thus, the Court ordered an end to the dual school systems that allowed one quality of education for white children and another for minority children.²

Immediately after the Supreme Court decision, the Board of Education of the Kansas City District adopted a plan for desegregation of the school system, which was fully implemented by the 1955-56 school term. The plan eliminated the former dual boundaries and established single attendance zones on a neighborhood school basis.

Superintendent James Hazlett stated in Concepts For Changing Times that the public schools had taken a larger role of responsibilities since the 1954 Supreme Court decision. One additional responsibility has been the constructive amalgamation of people of various nationalities, religions, and ethnic backgrounds into an American type without destroying the values of each. Many of these people formed political groups. One of their functions was to apply pressure to school board members in order to obtain desires of that particular group. Hazlett pointed out that the civil rights groups had caused many districts to lose bond issues

²Brown v. Board of Education, 347 U.S. 483, 1954.

because of their dissatisfaction with the integration program of many school districts.³

In July 1963, the Congress of Racial Equality (CORE) had several meetings with the Kansas City School District and placed before it certain requests that, if not fulfilled, would cause a series of demonstrations and sit-ins which would be directed against the Board of Education. The demands were:

The School District must announce a policy of maximum integration.

The Board must set up a six-man bi-racial committee.

The Board must transport 195 Negro children to all-white schools.⁴

CORE's three requests were not ones that could not be met at that particular time or any time since the inception of the School District.

The Board answered the request made by CORE in two parts. The first part outlined the general position of the Board at that time and the second part dealt with the three questions specifically asked by CORE. The statement of the Board in replying to the requests presented by CORE was:

Every school district must provide services necessary to assure the full development of the children it serves, and this is not an easy task

³James Hazlett, Concepts for Changing Times (Proposals Offered for Public Examination in the Kansas City, Missouri School District, Office of the Superintendent, March 1968), pp. 8-9.

⁴Board of Education, Report on the Progress of Desegregation, Kansas City Public Schools, Kansas City, Missouri, 1955-70, pp. 1-2.

in a period of rapid change. The public school is broadening and deepening its activities in response to circumstances in which many of its present functions embrace a variety of health and welfare services as well as the traditional programs of an educational system. The school accepts each child as he is, assesses his abilities and disabilities, measures in a general way the strength and weakness of family influence, and sets about the enormously complicated task of preparing him for the role he must play in the years ahead.

Every large city school system is beset at this time with the questions of how it may best fulfill its obligation to children who live in depressed areas, most of whom are Negro. The full integration of all citizens into American life is an objective toward which all citizens must strive. There is no excuse for second-class citizenship, nor is there any justification, moral or otherwise, for denying the Negro or any other citizen the rights and privileges which should be accorded to everyone in a democracy. It is understandable that the Negro presses vigorously for improvement of his condition and for training equivalent to that provided to any other person. No thoughtful person will deny the legitimacy of the Negro's aspirations, nor fail to sympathize with his objectives.

The Kansas City School District recognizes the importance of its role in aiding in integration of the Negro into full participation in the life of this community. This is not easy to achieve, and especially in view of the fact that to do so requires modification of practices in many aspects of community life that are not within the power of the Board of Education to control. The Board of Education does recognize its pivotal role in improving the quality of education for ALL of our children. It does recognize that integration is a factor to be taken into account within the school system whenever it is possible to do so without destroying the fundamental principle of the school as a major service unit to the neighborhood of which it is a part.⁵

⁵Ibid., p. 3.

As one can see the general position taken by the School Board was that of a positive one on this issue and the Board showed great intentions of improving the integration situation of its schools. The School District also took the time to answer the Congress of Racial Equality on each of the three specific requests.

1. With respect to "maximum integration" -- The fundamental unit of all public school organization is the immediate neighborhood served. The neighborhood school brings together all the elements necessary for assuring good school operation and is based on the notion that what takes place in homes and the community in general is of crucial importance to the performance of teachers, counselors, and school administrators. A good school unifies the neighborhood of which it is a part and is inevitably conditioned by that neighborhood.

Within this basic concept of school organization, the Board of Education recognizes an obligation to encourage integrated school services wherever it is possible to do so. This principle takes practical form in the determination of boundary lines for school districts, in the selection of sites for new schools, in the assignments given to personnel, and in promoting harmony and understanding among students, staff and patrons.

Supplementing the neighborhood organization structure the school system has maintained an open enrollment policy for many years that permits transfers of pupils from one school to another, where room permits, for good and valid reasons. We shall continue to do so. No transfer will be given a white student solely because he seeks to avoid going to a school in which Negro children are enrolled. Negroes will be given transfers into white schools for valid reasons.

2. With respect to the establishment of bi-racial committee -- Kansas City has a number of organizations whose purpose is to improve the character of human relations in the city. These are represented by various cultures, religions, races, and occupations. The Board of Education, both directly and through its administrative officers,

has in the past and will in the future continue to seek advisory assistance from them. It has in the past and will in the future continue to be receptive to their suggestions and counsel. This appears to be a wise course of action since the school integration is so frequently related to housing conditions, employment, and other matters which are outside of the school system as such.

In view of these circumstances, the Board does not consider it necessary to appoint a six-man bi-racial committee.

3. With respect to transporting 195 Negro pupils to all-white schools -- It has been the practice of the School District to provide bus transportation for children in those circumstances where the solution to overcrowding is by assignment of children to schools outside the neighborhood of residence. This practice will continue in the case of six elementary schools.

The evidence at hand, however, makes it quite clear that recent boundary changes and certain other adjustments will effect enrollment conditions at Central and Lincoln Junior and Senior High Schools which are no more acute in those schools than will be or have been experienced in other schools. Therefore, bus transportation at the expense of the Board of Education will not be provided the students referred to by CORE. While we regard it an obligation to encourage integration within the basic organizational concept, we do not see an obligation to create such conditions artificially. Only when academic problems arise in individual instances can transportation be considered.

It is our judgement that efforts made to force integration in schools, through bus transportation and the like, have failed to provide the quality of education needed by children, and is by its nature an artificial arrangement calculated to produce new and frequently insoluble difficulties -- not the least of which may well be resegregation.

The child who arrives by bus at school ten minutes before class begins and leaves ten minutes after class ends can hardly be said to be integrated into the life of the school or the neighborhood of which the school is a part.

The Board of Education is well aware of the serious nature of the current problems in the civil rights field. It recognizes its obligations to take a position of leadership in dealing with those phases of the problem that are primarily related to education. It would counsel all our people to take a constructive view of these questions and to develop an understanding of the aspirations of the Negro community for improvement of its circumstances.

By way of a final word, the Board of Education would urge CORE and all other groups interested in improving the lot of children living in depressed areas to join the school system in developing and expanding special educational programs generally referred to as "compensatory education". Practically all large cities are developing such programs designed to improve the motivation, aspirations and school achievement of children in depressed areas. Many of them hold real promise. Already the Kansas City Schools are using over one-million dollars of private money, in addition to substantial amount of school funds in special projects. A massive reconstruction of educational forces is called for and the support of the total community is needed to raise educational achievement in these areas.⁶

Although this response by the Board of Education did not fulfill the requests by CORE, it did point out that the Board along with the community were concerned about the problem of integration. Black leaders and parents came to understand clearly that non-discriminatory public education would be achieved only by strong and consistent federal enforcement efforts. They sued, marched, sat-in, and went to jail until the Civil Rights Act of 1964 was passed.⁷

⁶ ibid., pp. 4-6.

⁷ Pub. 1, 86-352, 2 July 64, 78 Stat. 241, 28 U.S.C., 1417; 42 U.S.C., 1971, 2975a-1975b, 2000a to 2000h-6.

There is a consensus among educational leaders in the United States that racial segregation in the schools, whether de jure or de facto, is a bad thing for children and for American democracy. This consensus has been put into statements of educational policy by Boards of Education in a number of large cities. It is clear that the reduction and eventual elimination of racial segregation in the schools is a goal toward which the public schools should seek. Racial segregation imposed on any minority group is bad for children and for adults. But racial segregation has been imposed on a large proportion of the Negro population. It is, therefore, the duty of the public schools to do what they can in order to reduce and eliminate racial segregation in the schools and in the community. This duty has been expressed by President Lyndon Johnson in his Address to Howard University graduates on June 4, 1965. He stated:

We seek not just freedom but opportunity.
 We seek not just legal equity but human ability.
 Not just equality as a right and a theory but
 equality as a fact and equality as a result.

For the task is to give 20 million Negroes the same chance as every other American to learn and grow, to work and share in society, to develop their abilities--physical, mental and spiritual--and to pursue their individual happiness.

To this end equal opportunity is essential, but not enough. Men and women of all races are born with the same range of abilities. But ability is not just the product of birth. Ability is stretched or stunted by the family that you live with and the neighborhood you live

in, by the school you go to, and the poverty or the richness of your surroundings.⁸

Progress continued in the area of school integration under the Johnson Administration. President Johnson took a stand to lead the people in the direction he felt the nation should take. But this pace was not fast enough for many blacks who had suffered more than a life-time under the ills of the nation's integration policy. On the other side of the coin many whites felt that the pace was too fast. Parents insisted that they needed more time. Many whites put their houses up for sale in order to leave the integrated area, and the schools were becoming resegregated. Busing seemed to be the answer.

Busing has a long and interesting history in America. In the 1971-72 school year, almost 44 per cent of all American children rode 256,000 buses more than two billion miles, but HEW estimates only two or three per cent of this busing has occurred as a result of desegregation.⁹ With this in mind one wonders why would there be such an uproar about such a small percentage of children being bused. Busing is not all bad. There is a good side to busing. Pennsylvania, Commission on Human Relations announced that over a six-year

⁸Lyndon B. Johnson, President of the United States, "Address to Howard University Graduates" (Washington, D.C., June 4, 1965).

⁹The United States Commission on Civil Rights, Your Child and Busing (Washington, D.C.: U.S.C.C.R., May 1971), pp. 5-6.

period, the state's school children were over three times safer per mile being bused than they were walking to school.¹⁰ Despite these facts, President Nixon was adamantly opposed to busing. An editorial in the Kansas City Times referred to the President's address in the following manner:

The President's speech on busing for purposes of racial integration in the schools may have been necessary in the White House view for political and other reasons, but it was a painful experience for Americans who had hoped for more positive leadership in the racial dilemma that is older than this country.

It was impossible not to catch a theme of "separate but equal" through Mr. Nixon's train of reasoning. True, he spoke of being against busing for the "right" and "wrong" reasons. He talked of an "Equal Educational Opportunities Act" which he said would require that "every state or locality grant equal educational opportunity to every person regardless of race, color or national origin." But educational opportunities have been unequal across the country for nearly two centuries and now there is this sudden concern.

Obviously Mr. Nixon is correct in his assessment of the national mood on racial busing. A great majority of whites are against it and very likely substantial numbers of blacks find it inconvenient, demeaning and unnecessary. Yet the President's talk was in terms of cross-busing which means the movement of whites to black schools and of blacks to white schools. How prevalent is this sort of busing? How can the White House really know that "hundreds of thousands of school children will be ordered by the courts to be bused away from their neighborhood schools" unless there is immediate action?

¹⁰Testimony on School Desegregation of the Pennsylvania Human Relations Commission before the Basic Education Subcommittee of the House of Representatives, Pennsylvania General Assembly, May 7, 1969.

The Supreme Court did say, after all, that busing was a possible remedy and that the decision was to be left to the judge. It should seem apparent that relatively affluent whites (or blacks for that matter) would not let their children be hauled off to bad schools in the heart of the slums. An argument can be made, however, for transporting slum children (black or white) in certain circumstances to outlying schools, not so much for the purpose of integration but for certain courses. The President says it would take too long to set up a system of busing to achieve equality of education. How long does he think it will take to bring slum and isolated rural schools up to high standards?

The weight of the Presidency has been put forth in a negative pronouncement concerning one of the great issues in the history of this great nation . .

Perhaps the President believes he can head off a further deterioration of the political situation by speaking plainly at this time. But there is also danger that he has only exacerbated it by imparting a sense of urgency and alarm that is unjustified and which only will increase and exaggerate our sorrowful divisions, not heal them.¹¹

Regardless of President Nixon's personal feelings, being the President, it is a fair assumption that he might have spoken in a manner which would encourage the American people to work toward making the law of the land work. Statements like this tend to have negative influence on the cause of busing.

Michael Novak wrote in an article in the Wall Street Journal that busing is a quagmire, a lost cause, taxation without representation, a policy of massive social engineering with little clear prospect of benefit, a mistake, a tragedy, a breeder of endless demonstration, riots, and

¹¹The Kansas City Times, March 18, 1972, Editorial.

dissent. Busing was pointed out as not being very popular, with only four per cent of whites and nine per cent of blacks favoring it. According to Michael Novak, busing arose as an issue in the South where the court orders at first had the effects of halting busing and of allowing blacks to attend neighborhood schools rather than being bused away from home to all black schools. Busing is merely an instrument, a tool, a method, not an end. As for any instrument, the central questions are "Does it work?" and "What are its effects?" Novak viewed busing of the Boston and Detroit sort as an immoral policy. It goes against the basic social principles of American life, against family, neighborhood, class, ethic and even educational realities.¹²

Any plan that is approved by the Department of Health, Education and Welfare (HEW) for the Kansas City School District will require some busing. If schools are paired and clustered, more students will be required to travel somewhat greater distances to school. Regardless of personal feelings, it is an order of the courts. Kansas City, like any other district must face this problem of possible massive busing. As pointed out earlier, transporting students by bus is the only safe, practical, and feasible means of getting them from one location to another.

School districts often lack personnel with the specialized skills required for effective desegregation.

¹²Michael Novak, "Busing-The Arrogance of Power", The Wall Street Journal, July 25, 1975.

Modifications in the district's administrative, instructional, and curricular methods, in its counseling activities, in its community relations techniques, and in other areas may be necessary to insure that high educational standards are maintained. In cases where needs created by desegregation are particularly severe, it may be necessary to employ a desegregation specialist who can provide expert advice to school personnel.

The Civil Rights Act of 1964, authorized the Commissioner of Education to:

. . . . make grants to school boards to pay, in whole or in part, the cost of employing specialists to advise school personnel in problems incident to school desegregation and the cost of giving to teachers and other personnel in-service training in dealing with problems incident to desegregation.¹³

During the 1973-74 school year, the District applied for and received a grant of 1.2 million dollars in Emergency School Aid Act Funds to assist in voluntarily desegregating schools. For two years 18 schools in which racial imbalance was reduced, prevented, or eliminated, participated in this program. The District also desegregated the faculties in its schools in such a way that no school was racially identifiable by the racial characteristics of the staff.

In October 1974, the Board of Education directed the Administration to engage in a series of boundary line studies designed to improve the use of school buildings, improve the

¹³Section 405 of Public Law 88-352; the Civil Rights Act of 1964; 78 Stat. 252 (1964); 42 U.S.C. 2000d (1965).

quality of education, and improve racial balance in schools to the extent possible through this process.¹⁴ On May 12, 1975, the Board adopted a resolution that directed the Administration to develop a desegregation plan complying with broad basic guidelines set out by the Board of Education. (See Appendix B, Letter to Taylor August sent from Dr. Medcalf)¹⁵ On May 15, 1975, the School District was notified by Peter E. Holmes, Director, U.S. Office for Civil Rights, that the resolution submitted by the Board of Education was not acceptable as a plan (See Appendix C, Letter to Dr. Medcalf from Peter Holmes). An additional 60 days were granted to enable the Board of Education to adopt and submit an acceptable plan.¹⁶

The administration proceeded to develop a plan which was referred to as "Plan E". The plan utilized two groups for classification. They were minority and non-minority. With the minority classification are Black, Spanish-Surnamed, Native American (Indians), Orientals, Alaskan Natives and Hawaiian Natives. The plan provided for:

1. A minimum of 30 per cent minority enrollment in all schools.

¹⁴Board of Education, Integration Plan "E" (The School District of Kansas City: Kansas City, Missouri, June 23, 1975), pp. 6-14.

¹⁵Letter to Mr. Taylor D. August, Director, Office for Civil Rights, Department of HEW, from Dr. Robert Medcalf, Superintendent of Schools, Kansas City, Missouri School District, May 12, 1975.

¹⁶Letter to Superintendent Medcalf, of the Kansas City, Missouri School District from Peter E. Holmes, Director, Office for Civil Rights, May 15, 1975.

2. Zone boundaries that will be adjusted to allow for maximum use of schools within reasonable bounds.
3. Equal busing will be strived for exclusive of transportation for programs and overcrowding.
4. The transfer policy of the District to be that adopted by the Board under prior submission to HEW.
5. Narrative support as to the rationale of the plan and its educational advantages.

The objectives of the proposed plan were:

1. To desegregate the School District by assigning students so that each school has a minimum of 30 per cent minority enrollment.
2. To assign students to six elementary schools and one senior high school, designated for black students prior to 1955, so that the District is freed of the vestiges of the former dual school system.
3. To eliminate the existence of any prior neutral or other optional attendance zones that allow for imbalance to the desegregation plan.
4. To reaffirm the enforcement of the transfer policy adopted and submitted to HEW
5. To provide educational services and opportunities of equal breadth and depth for every elementary and secondary student.

The results of this desegregation effort were to be:

1. Among elementary schools, minority students only were transported.
2. On the junior high level, cross-assignment and transportation was required.
3. Once an acceptable plan was implemented, maintenance was required. It was recommended that an office similar to the present desegregation advisory office, neutral of any single division in the organization, be created to insure continuous compliance in all phases of plans.
4. The Division of Instruction was to design educational programs equitable in breadth and depth for each student irrespective of geographic area, by organization level; K-6; 7-8; and 9-12.¹⁷

¹⁷Board of Education, Integration Plan "E", Op Cit., pp. 15-17.

On July 14, 1975, Dr. Robert A. Medcalf, Superintendent of Schools, received a reply from Mr. Taylor D. August, Director of HEW, to the plan submitted on June 23, 1975, indicating that the plan was unacceptable (See Appendix D, Letter to Dr. Medcalf from Taylor August). The analysis indicated that implementation of the plan would not bring the District into compliance with Title VI because the plan neither fully dismantles the vestiges of state-imposed segregation nor assures equal educational opportunities to students in predominantly minority schools.¹⁸

The standards and guidelines which the Office for Civil Rights used in the evaluation of desegregation plans are *Green v. County School Board of New Kent County, Virginia*. In *Green*:

The court reaffirmed that former dual school systems have an affirmative duty to take whatever steps are necessary to convert to a unitary system in which racial discrimination would be eliminated root and branch.¹⁹

School Boards, according to the court, must come forward with a plan that promises realistically to work, and promises realistically to work now.

In *Swann v. Charlotte-Mecklenburg Board of Education*, the court also approved a variety of remedial techniques to

¹⁸Letter to Dr. Robert A. Medcalf, Superintendent of Schools, from Mr. Taylor D. August, Director of HEW, July 14, 1975.

¹⁹*Green v. County School Board of New Kent County, Virginia*, 391 U.S. 430, 88s. 1689 (1968).

eliminate all vestiges of state-imposed segregation. It stated the techniques include the alteration of attendance zones, pairing, clustering or grouping of schools, and the transportation of students.²⁰

Mr. August's letter of July 14, 1975, to Dr. Medcalf continued to state reasons why the plan submitted on June 23, 1975, was not acceptable. Many of the elementary schools scheduled to open in the fall would have minority enrollments in excess of 90 per cent.²¹ The continuing presence of this large number of predominately minority schools indicates that the plan would not achieve a unitary school system in which discrimination is eliminated root and branch. (See Appendix D, Letter to Dr. Medcalf from Taylor August).

The plan contemplates the transportation of 2,645 elementary students. This was unacceptable because all of these are minority students. The courts have clearly stated that the burden of desegregation must not fall exclusively on minority children.²² Since the transfer policies of the District have had segregative effects in the past, no transfer policy that permits students to transfer from resident schools where their race constitutes a lesser proportion than

²⁰Swann v. Charlotte-Mecklenburg Board of Education, 402 U.S. 1, 91 S. Ct. 1267 (1971).

²¹Letter to Dr. Robert Medcalf from HEW, Op Cit., July 14, 1975.

²²U.S. v. Texas Education Agency, 467 F.2d 848 (5 Cir. 1972); Bibbins v. Bibb County Board of Education, 460 F.2d 430 (5 Cir. 1972); Clark v. Board of Education of Little Rock School District, 449 F.2d 493 (8 Cir. 1971).

their race constitutes in the receiving school, should be acceptable.

The Board of Education decided that a revised plan could not be drafted, approved, and implemented prior to the opening of schools for 1975-76 and directed the Administration to open schools on August 25, 1975, as they were organized in 1974-75. Then the School District directly committed itself to a course of action which would permit the District to achieve two simultaneous goals -- effective and complete desegregation of schools and enhancement of the quality of education for both minority and majority students.²³ In continuing the course that would lead the District toward eventual integration, the Board of Education's integration policy would simultaneously operate in these areas:

1. Solutions which call for integration of schools solely within the boundaries of the School District itself, will be rejected where they tend to promote racial implication, further segregation, white flight and the eventual resegregation of the District;
2. Solutions will be sought which are coterminous with the dimensions of the problems; a metropolitan plan of integration must be achieved in order to truly effect quality education and real, as opposed to temporary desegregation, of students; also, to maintain integration of population and neighborhoods within the School District and to require a fair share of the solution of problems throughout the entire region; and
3. Effective interim plans will be set into operation which will achieve open enrollment and mobility throughout the District while preventing

²³Policy Statement of the Board of Education of the Kansas City, Missouri School District on Desegregation of Education in the Kansas City Metropolitan Area, 1975, p. 4.

racial impact and further segregation of neighborhoods until long term solutions are implemented.²⁴

The School District is continuing to prepare plans designed to improve racial balance in its schools and to evaluate its status in regard to requirement of civil rights law. Accordingly, the Board of Education has resolved upon the following course of action:

- A. The Board of Education will commence a law suit against the Department of Health, Education and Welfare to enjoin actions by the federal government which would result in further racial impact and isolation solely within the boundaries of the District. In this connection the Board of Education will continue to cooperate with federal agencies and officials to insure that integration solutions are achieved but on a metropolitan scale without causing further segregation and neighborhood instability within the District.
- B. In pursuit of its policy of achieving meaningful integration the Board of Education will shortly take steps to initiate a major federal court action to achieve integration and to recommend to the court that in considering remedies it examine the full de jure and de facto results of prior acts of governmental bodies and adopt a meaningful plan of integration which is coterminous with the boundaries of Kansas City, Missouri, or the metropolitan region.
- C. The Board will continue to explore effective interim solutions to the problems of integration and the stability of the community and will implement as quickly as possible a policy of opening magnet and alternative schools which will enable full and total mobility of students within the District.²⁵

The problem of integrating the District still exists. Very likely, Kansas City is no closer to solving this problem than it was a few years ago. (See Appendix E, Progress of Desegregation Chart, 1975-76). The District has been able

²⁴ ibid., p. 5.

²⁵ ibid., p. 6.

to keep the federal monies coming into the District. Once again the District can apply for federal monies according to Andrew C. Miller, Education Editor of the Kansas City Times. He reported that the U.S. Department of Health, Education and Welfare has lifted the freeze on new federal grants to the Kansas City School District that had been authorized since August 29, 1975. The freeze was invoked by the Health, Education and Welfare Office for Civil Rights in August, 1975, as part of the government's effort to receive a desegregation plan from the School District. The freeze was a deferral on new federal funds which affected the District's ability to receive federal funds for new programs or to receive substantial increases in existing federal programs. The expiration of that freeze allows government agencies to begin processing requests by the District for new federal grants. This freeze could be re-established if a federal administrative judge rules that the District is segregated illegally as alleged by HEW in hearings conducted in December, 1975 and January, 1976.²⁶ Money is not the total answer to the District's problem. It is only a part of the answer. The problem is much larger than the schools; it is the community and a way of life. Schools are only an instrument which should be used to further the cause of integration and quality education. The problem of integrating the District continues to exist.

Andrew C. Miller, Education Editor, "HEW Removes Freeze on Grants", Kansas City Times, March 4, 1976, p. 3a.

CHAPTER V

DISCIPLINARY PROBLEMS AND POLICIES WITHIN THE DISTRICT

The job of the classroom teacher has grown more complex within the last decade. So much so that many who are in the teaching profession today are having second thoughts about their chosen profession. More often than before one hears this question "How long will we be denied the proper teaching climate?" The problem is putting up with the many disruptions that occur throughout most, if not all of the schools of the District. These disruptions account for more and more of the teacher's time which allows less and less time for the actual job of teaching (See Appendix F, Summary of Suspensions, 1974-75). If the school is to continue to maintain general education for all of its young citizenry as one of its objectives, it should provide an atmosphere which is conducive to learning.

During the latter part of the sixties, the Kansas City School District hired security guards for many of the school buildings. Their job was to protect students from other students and to protect teachers and students from

non-students. Many of the school buildings have security guards today with the same function which they had in the latter sixties. These problems have caused many teachers, young and old, to seek direction in finding solutions and have caused the Kansas City School District to take a look at its policies regarding disciplinary problems.

Joseph B. Carnot, assistant professor of education at the State University of New York at Cortland, analyzed the three most common approaches used by teachers to establish and maintain class discipline. They are the authoritarian, permissive and democratic approaches. In his description he stated:

The authoritarian approach is characterized by strict rules and regulations enforced by severe punishment. Some of the restraints imposed on the child are reasonable, others are arbitrary and oppressive and usually no effort is made to explain the reasons for or behind the restraints. In families where authoritarianism is most extreme parents seldom relax their control or corporal punishment as their children grow older. In less rigid authoritarian families, older children remain subject to the parent's decisions, but their own wishes are considered and the number of irrational restrictions can diminish.

The permissive approach can hardly be called discipline at all since the parents make little attempt to set limits on the child's behavior. Some parents see in their relationship with their children only the necessity to make them happy as each day passes and not recognize that this treatment may deprive the children of the strength which comes from wise restriction. This is likely to give a false idea of what to expect of life outside the home. Parents give him a minimum of guidance, and may even consider guidance as domination of the child's personality. Mothers are considerably more likely to use this approach than fathers since they feel more guilty about restricting or punishing their children,

and more often give in. The main purpose of the permissiveness is to encourage the child to assume responsibility for his own behavior and to avoid the possible psychological damage which some psychoanalysts have attributed to inhibition and repression.¹

Carnot believed the democratic approach was the best approach. He described this approach in the following manner:

Those who favor democratic techniques approach discipline from an educational point of view. They make use of explanation, discussion, and reasoning to help the child understand why he is expected to conduct himself in certain ways. Good behavior is generously rewarded with praise and encouragement, and inappropriate behavior is punished only when it is willful. The punishment, however, is never harsh. Some democratic parents tend to be more lenient than others, but even these parents do not follow an extreme laissez faire policy. The aim of this approach is to encourage self-discipline by showing the child there are reasons for controlling his behavior, and that he will win approval if he behaves in an appropriate manner. Democratic discipline usually provides guidance without domination and freedom without laxity and is generally considered the most possible approach for teachers to follow.²

Most teachers of this District have adopted the democratic approach to discipline their students, but there seems to be a cry for more rigid action. The Kansas City School District's handbook on policies, revised January 8, 1976, has spelled out some specific rules that are to be enforced by each school. It states that any student may be expelled from school on the following grounds:

¹Joseph B. Carnot, "Dynamic and Effective School Discipline", The Clearing House, November 1973, pp. 105-51.

²ibid., p. 151.

Use of violence, force, noise, coercion, threat, intimidation, fear, passive resistance or other comparable conduct, constituting an interference with school purposes, or urging other students to engage in such conduct. The following enumeration is illustrative of the type of conduct prohibited by this subparagraph:

Occupying any school building, school grounds, or part thereof with intent to deprive others of its use;

Blocking the entrance or exit of any school building or corridor or room therein with intent to deprive of lawful access to or from, or use of, the building or corridor or room;

Setting fire to or substantially damaging any school building or property;

Firing, displaying, or threatening use of firearms, explosives, or other weapons on the school premises for any unlawful purpose;

Prevention of or attempting to prevent by act the convening or continued functioning or any school or educational function, or of any lawful meeting or assembly on school property; and

Repeatedly and intentionally making noise or acting in any manner so as to interfere seriously with any teacher's ability to conduct the educational function under his supervision.

Causing or attempting to cause substantial damage to school property, stealing or attempting to steal school property of substantial value, or repeated damage or theft involving school property of small value.

Intentionally causing or attempting to cause substantial damage to valuable private property on school grounds or during an educational function or event off school grounds; or repeatedly damaging or stealing private property on school grounds or during an educational function or event.

Intentionally causing or attempting to cause physical injury or intentionally behaving in such

a way as could reasonably cause physical injury to a school employee.

Intentionally doing serious bodily harm to any student.

Threatening or intimidating any student for the purpose of, or with intent of, obtaining money or anything of value from such student.

Knowingly possessing, handling or transmitting any object that can reasonable be considered a weapon.

Knowingly processing, using, transmitting or being under the influence of any narcotic drug, hallucinagenic drug, amphetamine, barbiturate, marijuana, alcoholic beverage, or intoxicant of any kind.

Engaging in the unlawful selling of narcotics or other violation of criminal law which constitutes a danger to other students, or constitutes an interference with school purposes.

Falling in a substantial number of instances to comply with directions of teachers, during any period of time when he/she is properly under their supervision, where such failure constitutes an interference with school purposes.

Engaging in any activity forbidden by the laws of the State of Missouri which constitutes an interference with school purposes.³

In addition to the rules listed by the School District, local schools have disciplinary problems that are equally important to the success of their school. They are faced with additional problems the District refuses to deal with. Most of the local schools refer students to the vice-principals for counseling or more stringent action for committing the following school infractions:

³The School District of Kansas City, Missouri, Policies, Revised January 8, 1976, B.P. 7238.

Gambling
 Smoking (In other than designated areas)
 Class disruption (running, playing and talking)
 Leaving School building - without administrative permission
 Class cutting - attend some classes and skipping others
 Excessive tardies
 Truancy or excessive absences
 Trespassing - entering the building while on suspension or in areas where students are not allowed
 Profanity - toward someone or in the presence of others

The discipline policy of each school has two goals; the health and safety of the students; and the establishment of a situation where the students can be successful and productive in the purposes of the school.

Dr. William Goldstein in writing in Clearing House on discipline shared his thoughts on how one should be guided in handling disciplinary problems in the schools:

Perception of justice will probably be immutable. In other words, most attempts to get those parents who are inclined to support their children no matter what, to see the school's position are doomed to rhetorical acceptance at best, but parental bitterness will probably linger. Administrators and teachers should resign themselves to this reality and decide what needs to be decided anyway.

Having thoughtout the problem and decided on equitable enforcement, do not weaken because of pressures (and they will surely come). Failure to remain steadfast behind a decision of good quality will cause all the dominões to fall and all standards with them. Liquefaction on equitable maintenance of discipline will destroy the entire essence of school tone and fairness in administering policy.

Recognize that some people will stop at almost nothing to cause the school to rescind its decision on, let us say, a more-than-justifiable suspension. Be prepared for some

uncomfortable and unpleasant moments. Here is where the Harry Truman heat-kitchen analogy becomes highly operable.

On the other hand, if one recognizes that a "poor" or inequitable decision has been made, to mangle Shakespear a bit, conscience should make cowards of us all, and that decision should be rescinded without the groundless, self-flagellating fear of showing weakness. Equity must be the ultimate arbiter; the goose-gander metaphor is an excellent rule of thumb.

Do not allow the school to be needlessly insulted or humiliated. Point out very clearly that neither school personnel nor the parents committed the transgression for which the punishment was meted out. Sometimes, the sheer logic of this position causes good sense to prevail, and parents begin to see the child and the alleged offense in appropriate perspective.

Allow parents their "moment in the sun". They are angry and frequently fearful about "record". As a matter of fact, there is sometimes an almost-paranoid intensity about what is logged on paper concerning serious disciplinary infractions, and the school must be hypersensitive, and genuinely so, in handling this side of the problem.⁴

Usually when the problem leaves the teacher and reaches the building administrator, it is regarded as chronic. However, before it reaches this point teachers and counselors try to determine the cause of this behavior. Teachers are allowed to deal with discipline in the following manner according to Board Policy 7231:

Each teacher shall, when students are under his/her charge, have the right to take any action which is then reasonably necessary to

⁴William Goldstein, "Discipline: For Someone Else's Kid?", The Clearing House, April, 1973, pp. 457-458.

carry out, or to prevent an interference with, the educational function of which he/she is then in charge. (Conduct constituting an interference with an educational function shall consist of any conduct which causes, or which can reasonably be foreseen to cause, a substantial disruption or material interference in the carrying out of an educational function. Undifferentiated fear or apprehension of disturbance, disruption or interference shall not alone constitute sufficient grounds to support a determination that such conduct exists.) The term "teacher" includes coaches and other certified personnel in charge of any educational function.

The following are limits on the teacher's authority:

No teacher shall have the right to exclude a student from any educational function within his/her supervision for a period of more than one day without the written approval of the principal or his/her designee. No teacher has the authority to send a student away from school.

No teacher shall have the right to suspend students from school.⁵

It is clear after reading the above policy that teachers still have enough authority to handle most problems that would occur in the classroom. It is up to the teachers not to abuse this authority.

According to Board Policy 7233, communications between teachers and the school office shall be handled in the following manner:

A teacher shall have the right to send a student to the office whenever the student is involved in a disturbance. The teacher shall notify the office immediately and shall submit to the office a written account of the matter by the end of the day.

⁵The School District of Kansas City, Missouri, Policies, Revised January, 1976, B.P. 7233.

The principal or his/her designee shall call a preliminary investigation to be made, based on the written account submitted by the teacher.

In serious breach of discipline, the teacher may request implementation of the following procedure:

1. Conference shall be held involving two or more of the following persons: principal, vice-principal, parent, counselor and teacher. The student should be present along with any other appropriate School District agency.
2. The teacher shall receive from the principal or his/her designated representative an explanation in writing, if requested, of the steps taken for solving the problem.
3. Whenever an offense committed at school is a violation of a criminal law, it is the policy of the School District to involve the police and to prosecute the offender. Such procedures shall be initiated through the office of the principal.⁶

To many teachers these policies are unknown. Furthermore, the policies are not followed by many of those who are informed. In many cases it is much simpler for a teacher to send the student to the office with the teacher's personal recommendation. Usually it is to suspend this student or that this student must have a parent conference with the teacher before he may return to class, etc. Requests like these tend to put the administrator on the spot in that the violation might not dictate that the administrator should follow the recommendation of the teacher.

Administrators are also guided by policies set forth by the Kansas City, Missouri School Board. Board Policy 7235 states the procedure to be followed in the short-term

⁶ ibid., B.P. 7233.

suspension (usually from one to ten days) of students by a principal or his/her designee:

An Investigation.

Each student be given oral or written notice of the charges against him/her and if he/she denies them, an explanation of the evidence obtained in the investigation and an opportunity to present his/her side of the story. Students whose presence pose a continuing danger to persons or property or an ongoing threat of disrupting the academic process may be immediately removed from school, with the necessary notice and informal hearing occurring as soon as practicable.

A determination that there is a proper ground(s) for suspension, and that a suspension is necessary to help the student, to further school purposes, or to prevent an interference therewith.

Within twenty-four hours, or such additional time as is reasonably necessary, following such suspension, the principal or his/her designee shall send a written statement to the student's parent or legal guardian describing conduct, misconduct or violation of any rule or standard and the reason for the action taken.

The principal or his/her designee shall make a reasonable effort to hold a conference with the parent or legal guardian before or at the time the student returns to school.

All suspensions shall be reported to the Superintendent or his/her designee who may revoke the suspension at any time.⁷

It is within these guidelines listed above that administrators must provide for an orderly climate for educational process. Of all the disciplinary techniques used for an orderly school program, the one which is most often relied upon as ultimate control is suspension. Other disciplinary

⁷Ibid., B.P. 7235.

techniques, such as ridicule and paddling, have been explicitly questioned and reconsidered, but suspension continues to be widely used by most administrators of the district even though it has not been supported by empirical evidence as a successful means of social control.

The Jesuit School, established Circa 1651 in France, was the first school on record to utilize the practice of denying students an opportunity to attend school for disciplinary reasons. The school rules were quite strict; once inside the school -- silence was the rule.⁸

Rules and regulations are established as guides to desirable behavior. Rule makers insure compliance through a system of rewards and sanctions. Sanctions may be punitive (coercion, ridicule, or withholding of privileges) or non-punitive (rewards, appeals to the individual's sense of right or wrong, or self-discipline).⁹ Many school personnel viewed maintenance of order as their first duty and major difficulty. Student disruptions, walkouts, and demands in the latter 1960's focused attention on a segment of the school population which disagreed with educators' perceptions of suspension. Students disagreed especially with the right of the school to suspend a student for misconduct when the

⁸John S. Brubacher, History of the Problem of Education, 2nd ed. (New York: McGraw Hill Book Co., 1966), pp. 192-95.

⁹Donald J. Willower, Terry L. Eidell and Wayne K. Hoy, Report on a Study of the School and Public Control Ideology (University Park, Penn.: Pennsylvania State University, 1967), p. 4.

administration appeared to be more interested in protecting institutional interests rather than resolving student problems.¹⁰

When the courts entered the picture because students alleged that their civil rights were being violated, school personnel were required to show cause for their actions. In Minnesota, the school was required by the court to provide facilities of education for pregnant girls and married students.¹¹ In Alabama, the court permitted boys with long hair to attend school, demanding that one's appearance must carry with it a substantial risk of harm to other students before the school could suspend for it.¹²

It is not easy for administrators to provide the teaching climate that the schools once had. Administrators today are fearful of the courts and the parents. These problems have stimulated educators to look for alternatives to the traditional suspension. Gary L. Kimsey, School Editor and a member of the staff of the Kansas City Star wrote on a different approach to discipline other than suspensions. It was an experimental plan that was being tried by the Hickman Mills School District which is a suburb of Kansas City and is one of several school districts located in the Greater Kansas

¹⁰John W. Katz, "Opportunity to Hear in Public School Discipline Hearings", Urban Education (4, January, 1970).

¹¹Ralph R. Doty, Pupil Expulsion (Bethesda, Md.: ERIC Document Reproduction Service, Ed 024 961, 1969), p. 10.

¹²Griffin v. Tatum, 300 F. Sup. 60 (M.D. Ala., 1969).

City area. The new plan required students needing discipline to attend school on Saturday morning for four hours. The Hickman Mills School District indicated that the new plan was being used because the old plan (suspending students) had failed to curb the student problems. The Hickman Mills District also pointed out that the old plan was outmoded, that is, it was a negative approach rather than a positive approach to educating students. Suspending a student was classified as a punitive action and clearly contrary to the purposes of the schools.¹³

The new plan allowed the student to remain in school instead of being in the street. It gave the teachers, counselors and administrators a chance to work with the student in order to solve the problem(s) which caused the infraction in the first place. Students were encouraged during the Saturday periods to understand their own problems. In addition to understanding their own problem they were assigned school projects and other school related material.

The Hickman Mills' new policy was modeled after one which was used in the Lee's Summit School District, which is a suburb of Kansas City, Missouri. Lee's Summit School District dropped its suspension policy because it was not solving student problems. Their new philosophy is to help the students and keep them in school. This was done by

¹³Gary L. Kimsey, School Editor, "Disciplinary Views Shift", Kansas City Star, October 7, 1975, p. 3a.

creating an atmosphere of trust and concern and being sensitive to the needs of the students.

Even with the success of the Lee's Summit District's plan there were principals in the Hickman Mills District who were not sold on the new policy. One principal was quoted as saying, "It is a Saturday detention rather than students going to school on Saturday."¹⁴

With the guidelines on one side, the teachers on another and the parents and students on a third side, administrators are receiving criticism from all sides. Teachers are more vocal than they once were and they unite for many causes including the problem of discipline and how it affects them and their school. The investigator was invited to attend a meeting of teachers who wanted to discuss what they felt should have been done regarding their school and discipline. Most teachers felt that policies concerning discipline were not followed by all teachers, administrators and supportive personnel. An example given was that some teachers gave many passes to the restroom or library while others did not give passes at all, thus students were confused as what is expected of them. Another example that was discussed was of two students committing the same violation -- one student was warned while the other student was suspended. The feeling was that administrators should be more consistent in dealing with these problems.

¹⁴ibid., p. 3a.

Many teachers were concerned that suspensions are "not doing the job". They felt that many chronic suspensees saw suspension as a holiday, that suspension reinforces chronic absenteeism, that a student cannot be helped outside of the school environment. On the other hand, teachers realized that there were no available alternative for people who refused eighth hours or parental conference. Teachers also mentioned that teachers and committees have often given well-tought-out plans for improving the discipline situation, but these plans and suggestions were rarely implemented or given proper consideration.

The meeting tended to be quite helpful. The writer was able to see the sincere concerns and frustrations that many teachers are experiencing and a clear realization that most, if not all, teachers would like some help in dealing with those problems. Such problems still exist and educators everywhere are still researching for a solution that will be acceptable to all sides. In the meantime the Kansas City School District must live with problems that are planing teachers against administrators and parents against teachers and administrators.

CHAPTER VI

SUMMARY, RECOMMENDATIONS AND CONCLUSIONS

The operation of a school building or a district has grown more complicated as the years go by. Much of an administrator's time is spent learning the new laws, trying to avoid law suits, and trying to please the community with respect to quality education. It is not an easy job.

Most lay people get the school news in bits and pieces. They are rarely able to put several problems of the district together for an overall picture. It was for that reason the writer chose to investigate not one, but several problems facing the Kansas City School District. The three specific problems selected were+

The declining enrollment and the closing of school buildings.

The problem of integration within the district.
Disciplinary problems and policies.

Summary - School Closing

The present enrollment, the projected enrollment, the oversupply of teachers and the excessive classroom space are problems that must be faced now by the Kansas City, Missouri School District. All of the indicators point to the fact that these problems will be with us for the next few years.

It is impossible to solve many of these problems without dividing the community. In some cases it may unite the community against the Board of Directors and school administrators.

Shrinkage doesn't happen overnight; it creeps up. First there is one empty room and you find use for it, and then another. The Kansas City District has been desperately overcrowded, and the school administrators were delighted to have some relief. How the Kansas City School District will respond to the shrinkage depends on how it is presented to the community. The closing of schools seems to be one of the few alternatives.

On paper, closing a school would appear to be a simple exercise in logistics and costs. It only needs the same kind of numbers as justifying a new school - but in reverse. In fact, however, closure is less a numbers problem than a people problem. Like passing a school bond referendum, it is essentially a political issue. The "howls" of protest from parents who see neighborhood schools closed are particularly hard to deal with, and frequently become the basis for school board election fights and even protracted costly litigation. Perhaps one of the most difficult tasks facing school boards and administrators when dealing with school closing is determining where to begin and how to proceed. They have only one chance to make the right decision when the problem is upon them.

The establishment of a task force or lay citizens advisory group is an essential ingredient of any school closing effort. Task forces provide a direct line into the community. They serve a school system best when they are given opportunities to be involved in the decision-making process. People tend to support what they had a hand in creating.

Recommendations

The closing of a school will seldom, if ever, be an easy process. It can be facilitated, however, with a well defined plan of action. The writer is recommending the following minimum steps that should be included in such a plan.

Adequate initial communication - get the opinion of many people within the community about closing a particular school. Explain to small groups the advantages to the community of the anticipated move. Provide statistics when this has proved to be a saving in other communities.

An adequate period of time for a comprehensive study and planning - commission a committee to study the closing with instructions to have a final report with a specific time. Allow the community to study the plan prior to any public hearing.

Public announcement of a tentative nature - use the news media to reach the total community. Give needed information so the public may prepare to participate.

Public hearing at the school site - provide an opportunity for the patrons of the school involved to voice

their opinions. Select their school because they are more directly affected. Make sure that the Superintendent or his assistant and at least one School Board member are present.

A public hearing before the Board of Education - all Board members and the Superintendent should be present. The School Board members and the Superintendent listen and they should give their opinions to the patrons.

Well-defined orientation and transitional plans - Invite parents to visit their new school building and meet the staff in advance of the opening date. Provide them with needed literature that will cut down on confusion.

Summary - Desegregation

Any desegregation proposal should be designed to provide the opportunity for experiences for school-age youngsters to engage in the teaching-learning process in an atmosphere conducive to assisting and encouraging them to be most productive as a citizen in a pluralistic society. Of paramount importance is the necessity to keep constantly in mind the fact that quality educational programs and equity of opportunity are essential in any design. Any plan which merely provides for the superficial mixture of the races falls far short of what is essential to overcome deterrent factors inherent in racial isolation or severe racial imbalance. As the desegregation of pupils is planned and implemented, it is only natural that, as usual, anxiety and fears will surface. It seems, however, that an important concern should be the instructional program and what school is all about - the

educational aspect of desegregation and what is happening inside the classroom.

Recommendations

The issue of school integration is likely to be with the Kansas City, Missouri School District for years to come. The writer believes that in formulating integration plans, greater attention should be given to meeting the educational and social needs of the community. The writer also believes that a period of re-evaluation is necessary if the integration process is to proceed in such a manner as to maximize the probabilities that the ultimate goal of social change will be achieved.

The following steps are recommended to be considered for the existing integration plan of the District or for any new plan the school system might approve:

Develop and initiate the implementation of a program of in-service training for all staff in the District which will facilitate improved educational experiences for students in a racially integrated setting.

Develop and initiate a student orientation and human relations training program for all students in newly integrated school.

Develop and implement a program of public information and community involvement in support of school integration and educational improvements within the District.

Explore and evaluate methods of metropolitan school integration which could be applicable to the Kansas City area.

Implement a strategy for bringing about metropolitan school integration through the courts.

Control voluntary student transfers throughout the School District in a way that would stabilize enrollments and not contribute to resegregation.

Summary - Discipline

Districts are faced with the ever pressing problem of maintaining order in the classroom. This problem has caused many teachers (old and new) to seek new directions. The courts have gotten into the picture because many students feel that their rights have been violated. This has caused most, if not all, districts to employ full-time lawyers. One of the jobs the lawyers have is to guide school administrators in dealing with this problem of discipline insuring the rights of each individual.

Suspensions seems to be the only effective deterrent to students who consistently refuse to obey orders. Obviously, disciplinary action must take account of community attitudes.

Recommendations

The writer feels that discipline would be less of a problem if the present policies were better understood by teachers, students and administrators, and if those policies were uniformly enforced rather than flexibly enforced. The writer also feels the students should be given specific guidelines for acceptable and unacceptable behavior as well as information about the penalties for failures to comply with regulations.

There should be within the District a periodic evaluation of the suspension program conducted by each school.

Those in charge of discipline should try this evaluation to identify misbehaviors which suspension effectively deters, and those with which suspension proves ineffective. The administration would then be in a position to initiate approaches and procedures for increasing the effectiveness of suspension. Adequate records of suspension would be an essential part of this evaluation.

Schools could devise a systematic approach for determining the pattern of class absences with emphasis upon the causes. Then methods based upon evidence could be devised for improving students' attendance in class. In addition to the above recommendations, other needs are warranted for greater attention to be devoted to other types of approaches. There is a need to learn more about the type of student who misbehaves in school. There is a need to study those who suspend students and/or recommend students for suspension. Such a study should attempt to compare teacher and/or administrative characteristics of frequent suspenders to determine the degree, if any, that these individual characteristics contribute to suspendable misbehavior. Such a study should make suggestions which are likely to minimize undesirable teacher/administrator influences, thereby providing another resource for improving in-school behavior.

Community support for schools is frequently discussed in parent/teacher meetings. If there is a strong community force which encourages constructive in-school behavior, viable alternatives may be available in the community for a

small percentage of students for which suspension is ineffective.

Conclusions

Many writers have researched many problems facing the many school districts of our nation with their results being less than a panacea. It would seem that in education and possibly other fields the more problems we solve, the more we need to solve or we create new problems by solving old ones.

The Kansas City School District's problems are by no means unique. As you have read in this study many of these educational problems have been isolated with an attempt being made to show the nature and background of these problems. Where appropriate suggestions have been offered with the idea of contributing to educational process of the Kansas City District and possibly others.

There are varying opinions as to the proper remedy for the ills of education. Many express the idea of total revision and refurbishing of the curriculum as a cure. There is a feeling that more people need to be involved at the grass-roots level. Any piecemeal approach to solve the crucial problems and issues identified by students, teachers, and parents to improve the Kansas City District will not be effective.

A comprehensive change is needed where an attack is launched on all of the crucial problems simultaneously.

Needless to say, it is vital that society continually asks questions about schools and engages in a program of continuous evaluation of the educational process.

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APPENDIX A
PROJECTED ENROLLMENT OF EACH KANSAS CITY,
MISSOURI PUBLIC SCHOOL
1973-74 THROUGH 1977-78

TABLE I
 FIVE-YEAR PROJECTED RESIDENT ELEMENTARY SCHOOL MEMBERSHIP BASED ON
 RESIDENT MEMBERSHIP, 7TH WEEK, 1972-73, BY YEAR,
 1973-74 THROUGH 1977-78

Elementary School	Change Ratio Projections				
	1973-74	1974-75	1975-76	1976-77	1977-78
Allen	71	62	52	42	34
Ashland	631	603	576	620	542
Askew	727	755	772	810	832
Attucks	279	250	227	213	202
Bancroft	694	605	540	474	421
Blenheim	495	457	416	368	350
Border Star	532	484	440	394	353
Bristol	572	516	444	386	334
Bryant	516	492	482	461	445
Carlisle	221	218	228	240	254
Chick	493	573	658	743	812
Clay	272	241	210	179	158
Cook	302	245	212	189	179
Douglass	134	128	126	129	132
nbar	145	131	123	118	119
Fairmount	385	365	355	347	321
Faxon	589	571	549	531	512
Franklin, B.	125	103	82	71	64
Franklin, C.A.	712	646	583	533	499
Garfield	558	572	595	629	676
Garrison	298	277	261	237	219
Gladstone	311	260	194	176	165
Graceland	575	546	557	544	551
Greenwood	564	489	445	395	352
Harrison, B.	397	368	339	309	267
Hartman	261	236	207	198	192
Holmes	624	520	452	401	367
James	517	487	433	391	360
Karnes	257	225	211	201	201
Kensington	446	403	370	350	337
Knotts	673	671	671	682	672
Korte-Rock Creek, North	975	883	831	780	738
Kumpf	735	679	635	586	536
Ladd	755	637	560	524	482
Leeds	209	222	239	244	264

Elementary school	Change Ratio Projections				
	1973-74	1974-75	1975-76	1976-77	1977-78
Linwood	427	333	353	329	306
Longan	379	366	362	360	361
Longfellow	352	315	276	247	225
Manchester	297	283	272	268	253
Mann	550	470	409	372	343
Marlborough	396	467	531	598	675
Martin	104	81	64	56	52
McCoy	526	495	471	449	434
Melcher	658	696	715	701	715
Meservey	919	922	931	904	896
Moore	392	373	354	323	290
Mt. Washington	319	286	249	234	209
Nelson	318	299	273	250	235
Nichols	405	380	362	332	311
Norman	247	259	271	317	322
Pershing	770	682	607	570	544
Phillips	313	279	264	255	253
Pinkerton	510	519	529	536	537
Pitcher-Fairview	768	721	680	634	577
Richardson	588	543	511	486	477
Rock Creek, West	203	192	185	182	188
Rollins	148	128	113	97	89
Kuhl	169	127	114	103	90
Scarritt	561	550	527	522	504
Seven Oaks	466	444	423	409	426
Stark	110	100	92	83	76
Sugar Creek	256	255	253	253	259
Swinney	224	210	197	184	173
Switzer	686	639	594	561	522
Thacher	495	494	496	489	499
Three Trails	288	260	238	225	215
Troost	625	690	765	832	900
Twain	647	651	672	721	772
Volker	234	212	191	173	163
Washington, B.T.	318	288	254	226	197
Weeks	697	594	551	526	503
Wheatley	348	307	285	264	250
Whittier	592	510	428	361	308
Willard	1,175	1,121	1,067	998	931
Woodland	650	662	676	680	649
Yates	470	434	400	387	379
TOTALS	34,650	32,607	31,080	29,992	29,050

TABLE II
 FIVE-YEAR PROJECTED RESIDENT JUNIOR HIGH SCHOOL MEMBERSHIP BASED ON
 RESIDENT MEMBERSHIP, 7TH WEEK, 1972-73, BY YEAR,
 1973-74 THROUGH 1977-78

Junior High School	Change Ratio Projections				
	1973-74	1974-75	1975-76	1976-77	1977-78
Bingham	1,067	1,089	1,070	988	935
Central	1,052	1,044	941	848	762
King	1,145	1,128	1,047	1,025	997
Lincoln	583	583	509	445	413
Northeast	1,710	1,680	1,677	1,573	1,431
Nowlin	1,333	1,281	1,191	1,091	1,052
Southeast	1,324	1,264	1,252	1,218	1,192
TOTALS	8,214	8,069	7,687	7,188	6,782

TABLE III
 FIVE-YEAR PROJECTED RESIDENT SENIOR HIGH SCHOOL MEMBERSHIP BASED ON
 RESIDENT MEMBERSHIP, 7TH WEEK, 1972-73, BY YEAR,
 1973-74 THROUGH 1977-78

Junior High School	Change Ratio Projections				
	1973-74	1974-75	1975-76	1976-77	1977-78
Central	1,898	1,817	1,793	1,744	1,629
East	1,682	1,600	1,554	1,459	1,398
Lincoln	1,281	1,202	1,160	1,110	1,000
Manual	1,270	1,381	1,448	1,375	1,223
Northeast	1,812	1,726	1,650	1,633	1,608
Paseo	2,644	2,832	2,838	2,778	2,625
Southeast	2,155	2,402	2,521	2,533	2,519
Southwest	2,133	2,074	2,018	2,041	1,984
Van Horn	1,864	1,785	1,722	1,657	1,562
West	458	429	404	366	339
Westport	1,362	1,275	1,200	1,105	1,049
TOTALS	18,559	18,523	18,308	17,801	16,936

APPENDIX B

LETTER TO TAYLOR D. AUGUST, DIRECTOR, OFFICE FOR CIVIL
RIGHTS, DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
FROM DR. ROBERT A. MEDCALF, SUPERINTENDENT
OF SCHOOLS, KANSAS CITY, MISSOURI



THE SCHOOL DISTRICT OF KANSAS CITY, MISSOURI

1211 MCGEE STREET

KANSAS CITY, MISSOURI 64106

Phone: 816 / 221-7565

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MARY ROBERSON (MRS.)

Superintendent of Schools
DR. ROBERT L. MEDCALF

May 13, 1975

DR. GLEN L. HANKS, Secretary

Mr. Taylor D. August, Director
Office for Civil Rights
Region VII
Department of Health, Education, and Welfare
601 E. 12th Street
Kansas City, Missouri


Dear Mr. August:

The Board of Directors of the School District of Kansas City, Missouri has directed me to notify you of Board action at a Special Board Meeting on May 12, 1975. Attached please find a certified true and correct copy of an excerpt taken from the minutes of that meeting.

Please note that the Board approved resolution states that the Board of Directors is working on a desegregation plan to be submitted to your office by June 10, 1975. Please consider the action by the Board and this letter as official response to your letter dated April 14, 1975. For your information, the Board at the same meeting mentioned above, also unanimously approved submitting a proposal for an ESAA grant for the 1975-76 school year.

If you have any questions, please feel free to contact me. We will be glad to meet with you to further explain the Board action.

Sincerely,


Robert L. Medcalf
Superintendent of Schools

RLM:bb

attachment

The Board of Directors of the School District of Kansas City, Missouri, pursuant to notices having been sent, met in a SPECIAL MEETING at 5:00 p.m., Monday, May 12, 1975, in the Board Room, with the following members present: Mrs. Robbie R. Tyler, President; Mrs. Anne B. Blond; Mr. William B. Bundschu; Mr. Samuel J. Carpenter; Mr. Fletcher Daniels; Mr. Barton L. Hakan; Mr. James H. Lyddon; and Mrs. Mary Roberson, being all the members of the Board, except Mr. Charles R. Rinehart, who was absent.

Mrs. Robbie R. Tyler, President, in the Chair.

Among other proceedings the following was had and made:

Mr. Lyddon moved approval of the following resolution:

That the Department of Health, Education and Welfare be notified that this Board is working on a desegregation plan to be submitted for HEW review by June 10, 1975.

The plan is to provide for:

1. A minimum of 30% minority enrollment in all schools.
2. Zone boundaries that will be adjusted to allow for maximum use of schools within reasonable bounds.
3. Equal bussing will be strived for exclusive of transportation for programs and overcrowding.
4. The transfer policy of the District to be that adopted by the Board under prior submission to HEW.
5. Narrative support as to the rationale of the plan and its educational advantages.

The motion was seconded by Mr. Daniels and was approved by the following vote:


Ayes: Mrs. Blond, Mr. Carpenter, Mr. Daniels, Mr. Lyddon, Mrs. Roberson

Noes: Mr. Bundschu

Abstained: Mr. Hakan, Mrs. Tyler

Absent: Mr. Rinehart

THIS IS TO CERTIFY that the above and foregoing is a true and correct copy of an excerpt taken from the minutes of the meeting of the Board of Directors of the School District of Kansas City, Missouri held May 12, 1975.


Glen L. Hanks, Secretary, Board of Directors
THE SCHOOL DISTRICT OF KANSAS CITY, MISSOURI

APPENDIX C

LETTER TO DR. MEDCALF, SUPERINTENDENT, KANSAS CITY,
MISSOURI SCHOOLS, FROM PETER E. HOLMES, DIRECTOR,
OFFICE FOR CIVIL RIGHTS, DEPARTMENT OF HEALTH,
EDUCATION AND WELFARE



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF THE SECRETARY

WASHINGTON, D.C. 20201

MAY 13 1975

Mr. Robert Medcalf
Superintendent of Schools
Kansas City, Missouri School District
1211 McGee
Kansas City, Missouri 64106

Dear Superintendent Medcalf:

On April 14, 1975, Mr. Taylor D. August, Director, Office for Civil Rights, Region VII advised you that if, on or before May 13, 1975, your district did not submit an acceptable desegregation plan which would eliminate the vestiges of your former dual school system, this Office would have no alternative but to request our Office of General Counsel to initiate administrative enforcement proceedings.

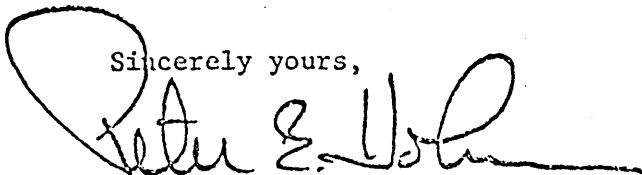
In view of the fact that you have not submitted such a plan, I am referring this matter to the Office of General Counsel of this Department with a request that administrative enforcement proceedings be initiated.

It is my further determination, however, that an additional 60-day period may enable your board to adopt and submit an acceptable plan. Therefore, I will not order deferred for a period of 60 days, final approval of any application filed with this Department for Federal funds for new programs and activities. Your State Education Agency is also being notified of my action.

In accordance with the Coordinated Enforcement Procedures for Elementary and Secondary Schools under Title VI of the Civil Rights Act of 1964, issued by the U. S. Department of Justice, each Federal Agency extending assistance to schools will be notified of this action.

My staff is always willing to extend any further assistance to your school system which would aid in your efforts to comply with the requirements of Title VI of the Civil Rights Act of 1964. If you wish to discuss the possibility of coming into compliance, please feel free to contact Mr. Taylor August in Kansas City. His telephone number is 374-2474.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Peter E. Holmes". The signature is written in a cursive style with a large, looping initial "P".

Peter E. Holmes
Director
Office for Civil Rights

cc: Regional Director/DHEW
Director, Office for Civil Rights,
Region III
Chief State School Officer
Regional Attorney
Regional Commissioner/OE

APPENDIX D

LETTER TO DR. MEDCALF, SUPERINTENDENT, KANSAS CITY,
MISSOURI SCHOOLS, FROM TAYLOR AUGUST, DIRECTOR,
OFFICE OF CIVIL RIGHTS, DEPARTMENT OF HEALTH,
EDUCATION AND WELFARE



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
REGION VII
FEDERAL BUILDING
601 EAST 12TH STREET
KANSAS CITY, MISSOURI 64106

OFFICE OF
THE REGIONAL DIRECTOR

July 14, 1975

Dr. Robert A. Medcalf
Superintendent of Schools
The School District of Kansas City, Missouri
1211 McGee Street
Kansas City, Missouri 64106

Dear Dr. Medcalf:

On April 14, 1975, this office notified you of our determination that the School District of Kansas City, Missouri is not in compliance with Title VI of the Civil Rights Act of 1964. Specifically, we found that the district has not eliminated all vestiges of the prior State-imposed dual school system, that many of the district's actions since 1954 have had a perpetuating segregative effect, and that the district denies equal educational opportunities to students in predominantly minority schools. Accordingly, you were requested to submit a desegregation plan for implementation at the beginning of the 1975/76 school year which would correct the Constitutionally impermissible conditions and provide equal educational services to all students enrolled in the district's schools.

On June 10, 1975, you forwarded a plan that we were unable to thoroughly review for legal acceptability because it lacked pertinent statistical information and legible attendance zone maps. I informed you of this problem in a letter dated June 17, 1975. On June 23, 1975, we received a corrected plan for review. On July 2, 1975, members of your staff provided additional maps and information which made it possible to review the plan.

We have completed our analysis of the plan and have concluded that it is unacceptable. Implementation of the plan would not bring the district into compliance with Title VI because the plan neither fully dismantles the vestiges of State-imposed segregation nor assures equal educational opportunities to students in predominantly minority schools.

At a meeting in your office with you and members of your administrative staff on April 25, 1975, we discussed

standards and guidelines which the Office for Civil Rights uses in the evaluation of desegregation plans. I pointed out that the United States Supreme Court established the obligations of prior dual school systems in Green v. County School Board of New Kent County, Virginia, 391 U.S. 430, 88 S. Ct. 1689 (1968), and Swann v. Charlotte-Mecklenburg Board of Education, 402 U.S. 1, 91 S. Ct. 1267 (1971). In Green, the court reaffirmed that former dual school systems have 'an affirmative duty to take whatever steps are necessary to convert to a unitary system in which racial discrimination would be eliminated root and branch.' School boards, the court said, must 'come forward with a plan that promises realistically to work, and promises realistically to work now.' Swann announced 'a presumption against schools that are substantially disproportionate in their racial composition.' The court, in Swann, also approved a variety of remedial techniques 'to eliminate from the public schools all vestiges of state-imposed segregation.' These techniques include the alteration of attendance zones, pairing, clustering or grouping of schools, and the transportation of students.

Further, I cautioned that decisions to close school facilities may not be based on racial considerations; that hardships, if any, imposed by the implementation of desegregation plans should be borne proportionately by minority and nonminority children; and, that the quality of educational services provided by the district should not differ significantly throughout the district's schools.

In view of the principles cited above, we have determined your proposed desegregation plan to be unacceptable for the following reasons:

ELEMENTARY SCHOOLS

Nineteen of the elementary schools scheduled to open in the fall will have minority enrollments in excess of 90 percent. The continuing presence of this large number of predominantly minority schools indicates that the plan will not achieve a unitary school system in which discrimination is eliminated root and branch.

There is no evidence in the plan that the proposal to establish two alternative schools in each of six sub-districts

will help to achieve a unitary school system. There is much discussion in the plan of the concepts underlying the open, traditional, and contemporary educational philosophies. There is, however, no detailed discussion of how the district intends to attract integrated student bodies to the alternative schools. Moreover, there is evidence in the plan that the establishment of alternative schools will retard desegregation. For example, on page 31 of the plan the district attempts to justify the continued racial isolation of large numbers of minority students in part because of '(t)he reservation of facilities for alternative elementary schools.' Therefore, the alternative school proposal does not promise realistically to work.

The plan contemplates the transportation of 2,645 elementary students. All of these are minority students. As I indicated in our meeting on April 25, 1975, the courts have clearly stated that the burden of desegregation must not fall exclusively on minority children. U.S. v. Texas Education Agency, 467 F. 2d 848 (5 Cir. 1972); Bivins v. Bibb County Board of Education, 460 F. 2d 430 (5 Cir. 1972); Clark v. Board of Education of Little Rock School District, 449 F. 2d 493 (8 Cir. 1971).

SECONDARY SCHOOLS

Under the proposed plan, two junior high schools would continue to have minority enrollments in excess of 94 percent. Thus, the plan does not establish a unitary school system in which discrimination is eliminated root and branch.

The plan contains only a small number of proposed changes at the senior high school level: there will be some attendance zone alterations; Manual High School will be closed after the 1975/76 school year; and the concept of a Magnet School will be explored sometime during the 1975/76 school year. None of these changes will remedy the existing segregation in the district's senior high schools. The plan will leave four schools with minority enrollments in excess of 96 percent and two schools with nonminority enrollments in excess of 80 percent. Thus, 60 percent of the senior high schools will remain segregated. We also note that Lincoln High School, which minority students were compelled by law to attend prior to 1954, will continue with nearly 100 percent minority students. Clearly, the plan does not conform to the mandate of Green to desegregate immediately and that of Swann to eliminate all vestiges of State-imposed segregation.

Some provisions in the plan affecting schools in the southern part of the district furnish an example of how the plan ignores the problem of racial isolation of students in predominantly minority schools. The plan proposes to extend the attendance zone boundary of Southwest High School. Although such a boundary change would have the affect of further desegregating Southwest High School by bringing more minority students into the Southwest attendance area, it appears that the boundary change would also remove some nonminority students from the Paseo and Southeast High School attendance zones. Thus, the plan itself may increase the racial isolation of Paseo and Southeast students.

The plan also expands the Bingham Junior-Southwest High attendance zone to include some but not all of the elementary attendance zones for Troost, Bryant and Blenheim schools. Considering the demographic patterns in the Troost, Bryant, and Blenheim areas, the apparent result of the attendance zone change will be a feeder system whereby some minority students in the affected areas, upon completion of their elementary education, will enter predominantly minority secondary schools while nonminority students in the same areas will enter predominantly nonminority secondary schools. The minority students will move from integrated elementary school environments to segregated secondary school environments. A school district may not adopt attendance zones that, when superimposed on a pattern of marked residential segregation, will produce segregation in the schools. Cisneros v. Corpus Christi Independent School District, 467 F. 2d 142 (5 Cir. 1972); Brewer v. School Board of the City of Norfolk, Virginia, 397 F. 2d 37 (4 Cir. 1968).

The district submitted the following proposal in regard to Manual High School, which is a predominantly minority school:

'Manual High is eliminated as a senior high school and becomes a composite center having grades 7-8 and 11-12 to allow the 1975/76 senior class to graduate together and the junior class to program into their residence school for senior activities.'

The purported justification for keeping Manual juniors in a nearly 100 percent minority school for an additional year is too vague for us to evaluate. It appears, however, that the proposal conflicts with the district's duty to desegregate at once.

There is also some discussion of the possibility that the district will establish a Magnet School sometime in the future. Since neither the plan nor the board resolution of April 11, 1974, contains a commitment on the part of the district to establish such a school, we cannot consider the Magnet School concept as part of the district's plan to desegregate its school system.

GENERAL

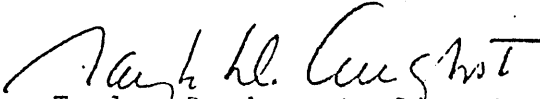
The plan apparently adopts the transfer policy contained in the ESAA settlement agreement of February 20, 1975. The purpose of the ESAA program is to aid school districts in reducing racial isolation, and the ESAA settlement agreement was drafted and executed with that purpose in mind. After the execution of that agreement, this office determined that your district is operating a segregated school system in violation of Title VI. The duty of a segregated school system is not merely to reduce racial isolation as in the ESAA program, but to achieve a unitary system in which discrimination is eliminated root and branch. Since the transfer policies of the district have had segregative effects in the past, no transfer policy that permits students to transfer from resident schools where their race constitutes a lesser proportion than their race constitutes in the receiving school, can be acceptable.

Finally, the plan will leave large numbers of minority students in predominantly minority schools, but there are no detailed proposals assuring that such students will receive the equal educational services and opportunities denied them in the past. For example, there is no discussion of how the district intends to expand the curriculum in predominantly minority high schools to make it comparable to that offered in predominantly nonminority high schools; nor does the plan offer remedies to those minority students who attend segregated schools with the least experienced and lowest paid teachers in the district.

Although the proposal submitted by the school district is unacceptable as a desegregation plan for the reasons discussed above, your district has taken its first step toward achieving voluntary compliance with Title VI. I am hopeful that the district will develop a plan, approved by the district's board of directors, that will meet the requirements of the law. In support of this position, I have recommended to the Director of the Office for Civil

Rights that the deferral of funds for new programs not be imposed for an additional thirty days to allow you time to submit an acceptable plan. Such a plan must contain sufficiently clear and detailed proposals to enable us to determine whether it will have the effect of establishing a unitary school system in your district. This office remains ready to assist you in any way possible to achieve that goal.

Sincerely,


Taylor D. August, Director
Office for Civil Rights

APPENDIX E
PROGRESS OF DESEGREGATION CHART OF THE
KANSAS CITY, MISSOURI PUBLIC SCHOOLS
1975-76

TWENTY-FIRST ANNUAL REPORT OF THE PROGRESS OF DISEGREGATION IN THE KANSAS CITY PUBLIC SCHOOLS

SCHOOL YEAR 1975-76

SCHOOL	NEGRO	AMER. INDIAN	SPANISH-SURNAMED AMERICAN	PORTUGUESE	ORIENTAL	ALASKAN NATIVES	HAWAIIAN NATIVES	NON-MINORITY	TOTAL	OCT '75 PERCENT MINORITY	1974 PERCENT MINORITY
Allen	51		21					45	117	61.5	57.8
Ashland	125	1	15					412	553	25.5	24.6
Askew	104	2	22				8	403	539	25.2	24.6
Attucks	254							3	257	98.8	99.7
Bancroft	599		21		5			82	707	88.4	88.0
Blenheim	530	2	2					32	566	94.3	93.0
Border Star	153	1	13	1	1			268	437	38.7	24.0
Bristol			4		4		8	439	455	3.5	2.5
Bryant	60	4	13		1			291	369	21.1	20.3
Carlisle			3		3		2	181	189	4.2	3.4
Chick	326							18	344	94.8	90.7
Cook	110		4					161	275	41.5	27.4
Douglass	71	1	179					45	296	84.8	83.0
Fairmount		3	7		1			342	353	3.1	2.1
Fairview	14				5			178	197	9.6	5.3
Faxon	385		11					6	402	98.5	97.1
Franklin, C.A.	719							19	738	97.4	98.0
Garfield	167	12	31		5			217	432	49.8	40.0
Garrison	171	1	3					62	237	73.8	73.7
Gladstone			15					218	233	6.4	5.4
Graceland	486							4	490	99.2	99.6
Greenwood	419							13	432	97.0	100.0
Harrison	5	1	12		1			395	414	4.6	3.9
Hartman	100		8		7			154	269	42.8	35.6
Holmes	560							1	561	99.8	99.8
James	35	2	20					421	478	11.9	13.3
Karnes	98	9	20					107	234	54.3	42.1
Kensington	81	1	39					317	438	27.6	25.5
Krotts	641							15	656	97.7	97.5
Korte	3	4	12					656	675	2.8	3.1

SCHOOL YEAR 1975-76

SCHOOL	NEGRO	AMER. INDIAN	SPANISH-SURNAMED AMERICAN	PORTUGUESE	ORIENTAL	ALASKAN NATIVES	HAWAIIAN NATIVES	NON-MINORITY	TOTAL	OCT '75 PERCENT MINORITY	1974 PERCENT MINORITY
Kumpf	578							1	579	99.8	100.0
Ladd	653		2					0	655	100.0	100.0
Linwood	352							2	354	99.4	99.0
Longan	46	2	41		3		1	222	315	29.5	21.6
Longfellow	110	3	21	1	4			144	283	49.1	39.6
Manchester	69		12					247	328	24.7	25.4
Mann	365							2	367	99.5	99.9
Marlborough	192		3		1			60	255	76.6	75.3
Martin	2		1					73	76	3.9	11.2
McCoy	72		9		1			379	461	17.8	24.5
Welcher	545							18	563	96.8	96.7
Moserwey	555							4	559	99.3	97.5
More	259							22	281	92.2	93.8
Mt. Washington	59							261	320	18.4	13.5
Nelson	124	4	1		21			148	298	50.3	48.4
Nichols	119		3					215	337	36.2	30.5
Norman	22		35		1			111	169	34.3	36.3
Pershing	580							9	589	98.5	99.3
Phillips	264							3	267	98.9	96.9
Pinkerton	399		4		1			16	420	95.2	96.9
Pitcher	24										
Pitcher	24		5		3			305	337	9.5	3.2
Richardson	561							0	561	100.0	99.6
Rock Creek West			6				1	176	183	3.8	3.0
Rollins	54	1	15		5			65	140	53.6	43.2
Ruhl	77		5					75	157	52.2	38.8
Scarritt	3	2	25			1	2	369	402	8.2	5.7
Seven Oaks	346							0	346	100.0	98.9
Stark	3						1	101	105	3.8	.9
Sugar Creek					1			196	197	.5	.5
Swinney	26		21				1	142	190	25.3	32.1

TWENTY-FIRST ANNUAL REPORT OF THE PROGRESS OF DESEGREGATION IN THE KANSAS CITY PUBLIC SCHOOLS

SCHOOL YEAR 1975-76

SCHOOL	NEGRO	AMER. INDIAN	SPANISH-SURNAMED AMERICAN	PORTUGUESE	ORIENTAL	ALASKAN NATIVES	HAWAIIAN NATIVES	NON-MINORITY	TOTAL	OCT '75 PERCENT MINORITY	1974 PERCENT MINORITY
Switzer	173		129					110	412	73.3	74.0
Thacher		1	26		1			339	367	7.6	7.8
Three Trails			6					200	206	2.9	2.5
Troost	550				1			16	567	97.2	93.7
Twain	498	1	1					35	535	93.5	93.7
Volker	56		64		6			110	236	53.4	43.1
Washington	239							0	239	100.0	99.7
Weeks	655							5	660	99.2	99.5
Wheatley	382		1					0	383	99.7	99.7
Whittier	25		21		1			495	542	8.7	10.0
Willard	687		2					5	694	99.3	99.0
Woodland	459							3	462	99.4	98.2
Yates	357							1	358	99.7	99.5
ELEMENTARY TOTAL	16,807	58	934	2	83	1	24	10,190	28,099	63.7	61.5
JUNIOR HIGH SCHOOLS:											
Bincham Jr.	311	7	31		5		2	545	901	39.5	24.2
Central Jr.	1,044							6	1,050	99.4	99.9
King Jr.	915							1	916	99.9	99.9
Leeds-Dunbar	84	5	10		2			219	320	31.6	32.4
Lincoln Jr.	787							7	794	99.1	100.0
Northeast Jr.	167	62	106		6			1,083	1,424	23.9	15.0
Nowlin Jr.	9	4	6		16			947	982	3.6	3.0
Southeast Jr.	1,195		2					27	1,224	97.8	97.7
JUNIOR HIGH TOTAL	4,512	78	155		29		2	2,835	7,611	62.8	58.7

SCHOOL YEAR 1975-76

SCHOOL	NEGRO	AMER. INDIAN	SPANISH-SURNAMED AMERICAN	PORTUGUESE	ORIENTAL	ALASKAN NATIVES	HAWAIIAN NATIVES	NON-MINORITY	TOTAL	OCT '75 PERCENT MINORITY	1974 PERCENT MINORITY
SENIOR HIGH SCHOOLS:											
Central	2,025								2,025	100.0	100.0
East	604	21	48		5			950	1,628	41.6	35.9
Lincoln	1,160								1,160	100.0	99.8
Manual	1,442								1,442	100.0	99.8
Manual Annex	409								409	100.0	100.0
Northeast	56		136					1,262	1,454	13.2	13.3
Paseo	1,297							2	1,299	99.8	99.8
Southeast	2,140		3					37	2,180	98.3	98.0
Southwest	527	8	110		8		1	1,464	2,118	30.9	18.2
Van Horn	25	15	14		7			1,542	1,603	3.8	1.4
West	194	1	179					76	450	83.1	78.0
Westport	739	4	243		4			474	1,464	67.6	65.2
SENIOR HIGH TOTAL	10,618	49	733		24		1	5,807	17,232	66.2	65.0
TOTAL SECONDARY:	15,130	127	888		53		3	8,642	24,843	65.2	63.1
Total Elementary	16,807	58	934	2	83	1	24	10,190	28,099	63.7	61.5
Total Junior High	4,512	78	155	0	29	0	2	2,835	7,611	62.8	53.7
Total Senior High	10,618	49	733	0	24	0	1	5,807	17,232	66.2	65.0
GRAND TOTAL	31,937	185	1,822	2	136	1	27	18,832	52,942	64.4	62.2

TWENTY-FIRST ANNUAL REPORT OF THE PROGRESS OF DESEGREGATION IN THE KANSAS CITY PUBLIC SCHOOLS

School Year 1975-1976

SCHOOL	NEGRO	AMERICAN INDIAN	SPANISH-SURNAMED AMERICAN	PORTUGUESE	ORIENTAL	ALASKAN NATIVES	HAWAIIAN NATIVES	NON-MINORITY	TOTAL	% MINORITY
SPECIAL:										
Children's Sp.Ed Center (HEED)	3		1					6	10	40.0
Crittenton	7		1					24	32	25.0
Delano	41		1					62	104	40.4
Mercy Hospital*	(8)		(3)					(9)	(20)	55.0
Spofford	5		1					23	29	20.7
INSTITUTIONAL:										
C.R. Anderson	91		2					37	130	71.5
Highview	20		1					10	31	67.7
Hilltop	26		2					10	38	73.7
Humboldt	103		3				1	6	113	94.7
McCune	47							22	69	68.1
Teenage Parent Center	99		1					9	109	91.7
TECHNICAL:										
K.C.T.C. - Secondary	(625)	(3)	(45)	--				(310)	(983)	68.5
K.C.T.C. - Post-Secondary	97	1	4					52	154	66.2
GRAND TOTAL	539	1	17				1	261	819	68.1

*Membership accounted for in school where regularly enrolled.

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APPENDIX F

SUMMARY OF SUSPENSIONS OF THE KANSAS CITY, MISSOURI

PUBLIC SCHOOLS, AUGUST 27, 1974 to MAY 28, 1975

KANSAS CITY, MISSOURI, SCHOOL DISTRICT

PUPIL SERVICES DEPARTMENT

School Year 1974-75

TO: Dr. Edward E. Fields
FROM: James W. McCreary *J.W.M.*
SUBJECT: Suspensions to Pupil Services Department,
August 27, 1974 to May 28, 1975.

S U M M A R Y

	<u>Elementary</u>	<u>Junior High</u>	<u>Senior High</u>	<u>Total</u>
Suspensions - August 27, 1974 to May 28, 1975	88	144	394	<u>626</u>

D I S P O S I T I O N

Reinstatements				209
Assigned to Another School				112
Assigned to Humboldt				214
Superintendent's Suspension				34
Cases Pending				18
Special Withdrawals				12
Withdrawals				27
Reassignments Revoked				0
				<hr/>
				<u>626</u>

TOTAL

Reasons For Suspensions

	<u>Elementary</u>	<u>Junior High</u>	<u>Senior High</u>
Threat or assault with or without weapons directed toward school district employees or students.	21	42	114
Engage in violence or other disruptive acts that are directed against students or employees.	4	11	29
Engage in acts that are violation of law, including unlawful possession of drugs, robbery, extortion, etc.	1	21	90
Engage in acts of vandalism or destruction against the physical properties of the school district.	8	10	10
Possession on the person or property under his control of an unauthorized and potentially dangerous weapon.	12	7	32
Chronic misconduct, frequent repetition of the same act or long continuation of uncontrolled difficulties.	42	53	119
TOTAL	<hr/> 88	<hr/> 144	<hr/> 394

Suspensions Received
From
Junior and Senior High Schools
August 27, 1974 to May 28, 1975

<u>SCHOOL</u>	<u>SUSPENSIONS</u>
Central	33
East	62
Humboldt	16
Lincoln	36
Manual	51
Manual Annex	10
Northeast	10
Paseo	13
Southeast	65
Southwest	20
Van Horn	2
West	22
Westport	46
Kansas City Technical Education Center	8
<hr/>	
Total Senior High Schools	394
Bingham Junior	12
Central Junior	11
King Junior	25
Leeds-Dunbar Junior	2
Lincoln Junior	27
Northeast Junior	24
Nowlin Junior	19
Southeast Junior	24
<hr/>	
Total Junior High Schools	144
Total Junior and Senior High Schools	<hr/> 538