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The Chicago Board of Education Desegregation Policies and Practices [1975-1985]: A Historical Examination of the Administrations of Superintendents Dr. Joseph P. Hannon and Dr. Ruth Love

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LOYOLA UNIVERSITY CHICAGO

THE CHICAGO BOARD OF EDUCATION DESEGREGATION

POLICIES AND PRACTICES [1975-1985]:

A HISTORICAL EXAMINATION OF THE

ADMINISTRATIONS OF SUPERINTENDENTS

DR. JOESPH P. HANNON AND DR. RUTH LOVE

A DISSERTATION SUBMITTED TO

THE FACULTY OF THE GRADUATE SCHOOL

IN CANDIDACY FOR THE DEGREE OF

DOCTOR OF PHILOSOPHY

PROGRAM IN EDUCATIONAL LEADERSHIP

BY

MICHAEL JAMES

CHICAGO, ILLINOIS

DECEMBER 2009

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ACKNOWLEDGMENTS

The completion of this dissertation would not be possible without the assistance and patience of Loyola's finest: Dr. Janis Fine, Dr. Ann Marie Ryan, and Dr. Judith Docekal. Dr. Fine possesses a gift that only God the Creator can bestow upon a professor: the gift to bring out the best in her students via the utilitarian approach to the human family. Dr. Ryan similarly possesses the quiet courage to teach: challenging your intellect while simultaneously guiding and encouraging you during the discovery moments of your research. And last but certainly not least, Dr. Docekal represents the epitome of the practice of the ethic of care: as a student in two of her classes I experienced her caring compassion while simultaneously benefiting from her shared life experiences as an educator.

I would also like to thank my doctoral classmates and brothers, Shawn Jackson, John Cook, and Garrard McClendon: three brothers whom I met at Loyola University Chicago while attending graduate classes. Finally to my mother Ruth James, whose spirit now rests with the Creator. Thanks for instilling in me at an early age my belief in God. I have fought a good fight, I have finished my course, and I have kept the faith. Because of you *The Message Continues...*

TABLE OF CONTENTS

ACKNOWLEDGMENTS	iii
LIST OF GRAPHS	vi
ABSTRACT	vii
CHAPTER I: INTRODUCTION	1
Purpose of the Study	1
Background to the Study	3
Significance of the Study	6
Research Questions	7
Methodology	8
Limitations of the Study	13
Definition of Terms	14
Organization of the Chapters	16
CHAPTER II: A HISTORICAL PERSPECTIVE: CHICAGO	
SUPERINTENDENTS	20
Nineteenth Century Administrators	20
Twentieth Century Administrators	22
CHAPTER III: DR. JOSEPH P. HANNON: SUPERINTENDENT	39
The New Administration	39
Chicago's Educational Climate	43
Access to Excellence	52
HEW's Proposal and Response	61
In Defense of Access	65
The Resignation	73
Indigenous Power Struggles	74
Grass Roots Strategies and Sources of Authority	77
CHAPTER IV: THE CONSENT DECREE	101
OCR (Office for Civil Rights)	101
State Board of Education	104
HEW (Health, Education and Welfare)	108
Issuing the Decree	113
CHAPTER V: DR. RUTH LOVE: SUPERINTENDENT	119
The Oakland Connection	119
The Six Finalists	122
Love's Appointment	126
Addressing the Consent Decree	136
The New Desegregation Plan	143

Changing of the Guards	156
Grass Roots Strategies and Sources of Authority	162
CHAPTER VI: SUMMARY AND CONCLUSIONS	186
Dr. Hannon: Sources of Authority Analysis	186
Dr. Love: Sources of Authority Analysis	193
Comparative Analysis and Findings	201
Recommendations for Further Research	206
EPILOGUE	208
APPENDIX A: DECENTRALIZATION MAP	210
APPENDIX B: DR. HANNON ADMINISTRATIVE DOCUMENTATIONS	212
APPENDIX C: THE CONSENT DECREE	225
APPENDIX D: DR. LOVE ADMINISTRATIVE DOCUMENTATIONS	244
BIBLIOGRAPHY	251
VITA	260

LIST OF GRAPHS

Grass Roots Strategies and Sources of Authority	77
Grass Roots Strategies and Sources of Authority	162

ABSTRACT

The purpose of this study will be to examine the policies and practices of two distinguished superintendents of the Chicago Public Schools: Dr. Joseph P. Hannon and the first African American female Superintendent Dr. Ruth Love. Hannon's four year administration extended from 1975 through 1979. Love's administration encompassed the years 1980 through 1985. The individual administrative approaches used by both superintendents to desegregate the Chicago Public Schools will be discussed. In addition the administrator's effectiveness in equalizing educational opportunities for all students will be a primary focus.

Inclusive in this study will be the administrator's development and use of grass roots strategies to empower the diverse communities of Chicago during the implementation of each desegregation plan. Through this grass roots initiative the citizenry of Chicago would have a voice and become active participants: participants who would contribute to the success of integrating the students and staff of the Chicago Public Schools. The various leadership styles of Dr. Joseph P. Hannon and Dr. Ruth Love were examined by utilizing the interpretative framework of Sergiovanni's five sources of authority.

CHAPTER I

INTRODUCTION

Purpose of the Study

The purpose of this study is to examine the policies and practices of two distinguished superintendents of the Chicago Public Schools: Dr. Joseph P. Hannon and the first African American female Superintendent Dr. Ruth Love. Hannon's four year administration extended from 1975 through 1979. Love's administration encompassed the years 1980 through 1985. The individual administrative approaches used by both superintendents to desegregate the Chicago Public Schools will be discussed. In addition each administrator's effectiveness in equalizing educational opportunities for all students will be the primary focus.

Inclusive in this study will be each administrator's use of grass roots strategies to empower the diverse communities of Chicago during the development and implementation of each desegregation plan. Through these grass roots strategies based on inclusion the citizenry of Chicago would have a voice and become active participants: participants who would contribute to the success of integrating the students and staff of the Chicago Public Schools.

The various leadership styles of Dr. Joseph P. Hannon and Dr. Ruth Love were examined utilizing the interpretative framework of Sergiovanni's five sources of authority. The authorities are defined in the following manner:

Bureaucratic Authority can be defined in the form of mandates, rules, regulations, job descriptions, and expectations. This particular authority relies heavily on the hierarchical management, predetermined standards, and prescriptions handed down by the administration for what, when, and how to comply with the standards of the organization.

Personal Authority can be perceived as a leadership style based on motivational know-how and human relations skills. The use of this authority produces congenial relationships, harmonious interpersonal climates, and an atmosphere of cooperation. Increased compliance and performances are the hallmarks. “What gets rewarded gets done.”

Technical-rational Authority is derived from logic and scientific research in education. This authority relies heavily on evidence: evidence that is presumed to be the truth. Scientific knowledge is considered super ordinate to practice. Facts and objective evidence are what matters.

Professional Authority consists of knowledge of a craft and personal expertise. Research and scientific knowledge is only used to inform not prescribe. Authority from within comes from socialization and internalized values and knowledge. This discipline seeks to promote a dialogue that establishes and accept tenets and practices. Standards are acknowledged and accountability internalized. Values, preferences, and beliefs are subjective and ephemeral.

Moral Authority is based on obligations and duties from widely shared values, ideas and ideals. The creation of community, felt interdependence and the promotion of collegiality are essential. Informal norms govern behavior and community members respond to felt duties and obligations. The informal norm system enforces professional and community values: self managing is an attribute.¹

Utilizing the interpretative framework a specific source of authority or a combination of the sources of authority pertaining to the policies and practices of desegregation and the creation and promotion of grass roots strategies will be the focus.

¹Thomas J. Sergiovanni and Robert J. Starratt, *Supervision: A Redefinition* (New York: McGraw Hill), 2002.

Background to the Study

During Hannon's administration this research will explore the controversial implementation of the Desegregation Plan: *Access to Excellence*.² This plan was based on the uninhibited use of options. Parents and students were given the choice to attend any school, and, or program offered by the Chicago Public Schools: the use of boundary maps restricting students to certain areas were no longer practiced.

The administration originally submitted the proposal in April of 1978 and was designed to become fully functional by the 1982-83 school years. Dr. Hannon believed that the implementation of effective desegregation should be promoted in three major stages: The first stage offered district programs encompassing twenty seven districts with specialized educational initiatives. These initiatives were offered to all students within and beyond the boundaries of each district. Secondly, magnet schools offering specialized courses were similarly used to attract students from other districts into an unbalanced racial district. Finally, central office administrative actions introduced initiatives that afford all students the opportunity to extend their school year through the summer: most importantly they were allowed to enroll in the school of their choice and attend any improved educational facility.³ To further advance voluntary desegregation Dr. Hannon created twenty-seven basic skills programs and twenty-seven district selected programs: all directed at improving integration.

²Joseph P. Hannon, *Access to Excellence: Recommendations for Equalizing Educational Opportunities* (12 April 1978).

³Ibid.

The expansion of the *Access to Excellence Desegregation Plan* included a nine Point Teacher Integration Strategy and an Adopt-A-School Proposal.⁴ In 1975 Hannon publicly defended the plan when the Office of Civil Rights (OCR) and the Department of Health, Education, and Welfare (HEW) issued a rejection of his entire *Access to Excellence Desegregation Plan*. During the defense the administration submitted the resource booklet entitled, *The Plan to Integrate Local School Facilities, Equalize Staff Services, and Promote Special Services to National Origin Minority Children*, in an effort to address HEW's concerns under Title IX of the Elementary and Secondary Education Act and the remediation of segregation policies to comply with Title VI by September 1976.⁵ The public opposition of the Department of Health, Education, and Welfare, under the direction of Patricia Harris, which led to the Chicago Public Schools ineligibility to receive desegregation aid under the Emergency School Aid Act, will be discussed. This section will conclude with the surprise announcement of Dr. Hannon's resignation.⁶

The policies and practices of Superintendent Dr. Ruth Love included the creation of a Student Desegregation Committee. This administration was greeted with a Consent Decree entered in the United States District Court for the Northern District of Illinois on December 24, 1980 under the presiding Judge Milton Shadur. [See epilogue for update on the end of the Consent decree]. Dr. Love's response to the Federal Consent Decree

⁴Access to Excellence: "Further Recommendations for Equalizing Educational Opportunities" (12 September 1979), Board of Education, Chicago.

⁵Response to the Request from the Office for Civil Rights, Department of Health, Education, and Welfare, for a Plan to: Integrate Faculties, Equalize professional staff services, Provide special services to natural origin minority children" (Chicago Public Schools, 8 February 1976), viii.

⁶Jonathan Landman, "School Board Defies U.S. Challenges HEW to Court Fight," *Chicago Sun-Times* (18 October 1979), 1.

and the formation of a new voluntary desegregation plan - a design incorporating magnet schools, academic centers, voluntary transfers, boundary reassignments, and other educational inducements will be examined.⁷

In complying with the two major objectives as set forth in the Consent Decree the administration submitted the *Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment*.

Objective one consists of the creation of the greatest practicable number of stably desegregated schools, considering all the circumstances in Chicago. A specific definition of desegregation was not required and the plan could draw from a broad range of techniques to accomplish as much desegregation as practicable. The second objective centered on providing educational and related programs for any Black or Hispanic schools remaining segregated in order to correct the educational disadvantages of past or continuing racial isolation. In keeping with the Consent Decree the administration's goal was to not only address the physical desegregation of schools but also the educational desegregation of individual students.

The major components of Dr. Love's desegregation plan included: eight educational components, staff development, student assignment, five other components pertaining to administrative accountability, and various appendices. The appendices were tentative target schools, age/race analysis of the Chicago Public Schools, resolution and Consent Decree, and resolution providing for the adoption of the desegregation plan.

⁷Robert L. Green, Lead consultant, *Student Desegregation Plan for the Chicago Public Schools: Recommendation on Educational Components and Student Assignment* (Board of Education, City of Chicago, 1981), 6.

Significance of the Study

This historical examination of the policies and practices of two distinct superintendents is significant to educational leadership because it can serve as a road map for today's leaders in education who are similarly faced with the unavoidable changes in the demographics within the school district of Chicago. The changes encompass the migration of whites from the suburbs back to the city, the increase in Hispanic and African American student enrollment, an increase in the demand for bilingual education, and residential segregation of minorities due to housing patterns.

The superintendents created and utilized grass roots strategies during their administrations thereby empowering the citizenry of Chicago and created inclusiveness. This inclusiveness opened up a dialogue between the administration and communities that were previously isolated and at an educational disadvantage. Diverse community groups, civic leaders, concerned parents, and student groups could now sit at the table and voice their concerns and offer suggestions. The public at large were empowered through the use of grass roots strategies to monitor the implementation and progress of both desegregation plans.

In targeting the isolation of minority groups the administration similarly addressed the educational isolation of minority students: student who were previously disenfranchised and consider liabilities. Stably desegregated schools were established and maintained where applicable. Most importantly, because of the grass roots effort and open administration schools that remained segregated were held accountable for

providing educational and related programs. They were required to undertake a comprehensive effort in creating and establishing compensatory activities.

Using the selective approaches of sources of authority administrators can establish policies and practices to maintain acceptable levels of integration in a modern education system. The policies, strategies, practices used to not only integrate the student body but the administration and teaching staff as well can be revisited. Previously used policies and practices can serve as instruments of change.

The superintendents of the Chicago Public Schools were not only faced with the mandate of desegregation but were also responsible for answering and addressing the concerns of the citizenry of Chicago. With all things considered it was the children who were at the center of this social educational reform mandate. The implementation of grass roots strategies and the effectiveness of using various forms of authority to achieve desegregation while simultaneously equalizing educational opportunities for all students became imperative for the Chicago Public Schools.

Research Questions

Through this research, the following questions will be answered:

1. What leadership styles, according to Sergiovanni's (1992) five sources of authority, did Superintendent Dr. Joseph P. Hannon use in addressing the issues of desegregation in the Chicago Public Schools?
2. What leadership styles, according to Sergiovanni's (1992) five sources of authority, did Superintendent Dr. Ruth Love use in addressing the issues of desegregation in the Chicago Public Schools?

3. How do the leadership styles by both superintendents based on the interpretative framework of Sergiovanni's (1992) five sources of authority compare?
4. Which grassroots strategies did these superintendents use and how effective were they?

Methodology

The research methodology used for this dissertation will be historical documentary analysis. According to Gary McCulloch, *Documentary Research: In Education, History, and the Social Sciences*, the use of documentary research can provide insight into the connection between the past and the present. It can also provide a connection between the public and private. It can illuminate both private troubles and public issues. Documentary research can provide important insights into the tensions between the public and the private in contemporary societies.⁸

In examining history and the nature of documentary research a clear distinction of primary and secondary sources is critical. Arthur Marwick in his influential work, *The Nature of History*, explains the differences. According to Marwick primary sources consist of the basic raw, imperfect evidence and are often fragmentary, scattered and difficult to use. Secondary sources are the articles and books of other historians.⁹ Primary sources were created within the period studied. Secondary sources are produced later by

⁸Gary McCulloch, *Documentary Research: In Education, History and the Social Sciences* (New York: RoutledgeFalmer), 2004.

⁹Arthur Marwick, *The Nature of History* (Chicago: Lyceum Books, 1989).

historians studying the earlier period and making use of the primary sources created within the era.

McCullough insists that documentary research can rely on basic well established rules that apply to appraising and analyzing documents. The rules include authenticity, reliability, meaning, and theorization. Authenticity can be considered the first preliminary stage in examining a document. The researcher therefore determines whether the evidence is genuine and of unquestionable origin. The next key is to appraise reliability: that is how far its account can be relied upon. This step encompasses issues relating to truth and bias and the availability of relevant source materials. Another rule in historical documentary analysis concerns the meaning of the document. This discipline involves ensuring that the evidence is clear and comprehensible to the researcher. This involves the recognition of esoteric allusions, technical phrases, and references to institutions and individuals: including the changing usages of particular terms and words. In the final practice of documentary analysis theorization entails developing a theoretical framework through which to interpret the document: positivist, interpretive, or critical.¹⁰ The positivist approach emphasizes the objective, rational, systematic and quantitative. The interpretive stresses the nature of social phenomena and document being socially constructed. The critical is heavily theoretical and overtly political in nature.¹¹ The researcher will use the interpretive theoretical framework.

¹⁰Ibid., 42-46.

¹¹Ibid., 46.

Through this study the researcher will examine public records from the Board of Education Proceedings of the City of Chicago to fact find on the issues, decisions of proceedings pertaining to desegregation, integration and the Consent Decree, during the combined ten year administrations of Superintendents Dr. Joseph Hannon and Dr. Ruth Love. The researcher will incorporate sources that recorded and covered student and staff desegregation, equalizing educational opportunities for all students, the implementation of programs, and grass roots issues raised by both superintendents. The core documents that were accessible to the public include the following:

- *Access to Excellence: Recommendation for Equalizing Educational Opportunities.*
- *Access to Excellence II: Further Recommendations for Equalizing Educational Opportunities.*
- Board of Education Official Proceedings.
- *The Bulletin.*
- *The Chicago Daily News.*
- *The Chicago Defender.*
- *The Chicago Sun-Times.*
- *The Chicago Tribune.*
- Equalizing Educational Opportunities in the New Chicago.
- *History of Education Quarterly.*
- *Human Relations News.*

- Plan for the Implementation of the Provisions of the Title VI of the Civil Rights Act of 1964.
- *The Redmond Report.*
- Response to the Request from the Office for Civil Rights, Department of Health, Education, and Welfare.
- *Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment.*
- United States Department of Education. (News Release.)
- United States District Court: *Consent Decree.*
- *The Chicago Public Schools: A Social and Political History*
- *Documentary Research: In Education, History, and Social Sciences.*
- *Johnny Can Read And So Can Jane.*
- *Political Strategies in Northern School Desegregation.*
- *Supervision: A Redefinition.*
- *Taxonomy of Educational Objectives.*
- *The Nature of History*
- Ph.D. Dissertation, Loyola University Chicago. Lloyd, R. B.
- Ph.D. Dissertation, Northern Illinois University. Stewart, R.F.
- Ph.D. Dissertation, Loyola University Chicago. Stringfellow, C.
- Ph.D. Dissertation, University of Madison. Vrame, W. A.
- Ph.D. Dissertation, Northern Illinois University. Wilkes, R. J.
- Ph.D. Dissertation, Loyola University Chicago. Wnek, C. A.

Official responses from the federal, state and local governments, as well as national, and local organizations, pertaining to the defiance, compliance of the Chicago Public Schools desegregation policies and practices were used. Sources from the Chicago History Museum will be inclusive of boundary map reassignments, notification of the sanctions of federal funds and documentations of multi-racial hiring practices and policies. The researcher incorporates the words and actions of both superintendents during keynote speeches, interviews and introduction letters of their perspective desegregation plans.

Methodological pluralism will be obtained by the use of different types of documentary sources.¹² According to Taylor and Bogdan (1998) triangulation is defined as a combination of sources and data in a single study. Triangulation will be used as a means of checking insights drawn from different sources in order to gain a deeper and clearer understanding of the situation and the people involved.¹³ The researcher used numerous dissertations pertaining to desegregation issues as secondary sources.

Through this study, various leadership styles were examined, focusing on Sergiovanni's (1992) five sources of authority and the interpretative framework. The following graph denoting the words and actions relevant to each superintendent were collected.

¹²Ibid., 129.

¹³Ibid.

Superintendent:			
Primary/Secondary Source:			
Date:			
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral		

Limitations of the Study

1. This study examined two Chicago superintendents encompassing the years 1975-1985. The specific policies and practices of each administrator pertaining to school desegregation were used.
2. This research examines the words and actions of two Chicago superintendents prior to and after the issuance of the Consent Decree.
3. The examination was conducted by the researcher who holds a Masters Degree in Special Education and is employed in a middle school. The researcher, an African American male, was aware of possible biases and kept field notes to record biases.

Definition of Terms

For this historical documentary the following definitions were used:

Access to Excellence - Desegregation plan adopted April 12, 1978 by Superintendent Joseph Hannon of the Chicago Public Schools (Hannon, 1978).

Administrative Actions - Actions designed to give students more opportunities to decide where they will attend school- including summer programs (Hannon, 1978).

Adopt-A-School - A program in which the corporate world became involved with the Chicago Public Schools in the educating of students (Freeman, 1983).

Committee on Student Desegregation - A ten member committee appointed by the Chicago Board of Education- spearheaded by Robert L. Green, Professor at Michigan State University (Green, 1980-81).

Consent Decree - A decree entered in the United States District Court for the Northern District of Illinois 24 September, 1980 under presiding Judge Milton Shadur declaring Chicago Public Schools in violation of the federal law ordering desegregation (Stringfellow, 1991).

CP/ML Program (Continuous Progress/Mastery Learning) - A system developed by Chicago Public Schools to promote reading and math curriculums based on age cycles and instructional systems (Green, 1981).

Desegregation - Change from racially segregated to an integrated system -- A process of bringing Blacks (including other non-whites) and White children into the same educational system (Williams & Ryan, 1954).

District Program - A section of *Access to Excellence* that allow each district within the Chicago Public Schools to allocate power to the staff and community to shape its' educational programs (Hannon, 1978).

Grass roots - the basic support of a movement (Webster, 1989).

Grass roots strategies - strategies based on inclusiveness used by various superintendents of the Chicago Public Schools during the transition from segregation to integration (Hannon, 1978).

Integration - The participation of African American, Hispanics and Whites in the same activities (i.e., educational system) with a maximum of cooperation (William & Ryan, 1954).

Magnet Schools - Schools designed to attract students to a particular environment featuring special programmatic, organizational, or instructional offerings (Green, 1981).

Metropolitan Exchange - The establishment of an exchange program between the Chicago Public Schools and various suburban school districts (Hannon, 1978).

Metropolitan Initiatives - The establishment of working relationships with local, state, and federal housing officials to guarantee that schools and housing programs are mutually supportive (Green, 1981).

Permissive Elementary & High School Enrollment - A policy that gives students the opportunity to enroll in any general high or elementary school having available space (Hannon, 1978).

Permissive Transfer - Transfers by students allowed by the Board of Education to promote voluntary desegregation (Green, 1981).

Resegregation - The unauthorized transferring of students back to schools where they are racial imbalances in the enrollment (Green, 1981).

Residential Segregation - Patterns showing the concentration of a single racial group moving to the same area, region (Wnek, 1988).

Student Assignment - The voluntary and mandatory techniques used to promote stably desegregated schools (Green, 1981).

Tentative Target Schools - Schools listed as potential target schools for desegregation intervention (Green, 1981).

Willis Wagons - Portable classroom units used by Superintendent Benjamin Willis to ease overcrowding (Stewart, 1996).

White Flight - A tendency for white families to remove their students from schools receiving Blacks or, and Hispanics (Stringfellow, 1991).

Organization of the Chapters

In the writing of this dissertation, **Chapter II, A Historical Perspective: Chicago Superintendents** will lay the foundation for this historical documentary analysis by exploring briefly the Chicago Public Schools superintendents from 1853 to 1975. The researcher will examine the use of Black School Law and City Municipal Codes prior to the Brown vs. Board of Education decision in 1954 that separated students within the Chicago Public Schools. This investigation will serve as a prelude to the administrations of Superintendents Dr. Joseph P. Hannon and Dr. Ruth Love.

Chapter III, Dr. Joseph P. Hannon: Superintendent will explore in-depth Dr. Hannon's *Access to Excellence Desegregation Plan*. The three major parts to the plan include: District Programs, System Programs, and Administrative Actions. The six categories under the System Programs include: Academic Interest Centers, Enriched Studies Programs, High School Bilingual Centers, Career Education Programs, Magnet Schools, and Preschool Programs. This plan, built upon the foundations of the City-Wide Advisory Committee (CWAC) was designed to ensure that all segments of Chicago's citizenry had uninhibited participation in the plan to desegregate the Chicago Public Schools.¹⁴ It will investigate Hannon's first and second attempts to convince the federal courts that this desegregation initiative was working and will work if given the appropriate time. The plan was based on maximum access of students to outstanding programs, educational excellence, fiscal integrity, and most importantly a realistic pace for change. The untimely and sudden resignation of Dr. Joseph Hannon will be discussed. The chapter will conclude with Sergiovanni's five sources of authority interpretative framework graphs. The graphs will depict the words and actions of the superintendent as they interrelate to the implementation of the desegregation plan and grass roots strategies.

Chapter IV, The Consent Decree will explore the initial issuance of the Federal Consent Decree. This chapter will examine the initial charges and federal violations of the Chicago Public Schools in their failure to convince the federal government that desegregation compliance had been achieved. The Office of Civil Rights (OCR) and the Health Education and Welfare's (HEW) public confrontations with the Chicago Public

¹⁴*Access to Excellence*, 119-120.

School's administration will be highlighted. The two major objectives set forth by the Consent Decree will be discussed. The first was the creation of the greatest practicable number of stably desegregated schools. The second objective of the Consent Decree was to provide educational and related programs for as many Black and Hispanic schools remaining segregated.¹⁵ Embedded in the objectives was a plan not only to address the physical desegregation of schools but the educational desegregation of individual students and the educational disadvantages resulting from past racial/ethnic isolation. Achievement in all schools became the overriding goal of the Consent Decree.

Chapter V, Dr. Love: Superintendent will cover the early controversy of selecting a new superintendent after Dr. Hannon's untimely resignation. Dr. Love's administrative approach to desegregation including calming the Consent Decree controversy by submitting a new plan entitled, *Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment* will be the primary focus. In keeping with the Consent Decree Love's desegregation plan prepared by Robert L. Green the lead consultant of the Student Desegregation Project had to address both the matter of pupil assignment and the areas of educational components. Throughout the entire proposal consisting of Educational Components, Staff Development, Student Assignment, Other Components, and Appendices a unique approach were used. In each of the components the report presents a rationale, followed by a description of the current status in the public schools, and finally

¹⁵Robert L. Green, *Student Desegregation Plan for the Chicago Public Schools: Recommendation on Educational Components and Student Assignment*, 1981.

a set of recommendations for each component discussed.¹⁶ Dr. Love's ability to create and maintain a working rapport with the White, African American, and Hispanic communities will be examined. The chapter will conclude with Sergiovanni's five sources of authority interpretative framework graphs. The graphs will depict the words and actions of the superintendent as they interrelate to the implementation of the desegregation plan and grass roots strategies.

In the final chapter, **Conclusion**, this research will revisit both administrations. Topics of discussion will include a summary and analysis of the superintendents' decision to utilize either a singular or combination of the five sources of authority. The effectiveness of the sources of authority and grass roots strategies used in the creation, promotion, and implementation of the desegregation plans will be discussed. The researcher will reference the superintendent's words and actions recorded from the five sources of authority graphs. The primary research questions will be summarized and answered.

¹⁶Ibid.

CHAPTER II

A HISTORICAL PERSPECTIVE: CHICAGO SUPERINTENDENTS

Nineteenth Century Administrators

The chronology of the first seven Chicago Public Schools Superintendents and years served are as follows: John C. Dore (1853-1856), William H. Wells (1856-1864), Josiah L. Pickard (1864-1877), Duane Doty (1877-1880), George Howland (1880-1891), Albert G. Lane (1891-1889), E. Benjamin Andrews (1889-1900).¹

John C. Dore addressed the issues of overcrowded, understaffed schools. His major accomplishments can be summed up as turning the tide of public opinion in favor of the public schools. At the first public school Board meeting in 1855 Dore made several suggestions to improve the sanitary conditions of the schools. Dore's successor, William H. Wells, has been honored with the title of being one of the most effective administrators in early Chicago history.² This administrator supported physical improvements to the schools. He addressed overcrowding by increasing classroom space and constructed several new buildings- including a building designated as the first public high school in Chicago

Josiah L. Pickard, in the shadow of Wells and Dore, hired more female teachers to fill the expansion of teacher vacancies. Prior to Pickard's administration the city adopted

¹Felicia Ratliff Stewart, *The Urban School Superintendency: A Case Study of Ruth Love In Chicago* (Ph.D. Dissertation, Northern Illinois University, 1996).

²Mary J. Herrick, *The Chicago Schools: A Social and Political History* (Beverly Hills/London: Sage Publications), 1971.

a law known as the Black School Law of 1863.³ This law was a result of the tension between the Lincoln Unionist Republicans and the Democrats, particularly the Irish, who were at the bottom of the economic ladder in Chicago. The competition from Negro dock workers who had taken jobs from the Irish caused a riot. The wartime tensions also spilled over into the schools. The city council, influenced by the Irish, passed a law demanding the separation of children in the public schools. In 1865 the laws segregating Negro citizens were repealed by the city council and the mayor. However, from 1863 to 1870 the local school board enforced a ruling that separate evening schools be established specifically for Negro children.⁴ This addressed the previous modification of the law which specifically insisted that if Negro children could prove that they only possessed no more than one-eighth Negro blood they could attend regular school.⁵

Following the previously mentioned superintendents Duane Doty, George Howland, and Albert Lane addressed specific policies and issues pertaining to school records, teacher qualifications, enrollment, and discipline. These three administrators turned their attention to record keeping, testing teachers prior to hiring, decreasing class size, establishing discipline rules, creating night school opportunities for adult immigrants and working youth. In addition they addressed the establishment of residential juvenile parental schools for working youth and those confined by the courts.

³Ibid.

⁴Ibid.

⁵Ibid.

These administrators help establish rules and guidelines for children of compulsory school age.⁶

In addition to their educational platform, at the turn of the twentieth century, E. Benjamin Andrews and the eighth superintendent Edwin G. Cooley heavily influenced Chicago politics. Superintendent Andrews ignored the jurisdictions of the school board and took control of discharging, hiring, and issuing promotions to teachers. In challenging the political powers of Chicago Andrews lost his power struggle: Superintendent Andrews' administration only last two years. Cooley replaced Andrews and led the Chicago Public Schools into the twentieth century.

Twentieth Century Administrators

Superintendent Cooley, a skillful politician, treated the school system as an adjunct to the local political organizations. As a result power was transferred to the superintendent's office from City Hall.⁷ Issues concerning early school integration were quietly suppressed as residential cultural housing patterns became the determining factor for accepting segregation. While Superintendent Andrews described the city of Chicago as a jungle of politics, Superintendent Cooley handled the powerful political machine in a professional skillful manner: many friends and foes described him as a shrewd advocate for early reform and intricately familiar with Chicago's political personalities. This

⁶Ibid.

⁷Stewart, 12.

shrewdness allowed Cooley to be successful and hold the superintendent's office for nine years (1900-1909).⁸

Ella Flagg Young became the first female superintendent of the Chicago Public Schools in 1909. She was influenced by the educational philosophy of John Dewey and occupied the superintendency for six years. Respect for teachers became her administrative trademark. Superintendent Young addressed the isolation of teachers and took control of strategic aspects of educating students such as textbook selection. Superintendent Young challenged the school board for the right to hire and fire teachers.⁹ She embraced the belief that schools belonged to the public. In 1910 she called together a committee of teachers, principals, and administrative support staff and charged them to rewrite the course of study for elementary schools. During her administration she opened the doors for teachers and the public to be participatory in decisions concerning the education of students. The policy and practice of being accessible to anyone at any time empowered both the citizenry and teachers of Chicago.

In the tradition of inclusiveness and empowerment, Young formed a special club called the Ella Flagg Young Club. The newly established club gave teachers a voice and reported on events held by each school. On the issue of segregation Young was bold in her convictions in support of integration. She reportedly stated that public schools were

⁸R. J. Wilkes, *The Role of the School Management Committee of the Chicago Board of Education During the Superintendency of Edwin G. Cooley, 1900-1909* (Ph.D. Dissertation, Northern Illinois University, DeKalb, IL, 1990).

⁹Stewart, 13.

the most powerful agency to create oneness in our cosmopolitan society, so that sectional antagonism based on racial character will be unknown in our schools.¹⁰

The first female administrator can best be described as teacher centered. She believed that teachers should have the freedom to establish and maintain creative classrooms. On behalf of women's rights the superintendent affirmed that as the first woman in control of one of the largest school system in the nation she would prove to her critics that her appointment as head of the Chicago Public Schools were no mistake: she was equally qualified as a man.¹¹ In her six years as the Chicago Superintendent Young became a force to be reckoned with and never compromised her principles. She was notably firm in her convictions and dismissed any incompetent employees. Superintendent Young publicly criticized the policies and practices of segregation and opened the Chicago Public School system to all children regardless of race, creed, and color. Young's continuous support of teacher's organizations angered conservative members of the Board. Real estate magnate Jacob Loeb, an influential member of the Board, presented a motion forbidding teachers from belonging to unions while the superintendent was vacationing. The clause known as the Loeb Rule was approved. The following year Young retired.¹²

John Shoop served a short term as superintendent from 1915 to 1918. Snoop became seriously ill and died in office. Similarly, Superintendent Charles Chadsey served

¹⁰Herrick, 116.

¹¹Stewart.

¹²Herrick, 199.

a brief term from 1919 to 1920. Chadsey resigned due to pressure from the school board. The battle for political control over the public schools became a trademark of Chicago politics. The control over the selection of school board members translated into power over the schools. Early in Chicago's history presiding mayors sought political clout by controlling the Chicago Public Schools. The primary issue of who should have the power between the school board, the superintendent's office and City Hall was inevitably decided. City Hall finally prevailed.¹³

When Mayor William Hale Thompson officially took office in 1915 he favored replacing Chadsey with Peter Mortenson. Mortenson occupied the position from 1920 to 1924. Power and allegiance to the mayor became a prerequisite to successfully occupy the position of superintendent. The power struggle included the establishment of a three-man board of examiners. Laws in Chicago further created a system of tight control by the mayor and the city council.¹⁴ William McAndrew was appointed as superintendent in 1924. Immediately he clashed with the Chicago City Council due to his public remarks as being brought to Chicago to loosen the stronghold of City Hall and other outside agencies on the Chicago Public Schools.¹⁵

In his frequent opposition to city politics the superintendent sent a letter to the Board members with names of members he believed had strong political influence. The school board charged McAndrew with insubordination and the superintendent was

¹³Ibid., 138.

¹⁴Stewart, 15

¹⁵Herrick, 168.

suspended. However, a circuit court judge reinstated him and dismissed the charges.

McAndrew's administration ended in 1928.

William Bogan and William Johnson were both known as depression era superintendents. Both administrators faced funding challenges and struggled to find seats for students in Chicago's education district. Bogan (1928-1936) championed finance changes in the district and Johnson (1936-1946) was skillful as a leader in achieving results in the Chicago educational system.¹⁶ Johnson also assumed the distinguished title as head of the board of teachers' certification examiners. When a scandal ensued and widespread inequalities were reported the State Appellate Court customarily ruled in favor of the superintendent. It was determined by the Courts that the Board of Examiners had unlimited powers and that no one outside of its' jurisdictions could challenge specific rulings on matters concerning teacher certifications.¹⁷

The sixteenth superintendent of the Chicago Public Schools Herold C. Hunt (1947-1953) implemented a full-fledged overhaul of the system. Prior to the *Brown vs. Board of Education* landmark case (1954) this administrator formed a teacher and administrators advisory council. This overhaul included the formation of workshops for teachers and regular conferences for principals and administrators. Under Hunt's administration health services for students were approved including vision and hearing screening for elementary students.¹⁸ Superintendent Hunt took a bold step in fostering the

¹⁶Ibid.

¹⁷Ibid., 248.

¹⁸Stewart, 18.

understanding of the different ethnic, religious, and especially racial groups in Chicago: both in the student body and throughout the neighborhoods. In a surprising move against segregationist groups who frowned upon any public official advocating interracial education Hunt publicly supported the creation and implementation of interracial relations. Encompassed in this policy was the unilateral support of the basic American ideal of equality of educational opportunity.¹⁹ The superintendent never wavered from his beliefs.

Benjamin Coppage Willis was also known as Big Ben the Builder. Prior to this appointment he received a degree of Doctor of Philosophy from Columbia University. Willis served as principal of several schools in Maryland including Federalsburg Elementary and High School, Caroline High School, Sparrows Point High School and Cantonsville High School. Prior to accepting the superintendency in Chicago he was the superintendent in Yonkers, New York from 1944 to 1947. From 1947 to 1953 he served in the same capacity in Buffalo New York.²⁰

Benjamin C. Willis came into the Chicago superintendency faced with a student population explosion. By 1960 more than half of the metropolitan whites resided in the suburbs and eight out of every ten Blacks lived within the parameters of a central city according to national census data.²¹ Fifty-three percent of the Black population resided in Chicago due to a natural population expansion. During the same increase in-migration

¹⁹Herrick, 284.

²⁰Cynthia A. Wnek, *Big Ben the Builder: School Construction—1953-66* (Ph.D. Dissertation, Loyola University Chicago, 1988).

²¹*Ibid.*, 3-4.

leveled off at forty-seven percent.²² Residential segregation common to major cities throughout the nation became a major factor in Chicago. White flight and limited mobility of Blacks compounded the problem. When Superintendent Willis took over the administration social, economic, and political factors played an important role in addressing the momentous problem of desegregation. Willis, who took the helm on 1 September 1953 of the second largest public school system in the nation, and held the post for an unprecedented thirteen years.

Superintendent Willis was faced with a public school system consisting of four hundred buildings, a teacher-staff force constituting 20,000 plus employees, a student population of 500,000, and an operating budget in the millions. Superintendent Willis was also faced with widespread socioeconomic diversity, post-war baby boomers, rural migrants and Blacks motivated by the Civil Rights Movement. In the midst of all things considered the credo of education is everybody's job became the superintendent's banner philosophy.²³

During historical moments of social and racial unrest the African American community cried foul concerning the lack of the administration's ability to address integration. Notwithstanding double shifts in the system had ended there were still apparent inequalities. Double shifts consisted of designated time slots for White students and what the school system considered minorities to attend school separately during

²²The Chicago Commission on Human Relations, *Human Relations News* 3, no. 3 (Chicago: City of Chicago, July 1961).

²³Wnek, 15.

different times of the day. According to the *Bulletin*, a Black weekly newspaper, double shifts were simply a result of the inequitable situation of segregation in the schools. This local newspaper candidly expressed the prevalent opinion that until integration was a reality Blacks could not be sure of getting the best teachers, curriculum, books, and education for their children.²⁴

Willis recognized white flight as a tangible factor and primary resistance to desegregation. He further predict that if the Black birthrate continued and white flight escalated seven to ten of the largest cities in America (Washington, D.C., St Louis, Philadelphia, Detroit, Cleveland, Baltimore, and Chicago) would have disproportionate problems in balancing required segregation quotas due to Black majorities by the year 1990.²⁵ Historically Superintendent Willis did not adequately respond to this social phenomenon: Willis subsequently refused to redraw boundaries lines to alleviate overcrowding in the Black and Hispanic communities. To keep the Black and Hispanic student bodies stationary he installed the now infamous Willis Wagons: portable classroom units.²⁶

Superintendent Willis' move to preserve the status quo of racial segregation prompts a series of protest from Civil Rights Organizations, community groups, African American and Hispanic parents. The Chicago Public Schools were accused of promoting

²⁴“No Praise for Willis,” *Bulletin* 28 (January 1963), 10.

²⁵Stewart, 19.

²⁶Ibid.

de facto segregation. The integration issue was now a federal priority and no longer avoidable.²⁷

In 1966 James F. Redmond became the superintendent of the Chicago Public Schools. During his first year he authorized two critical studies. The first study, *Design for the Future: A Recommended Long Range Educational Plan for Chicago, 1967-1971* and the second study *Organization Survey: Board of Education Plan for Chicago*, were formally presented in May of 1967.²⁸ The combined studies issued major recommendations for administrative changes. The studies recognized that both student and staff segregation remained a primary problem in Chicago's educational system. According to the 1966 statistics only 28 percent of white students were actively enrolled in schools where there were more than five percent Black and only 4.7 percent of its Black students were actively enrolled in predominantly white schools.²⁹

Superintendent Redmond and the Chicago Public Schools received a report entitled *Report on Office of Education Analysis of Certain Aspects of Chicago Public Schools Under Title VI of the Civil Rights Acts of 1964* from the United States Office of Education for Civil Rights in January of 1967. This comprehensive educational report centered on four critical areas of concern: Faculty Assignment Patterns, Boundaries and Student Assignment Policies, the Apprenticeship Training Program, and Open

²⁷Herrick, 343.

²⁸Ibid.

²⁹David J. Kirby, R. Robert Harris, and Robert L. Crain, *Political Strategies in Northern School Desegregation* (Lexington: Lexington Books, 1973), 243.

Enrollment for Vocational and Trade Schools.³⁰ Superintendent Redmond immediately responded with a proposal requesting a planning grant from the U.S. Office of Education under Section 405 (a) (2) of the Title IV of Public Law 88-352. The purpose of this discretionary fund would be to employ specialists who would advise the staff of the Chicago Public Schools and assist in the development of plans addressing the four primary concerns of the United States Office of Education for Civil Rights. The grant was approved and called for a number of desegregation proposals under Dr. Redmond's administration.

Planning began 1 April 1967 and experts from ten universities, the Chicago Urban League, and the Chicago Teachers Union served as direct consultants.³¹ On 23 August 1967 Superintendent Redmond presented a document to the public entitled: *Increasing Desegregation of Faculties, Students, and Vocational Education Programs-The Redmond Report*. Needless to say, due to the hostile anti-desegregation climate in Chicago this plan made front page news. The front page of the *Chicago Daily News* reported that Superintendent Redmond proposed the first out-and-out integration plan in Chicago's history and plan to disperse Negro students into white schools from overcrowded areas in the South Shore and Austin schools.³²

Prominent leaders such as Edwin C. Berry, executive director of the Chicago Urban League, Meyer Weinberg, history professor at Wright Junior College, and editor

³⁰Redmond Report, Board of Education, Chicago (23 August 1976).

³¹Herrick, 344.

³²Helen Fleming, "Set Racial Quotas in Schools: Redmond," *Chicago Daily New* (23 August 1967).

of Integrated Education Magazine, and S. Thomas Sutton, an Elmhurst, Illinois Attorney who headed Operation Crescent all had hesitant reactions to the plan. Operation Crescent was an organization opposed to any form of minority school integration. Most importantly Sutton warned the supporters of the plan that white flight was inevitable. The prediction was that whites would move in masses from the city and urged Redmond to build more schools in the communities where both Whites and Blacks lived.³³

The *Chicago Tribune* summarized the *Redmond Report* in the following manner: Educational parks would be developed during the next thirty years with each serving about 20,000 pupils: eight of ten are designated for the lakefront and about twenty would be located on the outer borders of the city. Each center includes elementary schools, specialized schools, and high schools: the plan requires the closing of three hundred neighborhood schools.

In addition, Magnet Schools, located in parks and white residential areas, offering exemplary programs in specialized fields would be opened to all students. Percentage limits on minority attendance of integrated schools, a quota system, rules, and incentives to bring qualified, experienced teachers to the inner city would be established. The pairing of less-experienced teachers with experienced-teachers, aides and interns, as well as the integration of teaching personnel became mandatory. Parking lots and teacher busing would be used to protect the staff. Finally, a metropolitan area educational council was to be created to develop pupil and teacher exchange programs within the city and adjacent suburbs. City officials were encouraged to adopt strategies to bring about city-

³³“First Reactions: Hostility, OK,” *Chicago Daily News* (23 August 1967), 1.

wide integrated housing and long-range planning fully supported by the federal government.³⁴

This front page story was immediately followed by another headline when the superintendent initiated a decentralization policy - dividing the Chicago Public Schools into three distinct regions (see map in Appendix A). In the allocation of authority an area associate superintendent was appointed to each region. Respectively Dr. Curtis C. Melnick, Julien D. Drayton, and Dr. George W. Connelly were appointed to areas A, B, & C.³⁵ In December of the same year (1967) the superintendent won the support of the school board who voted eight to two in favor of busing five thousand students to stabilize racial integration for the following year - primarily from the Austin and South Shore communities.³⁶ Notwithstanding the total proposed students to be bused were less than 1 percent of the total student population this initiative caused public outrage. All schools involved in the program would be less than 65 percent of the white enrollment and newly integrated school would not be less than 85 percent. However, white citywide opposition to the plan became visible on 29 December: as a result racial and political battle lines were clearly drawn.³⁷

³⁴“Board OK’s Redmond Plan,” *Chicago Tribune* (24 August 1967), 1.

³⁵Christopher Chandler, “Schools Divided Into 3 Districts,” *Chicago Sun-Times* (14 September 1967), 1.

³⁶For detailed accounts, see Neil E. Lloyd, *The Decision-Making Process and the Chicago Board of Education: The 1968 Busing Decision* (Ph.D. Dissertation, Loyola University of Chicago, 1974) and William A. Vrame, *A History of School Desegregation in Chicago Since 1954* (Ph.D. Dissertation, The University of Wisconsin, Madison, 1971).

³⁷Christina Hawkins Stringfellow, *Desegregation Policies and Practices In Chicago During The Superintendencies of James Redmond and Joseph Hannon* (Ph.D. Dissertation, Loyola University Chicago, 1991), 42.

Opposing groups regarded busing as the beginning of the end of the neighborhood school concept. Others based their arguments on the premises that busing was a contributor to increased air pollution, traffic congestion, and a Communist plot.³⁸ In a catch twenty-two scenario at a special board meeting 4 March 1968 members of the Board changed one concept of busing from compulsory to voluntary: it had little or no effect on the mounting racial tension in the city. At the opposite end of the spectrum public and private groups voiced their support for the *Redmond Plan* and in addition the Chicago Teachers Union encouraged teachers to support the plan. Superintendent Redmond weary of the racial, political tensions caused by the desegregation issue informed the city of Chicago that he would step down and not seek reappointment. Redmond took a final vacation in June. On 23 July 1975 the Chicago School Board appointed Joseph P. Hannon as General Superintendent for four years.³⁹ Dr. Hannon would similarly make a surprise announcement and resign effective 25 January 1980-prior to any offer to renew his contract. Superintendent Hannon's sudden actions produce fertile ground for what became the Caruso-Byrd controversy.⁴⁰

After the untimely resignation of Superintendent Hannon a controversy ensued. The Rev. Kenneth B. Smith, Chicago's Board of Education President and John D. Foster, Chairman of the Board's Superintendent Search Committee both drew criticism from the

³⁸Henry De Zutter, "Busing Backer Draws Jeers," *Chicago Daily News* (27 February 1968).

³⁹Joseph Hannon, "Plight of the Chicago Schools: A Profile of and Interview with the New Superintendent Joseph Hannon," Interview by Earl J. Ogletree, 1976.

⁴⁰Stringfellow, 86.

public as seven months passed in the search for a CEO.⁴¹ Angeline P. Caruso, the Interim Superintendent, occupied the position for fourteen months. Manford Byrd Jr., the presiding Deputy Superintendent for twelve years had been passed over numerous times prior to Dr. Hannon's arrival. Byrd who was offered superintendency in Oakland, California in 1975 turned down the position to contend for the General Superintendent position in Chicago. Public rumors favored Byrd, the African American candidate. Charges of overt racism plagued Dr. Caruso's office coupled with opposing groups who insisted that an outsider was best suited for the controversial seat.⁴² The local candidates left by Hannon's resignation included Angeline P. Caruso, Manford Byrd Jr., and Alice C. Blair. Interim Superintendent Dr. Angeline Caruso, a veteran of thirty-six years in Chicago's educational system, said that if she was not selected she would resign.⁴³ The other finalist in addition to the local candidates included five school superintendents from other cities: Ramon Cortines, Pasadena California; Arthur Jefferson, Detroit Michigan; Dr. Ruth Love, Oakland California; Michael Marcuse, Philadelphia Pennsylvania; and Herb Sang, Du'val County Florida-City of Jacksonville.⁴⁴

The desegregation controversy, in addition to the superintendent controversy divided the city of Chicago along racial lines. Dr. Caruso stated publicly that a desegregation proposal would drive whites out of the system and leave the city more

⁴¹Casey Banas, "Unrealistic Approach in Selection of School Chief," *Chicago Tribune* (7 January 1981), 2.

⁴²Casey Banas, "School Board Sidesteps Hot Superintendent Issue," *Chicago Tribune* (18 December 1980), B1.

⁴³Casey Banas, "Caruso to Quit if not Selected," *Chicago Tribune* (23 October 1980), B9.

⁴⁴Ibid.

segregated than ever.⁴⁵ The interim superintendent insisted that when the plan to desegregate the Chicago Public Schools prohibited any elementary school in the city from being 60 percent white this objective would increase white flight that was already in full swing. The veteran educator believed that any objective less than 75 percent per school would not get Chicago to its goal but rather increase desegregation.⁴⁶ Dr. Caruso predicted that the Chicago Schools, a year later, would probably be a pauper school system for children of the poor. This assessment of desegregation did not help Caruso in her bid to secure the office of Chicago Public Schools Superintendent.

As both controversies continued Gordon Foster, a desegregation planner from the University of Miami, adamantly denied the prevalent belief that white flight was an automatic response to one-third Black and Hispanic enrollment. Thomas L. Atkins, general counsel of National Association for the Advancement of Colored People (NAACP) called the Board's proposal to limit white enrollment to sixty percent absolutely unacceptable and promised to sue the Chicago Public Schools if this objective became the norm.⁴⁷ Robert L. Green the Board's Chief Desegregation Consultant believed that changing attendance boundaries should be the first strategy used to desegregate the schools.

In the midst of the two controversies the Rev. Jesse Jackson, President of Operation Push (People United to Save Humanity) advised three black out-of-town

⁴⁵Linda Wertsuh and Jonathan Landman, "Whites to Flee City Schools: Caruso," *Chicago Sun-Times* (25 March 1981), B9.

⁴⁶Ibid.

⁴⁷Ibid.

candidates not to accept the superintendent post in Chicago.⁴⁸ Jackson, in a grass roots movement to elect Byrd, validated his support by saying that Byrd was more experienced and qualified for the position than Caruso.⁴⁹ Byrd also gained the support of the Chicago Urban League. However, in direct opposition to Jesse Jackson and the Urban League the African Methodist Episcopal Church's Ministers Alliance criticized Jackson's actions. In a planned press conference members of the Alliance stated that the Rev. Jackson does not speak for the entire African American community.⁵⁰

The pendulum shifted again to selecting an indigenous Chicago based leader when Mayor Jane Byrne tried to avoid the issue. The National Alliance of Black School Educators, with a membership of over three thousand and the largest black professional educator's organization in the nation, notified Byrne that Manford Byrd was their choice.

Dr. Angeline Caruso and Dr. Manford Byrd Jr. were both passed over amidst the citywide and national controversy. The Chicago School Board members ruled to take informal polls and that any candidate receiving at least six votes in this preliminary caucus would be considered for the job. Manford Byrd received only five votes.⁵¹ The three educators in order of preference receiving the required six votes were: Arthur Jefferson, Detroit School Superintendent; Frederick D. Holliday, York Pennsylvania,

⁴⁸Sam Smith and Casey Banas, "Jesse Tells School Hopefuls: Forget It," *Chicago Tribune* (13 December 1980), 51.

⁴⁹Ibid.

⁵⁰Casey Banas and Jerry Crimmins, "Byrd Gets Support of Urban League," *Chicago Tribune* (16 December 1980), 3.

⁵¹Casey Banas, "Why School Board Bypassed Byrd-Again," *Chicago Tribune* (8 January 1981), 1.

School Superintendent; and Dr. Ruth Love, Oakland California, School Superintendent.⁵²

Dr. Caruso as promised quietly stepped down when Dr. Ruth Love emerged from the field of three to become the next superintendent of the Chicago Public Schools. During Love's administration the superintendent reassigned Manford Byrd to Deputy Superintendent Curriculum and Pupil Services. This calmed the superintendent controversy, but the issue of desegregating the schools remained.

⁵²Ibid.

CHAPTER III

DR. JOSEPH P. HANNON: SUPERINTENDENT

The New Administration

Dr. Joseph P. Hannon was hired 23 July, 1975 as the new General Superintendent of the Chicago Public Schools.¹ The new appointee's effective starting date was 14 September. In the midst of a \$50 million deficit, low reading scores, an increase in the percentage of the enrollment of minority students, and a decrease in the percentage of the hiring of minority teachers the urgency to desegregate the schools became a top priority. A pending threat by the United States Department of Health, Education, and Welfare (HEW) to cut off \$100 million in federal funds for non-compliance to integrate the Chicago Public Schools and a pending teacher's strike greeted the administration.

The opposition against the new superintendent mounted due to Hannon's appointment over Deputy Superintendent Manford Byrd. Byrd had served the Chicago Board of Education dutifully during previous administrations. In the face of this opposition Superintendent Hannon immediately called for team work from all members of the administration.

Hannon inherited the seat of a long standing administrator, James Redmond, who occupied the office for nine years. The school system consisting of 50,000 employees and

¹Christina Hawkins Stringfellow, *Desegregation Policies and Practices in Chicago During The Superintendencies of James Redmond and Joseph Hannon* (Ph.D. dissertation, Loyola University Chicago, 1991), 49.

530,000 students advertised through local and national newspapers for a candidate with the vision of a philosopher. The job description further stated that the qualified candidate must possess the organizational ability of a political boss, the efficiency of a corporation executive, and the overall fitness of a Vatican Diplomat. These managerial attributes would put the Chicago Public Schools back on track in a professional and expeditious manner.²

Another criterion for the administrator replacing the incumbent James Redmond was the ability to manage a \$1 billion dollar budget in an efficient and productive manner. The salary would be \$65,000 a year including excellent fringe benefits. The Board members speaking on behalf of the citizens of Chicago were deeply concerned about two critical areas that were shortcomings during the Redmond administration: questionable retention policies and practices of administrators, principals and infrequent school visits.³ The first concern consisted of the administrator's decision to allow incompetent administrators and principals to retain their positions- notwithstanding their work performances were not up to par or categorized as satisfactory. These practices were considered inexcusable. The proper management of personnel became a priority in the selection of a new superintendent. The era of mismanagement and excusatory administrative practices had to be immediately addressed. The second concern of infrequent school visits was equally important as Board members and the citizens of

²"Selecting a School Chief," *Chicago Sun-Times* (9 July 1975), 59.

³*Ibid.*

Chicago perceived this laissez-faire practice as an insult to the community.⁴ This collective gesture laid the foundation for a move toward establishing grass roots strategies in addressing the polarity of issues: issues encompassing the views and concerns of the Hispanic, White, and African American communities in the move toward a date with mandatory school desegregation.

Dr. Hannon's administration developed and implemented a campaign of damage control due to the fall out from the *Redmond Plan*. This plan approached the initial problem of desegregation through a proposal to bus students. In retrospect, the Executive Board of Chicago Teachers Union supported this initiative and urged its' immediate implementation without further delay.⁵ Dr. Hannon, who was James Redmond's Facilities Planning Superintendent for four years, became hard pressed to take the educational system in Chicago into a new direction. The new administration did not follow the singular philosophy of busing students to be the solution to desegregating the Chicago Public Schools. Dr. Hannon publicly stated that due to the apparent declining white student population desegregation issues in the Chicago Public Schools were a moot issue.⁶ Hannon therefore developed a more inclusive approach of providing alternatives to parents and students. The General Superintendent built his educational platform on the premise that the educational system in Chicago should provide good schools to children regardless of their respective geographic location. In doing so the administration would

⁴Ibid.

⁵Ibid.

⁶Ibid.

offer and provide alternatives to parents and their children to have uninhibited access to any school, and, or program in Chicago: it was simply their choice. This open door policy and practice would be the hallmark of the new administration.

In creating a quality plan the administration developed a grass roots initiative encompassing strategies to increase participation, involvement, and cooperation of the board members, staff, parents, community and civic groups, business leaders, and the general public. This approach would be based on the recommendations of the City-Wide Advisory Committee (CWAC) - a committee created by the administration to ensure full participation from all segments of the citizenry of Chicago. The City-Wide Advisory Committee became a catalysis for developing policies and practices that would be participatory in nature. The administration routinely invited participants from the diverse community to contribute to the formation of a new plan to desegregate, improve, and upgrade the Chicago school system.⁷

In seeking a new direction in addressing the lingering problem of effective desegregation policies the administrator's grass roots strategies utilized the diversity of the city and empowered each community with an active voice in the planning process. The call for collective participation from parents, citizens, staff, and administration in the overall planning, implementation, and evaluating desegregation policies and practices became the norm of the administration.

⁷*Access to Excellence*, Recommendations for Equalizing Educational Opportunities (April 12, 1978).

The top down hierarchical management approaches used by previous superintendents in addressing the desegregation issue in Chicago was ineffective. Dr. Hannon developed inclusive strategies to address the issue of desegregation. This partnership evolved under the auspice of grass roots. At the heart of this inclusive initiative the administration created the City-Wide Advisory Committee. The primary steering committee members were: Benjamin Duster, chairman; Stephen Ballis, vice-chairman; Mary Gonzalez, Secretary; Penny Kajiwarra, attendance secretary; and Edward A. Welling, project manager⁸ (see Appendix B for complete listing of City-Wide Advisory Committee Members and Grass roots Participants).

The new administration utilized the implementation of Superintendent Redmond's division of branching the 225 square miles of Chicago into three districts - each with a district superintendent and individual education councils. Under Dr. Joseph P. Hannon the Chicago Public Schools used all available resources to maximize the involvement of parents while simultaneously communicating with the Department of Health, Education, and Welfare (HEW) and the Office for Civil Rights (OCR).

Chicago's Educational Climate

The Chicago's Teacher's Strike ended four days prior to Dr. Hannon's official starting date. Due to the resignation of Superintendent James Redmond and untimely exit on 1 June 1975 the administrative seat remained empty until Dr. Hannon was selected. Between June and Hannon's effective starting date of 14 September the Chicago Teacher's Union used this period to issue its demands. The political veterans of City

⁸Ibid.

Hall and protesting groups volleyed back and forth to bring the Chicago Teacher's Union and the Board of Education to the bargaining table. The City of Chicago finally experienced a sigh of relief when the strike ended during the first week of Hannon's administration. However, the strike had widened the deficit and seven class days of the regular school year had to be made up in June.⁹

In addition to the deficit HEW, using the leverage of Title IX of the Elementary and Secondary Education Act, revisited the staff integration issue as the new administration approached the end of 1975. The threat of losing federal aide soon became a reality in Chicago. The pressure from supporting and opposing desegregation groups greeted Dr. Hannon as he tried to quiet the storm in Chicago. The administration immediately addressed the mandates of the federal government concerning faculty and student integration while simultaneously inviting authentic participation from Chicago's citizenry in the planning and implementation of all administrative actions pertaining to these two critical issues. It soon became apparent to Superintendent Hannon that the days of sole hierarchical decisions were over. A grass roots approach coupled with the use of various forms of sources of authority became effective strategies in addressing the climate of segregation in Chicago. The use of these new combined strategies were ushered into the city due to the escalating climate of supporting, oppositional, involvement of parents, civic leaders, HEW and OCR in the attempt to comply with the mandate of school desegregation.

⁹"Strike Over, School Day," *Chicago Tribune* (18 September 1975).

In retrospect, Dr. Hannon was well aware of the two primary performance deficits of his predecessor: but first things first. Superintendent Hannon, in direct response to HEW's immediate concerns of staff integration, asked for more time to comply with Title VI. The formal response from the administration was compiled into a resources booklet consisting of facts and figures on a proposal to integrate the staff and student body. Dr. Hannon's presentation to the Office of Civil Rights (OCR) was entitled: *The Plan to Integrate Local School Facilities, Equalize Staff Services, and Provide Special Services to National Origin Minority Children*.¹⁰

The resources booklet represented an official response to HEW and OCR: furthermore it represented the superintendent's efforts to keep federal funds in Chicago. Sadly, due to the heated exchange between OCR and previous administrators the plan was rejected. OCR developed a series of questions pertaining to the integration of staff, faculty, and primary questions were raised about the training of teachers who were assigned to minority students. Most importantly, OCR wanted specific details to determine if effective educational opportunities were unconditionally provided to national origin minority students.¹¹

Prior to Hannon's appointment as Superintendent, Chicago became known as a city that refused to comply with the Brown vs. Board of Education Decision. White flight represented the norm in Chicago. With all factors considered forced busing became a

¹⁰"Response to the Request from the Office for Civil Rights, Department of Health, Education, and Welfare, for a Plan to: Integrate facilities, Equalize professional staff services, Provide special services to national origin minority children," Chicago Public Schools (8 February 1976), viii.

¹¹Ibid.

bitter pill and a proposed remedy for non-compliance. Prior to this proposal the use of Willis Wagons historically stalled the inevitable: a federal mandate to comply with an all out plan to desegregate the Chicago Public Schools.

HEW, feeling the urgency of addressing faculty desegregation issued a mandate: the Chicago Public Schools were given sixty days to establish clear and concise steps for reassigning faculty. The desegregation mandate was set for September of 1976. OCR, in support of the mandate insisted that the ratio of non minority personnel be evenly distributed throughout the three districts constituting the Chicago Public Schools.¹² The same timetable became applicable for teachers with lesser and greater experience. OCR, similar to the first two mandates, requested that students who spoke a language other than Standard English education receive additional instructional services: the educational urgency faced by the new administration did not leave much room for complacency. In a desperate move to buy more time the superintendent asked for an extension: sixty additional days to respond to the mandate.

Dr. Hannon did move with urgency in addressing the provisions of Title VI. He sent OCR an overall outline of proposed steps that the administration would implement to move the public schools and all three sub-districts closer to compliance. The nine steps proposed were:

- Establish procedures for identifying individual racial and ethnic data on staff and students.

¹²Ibid.

- Study alternative methods of reallocating support services to national minority students.
- Identify sources of funding for staff in-servicing, instructional models, and the development of assessment techniques.
- Develop instructional models for students of national minority origin that have language problems (English).
- Coordinate the regulations of Title VI with the State of Illinois mandating bilingual education in all programs throughout the three sub-districts of Chicago.
- Discuss and review with the Board of Education all of the provisions of Title VI and develop a plan for compliance.
- Discuss and review Title VI regulations with the Chicago Teacher's Union.
- Develop assessment techniques identifying English language proficiency of national origin minority students.
- Analyze and collect current data on the characteristics of programs and proposed student enrollment for the 1975-76 school years in relations to Title VI.¹³

OCR's urgency on the issue of faculty integration represented non compliance dating back to 1969 when the Justice Department threatened legal action against the Chicago Public Schools to force a citywide initiative to start the process of faculty integration. Evidence of either an all-white or all-black teaching staff plagued the

¹³Response to the Office for Civil Rights, 29.

Chicago Public Schools: 213 of 578 schools were cited.¹⁴ It was concluded that eight years later in the year 1977 little or no racial shift was evident.

Superintendent Hannon proposed to intensify the recruitment of minority teachers and develop a review board to help maintain faculty integration. The review board would monitor the percentages of non-Black teachers in each school. The criteria set by Hannon stated that in the immediate future in schools where there were more than 50 percent Black teachers, no more than 75 percent of the assigned teachers will be Black in the future. In schools where there are more than 50 percent of the teachers constitute non-black; no more than 75 percent of the assigned teachers would be non-black in the future.¹⁵

By September of 1977 Hannon's reassignment projections leveled off at about thirteen hundred: OCR rejected his plan. The superintendent soon realized that due to the public nature of the desegregation issue involving parents, community groups, civic leaders, and the teacher-staff work force in Chicago participation from all concerned parties became paramount. Hannon also supported the practice that if he could convince the public at large that in juxtaposition to desegregation equalizing educational opportunities for all students were the two most important pressing issues in Chicago.¹⁶

On 26 January 1977 a confidential draft of a resolution entitled, *The Rules Establishing Requirements and Procedures for the Elimination and Prevention of Racial*

¹⁴Casey Banas, "Survey Shows Advance in Teacher Mix," *Chicago Tribune* (21 February 1979), 1.

¹⁵Response to the Office for Civil Rights, 29.

¹⁶Stringfellow, 55.

Segregation in Schools, was presented to OCR by the Chicago Board of Education.¹⁷ The report encompassed the following three guidelines: provide appropriate bilingual services, eliminate identifiable patterns of principal assignments, and effectively integrate faculties in Chicago by September of 1977.¹⁸ Dr. Hannon tried again to appease the federal government: however his efforts were plagued by a record of past administrator's arrogance of non compliance. In February of 1977 it was ruled by a federal court that the Chicago Board of Education violated the mandate ordering a plausible faculty-staff ratio. The Board of Education was also cited for its inability to address the bilingual issue.

Dr. Hannon's administration met repeatedly with a special consultant appointed by HEW during May of 1977 to negotiate an acceptable plan on the issue of the creation of bilingual programs, principal's appointments, and acceptable percentages of faculty integration. The adoption of the *Plan for the Implementation of the Provisions of Title VI of the Civil Rights Act of 1964 Related to: Integration of Faculties Assignment Patterns of Principals and Bilingual Education Programs* was formalized on May 25.¹⁹ Dr. Hannon's administration complied with the transferring and reassignment of teachers and principals per the set quota of the 25 May federal government mandate. In a show of good faith the Chicago Public Schools finalized its bilingual component of the plan.

Hannon's administration decided to meet the challenge of student desegregation in the

¹⁷*Equalizing Educational Opportunities in the New Chicago, Chicago Public Schools* (February 1977).

¹⁸"Adjusted number of teachers reassigned for September 1977," *Plan for the Implementation of the Provisions of the Title VI of the Civil Rights Act of 1964 related to: Integration of Faculties, Assignment Patterns of Principals and Bilingual Education Programs*, Chicago Public Schools, Board of Education, Chicago (12 October 1977).

¹⁹*Ibid.*

Chicago Public Schools by soliciting the involvement of the Board members, staff, parents, students, community groups, civic and business leaders using grass roots strategies.

In the midst of a hostile arena whose past administrators specifically employed the use of bureaucratic authority Dr. Hannon surmised that new approaches to an old issue were warranted. The superintendent implemented strategies based on human relations supervision and human resources supervision encompassing a common strategy of shared decision making practices.²⁰ Hannon continuously reflected on the two deficits of his predecessor and moved away from a singular source of authority: he decided to implement policies and practices based on a combination of the five broad sources of authority. The superintendent took his plan to desegregate the Chicago Public Schools to the public. Hannon stood on the principle that due to the diminishing enrollment of white students' access to a quality education for all students should become synonymous with all efforts to desegregate the schools. In his opening statement to the City of Chicago Hannon announced that his plan encompassed opening up the public schools to all children in Chicago. The policies and practices of focusing on the importance of each student as an individual who was special and different soon became a unique approach in Chicago: a distinct strategy not inclusive in the use of bureaucratic authority. This interpersonal approach gave value to each student and encouraged students to view one

²⁰Sergiovanni and Starrat, 19.

another as individuals and to respect and appreciate their differences even while they share common interests.²¹

Dr. Hannon's approach from a humanistic view assured the citizens of Chicago that his authentic attempt to have the Asians, Hispanics, Whites, and African American students equally share the educational arena in Chicago would be a plan that is workable. In addition this plan was capable of being implemented in a timely fashion. Hannon's grass roots platform consists of not only desegregating the students of Chicago but also improve educational opportunities while simultaneously strengthening the viability of the City of Chicago. The superintendent's public appeal to the citizens of Chicago allowed all constituents to have a voice in the process: to be empowered to participate. The new plan offered diverse communities the opportunity to speak to each other. The administrator wisely reiterated the importance of promoting policies and practices based on inclusiveness. Hannon stated publicly and at community meetings that with their valued assistance the plan could work.²²

²¹*Access to Excellence*: "Further Recommendations for Equalizing educational Opportunities" (12 September 1979), Board of Education, Chicago.

²²*Ibid.*

Access to Excellence

In 1979 Philip Hauser, chairman of the University of Chicago's Sociology Department who wrote *The Hauser Report* reproved Hannon's predecessor and called him a giant of inertia, inequality, injustice, intransigence and trained incapacity.²³ Dr. Hannon, equipped with the mistakes of past superintendents, knew that trying to use policies and practices based on bureaucratic authority to desegregate the Chicago Public Schools would not be advantageous for his administration. The long history of corrupt political manipulation of the school system had come full circle. The legal initiatives of HEW, OCR, and the activism of civic leaders, White, Hispanic, and African American community groups ushered in a new era of authority. This authority could no longer arrogantly declare that schools should be solely managed by experts and professionals: the philosophy supported by policies and practices that outside and external influences from the previously mentioned groups were distractions became an outdated use of authority. During Hannon's administration the top down hierarchal approach was abandoned.

Dr. Hannon was historically aware that in 1963 the presiding superintendent in Chicago met with only a small group of white counter-desegregation demonstrators from Bogan High School on the city's Southwest side: Bogan High School can best be described as a flash point for conflicts over neighborhood integration and a site of considerable turmoil on the issue of busing. Unfortunately the previous superintendent

²³John L. Rury, "Race, Space, and the Politics of Chicago's Public Schools: Benjamin Willis and the Tragedy of Urban Education," *History of Education Quarterly* 39 (1999): 133.

drew a storm of protest from Chicago's Civil Rights Organizations. As a result of this bureaucratic approach Bogan High School became a haven for white supremacy and segregationists.²⁴

During the desegregation controversy Phillip Hauser, chairman of the Advisory Panel for the Desegregation of the Chicago Public Schools, called for the clustering of High Schools. Dr. Hannon's administration would model his desegregation plan after Hauser's early philosophy of approaching the problem of public education from a new perspective based on individual choice, individual worth, positive human interaction between the races, and a new approach to white flight and residential segregation. Dr. Joseph P. Hannon desegregation plan for the students of the Chicago Public Schools would be appropriately titled: *Access to Excellence* (see Appendix B).

Access to Excellence supported the philosophy of a student centered initiative. Each student was given the chance, uninhibited by the administration, district superintendents, or area principals, to choose from an array of educational alternatives: boundary registration and restrictions or maps no longer exist (see Appendix B). Under the new desegregation plan each student was allotted access to any educational faculties throughout Chicago. The uniqueness of each student would be emphasized and students were encouraged to see themselves and other students of different ethnicity as individuals who have self and cultural worth. The administration strongly believed that this public

²⁴Ibid.

openness would help promote voluntary integration and dismiss past epitaphs of stereotyping.²⁵ In the forward to *Access to Excellence* Superintendent Hannon stated:

Access to Excellence reflects the Board of Education's long standing commitment to the worth and dignity of the individual, to continuing and expanding quality education for each and every child, and to enhancing desegregation. The plan also is educationally sound, reflects the demographic character of the city, and maintains fiscal responsibility. The plan is educationally sound and innovative: it includes several new and exciting programs and calls for the joint participation of parents, citizens, and staff in planning, implementing, and evaluating these programs. At each level of planning, the primary concern is to ensure that our decisions will contribute to improving the education of all our children.²⁶

Hannon's grass roots concepts to calm desegregation issues were supported by specialized services to students who decided to participate in the program: assuring their parents that all measures would be taken to promote the success of each student. For example, elementary students and high school students would be provided with safe and reliable transportation assistance. High school students received fare for use on public transportation. Elementary school students would be transported by city-wide licensed contract vehicles.²⁷ Hannon decided to rely on the parents of the students as well as the commitment and involvement of various segments of the community to promote, support, and monitor the plan. Civic participation became paramount at all levels and phases of *Access to Excellence*.

²⁵Joseph P. Hannon, *Access to Excellence: Recommendations for Equalizing Educational Opportunities* (12 April 1978), X.

²⁶Joseph P. Hannon, *Forward, Access to Excellence: Recommendation for Equalizing Educational Opportunities* (12 April 1978).

²⁷*Ibid.*

Dr. Hannon's grass roots strategies were continuously reinforced through the creation of the City-Wide Advisory Committee (CWAC). These select, culturally diverse agents for school reform served as liaisons in the development and implementation stages. The committee monitored the effectiveness of the three major parts of *Access to Excellence* and openly suggested any proposals to the Board and superintendent for modifications and, or changes. The City-Wide Advisory Committee acted as liaisons between the administrators, community groups, civic leaders, the Department of Health, Education, & Welfare (HEW), the Office for Civil Rights (OCR), and advisors of the Chicago Public Schools.²⁸ In the *Chicago Tribune* article 18 November 1976 Hannon explained:

A City Wide Advisory Committee is to be appointed in January to take part in the development of a student equal-education opportunity plan. The advisory committee is to include representatives of business, industry, students, parents, staff, clergy, universities, the communication media, and local and state governments.²⁹

In addition to being student centered the nucleus of Hannon's desegregation plan was based on the philosophy of empowerment through grass roots participation. In moving from a closed door, off limits, bureaucratic style of management the superintendent openly negotiated with the Illinois General Assembly for much needed financial support to not only implement *Access to Excellence* but to comply with the desegregation rules of the State Board of Education. By promoting the policies and

²⁸*Access to Excellence*, 115.

²⁹Meg O' Connor, "78 School Desegregation Plan Involve Community: Hannon," *Chicago Tribune* (18 November 1976).

practices of inclusiveness and public participation the administration worked closely with the State Board of Education and solicited monies from federal and state agencies.

The urgency of the moment to desegregate the students of Chicago appeared in a letter from the Office for Civil Rights - a letter approved by the Secretary of HEW Joseph Califano. The date with destiny was 1 March 1979. The official document charged the Chicago Public Schools with purposely and willfully violating the Civil Rights Act of 1964 by promoting policies and practices that sustained the separation of Hispanic, White, and African American students. It was further concluded that due to Chicago's history of non-compliance these racially segregated conditions had been purposely created and maintained through the use of the Willis Wagons, the altering of attendance area boundaries for elementary schools, the establishment of optional zones and feeder patterns for middle-schools, high schools, and upper grade centers. In addition the violations included allegations of improper student transfer programs, a segregative busing plan, the establishments of high school attendance zones, unfair admission criteria, the promotion of a racially imbalance faculty placement criteria, and biased based site selection for new or expanding school facilities.³⁰

The official letter further stated that the past, present actions, inactions, omissions, and overall policies and practices of the Chicago Public Schools had contributed to years of violations - thereby promoting racial segregation in the school system. The charges supported the premise that Chicago officials have created a climate of racial hostility and

³⁰Casey Banas, "City Schools Segregated, Federal Letter Charges," *Chicago Tribune* (1 March 1979), 3.

demonstrated a clear intent to segregate the Chicago Public Schools students on a basis of race.³¹

The Office for Civil Rights instructed Hannon's administration to develop an immediate system-wide remedy to eliminate these policies and practices. OCR issued the schools a grace period of ninety days or the case would be immediately referred to the Justice Department and a federal lawsuit against the Chicago Public Schools would be pursued. This represented the ultimatum if the Chicago Public Schools did not voluntarily submit an acceptable plan to desegregate the student body.³²

Dr. Hannon had previously submitted *Access to Excellence* in April of 1978. In the face of OCR's letter the superintendent supported the hypothesis that if given the appropriate time the plan could become successful by the 1982-83 school years. The plan consisted of three major parts specifically developed by Hannon's administration to address Chicago's changing demographics, white flight, desegregation issues, and most importantly access to a quality education for all students.

Part one, under the District Programs, encompassed the educational initiatives at each of the twenty-seven sub-districts. The uniqueness of this incentive was that the programs within each district were accessible to all students-both within and outside the districts. CPS would not give preference to any student within the district but would

³¹Ibid.

³²Stringfellow, 63.

allow others who live adjacent or in another district to have uninhibited privileges to attend the programs.³³

The System Programs constituted part two of the plan. Under this directive Magnet Schools offering specialized courses would be used to galvanize students from all communities: specifically on a voluntary basis. Hannon's personal approach to address the needs and interests of each student across cultural lines is clearly defined. The six categories under this initiative included: Academic Interest Centers, Enriched Studies Programs, High School Bilingual Centers, Career Education Programs, Magnet Schools, and Preschool Programs.³⁴

In part three of the plan central office Administrative Actions, open access would again be used to afford any student in Chicago the opportunity to extend his/her school year by attending summer school. Parents and their children could be selective in their choices of programs offered throughout the city and any, all improved educational facilities were accessible. Preferential treatment was redefined to include all of the students and parents residing in Chicago.³⁵

The *Access to Excellence Desegregation Plan* included educational initiatives, interest centers, enriched studies programs, high school bilingual centers, career education programs, preschool programs, and as previously mentioned in part two Magnet Schools. *Access to Excellence* would use grass roots strategies to attract a racially

³³*Access to Excellence*, 115.

³⁴*Ibid.*

³⁵*Ibid.*

diverse group of Chicago's student population - assuring that every program in every category of the plan allowed uninhibited enrollment to students with common interests and aspirations. The administration eliminated the use of the Willis Wagons and supported the construction of new classrooms building facilities to address overcrowding.³⁶ Under Administrative Actions the Board initiated a Metropolitan Exchange Program to recruit students from the suburbs back into the Chicago Public Schools (see Appendix B).

State School Superintendent Joseph Cronin, in public opposition to Gary Orfield, a University of Illinois Associate Professor who immediately condemned the desegregation plan, gave *Access to Excellence* a stamp of approval. Orfield believed that the desegregation plan should include mandatory busing. Cronin went on record and stated that the programs, in its early stages, were succeeding. The state superintendent however urged Dr. Hannon to push the desegregation of students a little harder and use resources available to his administration to prepare and submit new strategies for the upcoming 1979 school year.³⁷

Notwithstanding Cronin continuously employed persuasive measures to appease the political leaders in Springfield that *Access to Excellence* had merit the State Board of Education's Equal Educational Opportunities Committee (EEOC) wanted further quantitative proof prior to either condemning or endorsing Chicago's efforts to desegregate the schools. In a new status report the State Board of Education concluded

³⁶Ibid.

³⁷Stringfellow, 64.

the following five quantitative changes had occurred in the Chicago Schools under Dr.

Joseph P. Hannon's *Access to Excellence Desegregation Plan*:

- 25,556 of the 490,000 Chicago Public School students had been voluntarily participating in the *Access to Excellence Plan* either by sending or receiving students taking part in the initiative.
- 91.5 percent of all schools participated in *Access to Excellence* to date.
- Thirty-four schools with 16,649 students had been desegregated under the program.
- 224 (38.2 percent) schools had achieved minimum acceptable desegregation.
- 179 schools had been positively affected by *Access to Excellence* in terms of desegregation.³⁸

The joint committee concluded that *Access to Excellence*, in its early stages, was succeeding when compared to previous administrators. This served as a reprieve to Dr. Hannon administration since Chicago had historically acquired the title of the most racially segregated school system in the country. However, Dr. Hannon's reprieve was short lived as Cronin requested that an addition twenty-thousand students be placed in segregated schools. Notwithstanding Cronin agreed that some progress was evident Chicago lagged far behind other major cities in the U.S. in desegregating its public schools. In addition the city was experiencing the effects of years of neglect and noncompliance by previous superintendents that stood against the ideology set forth by

³⁸Casey Banas, "School Desegregation is Succeeding: Cronin," *Chicago Tribune* (9 March 1979), 5 (sec 2).

the Supreme Court in the passage of the Brown vs. Board of Education Decision.

Hannon's administration and supporters had to go back to the drawing board and solicit more input from his steering committee, parents groups, civic leaders, and close advisors. HEW launched another countermeasure to bring the Chicago Public Schools into federal court in the spring of 1979. Dr. Hannon's *Access to Excellence Desegregation Plan* was required to publicly prove its effectiveness and ability to substantially increase integration.

HEW's Proposal and Response

Joseph Califano who earlier expresses some form of approval of *Access to Excellence* retracted that approval and insisted that the present level of progress did not correct the previous years of neglect. In an official letter to Superintendent Hannon the Department of Health, Education, and Welfare (HEW) cited numerous patterns separating African American and Hispanic students from their White counterparts. Moreover, patterns of privileges for schools with predominantly white students were also cited. The charges levied by the government included changing school attendance boundaries to the installation and use of the Willis Wagons as a means of promoting the overcrowded clustering of minority students. The Willis Wagons were mobile units used by Superintendent Benjamin C. Willis to preserve the status quo of racial segregation. These unethical policies and practices usually surfaced when an adjacent white district apparently had empty seats and could accommodate minority students. HEW further charged the City of Chicago with not only consciously violating and promoting student segregation but faculty segregation as well.

HEW's report included charges of the intentional clustering, and corralling of minority students at the High School level. Curie, a privileged school protected by attendance boundaries, was comprised of 83 percent White students. At the opposite end of the spectrum patterns of intentional segregation was apparent: Clemente and Juarez student enrollment reflected a gross imbalance of minority students. Respectively, Juarez was 93 percent Hispanic and Clemente were 76 percent Hispanic. African Americans constituted more than 90 percent of the student enrollment at Corliss, Robeson, Collins, Julian, King, Austin, and Manley.³⁹

Throughout his appointment Hannon's administration faced previous patterns of years of policies and practices promoting the segregation of students according to race and residential segregation. The Chicago Housing Project, Cabrini-Green, became an exemplary model of HEW's containment theory. With an apparent need to reassign African American students to a nearby north side school with a high percentage of white students the Chicago Public Schools used tax payer's money to build two additional extensions to the all black Jenner Elementary School. It was also reported that Ogden, Lincoln, and LaSalle's enrollments were low: ample space and empty classrooms were available. However, according to HEW the policies and practices of containment became applicable to both White and African American students in Chicago.⁴⁰ The City of Chicago and the Board of Education were determined to keep the status quo of student segregation.

³⁹Casey Banas, "U.S. List Cases of Bias in Schools," *Chicago Tribune* (12 April 1979), 1.

⁴⁰Ibid.

HEW further reported that patterns of using the Willis Wagons were repeated throughout the system: especially where adjacent schools with predominantly white students could receive the overflow of minorities from overcrowded schools. Parkside, O’Keefe, Altgeld, and Cook were considered examples of the gross misuse of the mobile units to perpetuate student segregation.⁴¹ Optional attendance zones used by the Board of Education supported this practice. The administrative rule of giving White students multiple choices to avoid attending a nearby school with predominately minorities became the norm. This option stood over and against the containment policy of using the Willis Wagons for minority students who could easily walk to a nearby school with empty classroom seats and under enrollment.

Dr. Hannon had to rectify the exclusive use of permissive transfers for Whites only. According to HEW in 1969, prior to the superintendent’s administration, white students could opt out of Calumet because of a high percentage of African American student enrollment. When the demographics shifted due to residential segregation, white flight returned to Calumet because Foster Park and Barton had received an influx of minority students.⁴² Patterns of questionable unethical misconduct throughout several administrations became the norm in Chicago.

The superintendent’s inability to head off a storm of past and present violations against the Chicago Board of Education led to the schools ineligibility to receive federal funds under the Emergency School Aid Act. Hannon became the official liaison to calm

⁴¹Ibid.

⁴²Stringfellow, 69.

the storm and address past policies and practices. The government assured the superintendent that he was not the primary target but Chicago's history of non-compliance, philosophy of racial containment, use of the Willis Wagons, and optional attendance zones had perpetuated a segregated school system.

The Office for Civil Rights under the direction of David Tatel issued a double mandate to Superintendent Hannon to produce both a mandatory and voluntary plan to desegregate the Chicago Public Schools beyond the initial projection and programs encompassed in *Access to Excellence*. Tatel estimated that if Chicago's record of non-compliance continued the total combined expenditures in emergency aid lost for the 1978-79 school years would be close to \$72 million.⁴³ In response Hannon reminded HEW that due to diminishing white enrollment the distribution of 21percent of White students among 79 percent constituting minority enrollment presented a problem. He further concluded that this unforeseen factor should be taken into account when the National Advancement of Colored People (NAACP) filed its lawsuit to investigate northern schools. In support of the new desegregation plan during the implementation of Access to Excellence Week Superintendent Hannon explained:

We are opening up the school system so that children and their parents can seek more individualized education. If they are to have this chance, we must all make positive efforts to advise them of their choices. Through our joint efforts we will enhance "excellence" in our schools and give each child full and open "access" to it. *Access to Excellence* does promote educational achievement and does offer each child new opportunities. Of course, not every child will seize a new opportunity at once-or ever. A system can provide opportunities; it cannot force people to accept them. A

⁴³Barbara Reynolds, "Leaving Integration to Byrne: HEW Aide," *Chicago Tribune* (28 June 1979), 18.

school system can also publicize and promote the opportunities it offers, as it is doing in *Access to Excellence Week*. The public will see the difference in options offered to students.⁴⁴

Hannon took a bold stand and declined a right to a wavier presented to the Chicago Public Schools by federal officials and preferred the option of a show cause hearing.⁴⁵ In this public arena the superintendent stood on the belief that if given adequate time *Access to Excellence* would become an effective strategy in increasing the integration of students and faculty in the Chicago Public Schools. The plan had made substantial and creditable strides in addressing the lingering social dilemma of public school integration. The Chicago Public Schools met HEW in a public arena to prove the effectiveness of the early stages of *Access to Excellence*.

In Defense of Access

Federal officials approached the Chicago Public Schools with a new determination to address an old problem. In developing the policies and practices of using grass roots strategies the superintendent requested that the hearing with the federal government be made public. Dr. Hannon decided to unveil proven examples of how the desegregation plan brought diverse communities together both in the planning and implementation stages. In addition, he planned to highlight how the plan improved both student and faculty integration.

⁴⁴“Access to Excellence Week,” *Chicago Tribune* (6 October 1978).

⁴⁵Casey Banas, “Hannon to Fight U.S. Charges of School Bias,” *Chicago Tribune* (19 April 1979), 1 (sec 7).

The superintendent came to Washington, D.C. equipped with a series of quantitative documents on white flight and a declining enrollment of white students. This he contended made the arduous task of desegregating the schools complicated and based on this evidence Hannon defiantly asked HEW for a concise more definitive definition of compliance.⁴⁶ Low white enrollment made total desegregation close to impossible.

Both supporters and critics of Hannon's *Access to Excellence* sojourned to Washington, D.C. to either confirm the success of the plan or further condemn the efforts of the administration. At the outset of the proceedings Dr. Hannon knew that HEW's previous threat to cut off federal school funding hung in the balance of his defense of Chicago's new desegregation plan: \$36 million in addition funding would assist Hannon's effort to usher in an era of voluntary integration.⁴⁷ Voluntary integration became the best alternative in the administrator's perspective. The cost associated with his desegregation plan encompassing 1978 through 1983 would become an overwhelming burden to the City of Chicago without the assistance of federal and state funding (see Appendix B).

HEW rejected Hannon's evidence of white flight and declining white enrollment. The superintendent of Chicago felt the backlash of HEW's defending argument that years of deliberate actions and inactions to contain the African American and Hispanic student populations by previous administrations intensified Chicago's problem. HEW answered

⁴⁶Meg O'Connor, "Hannon: I'll Reject Mandatory Plan for Desegregation," *Chicago Tribune* (8 June 1979), 2 (sec 5).

⁴⁷Barbara Reynolds, "Hannon Defies Federal Charges of Segregation," *Chicago Tribune* (5 May 1979), 3.

Hannon's previous question of desegregation compliance by stating that schools consisting of Hispanic, African American, and White students were considered desegregated when 15 to 35 percent of its enrollment were white, 50 to 70 percent of its enrollment were African American, and 15 to 35 percent of its enrollment were Hispanic.⁴⁸ Based on this quantitative mandate Dr. Hannon lost his appeal. It was determined again that *Access to Excellence* had merit but did little or nothing to reduce segregation. The plan did not correct the unlawful containment of Hispanic and African American students. The federal officials in Washington criticized the program and Chicago's definition of a segregated school. The city of Chicago considered schools were in compliance when no more than 90 percent of the student population constituted one race.⁴⁹ In retrospect, the Chicago Board of Education's definition of compliance was based on low and declining white enrollment. Hannon returned to Chicago more determined than ever to prove to the public, his local critics, and state and federal authorities that the new desegregation plan could improve racial integration. In an official news release from the Chicago Public Schools Office of Information in a report entitled: *Equalizing Educational Opportunities in the New Chicago* Superintendent Hannon's grass roots approach to promoting inclusiveness was highlighted:

Our planning process is unique among large cities. It calls for the formulation of recommended plans by a network of committees' and representatives of all segments of the community. It calls for students, parents, educators, businesses, civil rights organizations, clergy, community organizations, and industrial representatives, in concert with

⁴⁸O'Connor, 2.

⁴⁹Stringfellow, 75.

local and state officials, to plan an educationally sound equal opportunity program for the City of Chicago. It does not postpone community involvement until a plan has been formulated. The process does not depend upon social planners as its principal architects. Rather, it invites everyone in the city to participate as move forward in *Equalizing Educational Opportunities in the New Chicago*.⁵⁰

Under the directive of Hannon's administration the Chicago Board of Education approved an expansion of *Access to Excellence* after the hearings in Washington D.C. It was determined that thirteen sites administering preschool programs, classical schools, and language academies be added to the plan beginning in September of 1979.⁵¹ Hannon requested that additional sites be added to appease HEW. However, David Tatel, the director of the Office for Civil Rights and one of Hannon's critics insist that busing students would immediately increase integration. The Chicago superintendent never wavered from the philosophy that the best desegregation goal for Chicago could be found in the implementation of voluntary access to quality education regardless of residential segregation: mandatory integration would not work with such a low white student enrollment in the city.⁵²

Hannon and his administration worked diligently to head off any form of busing or accepting a desegregation plan from OCR to eliminate voluntary integration. The superintendent met with Mayor Jane Byrne on 13 July 1979 to discuss the concept of clustering schools. The concept consists of combining school populations of three or

⁵⁰Dr. Joseph P. Hannon, News of the Chicago Public School: Office of Information, *Equalizing Education Opportunities In the New Chicago* (4 March 1977).

⁵¹Casey Banas, "Add 12 Schools to Access Plan," *Chicago Tribune* (10 May 1979), 5.

⁵²Casey Banas, "U.S. to Develop Options for School Desegregation," *Chicago Tribune* (26 July 1979).

more in proximity. The negotiations with the mayor and superintendent to avoid forced integration also included the increase and use of magnet schools.⁵³

When Patricia Harris became the secretary of the Department of Health, Education, and Welfare (HEW) the previous deadline of 15 September 1979 for a definitive school desegregation plan prove to be non-negotiable. HEW's new proposal for the City of Chicago contested the belief of the superintendent that busing was not the solution to the problem. On 31 August, 1979 HEW's Desegregation Proposal for the City of Chicago Public Schools could be summed up in one word: busing. To accomplish Hew's definition of compliance 114,000 elementary schools students were targeted for busing.⁵⁴ Hannon and the City of Chicago were faced with a take it or leave it scenario. HEW, decision to use busing was based on desegregation studies by the government. This mandatory movement of students would desegregate 60 percent and involve 55 percent of the total student population.⁵⁵

Dr. Hannon's revised plan entitled *Access to Excellence: Further Recommendations for Equalizing Educational Opportunities*, dated 12 September, 1979 rejected HEW's intention of busing more than 114,000 students. Two days prior to the federal deadline Hannon's administration submitted the revised desegregation plan to

⁵³David Axelrod, "School Officials Seek Plan with Little Busing," *Chicago Tribune* (13 July 1979), 1 (sec 3).

⁵⁴Casey Banas and Meg O'Connor, "U.S. Proposes Busing 114,000 Pupils in City," *Chicago Tribune* (31 August 1979), 1.

⁵⁵Ibid.

Washington, D.C.⁵⁶ The expanded version of the revised plan promised to close down all schools throughout Chicago that were labeled segregated both by HEW and the Chicago Board of Education. The superintendent unapologetically took a stand on the issue of providing a quality education for all students: uninhibited access to a quality education would voluntarily bring about racial balance in the Chicago Public Schools. This approach would offset white flight. Access became the battle cry in the midst of mandatory busing. Superintendent Hannon's perspective on equality in education surfaced during a conference on school desegregation at the Chicago Urban League:

We are not engaged in a debate over one local program versus another. We are not engaged in a debate over which options will be available to all children. Educationally, each child is different. Educationally, each child must seek and find in the public schools a most appropriate option. Yet, the schools as a system must provide sufficient options for all children to make that individual discovery, about that, we have no option. We are not engaged in a debate designed to test legal requirements versus non-existent local prerogatives. It is the prerogative of the system to offer children the best, most feasible education. There is, however, no alternative to that prerogative. It is the law; it is just; it must be done. We are not engaged in a debate to test the morality of equality. There can be no test when we all know the answer. There can be no discrimination; there can be no inequality of opportunity.⁵⁷

The four major strategies of the second version of *Access to Excellence* began with an inclusive philosophy. These approaches were used to empower communities in the planning while simultaneously providing accessible quality education. Improving operations and program management, staff development and public information programs

⁵⁶Casey Banas, "Hannon School Plan Rushed to U.S.," *Chicago Tribune* (13 September 1979), 1.

⁵⁷Dr. Joseph P. Hannon, "A Perspective On Equalizing Educational Opportunities in The New Chicago, Conference On School Desegregation," *The Chicago Urban League* (4 June 1977).

were also additions to the plan. This grass roots approach reached out to local area businesses with the creation of Adopt-A-School. Encompassed in this strategy was a goal to include one hundred elementary and fifty high schools. Hannon's administration assessed that a business partnership would improve the development of specialized courses and enhances the educational experience for forty-five hundred students.⁵⁸

Strategy two involved the implementation of new program models: Part-time programs offered a flexible schedule to students to intermingle with students from adjacent and outlying districts. This initiative allowed students to get to know one another as unique individuals by participating in short-term full day or recurring part-time learning activities in desegregated groups. Strategy three involved the reduction of school districts from twenty-seven to twenty (see Appendix B). This decrease promoted an increase in racial diversity by drawing in minority students who bordered white school districts into the district where they would interact with their peers from other racial and ethnic group as programs and courses overlapped. Finally, strategy four focused on the improvement of student assignment policies. The policies used equalized the use of school facilities and stabilized student enrollments. The elimination and removal of the Willis Wagons were seen as a step in the right direction to improve relations between administration, the diverse communities, concerned citizens, and opponents of desegregation.⁵⁹ During a keynote speech at the Civic Federation Dr. Hannon shared these words with the audience:

⁵⁸Joseph Hannon, *Access to Excellence: further Recommendations for Equalizing Educational Opportunities*, Board of Education, City of Chicago (12 September 1979).

⁵⁹Ibid.

We are in the process of developing a citizen's plan for Equal Educational Opportunity for all of our children. The Board of Education and this administration are committed to the desegregation of our schools and to the premise that any planning process for student desegregation must be educationally sound, economically feasible, and provide stability for our city. The development of such a plan need not be considered a threat or a travesty on cherished rights and privileges. It can and must have a positive, optimistic, and dynamic impact now and as we move into our third century. We are eagerly seeking the continuing and expanding participation of business, industry, and civil organizations in working with our schools...a blueprint for action. Specifically we have established a staff committee to work with the Civic Federation to explore and evaluate recommendations and public concerns.⁶⁰

Patricia Harris rejected Superintendent Hannon's request for a 170 day extension to negotiate the revised desegregation plan 18 October 1979. Harris informed the Board of Education that Chicago's case on desegregation would be expeditiously sent to the Department of Justice.⁶¹ Hannon was urged by his constituents, close advisors, and Board members to take a public stand and fight the desegregation issue in court.⁶²

Superintendent Hannon privately weighed all options and in retrospect never considered busing students. Changing boundaries, improving the quality of education for all students, and most importantly creating opportunities of uninhibited access to the system remained Dr. Hannon's platform. The superintendent's strategy of opening up the desegregation issue for public input, discourse, and empowering parents and students to make informed choices were present in both presentations of *Access to Excellence*.

⁶⁰Dr. Joseph P. Hannon, "The Bottom Line-Responsibility and Production" (Key note speech), General Engagement at the Civic Federation (21 October 1977).

⁶¹Jonathan Landman, "School Board Defies U.S.; Challenges HEW to Court Fight," *Chicago Sun-Times* (18 October 1979), 1.

⁶²Ellen Warren, "Take School Fight to Court—HEW," *Chicago Sun-Times* (19 October 1979), 8.

The Resignation

Patricia Harris labeled both versions of *Access to Excellence* as vague in nature and illegal. Harris went on to say that it would not stand up to a court test.⁶³ The federal branch of HEW concluded that the policies and practices used by the schools interfered with the educational opportunities promised by the law of the land.⁶⁴ In addition to Harris a newly established coalition group of church and civic leaders petitioned the Board of Education to dismiss Superintendent Hannon. The African American and Hispanic communities stood on the premise that since the majority of the Chicago Public School's students were minorities, it was time for a minority superintendent. The African American Deputy Superintendent Manford Byrd surfaced again as the people's choice.

Harsh word of criticism from James Compton of the Chicago Urban League echoed the sentiments of Civil Rights leader Jesse Jackson and others. Prior years of employing administrators who appeared to be insensitive to the needs of minorities in Chicago became a major issue. Years of policies and practices of containment and keeping the status quo fueled the fire of social discontent throughout the city. Hannon's educational philosophy for a quality education for all students clashed with HEW's insistence on busing.

Dr. Joseph P. Hannon weary of the desegregation battle with HEW, OCR, civic leaders, and opponents to desegregation resigned prior to any offer to either accept a second term or be asked to officially leave. In his announcement Hannon stated that the

⁶³Landman, 10.

⁶⁴Linda Wertsch and Betty Washington, "Hannon Performance Criticized," *Chicago Sun-Times* (30 November 1979), 3.

25 January 1980 would be his last day. Hannon revealed to close associates that his administration's approach and different style of management became a necessary corrective in addressing desegregation issues in Chicago. Chicago must learn to negotiate and compromise its exclusive need for politics and invite all participants of the city's diverse community to the table of humanity and empower the people: until this occurs the process of desegregation will inevitably remain in a stale mate.⁶⁵

Indigenous Power Struggles

The news of Dr. Hannon's resignation was immediately followed by another Chicago Public Schools budget crisis in December of 1979. With the withdrawal of desegregation funds due to non compliance the Chicago Board of Education was unsuccessful in borrowing working funds from the financial markets.⁶⁶ The changing of the guards from Dr. Joseph P. Hannon to interim Superintendent Dr. Angeline P. Caruso, associate superintendent of Curriculum and Instruction, sparked a series of protests. These protests were also supported by the Hispanic community. The Board of Education overlooked Dr. Manford Byrd Jr., for the position. With Caruso's temporary selection the issue of a new minority superintendent and desegregation issues made the Chicago Public Schools the number one news story of every major newspaper in the city.

During the desegregation turmoil the quest to control the Chicago Board of Education took center stage. The presiding Board members, save one, were asked to resign. While the majority of the Board members sided with Dr. Joseph Hannon's

⁶⁵Ibid.

⁶⁶Alan D. Mutter and Brain J. Kelly, "Officials Predict 2 Tax Increases, Schools Closings," *Chicago Sun-Times* (16 December 1979), 3.

desegregation plan and agreed with the impracticability of full desegregation due to white flight other Board members, under pressure from protesting groups were still split in their loyalties. Dr. Hannon's resistance to busing as a solution to the school's desegregation issues became the center of a power struggle: the struggle between his administration and historical advocates who believed that too much time was given to the political pundits in Chicago to bring about desegregation. The power struggle continued outside the Board of Education chambers as opposing groups clashed publicly while the news media became obsessed with the racial issues of the city. Segments of the White community were determined to preserve their separatist way of life. Whites had grown accustomed to the uninterrupted tradition of segregated education facilities.⁶⁷

In an article by Casey Banas and Jack Houston of the *Chicago Tribune* Dr. Joseph P. Hannon's ideology of the creditability of *Access to Excellence* coupled with the request to simply allow the desegregation plan more time to work was revisited. The journalist supported the ideology that all participants should be more concerned about providing a quality education for all students: white flight and residential segregation in Chicago became an apparent reality and could no longer be ignored.⁶⁸

Historically the policies and practices used by the Chicago Public Schools supported the containment of minority students and further separated the races in the Chicago school system. HEW challenged the status quo of separating students based on

⁶⁷Stringfellow, 94.

⁶⁸Jack Houston and Casey Banas, "Active Parents are Key to Many Reform Programs," *Chicago Tribune* (29 May 1988), 1 (sec 4).

race. On the 24 September 1980 a Federal Consent Decree was issued against the Chicago Public Schools. The Consent Decree was a federal court order mandating an immediate constitutionally acceptable desegregation plan.

Grass Roots Strategies and Sources of Authority

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Joe Hannon brings some flash to a flood of problems By Andy Shaw Chicago Sun-Times		
Date:	July 24, 1975		
Event:	Interview with Andy Shaw		
SERGIOVANNI		Words	Actions
	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	Integration. Desegregation totally in the city is a moot question. I rarely hear the word integration mention anymore. The minorities communities say give us a good school and we'll work it out. School racial quotas. I think quotas are the only way that you're going to maintain (racial) stability. If you don't use quotas, you're diminishing the options, and if you don't use quotas, you're not going to have integrated education. Programs. There are far more options available today than ever before. I see the magnet school as an option, but it is not a panacea. The future is for schools on neutral turf, like O'Hare Airport, the Art Institute, Wolf Point, and Chicago 21. The smaller school is a more viable alternative. Facilities. Eighty percent of the city's new schools are strategically located in minority communities...	Hannon speaks during an interview: defining his leadership style which will be open to the public and offer more options to students and promised open dialogue with the African American, Hispanic, and white communities. The superintendent defines his leadership style as open to the public and participatory.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Plight of the Chicago Schools: A profile of and interview with the new Superintendent Joseph P. Hannon (ED 142643)		
Date:	1976		
Event:	Interview with Earl J. Ogletree		
		Words	Actions
SERGIOVANNI	Bureaucratic	Question- Do you embrace the concept of co-superintendents? No, I really don't. I do think that there should be only one administrative leader, but I feel very strongly that in specific areas of expertise you should have the very best you can find. This is why I have decentralized the system into four services offices: Instruction and Pupil Services, Management Services, Finance Services and Field Services, each administered by a deputy superintendent.	Hannon decentralized the Chicago Public Schools and appointed separate superintendents over the newly created areas.
	Personal		
	Technical-Rational		
	Professional		
	Moral	Question- What do you see as the most pressing problems facing your administration? I think that one of the pressing tasks that have to be done is somehow inculcate into the entire city a positive feeling towards the public schools. We need support from the community to make this a better school system. We need support from the various city agencies, the business community, and the university communities to give us a helping hand.	Hannon formed the City-Wide Advisory Committee (CWAC). This committee would use grass roots strategies to include all of the citizenry of Chicago on the creation and implementation of a new desegregation plan: <i>Access to Excellence</i> .

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	Wednesday, February 11, 1976		
Event:	Adjourned Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational	A special racial/ethnic survey was made of the teachers. Information for over 26,000 teachers was processed providing the race, ethnicity, certification, teaching area, and fluency of foreign language. This data was processed and reconciled with the personnel file and prepared for computer input. The information has been tabulated, summarized, reviewed, and analyzed. We can use this data as a starting point for desegregation.	Hannon would redistribute the teachers throughout the three districts to reflect a more racial balance in each school. Moreover, he would place bilingual teachers in districts where the curriculum required special staffing.
	Professional	I am not recommending that we undertake the reassignment of over 8,500 teachers, or for that matter 5,765 teachers. This would, in my judgment, disrupt our programs, interrupt student-teacher and teacher-community relationships, and certainly create confusion and disruption throughout the city. The recommendation which is before you today is an commitment to provide for the further integration of faculties—but to do so without the disruption which I believe would occur under the remedial steps that the Office for Civil Rights is requesting.	Hannon consistently meets with community groups and informed the citizens that his plan is to integrate the teaching staff at each school without disrupting the students' education.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Statement to The Board of Education		
Date:	March 11, 1976		
Event:	General Committee Meeting		
SERGIOVANNI		Words	Actions
	Bureaucratic		
	Personal	The development of a full and complete student desegregation plan within 30 days is an unreasonable request and I have so stated. Members of the staff and I will continue to review these regulations and guidelines as they pertain to the Chicago Public Schools, and we will present you with recommendations as quickly as we can. I would like to repeat my firm commitment to the elimination of racial isolation. I also repeat my equally firm belief that quality education must go hand in hand with ethnic and racial equality. I urge the Office for Civil Rights as well as the State Board of Education to recognize the realities of this urban community as they review our responses to their various requirements in this area.	Hannon keeps the community abreast of his efforts to comply and work closely with the Office for Civil Rights and the State Board of Education. He briefly reflects on his leadership approach. Moreover, his administration's recommendations on student desegregation will be made public.
	Technical-Rational	Since September, we have had an 11 day work stoppage; we have lost almost \$50 million in anticipated resources; we have been threatened with the loss of almost \$150 million by the federal government; and we are in the midst of a continuing severe financial crisis.	During a statement to his administration the superintendent reminds the board that although CPS is faced with this crisis he would not compromise the education of the children of Chicago. He called for the continuous improvement of instruction: the base line is children.
	Professional		
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	'78 school desegregation plan to involve community: Hannon By Meg O'Connor Chicago Tribune		
Date:	November 18, 1976		
Event:	Chicago Board of Education Meeting (announcing plans to involve the community)		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational	I do not expect desegregation to bring every school in line with the state guideline that each school come within 15 percent of reflecting the racial makeup of the overall school system. The racial makeup of Chicago has increased from 8.3 percent minority in 1940 to about 35 percent minority in 1975. The minority enrollment in Chicago Public Schools was more than 73 percent last year, Hannon said.	Reading prepared speech at the board meeting.
	Professional		
	Moral	A City Wide Advisory Committee is to be appointed in January to take part in the development of a student equal-education opportunity plan. The advisory committee is to include representatives of business, industry, students, parents, staff, clergy, universities, the communication media, and local and state governments.	Hannon presented a time table for developing and implementing the plan. Acknowledges the need to have a more open participatory administration.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	News of Chicago Public Schools Office of Information		
Date:	March 4, 1977		
Event:	Statement concerning the report: Equalizing Educational Opportunities in The New Chicago		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	Our planning process is unique among large cities. It calls for the formulation of recommended plans by a network of committees' and representatives of all segments of the community. It calls for students, parents, educators, businesses, civil rights organizations, clergy, community organizations, and industrial representatives, in concert with local and state officials, to plan an educationally sound equal opportunity program for the city of Chicago. It does not postpone community involvement until a plan has been formulated. The process does not depend upon social planners as its principal architects. Rather, it invites everyone in the city to participate as move forward in Equalizing Educational Opportunities in the New Chicago.	Hannon issued this statement to be released to the public through the Chicago Public Schools Office of Information.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Statement to the Board of Education		
Date:	May 13, 1977		
Event:	General Committee Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	It is essential for us to be aware of the areas of continuous concern in our effort to provide quality education for all children in the Chicago Public Schools. As I indicated to the Board of Education we sometimes fail to take note of the basic fact that our staff is critical to any success we may achieve in the midst of the almost overwhelming problems which face us. I believe our staff have responded over and above the normal expectancy and it is that effort, dedication, and firm commitment which will be the basis for us to continue to meet our responsibility for the improvement of public education in Chicago.	Hannon placed suggestion boxes on each floor of the Downtown CPS administration building: encouraging the staff to be participatory in the overall planning and improvement of the school system. The City-Wide Advisory Committee (CWAC) periodically reviewed all suggestions and reported their findings directly to the superintendent.
	Technical-Rational		
	Professional		
	Moral	The City-Wide Advisory Committee is being formed and a questionnaire for the general public will be developed and distributed by noted authorities in the area. A new expanded permissive transfer plan will be developed hopefully by September.	Hannon continue to open up the administration for citizenry participation to create the foundation for grass roots strategies.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	A Perspective On Equalizing Educational Opportunities In The New Chicago		
Date:	June 4, 1977		
Event:	Conference On School Desegregation The Chicago Urban League		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	We are not engaged in a debate over one local program versus another. We are not engaged in a debate over which options will be available to all children. Educationally, each child is different. Educationally, each child must seek and find in the public schools a most appropriate option. Yet, the schools as a system must provide sufficient options for all children to make that individual discovery, about that, we have no option. We are not engaged in a debate designed to test legal requirements versus non-existent local prerogatives. It is the prerogative of the system to offer children the best, most feasible education. There is, however, no alternative to that prerogative. It is the law; it is just; it must be done. We are not engaged in a debate to test the morality of equality. There can be no test when we all know the answer. There can be no discrimination; there can be no inequality of opportunity.	Hannon present a copy of the <i>Rules Establishing Requirements and Procedures for the Elimination and Prevention of Racial Segregation in Schools</i> and the newly adopted <i>Plan for the Implementation of the Provisions of Title VI of the Civil Rights Act of 1964 Related To: Integration of Faculties, Assignment Patterns of Principals and Bilingual Education Programs</i> to the public for inspection.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Chicago Daily News By Wade Nelson		
Date:	July 30, 1977		
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	<i>His management approach:</i> its learner centered. Not strictly the industrial model. Everything we do on a production basis has to be geared to the child. <i>His administrative University:</i> A summer seminar for all management staff. Staff development programs have not been done to the extent they should have been in an urban center. <i>School safety:</i> We've reduced the number of police officers in the schools and our assault records and safety records have improved. <i>Faculty desegregation:</i> We've addressed it head on and moved into compliance more expeditiously than any other school system in America. <i>Student desegregation:</i> We've addressed it so we can develop a citizen-based plan, not one that's imposed.	Hannon continue to send the message through to the citizenry of Chicago that his administration is child centered. He will stay with the philosophy of establishing a citizen-based administration. The use of the City-Wide Advisory Committee (CWAC) to establish grass roots connections supported this initiative.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Keynote Speech entitled: The Bottom Line- Responsibility and Production		
Date:	October 21, 1977		
Event:	General Engagement at the Civic Federation- Chicago, Illinois		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	We are in the process of developing a citizen's plan for Equal Educational Opportunity for all of our children. The Board of Education and this administration are committed to the desegregation of our schools and to the premise that any planning process for student desegregation must be educationally sound, economically feasible, and provide stability for our city. The development of such a plan need not be considered a threat nor a travesty on cherished rights and privileges. It can and must have a positive, optimistic, and dynamic impact now and as we move into our third century. We are eagerly seeking the continuing and expanding participation of business, industry, and civil organizations in working with our schools...a blueprint for action. Specifically we have established a staff committee to work with the Civic Federation to explore and evaluate recommendations and public concerns.	Hannon establishes a working rapport with members of the Civic Federation of Chicago as he continues to promote the use of grass roots strategies to move Chicago toward an acceptable level of desegregation compliance.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	In reply: "Access program works" Chicago Tribune		
Date:	Mar 11, 1978		
Event:	A summary of the report by joint city-state staff committee		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational	More than 25,000 students are voluntarily participating and 16,000 of this number are in full-time programs. Our goal is 80,000 students participating at the end of the five year period. Extensive staff development activities are underway and 3,500 teachers already are involved in desegregation workshops. System wide, 91.5 percent of all the city's schools are participating in the program, either as sending or receiving schools. Thirty-four schools, with 16,649 students, have been desegregated as a result of full-time programs.	Hannon released these figures on the progress of <i>Access to Excellence</i> to State Superintendent Joseph Cronin and the joint city-state staff committee.
	Professional		
	Moral	We are encouraged to the degree that <i>Access to Excellence</i> is being embraced by students, parents and staff of the Chicago Public Schools. Major gains have been made in the number of students participating in the wide range of desegregated programs.	Hannon establishes grass roots rapport with the citizenry of Chicago and make frequent public progress reports on the continuing developments of the plan.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Forward: Access to Excellence		
Date:	April 12, 1978		
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	Access to Excellence reflects the Board of Education's long standing commitment to the worth and dignity of the individual, to continuing and expanding quality education for each and every child, and to enhancing desegregation. The plan also is educationally sound, reflects the demographic character of the city, and maintains fiscal responsibility. The plan is educationally sound and innovative: it includes several new and exciting programs and calls for the joint participation of parents, citizens, and staff in planning, implementing, and evaluating these programs. At each level of planning, the primary concern is to ensure that our decisions will contribute to improving the education of all our children.	Hannon made copies of this forward to Access to Excellence available to all the citizenry of Chicago including the state and federal governments.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Chicago sets “tone”; state hums tentative OK Chicago Sun-Times		
Date:	June 6, 1978		
Event:	Desegregation Q & A		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	Question: The crux of the state board’s criticism of <i>Access to Excellence</i> is that the plan does not provide enough desegregation quickly enough to satisfy guidelines...How do you respond Dr. Hannon? We feel the most expeditious and qualitative way to get kids in desegregated setting is, the first year setting the tenor-setting the tone-and then expands as we go into subsequent years. To me that’s more important than just immediately to come up and say we’re going to do something that we perhaps can’t be carried out in the first place. These are attainable goals I believe that can be achieved.	Hannon submits a time table to the public, state and federal officials based on voluntary integration in lieu of forced busing.
	Moral	I think that a true tragedy exists in the urban setting - people want to live in the past- 25 years ago. I think we’re in a new setting. You talk to parents, minority and non-minorities and they are saying: Give our children the best that can be provided.	Hannon regularly attend community based organization meetings and listens to the concerns and suggestions of parents from all ethnic groups.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	State of The Chicago Public Schools		
Date:	June 1978		
Event:	A Message From Joseph P. Hannon General Superintendent of Schools.		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	Last year, we successfully brought to an end the controversy with the federal government over school integration which lasted almost a decade. The issue was resolved in the adoption of a plan to implement the provisions of <i>Title VI of the Civil Rights Act of 1964</i> as related to integration of faculty, assignment patterns of principals and bilingual education programs. We cooperated with the federal government to the fullest extent possible and every effort was extended to resolve our differences and to bring closure to the issue.	Hannon repeatedly met with the federal government both in public and private meetings. The superintendent revised <i>Access to Excellence</i> in an attempt to move the Chicago Public Schools closer to federal compliance.
	Technical-Rational		
	Professional		
	Moral	The understanding and cooperation of all members of our staff, teachers, principals, citizens, students and most assuredly of the Board of Education were paramount to the achievement of the goals of the plan.	Hannon used grass roots strategies to empower Chicagoans to come to the table and fully participate in the development and implementation of <i>Access to Excellence</i> .

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	Wednesday August 16, 1978		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic	At this time I would like to present the 1978-79 tentative budgets. Two documents have been placed before you. 1) The legal 1978-79 tentative budget prepared in the organizational line-by-line format as required by statute. 2) A supporting document entitled "Tentative Budget" which summarizes the resources and appropriations contained in the tentative budget and present a brief explanation of some of the new and expanded programs which have been included in the tentative budget. Next week we will be reviewing both documents in considerable detail as we reaffirm our goals and objectives for the financial management of the Chicago Public schools and assess as accurately as possible the best possible procedures by which we can accomplish these goals.	Hannon presents to the Board of Education members a copy of the 1978-79 tentative budgets which includes funding for various aspects of <i>Access to Excellence</i> .
		Personal	
		Technical-Rational	
		Professional	
		Moral	

Superintendent:	Dr Joseph P. Hannon		
Primary/Secondary Source:	Access to Excellence Week Chicago Tribune		
Date:	October 6, 1978		
Event:	Chicago Public Schools- Open House for Access to Excellence		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	We are opening up the school system so that children and their parents can seek more individualized education. If they are to have this chance, we must all make positive efforts to advise them of their choices. Through our joint efforts we will enhance "excellence" in our schools and give each child full and open "access" to it. <i>Access to Excellence</i> does promote educational achievement and does offer each child new opportunities. Of course, not every child will seize a new opportunity at once-or ever. A system can provide opportunities; it cannot force people to accept them. A school system can also publicize and promote the opportunities it offers, as it is doing in <i>Access to Excellence Week</i>. The public will see the difference in options offered to students.	Hannon and the Board of Education along with the City-Wide Advisory Committee (CWAC) in a grass roots effort opened up the city schools for a week to the public. State and federal government agencies were also invited to examine the programs and options under <i>Access to Excellence</i>. The administration called the initiative <i>Access to Excellence Week</i>.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Statement General Superintendent of Schools		
Date:	December 1, 1978		
Event:	Status Report		
		Words	Actions
SERGIOVANNI	Bureaucratic		
		In submitting this status report I want to acknowledge with appreciation the assistance of the Illinois Office of Education staff in the implementation of <i>Access to Excellence</i> . We look forward to the continuance of this cooperative working relationship which is essential to our progress toward the successful accomplishment of our goals.	Hannon ask for a formal resolution be adopted on December 20, 1978 to urge the governor of the state to call a summit of all of the board members and Superintendents of Cook, DuPage, Kane Lake, and Will Counties...the superintendent of Chicago issued a request all parties work together in developing a student desegregation plan that will follow state guidelines.
	Personal	We appreciate, too, the partnership relationship which must exist if the State Board and the Chicago Board of Education are to successfully achieve our mutual goal-to provide quality education for each and every child. In its review of this status report <i>Access to Excellence</i>, we are confident the State Board will acknowledge the progress the Chicago Board of Education has made and will take appropriate action to permit the continuous and full implementation of this quality education/desegregation plan for the Chicago Public Schools.	
	Technical-Rational		
	Professional		
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Joseph Hannon digs in his heels By Vernon Jarrett Chicago Tribune		
Date:	December 17, 1978		
Event:	Illinois Board of Education Hearings-Pick Congress Hotel		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational	One such report showed that the white percentage of Chicago's population has dropped to 21.5 percent. Blacks are at 60.5 percent, Hispanic 16.1 percent, Asians 1.7 per cent. This means that the public schools have lost 93,088 white students-a drop from 34.6 percent since 1970.	Hannon presented a sheaf of school population data at Pick Congress Hotel when he appeared before the State Board of Education.
	Professional	For persons who accept superficial statistics, white flight could be blamed on school desegregation. And there is the obvious, corollary that if we don't stop desegregation there won't be any whites left to integrate.	Hannon reads his personal observation on white flight and integration during Illinois Board of Education Hearings.
	Moral	This plan is voluntary, which in my judgment the way things ought to be if Chicago is to avoid white flight to the suburbs.	Hannon speaks candidly and publicly about white flight being a deterrent to the ideal of integration.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Hannon to fight U.S. charges of school bias By Casey Banas Chicago Tribune		
Date:	April 19, 1979		
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	We are not guilty of any allegations. We should be made eligible for funding. <i>Access to Excellence</i> program, which was developed in response to Illinois Board of Education desegregation demands, actions apart from the latest federal government move is a strong program and would be expanded in the next year. We're getting hit from the left as well as from the right. I will travel to the hearings in Washington D.C. and I'm eager to ask federal officials some questions. Among them is: What is good enough? What do they mean by compliance? Since the federal officials have been investigating Chicago Schools for 2 ½ years...this will be our day to be heard.	Hannon prepares his defense of <i>Access to Excellence</i> and hold a press conference with reporters airing his personal knowledge and expertise on the present state of the Chicago Public Schools from the Superintendent's perspective.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Hannon lashes U.S. for ‘pushing’ board By Casey Banas Chicago Tribune		
Date:	May 30, 1979		
Event:	Breakfast Meeting With Reporters		
		Words	Actions
SERGIOVANNI	Bureaucratic	The one way to challenge federal officials who are denying desegregation funding for Chicago is for political leaders- Illinois senators, congressmen, and Chicago aldermen- to mount a campaign to push for the money.	Hannon announces to reporters that he seeks help from other state, and city leaders in acquiring additional funds for the Chicago Public Schools desegregation issue.
	Personal		
	Technical-Rational	The white enrollment now is 21 percent and dropping, any plan must take into account the demographic realities into account.	Hannon recites to reporters during breakfast meeting the reality of low white student enrollment and desegregation compliance.
	Professional		
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Hannon: I’ll reject mandatory plans for desegregation By Meg O’Connor		
Date:	June 8, 1979		
Event:	Press Conference		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	<i>Access to Excellence</i> program is the most successful such plan in urban America. I am willing to establish goals for the school system’s all voluntary <i>Access to Excellence</i> , but I would not consider anything mandatory.	Hannon publicly stands firm in his commitment to the administration’s decision not to force integration but rather allow the new strategy of voluntary integration time to work.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Hannon won't seek forced busing By Casey Banas Chicago Tribune		
Date:	September 5, 1979		
Event:	Response To The Study From The Office for Civil Rights		
SERGIOVANNI		Words	Actions
	Bureaucratic		
	Personal	The first goal is to calm the waters a bit. We must we develop something that is going to continue to open up this school system for our children.	Hannon reinforces the need to offer options for the children of Chicago and their parents.
	Technical-Rational	24,000 of the anticipated 475,000 pupils will be bused, some because they are handicapped and others for desegregation under voluntary programs. The total cost will be \$30 million.	Hannon takes a public stand against forced busing.
	Professional		
	Moral	One of the things we have done in our plan is to open up the system and not be exclusionary.	Hannon reinforces the option offered in <i>Access to Excellence</i> .

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	Wednesday, September 12, 1979		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	The Board's policy of encouraging other agencies to work with Chicago schools has resulted in numerous projects supported by outside funding which have helped to improve the Chicago Public Schools...the Board can take a great deal of pride in the accomplishments of staff in achieving real and significant improvement in the area of instruction. This observation is supported by the Chase Report on Urban Education Studies which cited numerous areas where Chicago Public Schools excel. Included are innovative programs which illustrate, and the dynamism and creativity in their search for ways of making education more effective and the development of capabilities for self-realization and contributions to the general welfare.	Hannon employs grass roots strategies in creating an administration with a participatory philosophy in creating and implementing new programs offering options for the students of Chicago.
	Moral		

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Hannon school plan rushed to U.S. By Casey Banas Chicago Tribune		
Date:	September 13, 1979		
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	The proposal would require extensive transporting of children. The school bus is the key to opening up the school system, and we are not opposed to busing. The important question is not how a child gets to school, but what the school is offering the child.	Hannon offered the Chicago community options to busing as a catch all solution to desegregating the Chicago Public Schools. He consistently publicized the choices under <i>Access to Excellence</i> .
	Moral	The significant difference under the plan is that no student is told where he/she must go to school. Students are told which schools they cannot attend but are given a large number of choices, so they may select appropriate schools. Students in crowded schools would be invited to apply to other schools in which their attendance would foster desegregation. New education programs would be established in each region on a desegregated basis. Each desegregated region would include four districts.	Hannon stresses the use of the word "access". The superintendent used specific language reinforcing inclusiveness in all communications to parents and students. Moreover, options to attend any programs-including summer programs were thoroughly discussed.

Superintendent:	Dr. Joseph P. Hannon		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	Wednesday, October 17, 1979		
Event:	Adjourned Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	It is imperative that we involve the total community of Chicago in our operation and that we utilize the expertise which is available.	Hannon reinforces the use of using grass roots strategies during a speech to the Chicago Board of Education.

CHAPTER IV

THE CONSENT DECREE

OCR (Office for Civil Rights)

Superintendent Joseph P. Hannon released a report in April of 1977 to the Illinois Board of Education stating that only 12.5 percent of the Chicago Public Schools were racially balanced. The report further concluded that only 83 schools with an enrollment of 66,362 were racially balanced.¹ Overall, the Chicago Public Schools were 24.9 percent white and 75.1 percent minority. Based on this quantitative ratio Hannon's administration defined a racially balanced schools as having a range of 15 to 55 percent whites and 45 to 85 percent minorities.² In contrast to the administration's definition the state required that each school be within 15 percent of the district-wide racial makeup to be considered in compliance. Based on this rule every school in Chicago should be between 9.9 to 38.9 percent white and close to 60.1 percent minority.³ In the public opinion court, state school officials, and the Office for Civil Rights (OCR) most schools failed the test.

In response to Hannon's report and insistence on implementing voluntary desegregation initiatives federal officials prepared a letter charging the Chicago Public

¹Casey Banas, "Only 83 City Schools Have Racial Balance," *Chicago Tribune* (6 April 1977).

²Ibid.

³Ibid.

Schools with student segregation: demanding a citywide desegregation plan.⁴ The letter dated 22 January 1979 addressed to Superintendent Joseph P. Hannon remained unsigned and unsent. A spokesman for OCR confirmed that David Tatel, the director, had prepared the letter and was waiting for approval from the secretary of the Health, Education, and Welfare (HEW) Joseph Califano prior to signing and sending the communiqué.

The response from the Midwest Regional Office of OCR was based on a 1975 investigation concerning student and teacher assignment practices and bilingual education in the Chicago Public Schools. After a four year investigation OCR charged the schools with violating the Civil Rights Act of 1964.⁵ OCR determined that the racial isolation of students were a direct result of the policies and practices promoted by the administration. The federal authorities further noted that these conditions have been created, maintained, and exacerbated through the placing of mobile classroom units; selecting privileged sites for new school facilities; creating and altering attendance area boundaries for elementary schools; establishing optional zones and feeder patterns for middle schools; implementing student transfer programs; using segregative busing; establishing vocational high school attendance zones, unethical admission criteria, and bias assigning patterns of faculty and professional staff.⁶

OCR instructed the Board to address the inequalities by developing an immediate system-wide remedy to eliminate the racial isolation of students. The desegregation

⁴Casey Banas, "City Schools Segregated, Federal Letter Charges," *Chicago Tribune* (1 March 1979), 3.

⁵Ibid.

⁶Ibid.

initiatives developed must be based on a tri-ethnic remedial plan: this plan would correct the existing policies and practices of categorizing African Americans and Latinos as a single race.⁷

In July of 1979 David M. Tatel met with Superintendent Hannon to further discuss desegregation issues. The dividing line between the administrators appeared to be busing. OCR further proposed that pairing, clustering, and rezoning plans be considered: Tatel favored the strategy of pairing: pairing encompassed reassigning half of the student enrollment from school A to school B. Clustering involved the same format with the participation of three or more schools.⁸

Hannon and Tatel found common ground on the issue of low white enrollment. However, OCR believed there were still a sufficient amount of white students to desegregate the schools. Tatel further suggest the pairing of twenty-eight high schools. In addition, 13,000 students could be moved into desegregation compliance by changing schools attendance boundaries.⁹

The letter acknowledged Congressional legislation prohibiting mandatory busing to achieve integration. However, the Civil Rights Act prohibits OCR from accepting an inadequate desegregation plan. The communiqué informed the administration that a case would be filed against the schools if an acceptable desegregation plan was not developed:

⁷Ibid.

⁸Casey Banas, "U.S. to Develop Options for School Desegregation," *Chicago Tribune* (26 July, 1979), B5.

⁹Ibid.

furthermore, the matter would be referred to the Justice Department. The mandate for resolving the segregation issue was set for ninety days from the date of the letter.¹⁰

State Board of Education

The Illinois Board of Education issued a mandate in February of 1976 requiring the Chicago Public Schools and eight other districts in Illinois to submit pupil desegregation plans within thirty days: noncompliance would affect the school's eligibility for federal funds. Superintendent Hannon believed that the guidelines for integration were unrealistic due to white flight and Chicago's housing patterns. The loss of \$150 million in annual federal aid would devastate the public school system.¹¹

The state superintendent, Joseph M. Cronin, reiterated that schools must have a racial makeup within 15 percent of the entire school system.

Presently Chicago schools with 526,716 students were 26.8 percent white and 73.2 percent minorities. According to the state only 81 of the 667 Chicago Public Schools met the Illinois Office of Education standards.¹² Strict state compliance requires that each school have an enrollment within a range of 58.2 percent to 88.2 percent minority and 11.8 percent to 41.8 percent white: 192 schools with a majority of white students must have an enrollment of at least 58.2 percent minorities. The 196 all Black schools required at least 11.8 percent white students to achieve compliance.¹³

In response to the State Board of Education the Chicago Board of Education drafted a 151 page plan entitled *Access to Excellence*. The plan contained a variety of

¹⁰Casey Banas, "City Schools Segregated, Federal Letter Charges," *Chicago Tribune* (1 March 1979), 3.

¹¹Casey Banas, "School Desegregation Rules Unrealistic," *Chicago Tribune* (28 February 1976), B1.

¹²Ibid.

¹³Ibid.

integrated programs designed to involve 46,371 students in 1979 and 154,071 students by its fifth year-1982-83.¹⁴

The State Board issued Chicago another extension in April of 1978. However, when the State Board received Chicago's voluntary desegregation plan the administrators questioned the sincerity of Hannon's administration in addressing desegregation. The state required that a backup to the voluntary plan be submitted: including mandatory measures. The second requirement from the state reiterated that the racial makeup of the students fall within the 15 percentage range of the system. The seventeen member State Board discussed Chicago's options for noncompliance: state and federal aid amounted to half the school system's \$1.2 billion budget. Chicago's ineligibility for state funding would shut down the system.¹⁵

Dr. Joseph M. Cronin issued a tentative and conditional tolerance for *Access to Excellence*. Cronin wavered tirelessly with evidence that the Illinois Board of Education's desegregation guidelines were demographically and financially unrealistic.¹⁶ With all factors considered Cronin decided to offer the schools a compromise.¹⁷ Early in Hannon's administration the superintendent received leniency based on his arguments of demographic reality; there were no whites and stability of the tax base: tax paying whites

¹⁴Meg O'Connor, "Desegregation of Chicago: A Test for State School Board," *Chicago Tribune* (11 April 1978), B3.

¹⁵*Ibid.*

¹⁶"A Third View of Dr. Cronin," *Chicago Tribune* (10 May 1978), A2.

¹⁷Meg O'Connor, "School Supt. Hannon Calls the State's Bluff," *Chicago Tribune* (19 December 1978), B3.

would flee the city if desegregation policies and practices became too drastic and non elastic.¹⁸

In May of 1978 Donald Mulrheid, chairman of the State Board's Desegregation Committee examined *Access to Excellence* and concluded that the document could not be categorized as a viable desegregation plan: though it carried capabilities for desegregation.¹⁹ In contrast to Cronin and similar to Mulrheid's assessment the state consultant, Gary Orfield, a University of Illinois associate professor of Political Science, issued a report to the Illinois Board of Education and described *Access to Excellence* as a bewildering series of uncoordinated actions.²⁰ Orfield urged Illinois schools to consider the following three alternatives: (1) make as many schools as possible 50 percent white and 50 percent minorities - using quotas; (2) implement a plan involving both city and suburban schools - defining an integrated school as 25 to 45 percent minority enrollment; (3) reassign 40,000 white and 40,000 minority students to new schools-most students would be bused.²¹

Orfield's report revealed that 37 percent of Black students and 85 percent Latinos were still racially isolated. While visiting 642 schools and branches it was discovered that 278 were 99 percent or more minority and 240 schools did not have any white students.²² The professor urged a city-suburban school integration effort and strongly suggested that

¹⁸Ibid.

¹⁹Ibid.

²⁰Casey Banas, "Access to Excellence a Flop: State School Aide," *Chicago Tribune* (6 March 1979), B1.

²¹Ibid.

²²Ibid.

Joseph M. Cronin appoint a task force to design magnets schools that would attract suburban and city students by offering specialized programs. However, due to the harsh fifty-four page critique of schools in Illinois Cronin disassociated himself with Orfield. Cronin believed that the Illinois State Board members were more than capable of assessing the desegregation problems in Illinois.²³

In contrast to Orfield's criticism Cronin's status report supported the hypothesis that Chicago's schools had shown progress- but not enough. However, Orfield's report prompted the State Board of Education's Equal Educational Opportunity Committee (EEOC) to reject Cronin's decision to allow Chicago additional time to submit another desegregation plan. Hannon's administration, in response to the rejection released a status report on *Access to Excellence*. The report based on the desegregation plan's first year stated that 25,556 of the 490,000 Chicago Public Schools students voluntarily participated in *Access to Excellence*; 91.5 percent of all schools participating exchanged students with other facilities offering magnet programs; 179 schools had been positively affected by *Access to Excellence*; 224 schools equivalent to 38.2 percent had achieved minimum acceptable desegregation.²⁴

In 1979 Cronin asked Hannon to submit a new plan. EEOC rejected Cronin's proposal but agreed to place the schools under probation. The schools were required to desegregate an additional 20,000 students during the 1979-1980 school years. In support of Hannon's efforts Cronin requested an increase of \$171 million from Governor

²³Joan Zyda, "Hannon Hits Critical Report on Access," *Chicago Tribune* (7 March 1979), E1.

²⁴Casey Banas, "School Desegregation is Succeeding: Cronin," *Chicago Tribune* (9 March 1979), A5.

Thompson and criticized the governor for not providing enough aid to support Chicago's desegregation efforts. Prior to Superintendent Hannon's resignation he publicly stated he was pleased with Cronin's assistance and his decision to allow more time and funding to prove the worthiness of *Access of Excellence*.

HEW (Health, Education and Welfare)

In 1976 after twelve years of friction between HEW, and the Chicago Public Schools Superintendent Hannon found common ground with local federal authorities. HEW retracted its assessment of Chicago's staff desegregation and bilingual initiatives. The Chicago Board of Education approved the terms of the agreement by a 9 to 2 vote.²⁵ The threat issued by HEW on 6 October 1975 was lifted: the loss of \$150 million due to noncompliance no longer existed. HEW relaxed its demand for a 5 percent variance in the school staff racial proportion: the standard variance decreased from 12.5 percent to 10 percent. In addition to this compromise the Chicago Teachers Union (CTU) made concessions on the policy of extensive involuntary transfers of teachers during the summer of 1977. The Board of Education, supporting the compromise, implemented the transfers and agreed to an increase in class size conducted in languages other than English.²⁶

The compromise pertaining to staff desegregation encompassed a recommendation from HEW that a six-agency task force be established to assist Chicago in developing a school desegregation plan to address white flight. According to David

²⁵"Peace on the School Front," *Chicago Tribune* (14 October 1977), B2.

²⁶*Ibid.*

Tatel, the director of HEW's office for Civil Rights, Chicago violated Title VI of the 1964 Civil Rights Act due to evidence of intentional acts of discrimination.²⁷ OCR addressed a memorandum to Joseph A. Califano, stating that the schools used policies and practices that promoted segregation and restricted integration through the use of one-way busing and mobile classrooms.

The special task force proposed various strategies to address the increase of residential desegregation. Housing and Urban Development (HUD) created and promoted programs to encourage whites to move back into the city and Blacks to move into the suburbs. The Labor Department created employment opportunities to help minorities secure jobs in white areas.²⁸ Tatel further suggested the pairing and clustering of schools, redrawing school boundaries, magnet schools, and transporting students. The memorandum stated that the Civil Rights Division of the Justice Department agreed with HEW's assessment of Chicago's status of noncompliance. A continuous status of noncompliance would warrant a lawsuit. This in turn would constitute the loss of \$500 million in state and federal aid.

The threat became a reality on 13 April 1979 when the federal government accused the schools of perpetuating segregation. In a letter to Hannon, HEW clearly stated that *Access to Excellence* did not correct past and, or present violations. The letter further informed the schools that a lawsuit would be filed if a comprehensive

²⁷Barbara Reynolds, "U.S. Asks Study on School Bias Here," *Chicago Tribune* (3 March 1979), N1.

²⁸Ibid.

desegregation plan was not properly prepared: *Access to Excellence* could serve as a foundation to a more in-depth desegregation plan.²⁹ Califano's mandate required that a new desegregation plan be approved by mid-summer otherwise the matter would be referred to the Justice Department. If a lawsuit was filed desegregation plans would be imposed by a federal judge. David Tatel hand delivered the letter for HEW to Hannon. The government's actions were unique in its attempt to combine desegregation assistance with enforcement responsibilities under the Civil Rights Act of 1964.³⁰ The letter solidified the ruling of ineligibility under the Emergency School Aid Act.

In April of 1979 HEW released a 102-page document charging the Chicago Board of Education with scores of deliberate acts supporting segregation over the past thirty-five years: actions promoting policies and practices to keep students racially isolated. Steps were included to initiate forced desegregation. Superintendent Hannon denied the charges: however, he agreed to assist HEW in resolving the existing problems to assure the release of federal funds.³¹ The Board of Education submitted an application to HEW in late 1979 requesting Emergency School Aid Act funds (ESAA) for the 1980-81 school years. HEW informed the district of its ineligibility due to patterns of alleged discrimination. On 4 May 1980, at a show cause hearing, the Board of Education responded to HEW's allegations. On 11 June 1980 the Board's Committee on

²⁹Meg O'Connor, "City Faces School Bias Suit by U.S.," *Chicago Tribune* (11 April 1979), 1

³⁰*Ibid.*

³¹Casey Banas, "U.S. Lists Cases of Bias in Schools," *Chicago Tribune* (12 April 1979), 1.

Desegregation met with the U.S. Department of Justice to resolve the issues. HEW's determinations were reaffirmed by the Department of Justice on 12 June 1980.

Chicago officials contended that the violations were due to housing patterns and white flight. HEW argued that in case after case the Board's own official records indicate that minorities were contained and isolated while patterns of protecting white students were identifiable. The four major strategies used by the Board of Education to maintain and promote segregation include:

- Selective assignment of faculty and other professional staff.
- Use of student transfer programs and segregative busing.
- Creating and changing school attendance boundaries, optional zones, and feeder patterns.
- Building new schools and additions and the placement of mobile classrooms.³²

Superintendent Hannon defended the Chicago Public Schools during public hearings in Washington, D.C. In May of 1979 five Chicago Aldermen traveled to the hearings to witness first hand the superintendent's defense of *Access to Excellence*. The Aldermen in attendance were: William Lipinski [23d], chairman of the city council's New Education Committee, Marion Homes [8th], co-chair of the Committee, Clifford Kelley [20th], Roman Pucinski [41st], and Aldermen Martin Oberman [43d].³³

³²Ibid.

³³Robert Davis, "Aldermen to Join Hannon at HEW's Bias Hearings," *Chicago Tribune* (1 May 1979), 12.

The appeals by Hannon were denied. HEW extended an offer to Superintendent Hannon to either negotiate a new desegregation plan or a federal law suit would be filed.³⁴ George R. Rhodes, acting associate commissioner for Equal Education Opportunity Programs supported HEW's decision. Rhodes agreement entailed the following:

- *Access to Excellence* targeted only 34 of the system's 647 schools: 29 of those schools were still more than 80 percent white.
- Only 7,600 of students participating were in designated settings, as defined by the Board of Education.
- Among the participants 11,400 students were involved in part-time programs.
- As of March 5 only 25,500 students or about 5 percent of the system wide enrollment were participating in the plan.³⁵

In early October of 1979 HEW asked the Justice Department to take the Chicago Board of Education to court unless the Board submitted an acceptable plan by 28 October 1979. HEW's secretary, in setting the stage for the longest school desegregation lawsuit in the nation's history, believed that any further delay in negotiations would continue to support desegregation policies and practices.³⁶ HEW had previously rejected Hannon's revised *Access to Excellence II: Further Recommendation* submitted September 19, 1979.

³⁴Barbara Reynolds and Meg O'Connor, "HEW Holds to School Bias Charge," *Chicago Tribune* (26 May 1979), 9.

³⁵Ibid.

³⁶Ellen Warren, "Take School Fight to Court-HEW," *Chicago Sun-Times* (19 October 1979), 1.

HEW's secretary, Patricia R. Harris, discussed her actions with President Jimmy Carter: President Carter agreed with HEW's assessment of the Chicago Public Schools.

The Chicago Board of Education rejected, 7 to 2, a motion to develop a citywide desegregation plan according to HEW's specifications. Hannon agreed labeling HEW's proposal unworkable and unreasonable.³⁷ Hannon also argued that his administration should not be held accountable for the policies and practices of past superintendents: housing patterns, acts of intentional discrimination by his predecessors and the perpetuation of racial isolation exist prior to his administration. The federal courts throughout the nation had rejected similar arguments from school districts in Cleveland and Columbus Ohio, Louisville Kentucky, and Milwaukee Wisconsin. The Chicago Public School faced a federal mandate to immediately implement a new desegregation plan. This federal mandate was supported by a court ordered Consent Decree.³⁸

Issuing the Decree

The Consent Decree filed by the United States Department of Health, Education, and Welfare (HEW) in the United States District Court for the Northern District of Illinois Eastern Division became known as the United States of America, Plaintiff, vs. the Board of Education of the City of Chicago, Defendant. The decree was issued 24 September 1980 (see Appendix C).

Prior to this agreement on 11 June 1980 the Board authorized the Committee on Student Desegregation to meet with the U.S. Department of Justice to explore methods to

³⁷Ibid.

³⁸Ibid.

resolve the desegregation issues derived from the department's litigations.³⁹ According to the proceedings the Board of Education applied for a grant for the 1979-80 school years under the Emergency School Aid Act (ESAA) in the fall of 1978. On 9 April 1979 the schools were considered ineligible due to alleged discriminatory practices spanning over the last forty years.⁴⁰ On 4 May 1979 at a show cause hearing the Board responded to HEW's allegations. HEW declined the Board's request for emergency funding.

In July 1979, HEW and the Board entered negotiations to establish criteria in developing an acceptable plan that would permit HEW to issue a wavier to offset Chicago's ineligibility: no agreement could be reached. HEW submitted a single plan entitled the *Feasibility Study* on 30 August 1979. The Board rejected the plan and adopted *Access to Excellence II: Further Recommendations* on 19 September 1979.⁴¹ HEW rejected the Board's application for a wavier and determined that *Access to Excellence II* was inadequate. HEW offered their official definition of a desegregated school to the Board: Hew also insist that by 17 November 1979 another desegregation plan based on HEW's recommendations be submitted.⁴² The Board and HEW volleyed backed and forth on the desegregation issues: the Board rejected a motion on 17 October 1979 to proceed under the conditions prescribed by HEW. Finally, the Justice Department entered the negotiations as a liaison.

³⁹Official Proceedings, Chicago Board of Education (24 September 1980).

⁴⁰Ibid.

⁴¹Ibid.

⁴²Ibid.

On 14 November 1979 the Board adopted a motion directing Hannon to request additional sessions with the government to seek a workable solution pertaining to student assignment. In late 1979 the Board submitted another application to HEW requesting ESAA funds for the 1980-81 school years. At a show cause hearing on 27 March 1980 the Board submitted a response to HEW's rejection for funding. The Department of Justice further informed the Board of apparent evidence of student segregation based on race. On 12 April 1980 the Justice Department threatens to follow through with the law suit unless voluntary compliance was initiated.⁴³

In a summary of the proposed solution between the Chicago Board of Education, Department of Justice, and the United States Department of Education the representatives reached an agreement on a three step process to address desegregation. The steps were as follows:

- A preliminary commitment to develop and implement a plan. The outlining principles would guide the development of the plan.
- Encompassing the participation of experts and the community the development and adoption of the plan would be implemented no later than March of 1981.
- Full implementation of the plan would begin in September 1981.⁴⁴

⁴³Ibid.

⁴⁴Ibid.

The commitment by the Board and the Department of Justice would be submitted in the form of a Consent Decree and forward to the U.S. District Court for approval. The four basic elements of the Consent Decree would be:

- The Board commits itself to the development of a plan consistent with the policies and practices requirements of the Constitution of the United States.
- The Board retains complete discretion to design the plan that best meets the needs of the Chicago School District and the City of Chicago while choosing among the many variations that are constitutionally acceptable.
- The details of the plan would be developed by the Board through consultation with students, parents, and community groups. A corporate general preliminary commitment would guide the development of the plan.
- The United States Department of Education accepts and requires the prompt implementation by the Board. Inclusive in the Decree would be plans for the implementation of the provisions of Title VI of the Civil Rights Act of 1964 related to Bilingual Education Programs and 1979 HEW's wavier application and assurances regarding classroom segregation, bilingual education and faculty integration.⁴⁵

The consenting members of the Committee on Student Desegregation included: Professor Joyce A Hughes, chairperson; Sol Brandzel, member; Edwin Claudio, member; Mrs. Martha J. Jantho, member; and Michael W. Scott, member.

⁴⁵Ibid.

In a resolution adopted by the Board on 24 September 1980 the committee acknowledged the complaint filed by the United States. Counsel for the Board received authorization to execute the Consent Decree and seek judicial approval. The Committee on Student Desegregation received authorization to monitor and direct the implementation and compliance of the Consent Decree. The committee unanimously agreed to dutifully report periodically on the status, implementation and compliance of the Consent Decree.⁴⁶

Professor Joyce A Hughes, chairperson, Committee on Student Desegregation released a report status on the committee on 24 September 1980. The report consented to the creation and establishment of a Chicago Intra-Departmental Coordinating Committee by the Secretary of Education to assist the Board of Education.⁴⁷ The principal functions of the committee included coordinating and facilitating the availability of the Department of Education resources. A planning grant under Title IV of the Civil Rights Act of 1964 totaling \$420,000 would be allocated to the Chicago Public Schools.⁴⁸ Funding for desegregation include a grant for \$1.08 million from the Law Enforcement Assistance Administration for alternative education and delinquency prevention. Favorable actions

⁴⁶Board of Education, City of Chicago. Resolution Providing For Execution And Filing of Consent Decree (24 September 1980).

⁴⁷Board of Education, City of Chicago. Report (Status) of Committee on Student Desegregation (24 September 1980).

⁴⁸Ibid.

from the Board would qualify the schools for funding under the Emergency School Aid Act (ESAA).⁴⁹

The United States Department of Education released a news letter 24 September 1980 of the agreement with the Board. Secretary of Education, Shirley M. Hufstedler similarly announced the formation of an interdepartmental committee to assist the Board in the development of a desegregation plan.⁵⁰ The committee would be chaired by William L. Smith, senior counselor to the Secretary and former Commissioner of Education in HEW. Other committee members were Betsy Levin, general counsel; Thomas K. Minter, assistant secretary for Elementary and Secondary Education; Michael J. Bakalis, deputy under Secretary for Intergovernmental Affairs; Cynthia G. Brown, assistant secretary for Civil Rights; and Josue Gonzalez, director of the Office for Bilingual Education and Minority Language Affairs.⁵¹ Hufstedler announced that the department approved a \$422,800 planning grant for the Board of Education under Title IV of the Civil Rights Act of 1964. The Chicago Public Schools were under the direct orders of a Federal Consent Decree.

⁴⁹Ibid.

⁵⁰United States Department of Education. News Release (24 September 1980).

⁵¹Ibid.

CHAPTER V

DR. RUTH LOVE: SUPERINTENDENT

The Oakland Connection

In 1973 Ruth Love became the first female superintendent of the Oakland Schools. During her tenure Dr. Love increased reading test scores, upgraded academic standards, reorganized the curriculum, and decreased the cost of vandalism from \$1million to \$200,000 a year. Critics and supporters characterized the superintendent as a tough-minded, hard working businesslike innovator-educator.¹ A Uniform Discipline Code, homework policy, and new strict promotion standards were implemented during her administration.

In 1981 Oakland's school system consisted of 48,000 students. The racial composition of the student enrollment was 67.8 percent African American, 13.9 percent White, 9.2 percent Hispanic, 7.8 percent Asian, and 1.3 percent from other ethnic groups.² The issues addressed by the superintendent in Oakland included all white schools, all black schools, budget cuts, poor achievement, school closings, truancy, declining enrollment, strained finances, and vandalism. In Bakersfield her detractors conceded that during Love's administration much was accomplished and notable gains in

¹Casey Banas, "Oakland Educator Able, Hard Working," *Chicago Tribune* (5 January 1981), 5.

²"Oakland School Chief Ruth Love Studies Chicago's Offer," *Chicago Tribune* (6 January 1981), 12.

the city's educational system benefited both the students and the communities. Ninth and third graders scores increased 16 percentiles in the national test of reading ability.³

Vandalism declined by twenty-five percent and more than sixty businesses joined the Adopt-A-School Program. David Tucker, one of the seven members of the Oakland School Board supported Love efforts and described her as an expert in the 3 R's.⁴

Ruth Love graduated from San Jose State University with a degree in Elementary Education. She taught nine years in San Jose prior to entering management with the California State Department. From this strategic vantage point Love moved to an administrative position with the U.S. Department of Health, Education, and Welfare (HEW) as the director of the Nixon administration's \$500 million Right To Read Program.⁵ Love used her leadership skills to acquire \$116 million in largesse for the Oakland School District.

Supporters and critics remembered her egotistic characteristics. The superintendent could be pretty hot-tempered and vindictive. During a bitter thirteen day teachers strike in 1977 the union accused the superintendent of sabotage. Love countered with her own accusation against the ethics of the union: accusing union leaders of trying to persuade the vote against the re-election of Board member Peggy Stinnett. The superintendent clashed with Board members on numerous issues; opponents accused the

³Jeff Lyon, "Ruth Love Now," *Chicago Tribune* (4 October 1981), G22.

⁴Ibid.

⁵Ibid.

administrator of trying to divide the African American community during strike negotiations.

Controversy ensued when Love informed the Board that the school system could lose close to \$16 million in state funds due to the Proposition 13 Tax Referendum. Acting on Love's assessment the Board eliminated one hundred twenty nine positions, reduced pension contributions, and initiated a freeze on teacher's salaries.⁶ Several months later the superintendent blamed her former business manager, Philip Wagner, for the enormous miscalculation and misleading information. The shortfall only amounted to \$1.4 million. Another controversy surfaced when Love hired Charles Mitchell as the Chief Deputy while simultaneously firing John Kidder, a lobbyist earning \$30,000 a year: Mitchell's salary exceeded Kidder's.

In 1979 the Alameda County Grand Jury issued a report blaming Superintendent Love, without naming her, for the massive exodus of twenty-five top school district employees. Love's insistence on absolute loyalty became her trademark. Neutral bystanders described Love as the Cleopatra of Egypt: people must always adulate her. Still others describe her as intelligent administrator with a fierce determination to see ideas through to their implementation.⁷ Love possessed excellent instincts about worthwhile educational programs and maneuvered her way effortlessly around large organizations. This maneuverability became an asset when she assumed the enormous responsibility

⁶Ibid.

⁷Ibid.

charting the course of a billion dollar school system with 600 schools and 42,000 employees in Chicago, Illinois.⁸

The Six Finalists

The Chicago Board of Education appointed Angeline Caruso as interim superintendent in December of 1980 after Joseph P. Hannon resigned.⁹ Caruso and twenty-one additional candidates were under consideration for the superintendent post. According to John D. Foster, chairman of the superintendent search committee, three local candidates were viable contenders: Angeline P. Caruso, interim superintendent; Manford Byrd Jr., deputy superintendent for instruction and public services and Alice C. Blair, District 13 superintendent.¹⁰

The search committee met in August of 1980 with numerous representatives from Duffy Howard Martin, Inc, the executive search firm hired by the Board to screen applicants. Close to one hundred seventy-five candidates applied for the vacancy.¹¹ The search committee narrowed the competition to six finalists. The two local candidates were: Dr. Angeline Caruso and Manford Byrd. The four candidates presently serving as school superintendents included Ramon Cortines, Pasadena, California; Arthur Jefferson,

⁸Ibid.

⁹Casey Banas, "3 Local Candidates in School Chief Race," *Chicago Tribune* (26 August 1980), D3.

¹⁰Ibid.

¹¹Ibid.

Detroit, Michigan; Dr. Ruth Love, Oakland, California; and Herb Sang, Duval County, Florida.¹²

Caruso, Byrd, and Alice C. Blair were slated to be the leading candidates. However, rumors of the need for an outsider surfaced. Byrd, a finalist for the superintendent vacancy in 1975, had previously turned down the post in Oakland, California. In 1976 Byrd became a finalist for the superintendent vacancy in Dallas, Texas. Blair, who did not make the final cut for the six finalist, became a finalist for the superintendent vacancy in Berkeley, California and Broward County, Florida in 1975. Caruso favored by many Chicagoans promised to quit if not selected.¹³

Racial tensions flared in December of 1980 when Detroit School Superintendent, Arthur Jefferson, who never actively pursued the vacancy, became a favorable choice among the Board. Jefferson rejected the offer.¹⁴ Controversy in Chicago ignited again when a back-door candidate, Frederick Holliday of Ann Arbor Michigan surfaced. Thomas K. Minter, an Assistant Secretary in the United States Department of Education also became a last minute hopeful.¹⁵

Opponents of Holliday investigated his record and found that his office had been previously bombed: Holliday only occupied the superintendency for six months in Ann

¹²Casey Banas, "Six are Finalist in Long Search for City School Chief," *Chicago Tribune* (22 October 1980), 3.

¹³Casey Banas, "Caruso to Quit if not Selected," *Chicago Tribune* (23 October 1980), B9.

¹⁴Casey Banas, "Top Choice Rejects City School Post," *Chicago Tribune* (11 December 1980), 1

¹⁵Michelle Young, "Choice Causes Uproar: It Promises to be a Holliday," *Chicago Defender* (31 December 1980), 1.

Arbor, Michigan. When Holliday applied for the superintendency in Pittsburg two the three African American Board members rejected his candidacy. In the town of York, Pennsylvania official demoted Holliday from an administrator to a principal due to questionable ethical misconduct. Based on this assessment Alderman Roman Pucinski (41st), the Citizens Committee, Rev. Jesse Jackson, and other African American and Hispanic leaders considered legal actions against the Chicago Board of Education.¹⁶

In a move to avoid additional racial tensions the Rev. Kenneth B. Smith, the Board president, called a special meeting on 21 December 1980 to chart the next steps in appointing a new superintendent. The racial divide would come if the three whites aligned with three Hispanics Board members. The African American Board members totaled five: six votes were needed to elect a new superintendent.¹⁷

Rev. Wilfred Reid, an African American Board member who labeled Holliday as a white man's black, supported Dr. Manford Byrd. Reid believed that an important factor in the search rest on the seriousness of revamping and improving the school system by communicating with the parents of the communities. Byrd, he insist had earned the support of the African American and Hispanic communities. He urged the Hispanic Board members to reconsider.¹⁸

¹⁶Ibid.

¹⁷Casey Bamas, "School Board Sidesteps Hot Superintendent Issue," *Chicago Tribune* (18 December 1980), B1.

¹⁸Norman Jenkins, "School Chief Race Down to the Wire," *Chicago Defender* (30 December 1980), 3.

The eleven Board members faced a formidable challenge in selecting an acceptable qualified candidate. This arduous task accompanied the ability to convince the applicant to take on a position perceived by the media and community at large as one attached to enormous major liabilities. The liabilities of accepting the vacancy included the following:

- A Federal Consent Decree requiring the immediate implementation of a viable desegregation plan.
- Chicago's poor school tax rate.
- The financially precarious state of the school system.
- The inception of the newly created Chicago School Finance Authority.

Rev. Kenneth B. Smith became weary of the in-fighting.¹⁹ It was now January 1981: seven months ago John D. Foster, chairman of the Board's Superintendent Search Committee, confidentially predicted that the selection process would conclude within sixty days.²⁰ The first early choice, Dr. Caruso, did not meet the racial criteria: the Board members had unanimously decided that a minority should be placed in the vacancy. Dr. Manford Byrd had served Chicago for twelve years: however, due to a no confidence consensus from doubtful Board members his candidacy fell short of the six votes.²¹ Finally, Dr. Ruth Love stepped forth out of the confusion, racial battle lines, and civil and political mayhem to become the new superintendent of the Chicago Public Schools.

¹⁹Casey Banas, "Unrealistic Approach to Selection of School Chief," *Chicago Tribune* (7 January 1981), E2.

²⁰Ibid.

²¹Ibid.

Love's Appointment

During private negotiations with Kenneth Smith, Dr. Love voiced her personal and professional concerns pertaining to the degree of power she would acquire as superintendent. Love was visibly displeased with the new state law empowering the Chief Finance Officer the power to reject or accept employee's contracts and board budgets.²² In addition to this concern Love also expressed reservations about the reporting requirements of the desegregation team. The team, headed by Robert L. Green, similarly reported directly to the school board. Love faced a take it or leave it option. Superintendent Love's approach toward the authoritative capacity of the position could be described as top-down. The request for power and control over all aspects of the school system including all financial decisions stalled the negotiations.

After several phone and personal conferences agreements were reached. The stipulation of Love's four-year contract included an annual salary of \$125,000, five weeks of vacation, a life insurance policy, private transportation with a chauffer, twelve sick days, and three personal days. Notwithstanding Love would not assume the post until 25 March 1981 she made numerous visits to hold round table meetings with the Board to lay the ground work for the incoming administration.²³ During the National Conference on the Black Agenda 20 January 1981 Superintendent Love addressed the

²²Casey Banas and Meg O'Connor, "Oakland Chief Studies City School Post Offer," *Chicago Tribune* (6 January 1981), 1.

²³Casey Banas, "Love Meets Board, Gets School Finance Briefing," *Chicago Tribune* (27 January 1981), 11.

interrelation importance of people in the community, the schools, and the shared values on providing a quality education:

Education is a people business. The schools do not exist in a vacuum. They reflect the social and economic climate which surrounds them. This making it inevitable those social ills will spill over into the schools, affecting everything from classroom instruction to vandalism and violence. I submit to the schools and the communities they seek to serve must have a symbolic relationship. It is essential and critical that the people who staff the schools and the offices be off high caliber and sensitive to the numerous needs of today's students. They must have a caring compassion and an unconditional commitment to children. They must also hold a fundamental belief that children possess a range of intellectual abilities and that they can learn and perform.²⁴

The new superintendent hit the ground running. On the first day Love introduced her new administrative team. The team consisted of Charles Mitchell, chief deputy superintendent who served in Oakland; Doris Payne, similarly from Oakland, press secretary and communications chief and David McClurkin, business manager and intermediary to Joseph Mahran.²⁵

In outlining her plans the incoming superintendent focused on reversing the system's decline. Love's three primary focuses were: empowering principals to choose teachers, implementing a new strategic disciplinary code, and most importantly creating and implementing grass roots strategies to involve and empower parents, community

²⁴"Ruth Love on Wasted Lives," Speech: National Conference on the Black Agenda, *Chicago Tribune* (20 January 1981).

²⁵Felicia Ratliff Stewart, *The Urban School Superintendency: A Case Study of Ruth Love In Chicago* (Ph.D. Dissertation, Northern Illinois University, 1996).

groups, and businesses in the educating of students.²⁶ Superintendent Love's administration academic goals were:

- Ensure that High School students graduate with adequate marketable skills encompassing the use of new technology.
- Ensure that students completing the third grade acquire competent basic skills.
- Create individual curriculum portfolios for each student based on their needs and strengths.²⁷

Dr. Love required that the schools revisit and implement the tradition grade structure in elementary schools and abrogate the continuous progress policy: Chicago had previously abandoned the continuous progress approach ten years earlier.²⁸ The initiative was designed to give students the opportunity to master a specific group of math or reading skills at one level with competency prior to moving to the next level. The students were administered small quizzes categorized as criterion-referenced test.

The new administration also faced a sleeper issue of reallocation of state aid generated by poor children in the system. The new state law required the full allocation of funds by the fall of 1982.²⁹ Money became a major pressing issue: an increase in state aid, granted by the General Assembly fell short of the \$45 million deficit predicted for

²⁶Ibid.

²⁷Ibid.

²⁸Casey Banas, "Unrealistic Approach to School Chief," *Chicago Tribune* (7 January 1981), 2.

²⁹Casey Banas, "Ruth Love About to Face Greatest Test of her Career," *Chicago Tribune* (22 March 1981), A1.

the 1982-83 school years. Programs in the present school term faced a deficit of \$150 million.³⁰

In examining the financial paradox the new administration was required to negotiate a new teacher's contract. For every one percent salary awarded the budget increased by \$7 million due to inflationary factors. Love appealed to the state to approve a local property tax increase. However, revenue from the increase took at least a fiscal year to become available.³¹

Superintendent Love addressed the financial aspects of the position with a businesslike confidence while simultaneously using grass roots strategies to build a closer relationship with businesses and the diverse communities throughout Chicago. In soliciting grass roots participation during the Adopt-A-School Program the administration strategize with volunteers from the Chicago Education Corps: creating on-site positive role models for students.³² In addition, parents were required to pick up report cards twice a year and businesses working closely with the administration allowed flex time for employees to participate in the program. Dr. Love's grass roots initiative brought parents and advocates of education to the schools for the first time. In addressing the concerns of violence and vandalism the administration enacted the Uniform Discipline Code: Love also encouraged frequent communication with the communities on

³⁰Ibid.

³¹Ibid.

³²"Dr. Ruth Love is Right for our Schools," *Chicago Defender* [Editorial] (9 July 1984), 14.

its effectiveness. In support of the Uniform Discipline Code Superintendent Love stressed the importance of a safe haven for students:

Students need a learning situation that is orderly and safe. Those who disrupt the learning of others by their actions or intimidation cannot be permitted to continue this behavior. Students and parents need to know the behavior standards that are expected in schools and the consequences for exceeding them.³³

New graduation standards for incoming freshman addressed past policies and practices of social promotion.³⁴ The new administration was determined to make every school a magnet and reduce white flight and the loss of bright students to alternative education institutions and the suburban school districts. Love's first messages to the citizens of Chicago encompassed a promise to help parents and businesses reclaim the youth of the city. During a Board meeting 25 March 1981 the superintendent addressed the importance of grass roots collaboration:

No one here needs to be reminded that urban education is beset with problems. My point is simple that if we do not come together, join hands, share minds to understand and develop corrective programs sufficient to solve these problems, the consequences will be disastrous. No issue hold as much potential to mortgage the future of this society as a failure to provide children with a quality education—an education that allows them both to discover their own possibilities and to pursue them successfully.³⁵

³³“Dr. Love Designs New Discipline Code,” *Chicago Defender* (22 September 1981).

³⁴*Ibid.*

³⁵Official Proceedings, Chicago Board of Education, 25 March 1981.

Entrepreneurial education would be addressed. She promised to set aside monies for programs that prepared students for business opportunities: offering students hands on experience and participatory economic ventures.³⁶

During an interview with the *Chicago Defender* 7 May 1981 Dr. Love shared her views on public education. She promised to de-mystify education by opening up the administration so that the public could understand the mission of the Board of Education.³⁷ Love supported coalition building at the grass roots level labeling this initiative as a top priority.³⁸ On the subject of parents she believed that schools should have an equal partnership with communities. The administration would find ways to involve parents in committees thereby examining their feedback and empowering communities to be active participants in the student's education.³⁹ It was counterproductive for teachers and parents to have adversaries' relationships. The goal should be the same for all partnerships: a congenial partnership would promote the mutual aspiration of providing a quality education for all students in the system. Superintendent Love discussed the importance of building and sustaining an amicable and congenial relationship with the community during the Joint Venture Business and Education Venture Meeting 8 May 1981:

³⁶Frank B. Brooks, "Teaching Business in the Public Schools," *Chicago Tribune* (4 March 1981), D2.

³⁷John Reyes, "Dr. Love Tells her Views on Education in Interview," *Chicago Defender* (7 May 1981), 2.

³⁸*Ibid.*

³⁹*Ibid.*

In the arena of parents rights and responsibility educators must gain their confidence and cooperation. I would like to propose what could be one of the most important new corporate relationships of this decade, that is, the relationship between Chicago's Public Schools and the Chicago corporate community. Like any relationship, it is essential that we explore the forms this relationship should take. The questions are: What are the responsibilities of each partner? Why is the partnership necessary? What is the nature of the involvement? Will the merger produce a palpable product?⁴⁰

In July of 1981 the superintendent submitted succinct goals to the Chicago School Board pertaining to basic instructions:

- To emphasize basic skills at the primary grades so that the children who complete the third grade will be able to perform the basic skills of reading, writing, and arithmetic.
- Identifying students who are below grade level, at grade level, or above grade level, and provide instruction to meet their needs.
- To instruct students academically and vocationally so that high school graduates will possess the academic skills to pursue higher education and/or graduates will possess marketable skills so that they may join the labor force.⁴¹

In September of 1981 Love addressed the question: What makes a school effective? The six basic characteristics were:

- Good Leadership: No school will be better than its principal: the instructional leader. This manager sets the standards for teachers and is a good facilitator of

⁴⁰Dr. Ruth Love, Joint Venture: Business and Education Speech, 8 May 1981.

⁴¹Ibid.

time, resources, and materials. An efficient principal is seen in the classroom and the key determinant of the school's educational climate.

- A Set of Definite Objectives: The personnel in an effective school will know exactly what is needed to educate students. Results will be observable or objectively measurable and intermediate steps will be defined to determine progress. Measurable standards will be established.
- Comprehensive Evaluation: Program improvements will be based on the principal's analysis. Good testing reveals what the students know and whether the instructional program delivered applicable knowledge and skills. Principals must know how to scrutinize test results and initiate strategies on how to improve and, or modify instructions.
- Competent, Dedicated Teachers: Outstanding teachers can perform wonders regardless of all other environmental, social, and political conditions. In an effective school we find teachers who are, first of all, present in the classroom and prepared. He or she is intellectually curious and constantly seek ways to expand knowledge. The teachers care for their children-because after all, for part of the day they are our children. Each child is considered an embodiment of potential.
- Parental Involvement: Children spend only about 12 percent of their time in school during a year. Education should be continued in the home. Through the active participation of sharing homework the parent can strongly support and

encourage. Parents have talents that can be useful in school. Establishing a partnership with parents becomes essential to the welfare of the children.⁴²

Prior to Dr. Love's appointment community groups sought to decentralize power in the Chicago Public Schools. In October of 1981 Love took the first steps towards achieving that goal. The twenty district superintendents were issued more definitive participatory roles in decision making. The district superintendents, each responsible for supervising a group of schools in a specific geographic area, would have more authority and more responsibility.⁴³ The decentralization of power required each school to develop a written plan establishing specific goals for raising reading and math achievement scores, improving attendance, and reducing vandalism. The district superintendents were responsible for reviewing, approving, and monitoring action plans for each school under his, her jurisdiction. In addition, district superintendents were required to develop a district wide action plan with special emphasis on students with low achievement levels.⁴⁴

The decentralization plan would empower superintendents to: develop and implement new programs to meet students special needs; recommend budgets and monitor expenditures and staffing; recommend changes in school attendance boundaries and school closings; and recommend the appointment and transfers of school principals.⁴⁵

⁴²"The Six Necessities for an Effective School," Personal view/Ruth B. Love, *Chicago Sun-Times* (10 September 1981), 3.

⁴³Casey Banas, "School Plan Decentralizes Power," *Chicago Tribune* (2 October 1981), 15.

⁴⁴Ibid.

⁴⁵Ibid.

All twenty districts were members of a planning council. The council would meet monthly with the superintendent to chart short-range and long-range goals. The planning council included deputy superintendent, business managers, and other staff members from all districts. The proposal included a new organization chart placing the executive deputy superintendent in the second highest position in the school system.⁴⁶

Early in the administration the superintendent ushered in an era of frequent school visits based on the philosophy that leadership should be visible and approachable. During visits Love asked for the School's Plan of Action.⁴⁷ This plan detailed what the school is presently doing, its future plans, and what strategies would be used to reach its goals. During a meeting with the Chicago Principals Association Superintendent Love described her accountability philosophy:

I believe in accountability very strongly. Principals ought to evaluate teachers...People who are not functioning ought to be eliminated. We cannot afford to carry extra baggage. The Chicago Public Schools must form a pool of available teachers and let principals choose from a qualified pool of professionals when a vacancy occurs.⁴⁸

Dr. Ruth Love approached education as a people's business and characterized the profession as labor intensive. It is critical and essential that the people who staff the schools, classrooms, and offices be of high caliber and good character. They must be sensitive to the needs of the students. They must hold a fundamental belief that all children possess a range of intellectual abilities: all students can learn and perform. They

⁴⁶Ibid.

⁴⁷Juanita Bratcher, "Dr. Love: 1st Year on the Job," *Chicago Defender* (23 March 1982), 2.

⁴⁸"Let Principals Select Their Teachers: Love," *Chicago Sun-Times* (27 March 1981).

must have high behavioral and academic expectations for their students.⁴⁹ Superintendent Love believed that if we do not intervene in education today, we will continue to pay a larger bill in tomorrow's welfare costs, prisons, and juvenile delinquency. Most importantly, we waste human lives when people are not productive.⁵⁰

Addressing the Consent Decree

Superintendent Love addressed the Illinois Advisory Committee to the U.S. Commission on Civil Rights on 14 July 1981. After assuming the superintendence on 25 March 1981 the challenge of immediately drafting and adopting a student desegregation plan by the 15 April 1981 deadline became a mandate.⁵¹ The Consent Decree agreement required the development and implementation of a system-wide plan to remedy the effects of past and the present day segregation of minority students. The Board agreed to adopt a plan based on the broad range of constitutionally acceptable plans: submitting recommendations to the Court on 15 April 1981 on the Educational Components of the Student Desegregation Plan.⁵² Dr. Love further informed the audience that on the 29 April 1981 the Court received the Board's Principles for Student Assignment and an implementation schedule.

During her speech Superintendent Love reviewed the highlights of the Student Desegregation Plan. The plan consists of two basic elements: Educational Components

⁴⁹"Education a People Business: Love," *Chicago Tribune* (1 February 1981), 10.

⁵⁰"Ruth Love on Wasted Lives," *Chicago Tribune* (20 January 1981), 17.

⁵¹Remarks to the Illinois Advisory Committee to the U.S. Commission on Civil Rights by Dr. Ruth B. Love, 14 July 1981.

⁵²*Ibid.*

and Student Assignment Principles. Love summarized three components under Student Assignment:

- Mandatory reassignment in 1983 involving transportation would be implemented. This measure would be used if all other efforts have not been successful.
- Schools currently more than 70 percent white are required to reduce the percentage exceeding 70 percent by at least 1/3 per : the minimum reduction required will be 5 percent per year.
- During 1981 and 1982 the administration would focus on voluntary techniques to achieve desegregation. The strategies used would be: magnet schools plus attendance area open enrollment, permissive transfers, feeder pattern adjustments, boundary changes and other mandatory measures not involving transportation.

The Educational Component represented the most comprehensive set of educational recommendations ever submitted in a federal school desegregation case. These recommendations are designed to assure high standards of achievement and quality instructional experiences for each student. Changes from previous administrations include improved relationships and information to parents, evaluation and assessments of programs, improved testing, and elimination of certain assessment instruction and techniques, improvements in the delivery of special services such as bilingual and special

education, broadening of the option programs, better in-service training for staff, and improvements in the curriculum structure.⁵³

In accordance with the Consent Decree, special education emphasis and administrative priority would be given to schools that remained racially isolated. Schools designated as racially isolated would receive special programs: some would be reorganized and others would receive special staffing and training for the entire personnel. The Board agrees to reserve \$100 million to specifically address and eliminate racially isolated Hispanic and African American schools.⁵⁴ The administration would seek additional funding including ESAA, private foundations and other federal assistance - including State Title I funds. All funds received would be used to improve the quality of education for all students.

An Office of Equal Education Opportunity would be established to assist in the facilitating and implementation of recommendations included in the Student Desegregation Plan. In establishing and building a professional amicable relationship with the Court Love promised to submit a quarterly report to the Court and Justice Department on Chicago Public Schools desegregation progress. The Justice Department would brief the document by July 21 and a formal reply to the Board would be submitted by 21 August 1981.⁵⁵

⁵³Ibid.

⁵⁴Ibid.

⁵⁵Ibid.

The superintendent focused on eight issues associated with school desegregation in the attempt to either eliminate or reduce racial isolation. The issues cited include:

- Teaching practices that include addressing racial differences.
- Student instruction grouping.
- The nature of the co-curricular activities programs.
- The multi-ethnic curriculum.
- The principal leadership behavior.
- Staffing patterns reflective of integration.
- Existing rules, regulations, and modes of disciplinary actions.
- The quality of home and school relations.⁵⁶

Broad community supports coupled with strong leadership were considered essential ingredients in providing equitable educational programs. The pledge of a commitment to work closely with community groups, federal and state agencies reinforced Love's grass roots approach.

During the Board of Education Proceedings 29 April 1981 Board member Michael Scott summarized Part II of the desegregation plan. The constitutional acceptable definitions of desegregated and stably integrated schools were: school facilities with enrollments either 30-70 percent minority or 30-70 percent white.⁵⁷ The promotion of affirmative non-compulsory transfer programs would be included to enhance integration. Student transfers promoting integration would be encouraged but not

⁵⁶Ibid.

⁵⁷Official Proceedings, Chicago Board of Education, 29 April 1981.

coerced. By 31 December 1981 a Comprehensive Student Assignment Plan would be developed. By June of 1983 the Board would evaluate the use of mandatory reassignment of students- including the use of busing. The new desegregation plan would adhere to the following schedule:

- September 1981- Permissive transfers and magnet schools plus feeder patterns and attendance area adjustment where applicable.
- September 1982 - Additional boundaries adjustments and mandatory measures not involving transportation.⁵⁸

The progress ratio required that schools make increments of at least a 5 percent reduction each year: schools with 70 percent whites were required to decrease 1/3 each year with the minimum of the 5 percent reduction or more.⁵⁹ Compliance would be accompanied by additional desegregation funding. In the fiscal year 1982 \$40 million would be available and \$20 million for the 1983-84 school years.⁶⁰

Prior to Love's appointment the Board of Education adopted the Consent Decree by a unanimous vote. On 8 October 1980 the Board appointed Dr. Robert L. Green as lead consultant for desegregation planning. Grants were issued to the Chicago Board of Education by the United States Department of Education for desegregation planning expenditures.⁶¹ On 3 April 1981 shortly after the superintendent's arrival the Board of

⁵⁸Ibid.

⁵⁹Ibid.

⁶⁰Ibid.

⁶¹Ibid.

Education released the document *Public Discussion Draft- Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment*.⁶² On 8 April 1981 with its Advisory Panel of Parents and Students and Advisory Panel of Citywide and Community Organizations in attendance public hearings were held at the Downtown Chicago Headquarters: empowering the participants to openly critique the plan. On 15 April 1981 the Board adopted the *Recommendation on Educational Components* with modifications and submitted the proposal to the Courts. The administration requested additional time to complete the second portion on *Student Assignment Principles*. The Court granted the request designating 29 April 1981 as the new deadline. In addition the Court established an implementation schedule and released additional funding to assist.⁶³

The Student Assignment Principles of the Desegregation Plan was adopted 31 December 1981. The Court received a resolution developed by the Desegregation Committee, the Office of Equal Opportunity, and the Magnet Schools and Pupil Assignment Task Force.⁶⁴ The members of the committee included select personnel of the central office, field staff, and two citizens from the Advisory Panels. The acceptable plan would provide for the greatest practicable number of stably desegregated schools, considering all the circumstances in Chicago. The plan includes provisions to ensure that

⁶²Ibid.

⁶³Ibid.

⁶⁴Official Proceedings, Chicago Board of Education, 9 November 1981.

the reassigning of students do not cause resegregation.⁶⁵ A stably integrated school's enrollment includes at least 30 percent White and 30 percent minority. Each year the Board would determine whether additional schools be identified as stably integrated according to the previously stated standards for a continuum of four years.⁶⁶

The Committee on Student Desegregation met 17 March 1982 and 14 April 1982 to discuss the first draft of the Progress Report on desegregation. Modifications were recommended for some of the sites and programs contained in the Comprehensive Student Assignment Plan submitted to Judge Shadur 22 January 1982.⁶⁷ The six guidelines for modifications to the Scholastic Academics, Metropolitan High Schools, Specialty Programs and Teams were:

- The program design would be more beneficial to students in another facility.
- Moving the program to another facility would increase student enrollment.
- Selecting another site would increase the opportunity for achieving a tri-ethnic balance.
- Selecting another site would prevent the reoccurrence of within school segregation.
- In achieving tri-ethnic diversity intervention measures are required.

⁶⁵Ibid.

⁶⁶Ibid.

⁶⁷Official Proceedings, Chicago Board of Education, 12 April 1982.

- By utilizing a single programmatic intervention the intent of the plan would be more effective.⁶⁸

In 1983 Superintendent Love delivered the opening remarks to the Board on the Annual Desegregation Review. Love revisited the two basic components of the plan. The first part, the Educational Component filed in April 1981 and the Comprehensive Student Assignment Plan, filed in January 1982.⁶⁹ In January 1983 Judge Milton I. Shadur determined that both components were constitutionally acceptable. Shadur further stated that the true test rest with the ability of the Board of Chicago to implement the plan.⁷⁰ Love's administration would monitor and assess all recommendations and provisions of compliance with the Consent Decree annually.⁷¹

The New Desegregation Plan

The Consent Decree guidelines required the Chicago Public Schools to approve a desegregation plan by 11 March 1981. The Court would drop the law suit against the schools upon compliance. The Consent Decree ended a long and bitter dispute requiring both voluntary and mandatory initiatives.

Robert Howard, the Board's special attorney for desegregation and Dr. Love requested a twenty-one day extension from 11 March to 31 March 1981 to comply. The incoming superintendent required more time to contribute to the plan prior to its

⁶⁸Ibid.

⁶⁹Official Proceedings, Chicago Board of Education, 13 April 1983.

⁷⁰Ibid.

⁷¹Ibid.

submission.⁷² The administration favored modifications encompassing the limitation of distances students traveled and extending district boundaries. In addition Love and the Board issued a second request for a fifteen day extension. The Court granted the request: the new deadline became 15 April 1981.⁷³

Superintendent Love contributed to the formation of a voluntary desegregation plan. To reach its goal Chicago implemented the use of magnet schools, academic centers, voluntary transfers, boundary reassignments, and other educational inducements. Judge Milton Shadur received a plan from the administration entitled: *Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment* (see Appendix D).

During the introduction Superintendent Love revisited the year 1837 when Chicago promoted racial isolation. After the 1919 race riot compulsory attendance laws were enforced for African American students.⁷⁴ Hispanic immigration increased after World Wars I & II: Asians similarly settled in Chicago. This diversity produced extreme housing segregation patterns and racial segregation.⁷⁵ By 1956 ninety-one percent of the elementary schools and seventy one percent of high schools were characterized by a common factor: single race schools.⁷⁶ Today the schools are still segregated and the

⁷²Michael Trackett and Robert Davis, "Superintendent Love Works to Modify Bias Plan," *Chicago Tribune* (11 April 1981), 3.

⁷³Stewart.

⁷⁴Robert L. Green, *Student Desegregation Plan for the Chicago Public Schools: Recommendations on educational Components and Student Assignment*, 1981.

⁷⁵Ibid.

⁷⁶Ibid.

system have lost over 200,000 White students within a fifteen year period.⁷⁷ Prior to my administration Superintendent Hannon adopted *Access to Excellence* on 12 April 1978. The voluntary initiative began in the summer of 1978. However, the U.S. Department of Health, Education, and Welfare reject the Board's request for Emergency School Aid Act funding. The second plan *Access to Excellence II: Further Recommendations* were similarly rejected by HEW based on violations of the Civil Rights Act of 1964.⁷⁸

In April 1980 the Department of Justice invited HEW and the Board to negotiate a settlement and created a ten member Committee on Student Desegregation. On 24 September 1980 a Consent Decree was agreed upon. The two major objectives of the Consent Decree were to create the greatest practicable number of stably desegregated schools and provide educational and related programs for Hispanics and African Americans remaining segregated.⁷⁹ In compliance with the Consent Decree the new plan would address present day racial isolation and previous policies and practices of racial segregation. Each component of the plan contains a rationale, followed by a description of the current status, and a set of recommendations.⁸⁰

In reviewing some of the primary recommendations for each Educational Component that specifically address grass roots participation and equalizing educational opportunities the new desegregation plan recommends the following:

⁷⁷Ibid.

⁷⁸Ibid.

⁷⁹Ibid.

⁸⁰Ibid.

Curriculum & Instruction-Elementary School Recommendations

- Provide in-servicing for staff development for teachers, counselors, and the administrative staff in newly desegregated schools.
- Establish opportunities for parent orientation to inform parents fully of the range of services offered to students and replace cultural bias materials that are pluralistic in orientation.
- Create and publish statements of educational outcomes. Make copies available to the public and hold regular meetings with community groups to assure active participation.⁸¹

Curriculum & Instruction-High Schools Recommendations

- Provide staff development for teachers in the principles of classroom management, human relations, and sequential organization of learning and testing.
- Design an orientation plan for students and parents pertaining the implementation stages of stably desegregated schools including the -Uniform Disciple Code. Examine the school climate to ensure that it reflects a framework of desegregation commitment, educational parity, and cultural awareness.
- Address any evidence of cultural bias and inform parents of any and all modifications to the curriculum.⁸²

⁸¹Ibid.

⁸²Ibid.

Magnet School-Recommendations

- Begin the planning of new programs for five to seven elementary community academies centers to be opened in predominantly Hispanic and African American communities.
- Begin the planning of new programs for two magnet high schools soon to be opened in predominantly Hispanic and African American communities.
- Establish a study group comprised of outside specialist, district staff to conduct an in-depth evaluation of the magnet schools programs. The superintendent would share these findings with the parents, community groups, and businesses.⁸³

Vocational & Technical High School-Recommendations

- Expand the programs to include Hispanic and African American students from all districts.
- Develop desegregation strategies for schools that are 95 percent African American.
- Adopt a citywide vocational education plan to maximize student participation in training level programs.⁸⁴

⁸³Ibid.

⁸⁴Ibid.

Special Education & Testing- Recommendations

- Involve parents in the assessment process. Require that a parent or surrogate be fully brief by a qualified staff on the rights and options of the family.
- Encourage parents and surrogates to bring a qualified representative to explain the placement procedures and the student's rights.
- Discontinue individual tests of intelligence in special education screening of Hispanic and African American students until they have been validated.⁸⁵

Bilingual Education-Recommendations

- Review on a continual basis the hiring practices of bilingual teachers and intensify recruiting efforts of certified bilingual teachers.
- Provide staff development training and do not exclude students in bilingual education access to any optional programs based solely on limited English proficiency.
- Establish citywide guidelines in the selection of instructional materials in languages other than English in all Chicago school districts.⁸⁶

⁸⁵Ibid.

⁸⁶Ibid.

Within School Segregation-Recommendations

- Maximize the number of racially integrated classes. Monitor the scheduling of student's classes.
- Provide in-service training promoting precautionary strategies to counselors and others involved in the placement process of students to promote non-discriminatory policies and practices.
- Develop a clear and concise definition of what constitutes acceptable educational justification for classes out of compliance with the percent standard.⁸⁷

Student Discipline-Recommendations

- Monitor the percentages of suspensions and other disciplinary actions in schools with a high percentage of minorities. Seek alternative methods such as in-school suspension centers, time out rooms, peer group counseling for non-dangerous offenses.
- Give special consideration to preventive programs that can assist in the decrease of incidents of minority suspensions and disciplinary actions.
- Monitor expulsions based on race, ethnicity, and the sex of students. Solicit recommendations from the community for the improvement of school discipline.⁸⁸

⁸⁷Ibid.

⁸⁸Ibid.

Staff Development-Recommendations

- Conduct a staff development orientation for all districts and provide guidelines for each school's desegregation plan on addressing student and staff diversity.
- Provide in-service for principals affected by pupil reassignments.
- Provide in-service to all personnel on Public Law 94-142, the implementation of magnet schools, and nondiscriminatory counseling and guidelines procedures.⁸⁹

Student Assignment-Recommendations

- Student reassignments would be closely scrutinized to ensure that the resegregation of schools does not occur.
- Create, preserve, and exempt from mandatory reassignment schools identified as stably integrated.
- Limit the time of transportation to thirty (30) minutes or forty (40) to achieve the greatest practicable desegregation.⁹⁰

Other Components of the Plan-Recommendations

- Expand the citywide panel to ensure widespread participation and provide orientation work shops for perspective volunteers from the community at large.

⁸⁹Ibid.

⁹⁰Ibid.

- Maintain an advisory panel of students from all ethnic groups, parents, and diverse volunteers from community organizations to reflect the racial and socio-economic composition of the schools.
- Enrich the learning opportunities for all students in the desegregation plan. Establish strategies for distributing public information to civic and community organizations, religious and cultural institutions for the purpose of strengthening grass roots relationships.⁹¹

Metropolitan Initiatives-Recommendations

- Assist families returning to the city by providing information on available housing; working closely with the U.S. Department of Housing and Urban Development.
- Communicate regularly with suburban schools districts and explore opportunities to implement voluntary metropolitan programs.
- Disseminate information to housing counselors pertaining to desegregation plans.⁹²

Faculty Desegregation & Affirmative Action

- In compliance with the Consent Decree make sure each school have a faculty makeup reflecting fifteen (15) percent of the city's faculty composition.
- Address any inequities in the current ratio of Hispanic and African American administration positions.

⁹¹Ibid.

⁹²Ibid.

- Establish programs for training, identifying, and placing minority candidates in administrative positions.⁹³

Evaluation & Monitoring Recommendations

- The lead consultant would develop an evaluation model that includes detailed procedural steps to be taken to ensure desegregation compliance of the educational component of the plan.
- Ensure that the Desegregation Monitoring Commission acquires access to data pertaining to school desegregation.
- Monitor the proportion of racial and ethnic composition of the school system. Report all findings to the Desegregation Monitoring Commission.⁹⁴

The new desegregation plan included confidential tentative target school listing charts and a quantitative age/race analysis of the Chicago Public Schools (see Appendix D). Based on the new strategies Superintendent Love believed that the new plan would be successful in Chicago. In the book, *Johnny can Read and So Can Jane*, by Dr. Ruth B. Love the superintendent outlined three ways to improve a school system: improve teacher's skills, greater parental involvement, and better administrative leadership.⁹⁵ Superintendent Love addressed the issue of greater parental involvement on 31 March 1981 during the Chicago Region PTA Meeting:

Parents are essential partners in education. They have the responsibility to participate in their child's education. They have a right to know what is expected of students and how their children are progressing toward those

⁹³Ibid.

⁹⁴Ibid.

⁹⁵Ruth B. Love, *Johnny Can Read and So Can Jane* (Menlo Park, CA: Addison-Wesley, 1982).

expectations. School principals and teachers need to consider the schedules of working parents and single parent families when planning parent meetings and other forms of parental and community involvement. As educators we must be specific about the ways parents can participate in their child's education...we need to show parents how they can help their children learn. The administration will identify more effective ways to reach parents...and identify ways non-parents can be involved including senior citizens, business, and professionals.⁹⁶

These paradigms for success prompted Love to introduce initiatives such as: the Renaissance Program, the Mastery Learning Program, Uniform Discipline Code, Report Card Pick Up, and the Adopt-A-School Program. The superintendent supported the implementation of Report Card-Pick-Up during the 6 September 1983 Back to School Speech:

We will increase the number of parents picking up report cards. We will expand the schoolhouse volunteers program to include every school, so that you have assistance in the classrooms and so that students have the additional adult interaction they require. We will also expand our homework hotline by recruiting more volunteers. The more we empower and include the community in the schools the better working rapport and relationship building will occur. We must open the doors of the schools to the community.⁹⁷

The primary objectives of the Renaissance Program were to increase graduation requirements and provide proof of validity of raising standardized test scores. The Mastery Learning Program, comprised of three formats, was based on the philosophy reading is thinking. The formats were: formative test, criterion-reference test, and subjective related applications. On 21 September 1981 Love introduced the Union

⁹⁶Dr. Ruth Love, Board of Education Speech Documentation-Chicago Region PTA Meeting, 31 March 1981.

⁹⁷Dr. Ruth Love, Back to School Speech, 6 September 1983.

Discipline Code. The purpose was to inform students and parents of the consequences of misconduct. Prior to this application the Chicago Public Schools did not have a formalized set of rules governing the entire school system (see Appendix D). Love reinforced parental awareness and involvement by requiring parents to pick report cards during the first and third marking periods.⁹⁸ The Adopt-A-School Program, previously used in Oakland, solicits businesses to volunteer resources and personnel to partner with local schools.

During the summer of 1981, similar to *Access to Excellence*, parents of Chicago Public Schools students received a brochure detailing a new program *Options for Knowledge*. The initiatives were designed to improve the quality of education and enhance desegregation.⁹⁹ The concept of Magnet Schools promoted the ideology. The students enrolled in classes ranging from drama, literature, science, and computer technology with other students from diverse cultures.¹⁰⁰ In August 1981 Love introduced a proposal entitled *Designs for Excellence*. The plan encompassed improvement in instructions, management support, parent and community involvement, and resource management and funding.¹⁰¹ Public involvement was promoted by proposing the utilization of school buildings outside of school hours for community activities. This initiative accompanied recruiting more members to the City-Wide Advisory Council, and

⁹⁸Casey Banas, "Parents Must Go For Report Cards," *Chicago Tribune* (16 November 1981), 17.

⁹⁹"Public School Choices Given to Parents," *Chicago Sun-Times* (17 June 1981), 1.

¹⁰⁰*Ibid.*

¹⁰¹"Dr. Love Reveals Five-Year Proposal," *Chicago Defender* (8 August 1984), 4.

expanding the Adopt-A-School Program. *Designs for Excellence* promoted the concept of implementing grass roots strategies.¹⁰²

Superintendent Love supported the ideology that all children can learn and encouraged the use of Bloom's Taxonomy to improve test scores. Bloom divided the learning framework into three domains: cognitive, affective, and psychomotor. The cognitive domain, focused on recall or recognition of knowledge in the development of intellectual abilities. Love supported Bloom's hypothesis of the importance of the cognitive domain. This domain creates aspects of: knowledge, comprehension, application, analysis, synthesis, and evaluation.¹⁰³

With the implementation of the desegregation plan Superintendent Love faced criticism from parents arising from questions pertaining to the Mastery Learning Program. A group called Parents Equalizers of Chicago requested records on the program in the fall of 1981. Members of the group called the program the biggest fraud of the decade.¹⁰⁴ Desegregation issues took a back seat to the mounting controversies plaguing Superintendent Love's administration.

¹⁰²Ibid.

¹⁰³Benjamin Bloom, *Taxonomy of Educational Objectives* (New York: Longman, 1986).

¹⁰⁴Chinta Strausberg, "They Call it the Scam," *Chicago Defender* (9 November 1981), 3.

Changing of the Guards

The *Chicago Tribune* published a copy of an audit of the Mastery Learning Program on 18 July 1984.¹⁰⁵ The article alleged that over twenty schools inflated reading scores. The comparative tests involved were the Test of Achievement and Proficiency (TAP) and the ITBS (Iowa Test of Basic Skills). Seventeen eight grade students tested five to six months below the norm in May 1983 and five months later in high school tested only three months below the norm.¹⁰⁶ Superintendent Love contended that the teachers had given students too much time: this made the test results unreliable.¹⁰⁷

Prior to this controversy Love encountered numerous administrative battles. An outsider's status sexism, and racism all contributed to Love's downfall. Superintendent Love was considered an outsider and was never accepted by the political pundits in Chicago. Prior to her appointment the mayor's office had influential power in connection with the policies and practices implemented by the superintendent's office. Moreover, the source of this power was derived from the uninhibited selection of school Board members.

Sexism was another contributing factor. During the mid 1980's women's rights were still in the early stages of acceptance: especially when the distribution of power, jobs, and economic security hung in the balance. Notwithstanding Ella Flagg Young had previously occupied the superintendent's office and Mayor Jane Byrne unexpectedly won

¹⁰⁵Results of Reading and Mathematics Tests in City Public Schools," *Chicago Tribune* (18 July 1984), 6.

¹⁰⁶Ibid.

¹⁰⁷Jean L. Griffith, "Love Charges City Test Report Released to Hurt Her," *Chicago Tribune* (25 August 1984), 5.

the mayor's race sexism in the form of inner circle male dominance ruled the day.

Women, regardless of their intellectual capabilities and educational achievements were still considered inferior to men.

Finally, racism against minorities proved to be an effective weapon in keeping the status quo in the political hierarchy and distribution of wealth. Dr. Love, an African American female and outsider posed a threat to the political incumbents in Chicago. The prevalent fear that if one outsider, female, minority could raise herself above the glass ceiling-others would follow.

The City of Chicago inevitably replaced her with Manford Byrd on 25 March 1985.¹⁰⁸ The three Hispanic Board members sided with the White members-denying Love another contract. The Hispanic community believed that the superintendent did not have their children best interest at heart. Rising dropout rates, overcrowding, and concerns pertaining to bilingual education was among central issues.¹⁰⁹

In financing the schools faced many unanticipated expenses in desegregating the system. The changes proposed by Love were costly and the schools' ineligibility status due to noncompliance compounded the financial problems of the city. When the schools agreed to reassess student categorized as Trainable Mentally Handicapped (TMH) and Educable Mentally Handicapped (EMH) Judge Shadar refused to grant financial

¹⁰⁸Casey Banas, "Love Out as School Superintendent," *Chicago Tribune* (24 July 1984), 1-2.

¹⁰⁹Steve Sanders, "Hispanic Split on Byrd as Love's Successor," *Chicago Tribune* (12 August 1984).

assistance in reassessing over 6,000 students: 1932 of the 6843 tested became eligible for regular classes.¹¹⁰

Dr. Love faced another financial challenge in the cost associated with the Renaissance Plan. The plan required an additional one hundred forty-three teachers at a cost of \$4.3 million. Sixty more teachers were needed at a cost of \$5.1 million for remedial classes for incoming freshman.¹¹¹ The recommendations of the *Student Desegregation Plan for the Chicago Public Schools* including helping poverty level students required \$5.2 million, one hundred seventy-three teachers for full day kindergarten: \$12.9 million was requested to assist students repeating a grade- including \$2 million for additional high school counselors and \$1.2 million for placing counselors in schools with high drop-out rates and low attendance.¹¹² The U.S. Court of Appeals ruled against Chicago's request for funding assistance. Judge Shadur similarly refused the release of \$59 million in frozen funds due to noncompliance.¹¹³ Superintendent Love projected a \$171.2 million shortfall for the 1984-85 school years. Governor James Thompson proposed a 2.8 percent increase for education. The net gain for Illinois schools amounted to \$61 million: Chicago only received \$12 million. Superintendent Love drew heavy criticism when the Board approved \$9.4 million in the hiring of three hundred twelve teachers to support the first phase of the Renaissance

¹¹⁰Patricia Heaston, "Help for Handicapped," *Chicago Tribune* (28 January 1983), 3.

¹¹¹Casey Banas, "High School Reform Plan Cut-Love Seeks 1st Year Funding of \$9.4 Million," *Chicago Tribune* (22 March 1984), 7.

¹¹²*Ibid.*

¹¹³Casey Banas, "City Schools Foresee \$171 Million Deficit," *Chicago Tribune* (12 April 1984), 1.

Plan. Renaissance first year budget totaled \$37.7 million. The Board's list of budget cuts to balance the budget only saved the system \$19.5 million.¹¹⁴

In 1983 teachers and other school personnel were asked to accept a pay cut totaling \$50-100 million in salaries and benefits. The delegate body voted 713-7 to authorize a strike if an agreement could not be reached by 14 September. A strike ensued when Superintendent Love maintained that no raise would be given to the teachers. The Board only offered 0.5 percent and the teachers asked for a 10 percent raise. The strike ended fifteen days later on 23 October 1983: the longest strike in Chicago's history.¹¹⁵ The teachers were granted a 5 percent raise: only 73 percent of the voters agreed to the settlement.

On 4 March 1984 an eleven year old female student alleged sexual misconduct against a veteran teacher, Harris Watters, at Garrett A. Morgan Elementary School.¹¹⁶ The Board did not have official policies on teacher misconduct: Watters was allowed to continue teaching several days after the incident. Love's administration developed an official policy to address the matter. The absence of an official existing policy drew criticism from her detractors.

In retrospect controversy plagued the Love administration from the start. During the third week after accepting the position Superintendent Love alleged that her offices

¹¹⁴Casey Banas, "Chicago Schools Told It's Time to Start Trimming," *Chicago Tribune* (15 June 1984), 1.

¹¹⁵Casey Banas and J. L. Griffith, "Schools Reopen Tuesday After 15-day Strike," *Chicago Tribune* (25 October 1983), 1.

¹¹⁶Casey Banas, "Teacher Accused of Molestation to be Reassigned," *Chicago Tribune* (15 March 1984), 1.

were under illegal surveillance. According to columnist Vernon Jarrett of the *Chicago Tribune* her phone had been tapped and eaves dropping devices were found in the conference room adjacent to her downtown office.¹¹⁷ All offices were checked and the controversy ignited when the FBI denied having any knowledge of the incident. The media and Chicago Police Department expressed doubts about Love's credibility. This concern by public officials soon became prevalent in the Hispanic and African American communities when Alderman Edward Burke and Police Superintendent Richard Brzeczek weighed in with negative opinions.

Inconsistencies in statements made by Love and Deputy Superintendent Charles Mitchell fueled public opinion. On 23 April 1981 Superintendent Love expressed her doubts, recanted the story, and apologized to the City of Chicago.¹¹⁸ The Chicago Board of Education reviewed Love's administration performance and voted six to five not to renew her contract on 23 July 1984.¹¹⁹ The superintendent vowed to fight back and defy the Board's vote of no confidence. Love filed a lawsuit accusing the Board of Education of violating public notice under the Illinois Open Meeting Act by holding contract negotiations with Manford Byrd.

The lawsuit charged school board members Betty Bonow, Clarke Burrus, Rose Mary Janus, Rev. Wilfred Reid, Myrna Salazar, Raul Villalobos, George Munoz, and

¹¹⁷Vernon Jarrett, "Love Expand Bug Search: Offices of Board, Aides to be Probed," *Chicago Tribune* (20 April 1981), 1.

¹¹⁸Casey Banas and J. O'Brien, "Love Tells City: I'm Sorry," *Chicago Tribune* (24 April 1981), 1.

¹¹⁹Juanita Bratcher, "Ruth Love Voted Out: Board Weighs Manford Byrd," *Chicago Defender* (24 July 1984).

Martha Jantho with discrimination. Love asked for \$4.5 million in damages.¹²⁰ Love testified that when she refused James Montgomery, corporate council to the city, request to have insight on open contracts and assist in patronizing the friends of former Mayor Jane Byrne City Hall targeted her for extermination. In addition, she testified that a representative from the mayor's office secretly asked her to endorse Byrne in the mayoral 1983 primary. Mayor Byrne denied all charges. James Montgomery confessed shortly after taking the oath in court.¹²¹

On 30 September 1985 the lawsuit was settled. The former superintendent dropped all charges in exchange for a promise that the Chicago Board of Education would not make any negative comments to future perspective employers. Dr. Ruth Love did not receive any monetary compensation. Judge James Moran barred both parties from discussing the agreement or the case publicly. Superintendent's Love' administrative duties for the Chicago Public Schools ended 24 March 1985.

¹²⁰Charles Mont and Steve Sanders, "Judge Bars Byrd: Love Vows to Fight," *Chicago Tribune* (28 July 1984), 1-2.

¹²¹Maurice Possley and Jean Davidson, "City Tried to Sway School Bond Work," *Chicago Tribune* (16 May 1985), 1.

Grass Roots Strategies and Sources of Authority

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Ruth Love on wasted lives Chicago Tribune		
Date:	January 20, 1981		
Event:	Speech: National Conference on the Black Agenda- Richmond, VA		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	Education is a people business. The schools do not exist in a vacuum. They reflect the social and economic climate which surrounds them. This making it inevitable those social ills will spill over into the schools, affecting everything from classroom instruction to vandalism and violence.	Superintendent Love developed in-service workshops centering on new approaches to address the student body's cultural and ethnic diversities.
		I submit to the schools and the communities they seek to serve must have a symbolic relationship. It is essential and critical that the people who staff the schools and the offices be off high caliber and sensitive to the numerous needs of today's students. They must have a caring compassion and an unconditional commitment to children. They must also hold a fundamental belief that children possess a range of intellectual abilities and that they can learn and perform.	

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	March 25, 1981		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	It is time now for us insiders to stop apologizing and to tell the truth. The truth—the truth that we do have an educational crisis—but not an education disaster. In the Chinese language the word crisis is written with two characters—one meaning danger and the other opportunity. This crisis is our opportunity—and we shall seize it!	Superintendent Love informs the Board that she is aware of the challenges faced by her new administration.
	Technical-Rational		
	Professional		
	Moral	No one here needs to be reminded that urban education is beset with problems. My point is simple that if we do not come together, join hands, share minds to understand and develop corrective programs sufficient to solve these problems, the consequences will be disastrous. No issue hold as much potential to mortgage the future of this society as a failure to provide children with a quality education—an education that allows them both to discover their own possibilities and to pursue them	Dr. Love calls for unity in her administration to address the needs of the students.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Let principals select their teachers: Love Chicago Sun-Times		
Date:	March 27, 1981		
Event:	Meeting with Chicago Principals Association		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	You the principals are the key to change and improvements in the school system. I have a serious commitment to you.	Dr. Love initiated a new policy empowering principals to select their own teachers.
	Technical-Rational		
	Professional	I believe in accountability very strongly. Principals ought to evaluate teachers... People who are not functioning ought to be eliminated. We cannot afford to carry extra baggage. The Chicago Public Schools must form a pool of available teachers and let principals choose from a qualified pool of professionals when a vacancy occurs.	Dr. Love instructed the principals to have a list of qualified available teachers at each school as onsite-permanent substitutes. She believed that when principals have access to a pool of certified teaching professionals this will improve the quality of education the students receive.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Board of Education-Speech Documentation		
Date:	March 31, 1981		
Event:	Chicago Region PTA Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	Parents are essential partners in education. They have the responsibility to participate in their child's education. They have a right to know what is expected of students and how their children are progressing toward those expectations. School principals and teachers need to consider the schedules of working parents and single parent families when planning parent meetings and other forms of parental and community involvement. As educators we must be specific about the ways parents can participate in their child's education...we need to show parents how they can help their children learn. The administration will identify more effective ways to reach parents... and identify ways non-parents can be involved including senior citizens, business, and professionals.	The superintendent supported the development and participatory actions of the Advisory Panel of Parents and Students and the Advisory Panel of City Wide Community Organizations.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Key Note Speech-Manuscript		
Date:	May 8, 1981		
Event:	Second Annual Chicago Area Alliance of Black School Educators Conference [Whitehall Hotel]		
SERGIOVANNI		Words	Actions
	Bureaucratic		
	Personal		
	Technical-Rational	Research by Ronald Edmonds, Wilber Brookover, Benjamin Bloom...on learning, motivation, and achievement include: We must begin with the premise that all children can succeed academically and are capable of learning most of what we have to teach. Establishing high levels of expectations for all children is significantly related to achievement. Effective administrative leadership is related to a positive school climate. Research has demonstrated that children will learn that which is taught to them.	Superintendent Love based her instructional philosophy for the Chicago Public Schools on Bloom's Taxonomy.
	Professional	The teacher is a critical ingredient in providing the educational leadership necessary and directing classroom activities towards the accomplishment of educational goals. The success/failure of any educational program is primarily in the hands of the teacher.	Dr. Love published her personal motto and shared this philosophy with the principals and teachers: One Year Gain for Each Year of Academic Instruction.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Joint Venture: Business and Education- Manuscript		
Date:	May 8, 1981		
Event:	Speech given at the City Club- Chicago, Illinois		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	In the arena of parents rights and responsibility educators must gain their confidence and cooperation. I would like to propose what could be one of the most important new corporate relationships of this decade, that is, the relationship between Chicago's Public Schools and the Chicago corporate community. Like any relationship, it is essential that we explore the forms this relationship should take. The questions are: What are the responsibilities of each partner? Why is the partnership necessary? What is the nature of the involvement? Will the merger produce a palpable product?	Superintendent Love continuously addressed the imperative need to involve and empower the community in the educating of children.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Education Update- From Scholastic Inc. (Issue #8)		
Date:	Spring 1981		
Event:	Interview with Reporter From Scholastic Inc.		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	<u>Question:</u> What relationship do you see between the school and the community? My belief is that you can't have a good community without good schools. They have a symbolic relationship and therefore, what ever we do has to be within the context of the total community. <u>Question:</u> Can you give us examples of efforts to involve the community? We have had an overwhelming response from businessmen to our Adopted-A-School Program... In terms of reaching out to parents we have asked parents to join us as partners in the education of their children. The involvement can range from volunteering in the classroom to sharing some academic or behavioral problems with us. We even have a learning agreement with parents...signing contracts for fewer TV hours and designated homework study periods.	Superintendent Love supports the activities of the Instructional Strategy Council: an advisory committee that functions as a curriculum arm for the administration. The council is compromised of citizens.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Keynote Speech- Manuscript		
Date:	June 5, 1981		
Event:	Chicago United Annual Business Conference		
		Words	Actions
SERGIOVANNI	Bureaucratic	In terms of school administration we are now developing a system wide Discipline Code so that students will know what is expected of them and what the corrective actions will be if they do not comply with the standards set. Weapons and violence will not be tolerated. Schools will be a place for learning and stretching the mind. There is, at present, no uniformity, school to school policy in handling discipline problems.	Superintendent Love develops Chicago' first Uniform Discipline Code: distributing a handbook to parents and schools.
	Personal		
	Technical-Rational		
	Professional	Let me tell you something of my priorities. They fall into four major categories: instruction, school administration and organization, management support, and parent-community involvement. The linchpin of our efforts is the pursuit of excellence.	Love's instructional philosophy supported the use of Bloom's Taxonomy. The administration continuously monitored its use in the school system.
	Moral	My fourth priority is parent and community involvement. Parents have the right and the responsibility to be involved in the education of their children. The public schools are the cornerstone of democracy.	Superintendent Love met repeatedly with parents and community groups throughout her administration.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Three Month Report- Board of Education of the City of Chicago		
Date:	June 24, 1981		
Event:	General Board Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational	Attendance figures shows that 54,000 students are absent, on the average every day. Not only is that a severe loss of instruction to the students, it also costs the Board \$24 million in lost State aid. The educational loss is increased by the number of suspensions, which are running at the rate of 21,000 yearly. Worst of all, over 15,000 students drop out of school entirely. Students who are not in school are not learning; the prerequisites of education are attendance	Superintendent Love met with district superintendents and school principals to develop ways to decrease suspensions and the drop-out rate in Chicago.
	Professional	Administration, organization, executive leadership: all are important, but only as the servants of the schools. They constitute a mechanism for delivering services that principals, teachers and schools need to do their jobs. For it is in the classroom of the school system, not in the offices, that the children are taught. Therefore, my primary concern is with the improvement of instruction in the schools.	Superintendent Love reinforces the use of Bloom's taxonomy.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Speech- Manuscript- Illinois Advisory Committee To The U.S. Commission On Civil Rights		
Date:	July 14, 1981		
Event:	Reception For New Superintendent		
		Words	Actions
SERGIOVANNI	Bureaucratic	After assuming the position of General Superintendent on March 25, 1981, I was faced with the immediate challenge of assisting the Board to reach its April 15, 1981 deadline for the adoption of a student desegregation plan. Under the Consent Decree which was approved by the Court on September 24, 1980, the Board was to develop and implement a system-wide plan to remedy the present effects of past segregation of Black and Hispanics student and to adopt a plan which was to be within the broad range of constitutionally acceptable plans. On April 15, 1981, the Board submitted to the Court recommendations on the educational components of the Student Desegregation Plan for the Chicago Public Schools and on April 29, 1981, the courts received the Board's Principle for Student Assignment and an implementation schedule for student assignment activities	Superintendent Love offered her expertise to the Board in assisting the Desegregation Committee in developing an acceptable plan to be submitted to the Court.
	Personal		
	Technical-Rational		
	Professional		
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	The Effective School- Manuscript (Chicago Public Schools Professional Library)		
Date:	August 31, 1981		
Event:	Keynote address to the Academy For Effective Schools- Conrad Hilton Hotel- Chicago, Illinois		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	For this coming school year, we have established objectives for the school system. Those objectives are intended to help us reach three key academic goals- goals which are simple, but difficult, goals for all of our students. First, children completing the third grade will be able to perform the basic skills of reading, writing, and arithmetic. Our second goal is to provide instruction appropriate to children who are at level, above level, and below level in achievement. Our third goal is to ensure that our High School graduates are employable or admissible to institutions of higher learning.	Superintendent Love made copies available to elementary and high school principals of the three primary goals for the school year.
	Moral	The principal is the school's link to the parents and the community, and their link to the school system. We must always remember our schools are public schools, belonging to the people and communities.	Superintendent Love regularly attended PTA meetings throughout the city of Chicago.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	The six necessities for an effective school Chicago Sun-Times		
Date:	September 10, 1981		
Event:	Personal view/ Ruth B. Love		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	Parental involvement: Children spend only about 12 percent of their time in school during a year. Education should be continued in the home. Involving parents in the education of their children is important. Parents have many talents that can be useful in school. Many are waiting an invitation to volunteer.	Dr. Love encouraged principals to ask for parent volunteers at each school.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Dr. Love designs new discipline code Chicago Defender		
Date:	September 22, 1981		
Event:			
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	Students need a learning situation that is orderly and safe. Those who disrupt the learning of others by their actions or intimidation cannot be permitted to continue this behavior. Students and parents need to know the behavior standards that are expected in schools and the consequences for exceeding them.	Love's administration developed and distributed a Uniform Discipline Code to all schools in the Chicago district.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	October 28, 1981		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	My fourth area of concern is with increasing the amount and nature of parents and community involvement. The public schools cannot exist in isolation from their communities, nor can we expect to be successful without the support, assistance, and constructive criticism of parents. Our first objective is the development of a master plan for enhancing parent and community participation in the public school system. A National Fellow in Education is serving an internship with us, for the purpose of developing this master plan. Recently I met with all the district council presidents to listen to their concerns and views and to discuss with them some on my ideas and plans for the year. I am doing the same with other groups.	Superintendent Love supported the appointment of an intern to the Chicago Public Schools from the National Fellow in Education Project. Love's administration assists in the development of a master plan to increase and improve parental involvement.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	January 13, 1982		
Event:	Regular Meeting- The Love Report (Nine-Month progress Report)		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	The Board has already adopted the Uniform Discipline Code. This is in operation at all schools. A series of staff in-service meetings was held to orient two administrators from each school on the code...We are anxious to know if the implementation of the code reduces discipline problems. We will see that this code is an educational initiative, not a punitive process.	Love administration consistently monitors the use of the Uniform Discipline Code. The policy were introduced to all schools thorough the district, superintendent, and principals.
	Moral	We will shortly be launching the volunteers for education, the Chicago Education Corps.... In addition our intern from the Urban Fellows Program has been working with a group of parents and community representatives to develop a handbook for parents and community involvement in school activities. This booklet, when completed, will be widely circulated, both to foster greater participation by the public in the schools and to provide some guidance on the most effective ways to do this. We must remain open to community concerns and participation.	Superintendent Love supported all efforts by the administration to increase and encourage parental and community involvement n the schools.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	ERIC Document Resume (ED 226 440)		
Date:	February 26, 1982		
Event:	Annual meeting of the American Association of School Administrators		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	The role of the superintendent can be defined as a coordinator of influential groups and the orchestrator of diverse interest and demands made upon the school. The superintendent must maintain communications with various levels of power figures representing different economic, cultural, ethnic, racial, religious and employment sectors.	Superintendent Love acts as the liaison between the administration and concerned citizens. Dr. Love encouraged concerned citizens to offer suggestions and participate in local school councils.
	Technical-Rational		
	Professional		
	Moral	The superintendent's involvement in community affairs includes participation in community organizations, involvement with the business and industrial community, communication with the media and public leaders, and integration of school and community resources. In Chicago, the public schools work closely with Chicago United, an advisory group comprised of the business leaders of the city. In addition, we have enrolled over 60 businesses and industries in our Adopt-A-School Program.	Love' administration regularly meets with Chicago United and encouraged the group to visit schools in the area of their businesses. Moreover, students were encouraged to visit the local businesses and seek part-time employment.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Dr. Love set the record straight Chicago Defender		
Date:	March 25, 1982		
Event:	Part III of a series of interviews by reporter Juanita Bratcher		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	Comparing Chicago to California, Love said most big cities have similar problems. They have problems of money, problems of poor academic achievement, and problems of discipline in the schools, problems of what teachers are doing, and what they should do, and we also have politics involved in education. The difference of the two would certainly be the size. Chicago is much larger than Oakland. But interestingly enough it's not impossible to get to the top of the problem in Chicago. The problem of a teacher's contract should be addressed early. We should be negotiating right now. I don't believe in waiting so late because it creates a crisis and every body gets panicky. In the end we lose when we wait too long to negotiate because people take their children out of the public schools and put them in private or parochial schools.	Dr. Love encourages the Chicago Teachers Union to start early negotiations with her administration to avoid an educational crisis or a possible strike by the teachers.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	May 12, 1982		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	The Chicago Adopt-A-School Program is recognized throughout the country. We have been contacted by 38 different school districts, as far away as the State of Washington. We have also enjoyed positive press, not only in our local media, but in various national publications. Just recently, for example, we were interviewed for an article which will appear in the American Education Magazine, a magazine produced by the U.S. Department of Education, in Washington, D.C. for national distribution.	Superintendent Love reiterates on the success of the Adopt-A-School Program as well as the local and national recognition the program have brought to Chicago.
	Technical-Rational		
	Professional	We recognize that any new venture requires close evaluation. The evaluation will consist of three phases: All adopted schools and adopting organizations will complete a questionnaire. Those partnerships functioning with students for at least five months will be interviewed. Four evaluators will visit schools and report their findings. We will be in direct communication.	Superintendent Love assures the Board that the Adopt-A-School Program will be closely monitored.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	Wednesday, August 11, 1982		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional		
	Moral	A task force was established, involving both staff and community representation. As a result of its work, a handbook was developed outlining procedures for increasing parent and community participation in the schools. Emphasis is placed upon the involvement at the local level, involvement that is to be both positive and meaningful. During the year, the General Superintendent, met with representatives of the district education councils, the Parent-Teacher Association, and other parent organizations. In June, a two-day conference was held for community and parent volunteers. In order to increase the involvement of all parents, they were required to come to the school to receive their child's report card. This gave the parents a chance to talk with the teachers about the student's progress and problems.	Superintendent Love supports the initiation of the two-day conference established by her administration to have an open door policy for parents and the community to communicate with the new administration.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Schools face 5 critical issues Chicago Sun-Times		
Date:	December 30, 1982		
Event:	Personal view/ Ruth B. Love		
SERGIOVANNI		Words	Actions
	Bureaucratic		
	Personal	The heart of the school system is the teacher. If we have good teachers, we can accomplish miracles even with limited resources. Perhaps no one person has so profound and long-lasting and effect in our society. A great teacher generates ripples that continue for generations. We must hire and keep good teachers- and we must remove poor ones.	The superintendent met with teachers one-on-one regularly during her visits to schools. Her primary question: What do you need to be successful in the classroom?
	Technical-Rational		
	Professional	Today's children will live most of their adult lives in the 21 st century. Already we can see revolutionary changes. We can only guess the changes that will occur in the next decade. The public schools must be redesigned to prepare students to function in this technological age. We must strengthen our programs in math and science and assure that every child is technologically literate.	Dr. Love's administration regularly reviewed the instructional curriculum in math and science to be sure that Chicago's students were receiving the skills necessary to compete in the new technological age.
	Moral	We must also have a climate of hope for our children. They must believe that Chicago's employers will hire them, without regard to race, last name or native language. Chicago's leaders have an essential role in building this hope.	Superintendent Love consistently approached the businesses throughout the city to hire and train students attending the Chicago Public Schools.

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	January 12, 1983		
Event:	Regular Meeting		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	We have established specific objectives for the principals, the district superintendents, and the executive staff. School principals are to spend at least 30 percent of their time in the classrooms and are to report regularly to their district superintendents on their observation. During my tenure as General Superintendent, I have made it a practice to report to the Board on a quarterly basis, to indicate progress being made and problems being encountered. Recently, I submitted to you the Annual Report for the last school year, which summarized the accomplishments we have made. Building on this progress, we are this year continuing to move in the four major areas of concern: Instruction, School Environment, Management Support, and Parent and Community Involvement.	Superintendent Love developed a practice of informing the Board on a quarterly basis of the progress made and problems encountered by the administration. The administrator submitted an annual report for the 1982 school year.
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	A school finance opportunity Perspective: A forum-ideas, analysis, opinions Chicago Tribune		
Date:	January 17, 1983		
Event:	Interview with Superintendent Ruth Love		
SERGIOVANNI	Bureaucratic	Words	Actions
		The Resource Cost Model (RCM) established a framework for funding and distribution system for Illinois' public schools. Real estate taxes cannot be raised one penny higher... Many suggestions have been offered for developing new financial foundation for our schools. The most vocal support has emerged for a flat state income tax increase. I believe that other alternatives should be seriously considered: Making the state income tax more progressive. Extending the sales tax base to service areas. Increasing liquor and cigarette taxes. Establishing assessment fees for some local direct services. There is no doubt that education is costly: But it is not as costly as the alternatives-welfare, prisons, juvenile halls and economic decay.	Superintendent Love supports the use of the Resource Cost Model (RCM) in the analysis of determining appropriate levels of school financing.
		Personal	
		Technical-Rational	
		Professional	
		Moral	

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	April 13, 1983		
Event:	Special Meeting- Annual Desegregation Review		
		Words	Actions
SERGIOVANNI	Bureaucratic	In September, 1980 the Chicago Board of Education signed a Consent Decree with the United States Department of Justice which committed the Board to developing a comprehensive student desegregation plan to remedy the effect of present and past segregation. Subsequently, in April 1981 the Board filed with the U.S. Federal District Court, the first part commonly called the Educational Components. The Board developed a comprehensive Student Desegregation Assignment Plan, which was filed with the Court in January, 1982. In the January, 1983 <i>Opinion and Order</i> regarding the Board's plan, Judge Milton I. Shadur noted that both parts of the plan fell within the range of Constitutionally acceptable remedies in terms of what was promised to be accomplished.	Superintendent Love initiated both quarterly and an annual review of Chicago Public Schools Desegregation Plan and it's compliance with the Consent Decree.
	Personal		
	Technical-Rational		
	Professional		
	Moral		

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Back to School Speech		
Date:	September 6, 1983		
Event:	Corporate Meeting of Teachers, Principals, Staff- Chicago Illinois		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal	Whenever I go in this city or outside it, I am proud to be able to say that I am part of a professional team that is diligently working toward educational reform...Who, despite the obstacles, are motivated to run the extra mile on behalf of their students and their colleagues...and who are committed to returning dignity to the profession because we are earning it.	The General Superintendent of the Chicago Public Schools includes this scenario in the speech to her constituents to raise the morale and confidence of her administration
	Technical-Rational		
	Professional		
	Moral	We will increase the number of parents picking up report cards. We will expand the schoolhouse volunteers program to include every school, so that you have assistance in the classrooms and so that students have the additional adult interaction they require. We will also expand our homework hotline by recruiting more volunteers. The more we empower and include the community in the schools the better working rapport and relationship building will occur. We must open the doors of the schools to the community.	Superintendent Love evokes the entire school system to embrace the assistance of parents and encourage educator to welcome and encourage additional assistance from the community

Superintendent:	Dr. Ruth Love		
Primary/Secondary Source:	Official Report of the Proceedings of the Board of Education of the City of Chicago		
Date:	March 13, 1985		
Event:	Farewell Speech to the Board		
		Words	Actions
SERGIOVANNI	Bureaucratic		
	Personal		
	Technical-Rational		
	Professional	In the area of instruction much has been accomplished using Bloom's Taxonomy. A comprehensive school desegregation program has been implemented Summer school programs have been re-established. A high school renaissance initiative has been implemented.	Superintendent Love developed strategies to improve instruction in the classrooms. Her philosophy of more time on task and the use of Bloom's Taxonomy were highlighted in her final speech.
	Moral	In the area of public involvement: The Report Card Pickup Program was started to bring parents into the schools to discuss grade with the teachers. This has brought over 90% of our parents into the schools... The dissemination of information about the schools to the public, the staff, and the media has been substantially increased .A parent handbook has been developed, published and utilize. A volunteer program, the Chicago Education Corps established. The homework hotline was established and the Saturday scholars were instituted.	Dr. Love reiterates the use of grass roots strategies to galvanize the diverse communities throughout Chicago.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Dr. Hannon: Sources of Authority Analysis

Superintendent Joseph P. Hannon introduced *Access to Excellence* in April of 1978 in response to a federal mandate to address the issues of desegregation. The plan consisted of three major components: the District Programs, the System Programs, and the Central Office Administrative Actions.¹ During the implementation stages the administrator employed the strategy of civil participation at all levels and in all phases of the plan. Due to mounting charges by the federal government that *Access* did not correct segregation the Chicago Public Schools faced the loss of millions in emergency aid funding. On 4 May 1979 in a show cause hearing Hannon publicly defended the plan in Washington, D.C. HEW (the Health, Education, and Welfare Department) rejected the plan based on the administration's defense of white flight.

On 31 August, HEW proposed busing 114,000 elementary school students to desegregate the schools: a feasibility study supported the proposition. On 12 September 1979 Hannon rushed an expansion of the original desegregation plan to Washington entitled *Access to Excellence: Further Recommendation for Equalizing Educational*

¹Joseph P. Hannon, *Access to Excellence: Recommendations for Equalizing Educational Opportunities* (12 April 1978).

Opportunities.² The revised plan targeted and promoted four major strategies: (1) reduce the school districts from twenty-seven to twenty, (2) monitor and target student assignment policies, (3) create new programs models, (4) improve program management and operations.³

This research was conducted to examine the leadership style of Chicago Public Schools Superintendent Dr. Joseph P. Hannon utilizing the interpretative framework of Sergiovanni's five sources of authority. This study sought to answer the following question:

What leadership styles, according to Sergiovanni's (1992) five sources of authority, did Superintendent Dr. Joseph P. Hannon use in addressing the issues of desegregation in the Chicago Public Schools?

In examining Hannon's approach to desegregation the sources of authority consistently utilized were moral authority and professional authority. An analysis of the primary source documentation used during the research Superintendent Hannon utilized Sergiovanni's five sources of authorities in the following manner: moral 37.5 percent, professional 22.5 percent, technical-rational 17.5 percent, personal 12.5 percent, and bureaucratic 10 percent. Based on this assessment moral and professional authority were utilized 60 percent of the times by Superintendent Hannon. The sources of authorities are defined in the following manner:

²Joseph Hannon, *Access to Excellence: Further Recommendations for Equalizing Educational Opportunities*, Board of Education, City of Chicago (12 September 1979).

³Ibid.

Bureaucratic Authority can be defined in the form of mandates, rules, regulations, job descriptions, and expectations. This particular authority relies heavily on the hierarchical management, predetermined standards, and prescriptions handed down by the administration for what, when, and how to comply with the standards of the organization.

Personal Authority can be perceived as a leadership style based on motivational know-how and human relations skills. The use of this authority produces congenial relationships, harmonious interpersonal climates, and an atmosphere of cooperation. Increased compliance and performances are the hallmarks. “What gets rewarded gets done.”

Technical-rational Authority is derived from logic and scientific research in education. This authority relies heavily on evidence: evidence that is presumed to be the truth. Scientific knowledge is considered super ordinate to practice. Facts and objective evidence are what matters.

Professional Authority consists of knowledge of a craft and personal expertise. Research and scientific knowledge is only used to inform not prescribe. Authority from within comes from socialization and internalized values and knowledge. This discipline seeks to promote a dialogue that establishes and accept tenets and practices. Standards are acknowledged and accountability internalized. Values, preferences, and beliefs are subjective and ephemeral.

Moral Authority is based on obligations and duties from widely shared values, ideas and ideals. The creation of community, felt interdependence and the promotion of collegiality are essential. Informal norms govern behavior and community members respond to felt duties and obligations. The informal norm system enforces professional and community values: self managing is an attribute.⁴

During Access to Excellence Week Open House the administrator made a moral appeal to the parents and guardians to utilize the individualized programs available to all students. He emphasized that the initiative would only be successful through a joint effort between the schools and citizenry. The moral appeal continued in the forward of *Access to Excellence* when Hannon emphasized the Board’s commitment to the dignity and

⁴Sergiovanni and Starratt.

worth of each individual. This participatory philosophy was reinforced when Hannon's administration encouraged the development of a citizen's plan for Equal Educational Opportunity while speaking to the Chicago Civic Federation. Similarly, a moral appeal surfaced during a speech to the Chicago Urban League. This appeal centered on the premise that educationally each child is different and the school system must develop and offer appropriate options for children to make individual discoveries: the system must offer each student the best most feasible education. He further concluded that in establishing equality discrimination must be totally eliminated and there can be no inequality of opportunity. The moral appeal for community involvement was evident in the report: *Equalizing Education Opportunities in the New Chicago*.⁵ The report reinforced community involvement. This involvement cannot be postponed: an invitation must be offered to everyone.

Hannon's use of moral authority supported the philosophy that his administration must utilize the expertise available in the communities: the system must be open and not exclusionary. During a question and answer session with the *Chicago Sun-Times* 6 June 1978, the superintendent promised to respond to minority and non-minority parents request's to simply provide the best education for their students.⁶ Equality for all students was envisioned by the administration through the development of an Equal Education Opportunity Plan: students were encouraged to attend any school or programs of their interest. Students were never told where they must attend: students were given a large

⁵Dr. Joseph P. Hannon, News of the Chicago Public School: Office of Information, "Equalizing Education Opportunities In the New Chicago" (4 March 1977).

⁶"Chicago Sets Tone, State Hums Tentative OK," *Chicago Sun-Times* (6 June 1978), 3.

number of choices. Hannon believed that *Access to Excellence* would foster desegregation and the use of moral authority would promote the gradual move toward voluntary compliance in lieu of forced busing. The administrator's approach to appeal to the moral consciousness of the communities became a model for establishing a common ground of widely shared values.

The administrator's approach to the communities of Chicago can be defined in the relationship of sharing what was considered right and good. Hannon's administration primary goal was to establish a connection to the widely shared values and ideas of the White, African American, and Hispanic communities. The values and beliefs of the parents and students were transformed into policies, practices and new informal norms. The utilization of moral authority promoted collegiality and the values of each individual and each community set the precedence for any and all policies and practices pertaining to components of the desegregation plan.

In addition to moral authority superintendent Hannon also relied on professional authority. In addressing student desegregation professional development was offered to the staff: preparing them to assist volunteers in the development of a citizen based plan on improving and monitoring the use of diverse classroom instruction. This authority can be seen in the implementation of soliciting outside funding to support newly created programs to improve instruction. Professional authority was also used in the request for a show cause hearing in Washington, D.C. Chicago's defense of *Access to Excellence* solely depended on the personal expertise of the superintendent. Hannon was faced with

not only presenting quantitative support of voluntary integration but the competence of the leader to orchestrate and implement the plan had to be proven.

The professional approach of the administration set the tone for adopting a desegregation plan that encompassed a qualitative initiative to equalize educational opportunities for all students. Hannon's administrative agenda supported the value of implementing a non-disruptive reassignment schedule of students and teachers. He perceived impromptu mandates as counterproductive to teachers, students, and community relationships: an abrupt change inevitably causes confusion and a disruption to education.

In contrast to moral and professional authorities Superintendent Hannon used technical-rational sparingly during his administration. For example during the show cause hearing in Washington D.C. the administrator provided a numeric analysis of the complications of desegregating the Chicago Public Schools due to low white student enrollment:

A special racial/ethnic survey was made of the teachers. Information for over 26,000 teachers were processed providing the race, ethnicity, certification, teaching area, and fluency of foreign language. This data was processed and reconciled with the personnel file and prepared for computer input. The information has been tabulated, summarized, reviewed, and analyzed. We can use this data as a starting point for desegregation.⁷

In another rare instance during a regular board meeting Hannon supported the implementation of *Access to Excellence* based on the following administrative observations:

⁷Official Proceeding, Chicago Board of Education (11 February 1976).

I do not expect desegregation to bring every school in line with the state guideline that each school come within 15 percent of reflecting the racial makeup of the overall school system. The racial makeup of Chicago has increased from 8.3 percent minority in 1940 to about 35 percent minority in 1975. The minority enrollments in Chicago Public Schools were more than 73 percent last year, Hannon said.⁸

The two lesser used sources of authorities were personal and bureaucratic. During a general committee meeting 11 March 1976 Superintendent Hannon employed the use of personal authority when challenged by the Office for Civil Rights (OCR) to submit a student desegregation plan based on a quantitative analysis of student enrollment:

The development of a full and complete student desegregation plan within 30 days is an unreasonable request and I have so stated. Members of the staff and I will continue to review these regulations and guidelines as they pertain to the Chicago Public Schools, and we will present you with recommendations as quickly as we can. I would like to repeat my firm commitment to the elimination of racial isolation. I also repeat my equally firm belief that quality education must go hand in hand with ethnic and racial equality. I urge the Office for Civil Rights as well as the State Board of Education to recognize the realities of this urban community as they review our responses to their various requirements in this area.⁹

Finally, when the superintendent was hard pressed for federal and state funding to support *Access to Excellence* he relied on a bureaucratic appeal:

The one way to challenge federal officials who are denying desegregation funding for Chicago is for political leaders - Illinois senators, congressmen, and Chicago aldermen - to mount a campaign to push for the money.¹⁰

⁸Meg O' Connor, "78 School Desegregation Plan Involve Community: Hannon," *Chicago Tribune* (18 November 1976).

⁹Dr. Joseph P. Hannon, Statement to the Board of Education: General Committee Meeting (11 March 1976).

¹⁰Casey Banas, "Hannon Lashes U.S. for Pushing Board," *Chicago Tribune* (30 May 1979).

During a Board of Education Proceedings on 11 February 1976 Hannon insisted that any and all integration changes must occur without disruption to the educational process and under the close supervision of the Office for Civil Rights (OCR).¹¹ In the face of bureaucratic mandates he professionally supported and promoted policies and practices of establishing an all voluntary plan to desegregate the schools. Busing students were never considered an option. Hannon believed that as the superintendent his expertise and leadership coupled with the use of moral authority would offer the most feasible strategies in addressing desegregation in the Chicago Public Schools.

Dr. Love: Sources of Authority Analysis

The Consent Decree was issued 24 September 1980. The case appropriately titled: the United States of America, Plaintiff vs. the Board of Education of the City of Chicago, Defendant, greeted Superintendent Love's administration.¹² As a result of the decree an amicable plan required the creation of the greatest practicable number of stably desegregated schools while simultaneously providing educational and related programs and services for Hispanic or African American schools remaining segregated. The Board agreed to adopt an initiative based on a broad range of constitutionally acceptable plans. When Love assumed the superintendency on 25 March 1981 the deadline for drafting and adopting the plan was 15 April. The educational component of the Student Desegregation Plan was submitted as scheduled. The Courts received the Board's Principles for Student

¹¹Official Proceedings, Chicago Board of Education (11 February 1976).

¹²United States District Court *Consent Decree* (24 September 1980).

Assignment and an implementation schedule on 29 April 1981.¹³ The new plan was entitled: *Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment*. Each component of the plan contained a rationale followed by a description of the current status, and a set of recommendations.¹⁴

This research was conducted to examine the leadership style of Superintendent Ruth Love utilizing the interpretative framework of Sergiovanni five sources of authority. The study sought to answer the following question:

What leadership styles, according to Sergiovanni's (1992) five sources of authority, did Superintendent Dr. Ruth Love use in addressing the issues of desegregation in the Chicago Public Schools?

The two consistently utilized sources of authority employed by Superintendent Ruth Love in addressing desegregation, similar to Superintendent Hannon, were moral and professional. An analysis of the primary source documentation used during the research Superintendent Love utilized Sergiovanni's five sources of authority in the following manner: moral 37.5 percent, professional 30.5 percent, personal 16 percent, bureaucratic 11 percent, technical-rational 5 percent. Based on this assessment moral and professional authority were utilized 68 percent of the times by Superintendent Love. The authorities are defined in the following manner:

¹³Remarks to the Illinois Advisory Committee to the U.S. Commission on Civil Rights by Dr. Ruth B. Love (14 July 1981).

¹⁴Student Desegregation Plan for the Chicago Public Schools: Recommendations on Educational Components and Student Assignment, Robert L. Green (1981).

Moral Authority is based on obligations and duties from widely shared values, ideas and ideals. The creation of community, felt interdependence and the promotion of collegiality are essential. Informal norms govern behavior and community members respond to felt duties and obligations. The informal norm system enforces professional and community values: self managing is an attribute.

Professional Authority consists of knowledge of a craft and personal expertise. Research and scientific knowledge is only used to inform not prescribe. Authority from within comes from socialization and internalized values and knowledge. This discipline seeks to promote a dialogue that establishes and accept tenets and practices. Standards are acknowledged and accountability internalized. Values, preferences, and beliefs are subjective and ephemeral.¹⁵

During the National Conference on the Black Agenda in Richmond, Virginia 20 January 1981, Love's speech highlighted the necessity of a symbolic relationship between the schools and the communities as being the nucleus of her administration: she insisted that the staff of the schools and offices be nothing less than high caliber and sensitive to the numerous needs of all students. All school personnel should adhere to the ethic of care and have characteristics portraying a caring compassion and an unconditional commitment to the intellectual, physical, and social-emotional nurturing of children. This she insisted must be the social companion to any educational institution coupled with the fundamental belief that all children possess a range of intellectual abilities. All children can learn and perform.¹⁶

Love' utilization of moral authority surfaced during a PTA meeting 31 March 1981 when the importance of parents as partners in education was discussed.¹⁷ Parents

¹⁵Sergiovanni, 29-35.

¹⁶"Ruth Love on Wasted Live," *Chicago Tribune* (20 January 1981), 17.

¹⁷Board of Education, Chicago Region PTA (31 March 1981).

have rights and their individual expectations for students should be supported by the schools they attend. The schools should always be considerate of a parent's working schedule when planning meetings or, and requesting parent volunteers. The superintendent promised to develop more effective ways to involve parents in school activities.

During a speech at the Joint Venture: Business and Education gathering on 8 May 1981 Love defined the relationship between the schools and parents as one of the most important new corporate relationships of the decade.¹⁸ Similarly, during an interview with Scholastic, Inc in the spring of 1981 the administrator asked parents to join the Chicago Public Schools as partners in the educating of children.¹⁹ Learning agreements in the form of contracts between the schools, parents, and students were introduced- focusing on fewer television hours and designated homework study periods.

Superintendent Love's philosophical strategy was based on the premise that schools cannot exist in isolation from the communities, nor can the schools expect to be realistically successful without the support, assistance, and constructive criticism of parents. She proposed the development of a master plan for enhancing parent and community participation. The administrator regularly met with community groups to listen to their concerns and views-discussing ideas proposed by the communities. A handbook outlining procedures for increasing parent and community participation was created by a task force of staff and community representatives. The booklets were

¹⁸Joint Venture: Business and Education-speech (8 May 1981).

¹⁹Scholastic Inc (Issue #8), *Education Update* (Spring 1981).

distributed during a two-day conference held for community and parent volunteers in August of 1982. The rationale for implementing the idea of Report Card-Pick-Up was discussed during the conference.

In promoting the Adopt-A-School Program the administrator vowed to work closely with Chicago United, an advisory group comprised of business leaders from the city of Chicago. Volunteers were encouraged to assist in the homework hotline. Superintendent Love's speech on 6 September 1983 during a back to school rally with teachers, principals, and staff reiterated the importance of the empowerment philosophy: the more the schools empowered and included the communities the better working rapport and relationship building would occur.²⁰ The doors of the school must be open to the communities. During a speech on Effective Schools 31 August 1981 Love reminded the audience that her administration considered principals of the schools as the link to the parents and the community: schools were public institutions belonging to the people.²¹ One of the necessities of an effective school centered on the engagement of parental involvement. Children only spent 12 percent of their time in school: involving parents to reinforce and continue the educational process at home was considered essential. The climate of hope produced by schools must carry over into the homes. Educational leaders of the schools are required to build hope in the lives of our students.

Moral authority used by Love supported her educational hypothesis that the public schools were the cornerstones of democracy. Although urban schools were

²⁰Back to School Speech, Corporate Meeting of Teachers, Principals and Staff (6 September 1983).

²¹The Effective School—Manuscript, Chicago Public Schools Professional Library (31 August 1981).

plagued with problems she insisted that the joining of hands and the sharing of minds could correct some of the problems. Collective avoidance of the problems would be disastrous: no issue holds as much potential to mortgage the future of this society as a failure to provide children with a quality education.²² Love's administration supported the uncompromised belief of widely shared values. The promoting of values and beliefs and the empowerment of the communities during the arduous task of implementing desegregation supported all aspects of moral authority.

The superintendent's use of moral authority was balanced and accompanied by the utilization of professional authority. The educational philosophy that teachers were a critical ingredient in providing leadership in the accomplishing of educational goals was reinforced by Dr. Love. She reaffirmed that it was in the classrooms of the school system that children were taught. One of the primary focuses of the administration became the improvement of instruction in the schools. The General Superintendent emphasized the need for improvement in four major areas: Instruction, School Environment, Management Support, and Parent and Community Involvement. Principals were required to spend at least 30 percent of their time in the classrooms-observing and monitoring instruction. The use of Bloom's Taxonomy set the precedence for classroom instruction. Notwithstanding the Oakland school system was much smaller when compared to Chicago her previous experience projected an air of confidence and knowledgeable expertise.

²²Official Proceedings, Chicago Board of Education, 25 March 1981.

In addressing discipline the new administration enacted and adopted the Uniform Discipline Code: in-servicing for all staff on its application system wide became mandatory. Parents and students were made aware of the consequences as well as the new behavior standards of the schools. Love's previous expertise in establishing objectives and successfully implementing the directives to achieve goals were used in Chicago. The three key academic goals were: (1) children completing the third grade will be able to perform the basic skills of reading, writing, and arithmetic; (2) provide instruction appropriate to children who are at level, above level, and below level in achievement; and (3) ensure that High School graduates are employable or admissible to institutions of higher learning. Love also believed in accountability: people who are not functioning ought to be eliminated. She encouraged the use of a pool of qualified substitute teachers in each school.

In announcing her administrative priorities she informed the public and the employees that the linchpin of their efforts is the pursuit of excellence. The strengthening of math and science were implemented to assure that every child becomes technologically literate: this standard became unconditional and uncompromising from an administrator's perspective. The lesser used sources of authorities were personal, bureaucratic, and tech-rational. During a speech to the American Association of School Administrator 26 February 1982 the superintendent relied on personal authority to define her role as the General Superintendent:

The role of the superintendent can be defined as a coordinator of influential groups and the orchestraor of diverse interest and demands made upon the school. The superintendent must maintain communications

with various levels of power figures representing different economic, cultural, ethnic, racial, religious and employment sectors.²³

Superintendent Love, similar to Hannon sparingly used bureaucratic authority to address the need for financing a quality education:

The Resource Cost Model (RCM) established a framework for funding and distribution system for Illinois' public schools. Real estate taxes cannot be raised one penny higher...Many suggestions have been offered for developing new financial foundation for our schools. The most vocal support has emerged for a flat state income tax increase. I believe that other alternatives should be seriously considered: Making the state income tax more progressive. Extending the sales tax base to service areas. Increasing liquor and cigarette taxes. Establishing assessment fees for some local direct services. There is no doubt that education is costly: But it is not as costly as the alternatives-welfare, prisons, juvenile halls and economic decay.²⁴

Finally Superintendent Love used technical-rational authority while speaking at the Second Annual Chicago Area Alliance of Black School Educators Conference 8 May 1981:

Research by Ronald Edmonds, Wilber Brookover, Benjamin Bloom...on learning, motivation, and achievement include:

We must begin with the premise that all children can succeed academically and are capable of learning most of what we have to teach. Establishing high levels of expectations for all children is significantly related to achievement. Effective administrative leadership is related to a positive school climate. Research has demonstrated that children will learn that which is taught to them.²⁵

²³Dr. Ruth Love, Annual meeting of the American Association of School Administrators, 26 February 1982.

²⁴"A School Finance Opportunity - Perspective: A Forum-Ideas, Analysis, Opinions," *Chicago Tribune* (17 January 1983).

²⁵Dr. Ruth Love, Key Note Speech, Second Annual Chicago Area Alliance of Black Educators Conference (8 May 1981).

Establishing new tenets of practice became Superintendent's Love modus operandi. Promoting dialogue among teachers, parents, and the staff became common place. Love's professional virtue spoke to the creation of newly established norms. Once established the new professional norms took on the personification of moral attributes. The norms established by the administration were derived from shared community values. The utilization of moral and professional authorities complimented and strengthened Love's continuous dialogue with the diverse communities throughout Chicago.

Comparative Analysis and Findings

Dr. Joseph P. Hannon and Dr. Ruth Love occupied the General Superintendent's position in Chicago from 1975 through 1985. This research was conducted to answer the following comparative analysis questions:

How do the leadership styles by both superintendents based on the interpretative framework of Sergiovanni's (1992) five sources of authority compare?

Which grassroots strategies did these superintendents use and how effective were they?

The researcher utilized a pluralistic array of primary sources to analyze the leadership styles of both superintendents. During their individual tenure's both superintendents utilized the implementation of mostly moral authority supported by professional authority. Both superintendents sparingly used personal, technical-rational, and bureaucratic authorities. The appeal to the diverse communities from a moral

perspective brought all citizenry to the table to participate in the development, implementation, and monitoring of an effective constitutionally acceptable desegregation plan. Due to the urgency of desegregation many communities felt disenfranchised. Prior to Hannon and Love previous administrations allegedly promoted divisive policies and practices: favoring the delay or, and total avoidance of integration.

Superintendent Hannon utilized moral authority to begin the process of defusing racial tensions due to white flight and the racial isolation of Hispanic and African American students. The superintendent repeatedly avoided the use of busing as a primary means of integrating the schools: if given time *Access to Excellence* would bring together students from all walks of life. The use of moral leadership during an era of racial hostility created a climate of inclusiveness. This inclusiveness encouraged communities who were once disenfranchised and excluded to exercise their right to be participants in the desegregation process. In addition Hannon employed professional authority and expertise to convey to the Board, staff, teachers, and citizenry of Chicago that a quality education must accompany any and all effort to develop, implement, and monitor a new desegregation plan.

Superintendent Love similarly employed moral authority in addressing the desegregation issue in Chicago. She utilized the platform of participatory empowerment to bring citizenry, staff, and students to the negotiation table both during the finalization of the plan and during the implementation phases. This moral based participatory empowerment philosophy became applicable to teachers as well. Moreover, principals were categorized as critical human agents in communicating and sharing values, beliefs,

and ideologies of the diverse communities. Love's secondary approach to leadership, professional authority, gave rise to the Uniform Discipline Code, Report Card Pick-Up, and the Adopt-A-School Program. An air of expertise and intellectual competence was conveyed from the superintendent's office. Both superintendents rarely used bureaucratic or personal authorities: although both superintendents were aware of the feasibility study, white flight ratio, and the disproportionate percentages of White, Hispanic, and African American student ratios tech-rational authority were seldom used.

For the purpose of this study effectiveness refers to the ability of the superintendents to create collaborative opportunities during the creation and implementation of desegregation policies and practices prior to and after the issuance of the Consent Decree. In addressing the effectiveness of grass roots strategies the researcher found that at the nucleus of Hannon's approach the administrator relied on the liaison efforts of the City-Wide Advisory Committee (CWAC). In contrast to his predecessors Hannon met repeatedly with all concerned communities, parents, civil groups, and individual leaders in a grass roots campaign to publicize an open door policy administration. The following grass roots strategies were considered effective administrative policies and practices in empowering and creating a participatory consensus from the citizenry of Chicago's diverse communities:

- Superintendent Hannon's insistence on a public show cause hearing in Washington, D.C. served as a strategy to increase grass roots confidence in the administration.

- Eliminate the Willis Wagons and replace the trailers with regular school buildings in the Hispanic and African American communities.
- Hannon issued a news release inviting the citizenry of Chicago to critique the report: *Equalizing Educational Opportunities in the New Chicago*.
- Hannon distributed copies for public inspection: *Rules Establishing Requirements and Procedures for the Elimination and Prevention of Racial Segregation in Schools...* and the newly adopted - *Plan for the Implementation of the Provisions of Title VI of the Civil Rights Act of 1964 Related To: Integration of Facilities, Assignment Patterns of Principals and Bilingual Education Programs*. The public was encouraged to respond.
- Established a working rapport with members of the Civic Federation of Chicago.
- Created *Access to Excellence Week* - opening all schools in Chicago for public examination of the program's choices.
- Published and made available frequent progress reports to the public on *Access to Excellence*.

In addressing the effectiveness of grass roots strategies the researcher found that at the nucleus of Love's approach the administrator relied on the liaison efforts of the Advisory Panel of Citywide and Community Organizations. The following grass roots strategies were considered effective administrative policies and practices in empowering and creating a participatory consensus from the citizenry of Chicago's diverse communities:

- The development of an in-service workshop centering on new approaches to address student cultural and ethnic diversities.
- The creation of an Instruction Strategy Council-an advisory committee comprised of citizens from the diverse communities.
- The initiation of a two-day conference creating an open door policy with the diverse communities and parent volunteers to have uninhibited access to communicate, brain-storm, and share ideas and concerns with top level management of the Chicago Public Schools.
- Regular meetings with Chicago United members-encouraging school visits by its members and the hiring of students by local businesses: all businesses were offered membership and participation in the Adopt-A-School Program.
- Promotion of policies and practices in the entire school system to embrace and encourage the assistance of parents: educators were also given permission to encourage the use of school facilities by community groups for after hour activities.
- Attend PTA meetings regularly throughout each district: asking for additional parents volunteers at each school and regular meetings with civil leaders and community groups.
- The appointment of the Monitoring Commission for Desegregation
Implementation: comprised of 21 persons including business and labor leaders, education and community leaders, and members of the general public.
The commission was designed to protect the rights of all students. Its primary

concern centered on students enrolled in the bilingual and special education program and in minority schools unaffected by physical desegregation.

The previously mentioned grass roots strategies utilized by both superintendents were effective in supporting the administration's use of employing moral and professional authorities to address desegregation.

Recommendations for Further Research

This dissertation will contribute to the existing body of knowledge pertaining to the application of different authoritative approaches utilized by school administrators in addressing educational issues that affect students from diverse communities. This study exemplifies the utilization of various approaches of leadership to address the mandate of school desegregation.

The purpose of this study was to examine the policies and practices of two distinguished superintendents of the Chicago Public Schools: Dr. Joseph P. Hannon and the first African American female Superintendent Dr. Ruth Love. The individual administrative approaches used by both superintendents to desegregate the Chicago Public Schools were discussed. In addition each administrator's effectiveness in equalizing educational opportunities for all students was the primary focus. Inclusive in this study was each administrator's development and use of grass roots strategies to empower the diverse communities of Chicago during the development and implementation of each desegregation plan. Through this study, the various leadership styles of Hannon and Love were examined, utilizing the interpretative framework of Sergiovanni's (1992) five sources of authority.

There are several possibilities for further research closely related to this topic. One possibility is to use the lens of the differences in leader behavior styles, Authoritarian, Democratic, and Laissez-Faire to compare and contrast the administrative approaches of various superintendents during the era of desegregation. Another possible study is to examine the effects of policies and practices used by administrators while integrating public schools through the lens of Deontology and both views of Utilitarianism by Jeremy Bentham and John Stewart Mill . Further research can also be focused on each leader within the content of the times.

Still another possibility can be based on the enactment the No Child Left Behind Act of 2001 (NCLB). The study can examine the policies and practices of administrators in providing equitable education services to minorities while adhering to the administering of state-wide standardized test on an annual basis: test that minorities perceive as racially biased in nature.

Another possibility is to use Sergiovanni's Head, Heart, and Hand leadership application and determine if the policies and practices implemented by administrators during the desegregation era reflect the values described in the leadership model.

EPILOGUE

During the writing of this dissertation U.S. District Judge Charles ruled to end mandatory racial integration in the Chicago Public Schools on September 24, 2009. The end of the Consent Decree will be mostly felt by 75 magnet and selective schools.¹ Prior to this ruling 65 percent of seats given to students were strictly reserved for minorities and 35 percent were designated for whites. The landmark ruling will end race as a factor in determining who get accepted into Chicago's best performing selective enrollment and magnet schools.² CPS now proposes to use U.S. census data on median family income to achieve diversity across economic levels. Moreover, Judge Kocoras also ended the policy and practice of federal oversight of the school's bilingual learning programs.³

School officials in Chicago must now drop its racial quota system to conform to the 2007 U.S. Supreme Court ruling. CPS plans to integrate students by income not by race during the upcoming 2010 school year.⁴ CEO Ron Huberman will reportedly reject any policy or practice that will allow the school system to backtrack on racial integration.⁵ The Supreme Court informed Huberman that the ruling does allow the use of

¹Azam Ahmed, "Schools Look for Balance Without Race: End of Consent Decree Means Income Factors May Gain Role," *Chicago Tribune*, 27 September 2009, 6.

²Mark Konkol, "Will Ruling Hurt Blacks' Access to Top Schools?--Activist Wary of Ending CPS Desegregation Decree," *Chicago Sun-Times*, 26 September, 2009.

³Ibid.

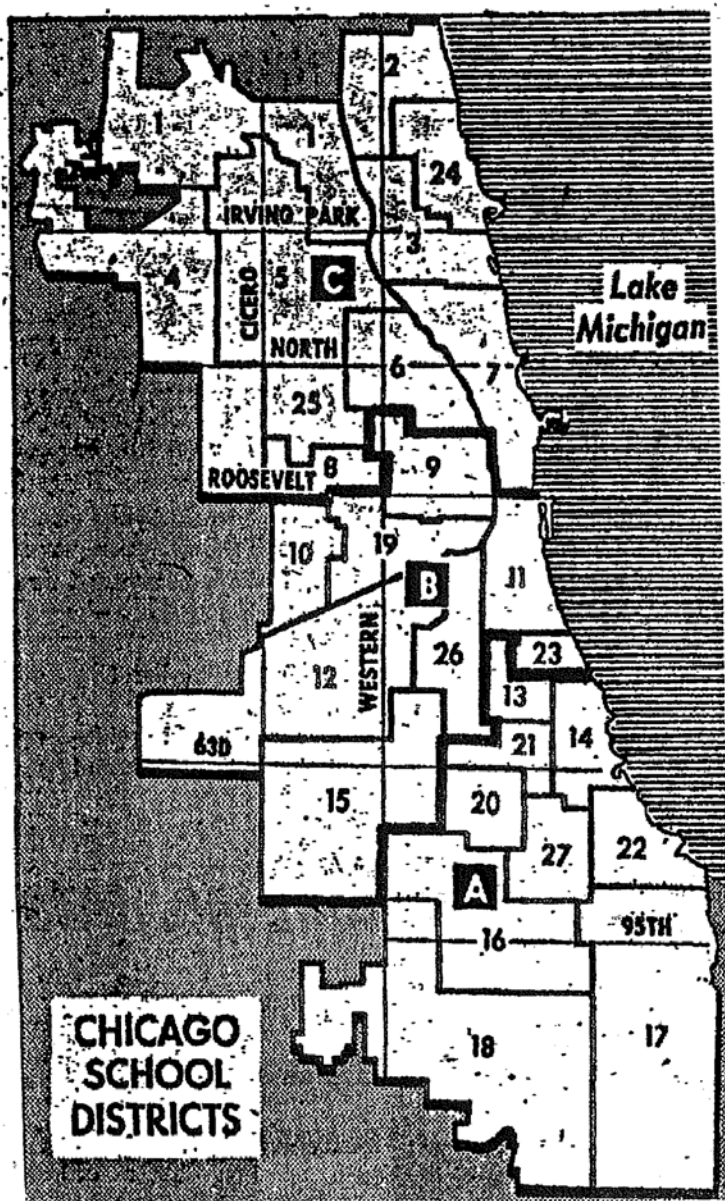
⁴"CPS Must Show It Still Values Racial Diversity," *Chicago Sun-Times*, 2 October 2009.

⁵Ibid.

race in some fashion- including student recruitment. Other major cities have reportedly relied on various forms of multiple admissions variables to maintain or increase racial diversity. Huberman will consider employing a student's native language and home neighborhood as possible proxies. The CEO of the Chicago Public Schools is leaning toward basing admission on socioeconomic factors such as median income of the student's neighborhood.⁶

⁶Ahmed, 6.

APPENDIX A
DECENTRALIZATION MAP



APPENDIX B

DR. HANNON ADMINISTRATIVE DOCUMENTATIONS

CITY-WIDE ADVISORY COMMITTEE

The City-Wide Advisory Committee, a group of citizens representing nearly every segment of the City of Chicago, devoted many months of unselfish labor shaping the basic concepts upon which this plan is based. All of Chicago, and particularly our children, will benefit from the Committee's valuable contributions.

Benjamin Duster, Chairman
Stephen Ballis, Vice-Chairman
Mary Gonzalez, Secretary
Penny Kajiwara, Attendance Secretary

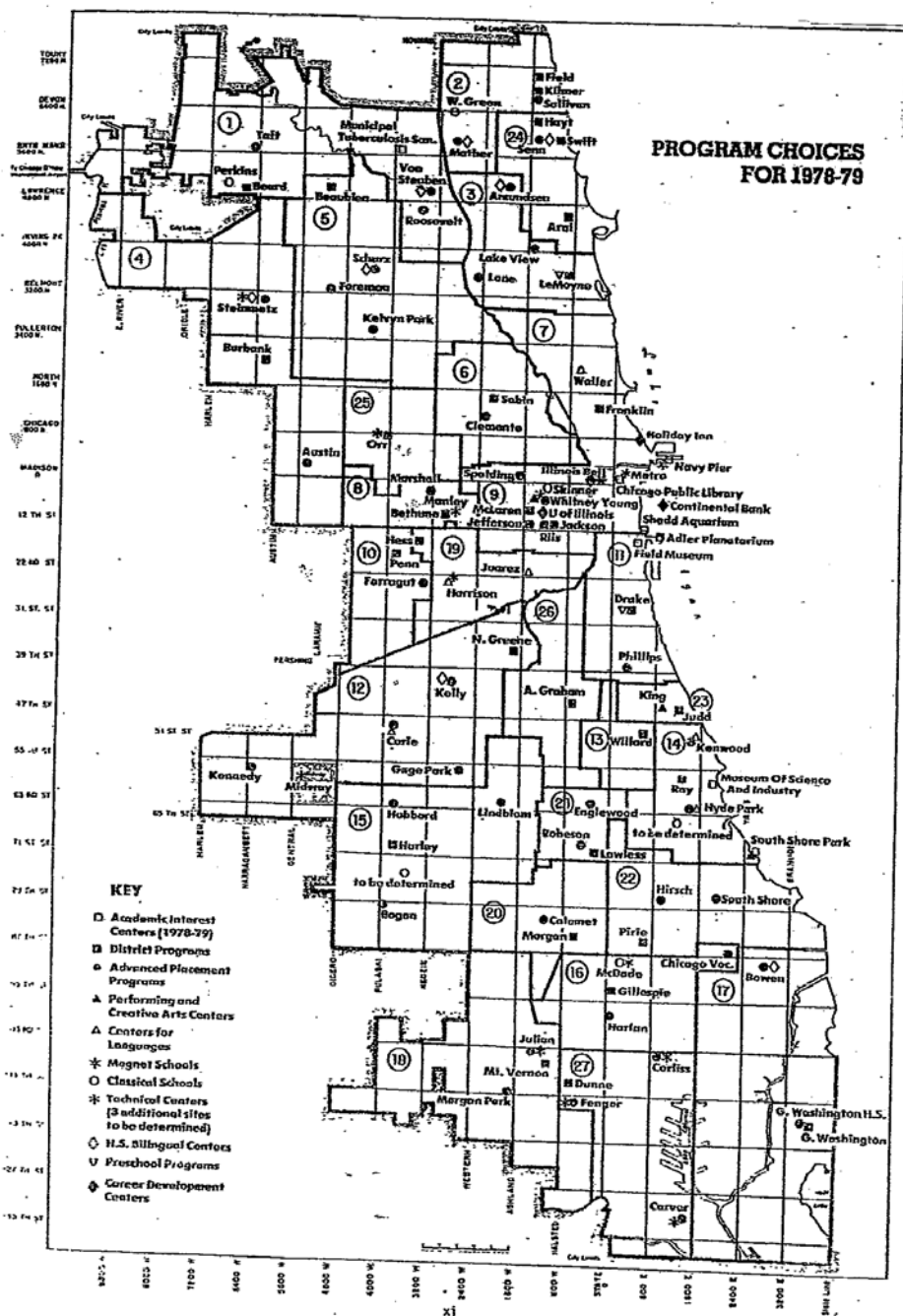
Rev. Michael Adams
Alice Ayres
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Trina Davila
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Leon Finney
Milton Gardner
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CONTENTS

Foreword	v
Summary	ix
Background	xv
INTRODUCTION	3
DISTRICT PROGRAMS	7
SYSTEM PROGRAMS	17
Academic Interest Centers	21
Enriched Studies	27
Advanced Placement Program	29
Enriched Studies Centers	33
Performing and Creative Arts Centers	35
Centers for Languages	37
Elementary School Languages Center	39
High School Bilingual Centers	43
Career Education Programs	49
Career Development Centers	51
Technical Centers	55
Magnet Schools	59
Whitney M. Young, Jr., Magnet School	61
North Side Career High School	63
Mid-Southwest Career High School	65
Chicago Central Technical Institute	67
Six-Year High School Program	69
Dyett Environmental Magnet School	71
Classical Schools	73
Preschool Programs	77
Preschool Centers	79
Von Humboldt Child-Parent Center	81
ADMINISTRATIVE ACTIONS	
1978 Summer Program	89
Gage Park/Morgan Park Plan	91
High School Permissive Enrollment	95
Elementary School Permissive Enrollment	99
Removal of Mobile Classroom Units	105
New School Buildings	109
Metropolitan Exchange	111
IMPLEMENTATION	113
Appendix: Models for District-Selected Programs	129
General Definitions	147



METROPOLITAN EXCHANGE

The Board of Education will seek to establish a student exchange program between the Chicago public schools and various suburban school districts.

Description

Students choosing to transfer will become regular members of the school in which they enroll. Provisions will be made to permit their participation in all school-related events to the maximum extent feasible. Transfers will be permitted to any school in the cooperating districts.

Legislation will be sought to provide financial incentives for participating districts to ensure that the district does not lose revenue as a result of participating.

Participation

Participation will be open to high school students. Efforts will be made to attain an equal exchange of students, but students wishing to participate will be permitted to transfer, if openings are available.

Location

Cooperative agreements will be sought by the Board of Education with other school districts in the metropolitan area.

Five-Year Time Line

Progress will depend upon the passage of necessary legislation by the Illinois General Assembly.

Implementation Schedule

1978-79 - Planning stage; request for legislation modifications.

Cost

There is no cost for 1978-79.

COST SUMMARY

	1978-79	1979-80	1980-81	1981-82	1982-83	TOTAL
District Programs						
Basic Skills Centers	\$ 2,584,000	\$ 5,270,400	\$ 6,520,100	\$ 7,919,000	\$ 9,438,800	\$ 31,732,300
District-Selected Programs	4,159,000	7,607,500	11,296,000	15,401,200	19,936,200	58,409,900
System Programs						
Academic Interest Centers	2,889,000	4,365,900	5,764,500	7,106,400	8,164,800	28,290,600
Enriched Studies Programs	1,790,000	4,648,700	6,206,400	7,027,900	7,499,700	27,173,600
Advanced Placement	55,400	182,300	329,800	412,900	499,100	1,479,500
High School Bilingual Centers	522,600	476,400	516,100	567,700	596,100	2,678,900
Career Development Centers	569,300	614,900	621,400	683,500	751,900	3,241,000
Technical Centers	2,058,800	2,006,300	2,180,100	2,606,400	2,857,500	11,719,100
Magnet Schools-Elementary	637,800	1,850,900	2,192,400	2,429,300	2,610,300	9,720,700
Magnet Schools-High School	1,036,500	4,782,900	5,633,500	6,444,000	6,797,400	24,694,300
Preschool Programs	1,557,700	2,350,800	3,513,400	4,657,900	5,779,500	17,859,300
Administrative Actions						
Summer Schools	11,700,000	12,285,000	13,513,000	14,864,000	16,350,000	68,712,000
Gage Park/Morgan Park	570,000	570,000	570,000	570,000	570,000	2,850,000
Permissive Enrollment	7,306,200	7,306,200	6,500,000	6,000,000	5,000,000	32,112,400
Removal of Mobiles	400,000	400,000	500,000	-0-	-0-	1,300,000
Implementation						
Support Services	6,300,000	6,615,000	6,945,000	7,292,000	7,656,000	34,808,000
Public Understanding/Support	295,000	310,000	325,000	341,000	358,000	1,629,000
Management	1,850,000	1,942,000	2,039,000	2,140,000	2,247,000	10,218,000
TOTAL	\$ 46,302,200	\$ 63,595,200	\$ 75,165,700	\$ 86,463,200	\$ 97,112,300	\$ 368,628,600

NEW SCHOOL BUILDINGS

During the next five years, the Board of Education will construct and open 25 new school facilities, which will provide for desegregated learning environments.

Description

New facilities are designed and built to provide suitable housing in areas where attendance has increased dramatically and to meet other particular needs. Projects constructed in cooperation with the Capital Development Board of the State of Illinois will have at least 10 percent of the seats reserved for desegregation.

Participation

The projected enrollment for each school is shown on the chart on the page opposite.

Cost

There is no cost for these projects as part of this plan. The projected cost of \$94.4 million is provided for by funding from the Public Building Commission of Chicago, the Capital Development Board of the State of Illinois, the Building Bond Fund of the Board of Education, and federal sources.

New School Buildings

Enrollment	School Project	Location	Projected Cost (in millions)	Date of Construction	Opening Date
200	North Side TMH Center	Bryn Mawr & Central Park	\$2.0	5/78	9 79
250	Hanson Park Orthopedic	Long & Fullerton	3.5	12/77	1 79
1,250	North Side Career H.S.	North Ave. & Ogden	9.0	12/77	9 79
450	Byford Elem. addition	Chicago Ave. & Central	2.0	12/78	1 80
950	Raster Elem.	Near 73rd & Hoynes	4.0	5/78	9 79
750	Earle/O'Toole Area	Near 62nd St. & Seelay	3.5	5/78	9 79
950	West Pullman/Nansen Elem.	Near 123rd & Normal	3.7	5/78	9 79
550	Gompers Area Elementary	State & 125th	2.7	5/78	9 79
750	McCormick Area Elementary	22nd & Kedzie	3.3	7/78	1 80
550	Haven Area Elementary	Archer & Dearborn	3.0	4/79	9 80
300	Dearborn St. Station	Dearborn & Polk	2.0	5/78	9 79
750	Sullivan/Coles Elementary	83rd & Exchange	3.5	12/78	9 80
1,500	Mid-Southwest Career H.S.	Western & 31st	10.0	11/78	9 80
180	Von Humboldt CPC	Rockwell & Division	0.9	11/77	9 78
750	Near West Side	Site not determined	3.8	5/80	9 81
1,200	Beasley Elementary	52nd & State	6.0	6/76	9 78
200	South Side TMH Center	Site not determined	2.0	2/79	9 80
750	District 4 Area	Site not determined	3.8	9/79	9 81
750	District 5 Area	Site not determined	3.8	9/79	9 81
550	Districts 20 & 15	Site not determined	2.5	9/79	9 81
750	Replacement in District 19	Site not determined	3.8	5/80	9 82
750	Replacement in District 11	Site not determined	3.8	5/81	9 82
750	District 25 Area	Site not determined	3.8	5/80	9 82
600	District 15 Area	Site not determined	3.0	5/80	9 82
500	Prosser addition		5.0	1/79	2 81
16,930			\$94.4		

REMOVAL OF MOBILE CLASSROOM UNITS

Mobile units used for housing classes will be removed by August 1981; the sites will be fully restored as playgrounds or to other use.

Description

The Board of Education has been removing mobile units from service for two years. In September 1976, there were 1,249 units on school grounds; by August 1978, the number will be reduced to 886.

Beginning in September 1978, the schedule for removal will be accelerated; during the next school year, 250 mobile units will be removed and the grounds restored and equipped as playgrounds or for other use. Procedures for removing mobile units will be reviewed and changed as necessary to accelerate the schedule of removal.

Participation

Not applicable.

Location

The sites of the mobiles scheduled for removal during 1978-79 and the number of units to be removed from each site are indicated on the following pages.

Five-Year Time Line

1978-79 - Remove at least 250 mobile classroom units.
1979-80 - Remove at least 250 mobile classroom units.
1980-81 - Remove remaining mobile classroom units.

Implementation Schedule

September 1978-
August 1979 Remove 250 mobile classroom units.

Cost

The estimated cost for 1978-79 is \$400,000.

Schedule of Mobile Unit Removal

District	School	Mobles	To be Removed
3	Blaine Burley Ravenswood	4	4
		3	3
		3	3
			<u>10</u>
4	Hay Nash	10	5
		4	2
			<u>7</u>
5	Avondale Darwin Nixon	2	2
		10	3
		5	3
			<u>8</u>
6	Chopin Columbus Lafayette Maos Von Humboldt	4	2
		4	2
		4	4
		4	2
		8	4
			<u>14</u>
7	Schneider	8	4
8	Hefferon Faraday	4	4
		10	2
			<u>6</u>
10	Burns	8	4
11	Attucks Donoghue Doolittle Primary	3	3
		16	8
		2	2
			<u>13</u>
12	Fleming Br. of Grimes	4	2
14	Fiske Parkside	2	2
		6	4
			<u>6</u>
15	Altgeld	8	8
16	Bennett McDowell Br. of Caldwell Kipling Fernwood Harlan High	5	5
		2	1
		2	2
		11	7
		22	6
			<u>21</u>
17	Addams Bright Anthony Br. of Burnham Goldsmith Br. of Burnham Grissom Marsh Bowen High Washington High	4	1
		2	2
		4	2
		6	4
		4	2
		2	2
		10	4
		3	3
			<u>20</u>

District	School	Mobles	To be Removed
18	Barnard	9	1
	Cassell	2	2
	Esmond	3	3
	Sutherland	2	2
	Morgan Park High	8	8
	Shoop	4	4
			20
19	Chalmers	7	3
	Hammond	8	2
	Plamondon	1	1
	Walsh	6	2
	Spry	12	6
			14
20	Oglesby	5	2
	Guggenheim	3	3
	Stagg	7	4
			9
21	Bass	8	6
	Wentworth	3	3
	Low UGC	2	2
	Robeson High	4	4
	Englewood High	4	4
			19
22	Cornell	5	5
	Mann	10	6
	Sbarbaro	2	2
	Hirsch High	7	7
			20
24	Hayt	3	2
	Stockton	4	2
			4
25	Morse	12	4
	Ryerson	1	1
			5
26	Armour	10	2
	Holmes	16	10
	Sherman	8	2
			14
27	Kohn	12	6
	Scanlan	29	7
	Van Vlissingen	2	2
	Fenger High	28	7
			22

STATISTICAL DATA - 27 DISTRICTS

1. Student membership in the districts ranges from 9,027 to 28,440, a difference of 19,413.*
2. The number of teachers in the districts ranges from 441 to 1,493, a difference of 1,051.
3. The number of school principals in the districts ranges from 10 to 28, a difference of 19.
4. The number of schools in the districts ranges from 12 to 32, a difference of 20.

MEMBERSHIP	SCHOOLS			MINORITY PRINCIPALS & TEACHERS						
	DIST.	ELEM.	H.S.	TOTAL	NON-MINORITY	MINORITY				
1	11,156	5,979	18,835	28	3	29	75.3	24.2	23	805
2	6,993	3,034	9,027	10	2	12	68.2	34.8	19	441
3	11,434	7,917	19,351	19	8	27	66.7	43.3	21	1,043
4	22,527	5,893	28,440	29	3	32	25.3	74.2	29	1,482
5	17,679	3,303	20,982	25	5	30	69.3	40.4	23	1,187
6	20,783	5,666	26,449	27	2	29	12.9	87.1	25	1,449
7	10,134	3,808	13,942	19	4	23	17.3	82.5	19	708
8	11,638	3,680	15,318	17	2	19	0.1	99.9	13	829
9	12,195	6,689	18,884	23	5	28	6.8	93.2	18	1,335
10	13,390	2,897	16,287	17	1	18	2.9	97.1	24	783
11	11,399	5,664	17,063	20	2	22	0.6	99.4	15	783
12	11,021	9,265	20,286	26	4	30	69.3	30.3	19	900
13	11,979	2,435	14,414	17	1	18	-	100.0	26	1,056
14	12,907	4,635	17,542	20	2	22	5.6	94.4	15	787
15	17,953	8,389	26,342	26	4	30	35.5	64.6	19	819
16	9,713	7,292	17,005	18	2	20	1.4	98.6	25	1,274
17	10,629	5,115	15,744	21	3	24	29.2	70.8	17	808
18	12,936	4,893	17,829	23	2	25	19.7	80.3	13	770
19	15,493	7,303	22,796	25	5	30	13.7	86.3	20	839
20	13,845	4,922	18,767	16	2	18	0.1	99.9	27	1,206
21	12,357	4,263	16,620	18	3	21	0.7	99.3	17	849
22	16,623	4,369	21,012	20	2	22	0.8	99.2	18	851
23	6,751	2,423	9,174	16	1	17	0.1	99.9	21	1,001
24	10,593	3,455	14,048	15	1	16	33.7	66.3	14	594
25	13,633	4,927	18,560	18	3	21	5.6	94.6	13	755
26	10,782	3,264	14,046	15	2	17	23.6	76.4	18	1,035
27	13,051	7,725	20,746	17	3	20	0.3	99.7	15	740
28	13,021								16	1,045

Based on student membership data for January 31, 1978.

STATISTICAL DATA - 20 DISTRICTS

1. The number of districts is reduced from 27 to 20.
2. Student membership in the districts ranges from 23,102 to 25,120, a difference of 2,018.*
3. The number of teachers in the districts ranges from 1,142 to 1,593, a difference of 451.
4. The number of school principals in the districts ranges from 22 to 33, a difference of 11.
5. The number of schools in the districts ranges from 25 to 43, a difference of 18.

DIST.	ELEM	HS	TOTAL	ELEM	HS	TOTAL	%NON-MINORITY	%MINORITY PRINCIPALS#	TEACHERS
1	15,491	5,950	24,341	39	4	43	75	27	34
2	17,982	7,138	25,120	29	4	33	61	49	27
3	17,282	7,788	25,070	29	4	33	38	62	29
4	15,294	9,328	24,622	21	4	25	49	61	25
5	21,286	3,777	25,063	35	2	37	35	62	27
6	18,489	5,666	24,155	26	2	28	12	88	25
7	18,911	6,009	24,920	28	8	36	1	99	24
8	15,393	9,254	24,647	23	6	29	19	81	30
9	16,121	8,655	24,776	23	6	29	4	96	30
10	19,440	5,182	24,622	23	2	25	12	88	23
11	15,397	7,712	23,109	25	5	30	11	89	28
12	16,898	7,204	24,102	25	3	28	47	53	24
13	19,017	5,137	24,154	25	2	27	6	94	25
14	17,104	7,133	24,237	33	3	36	4	96	31
15	16,472	8,389	24,861	26	4	30	40	60	23
16	15,579	9,254	24,833	23	4	27	1	99	26
17	20,107	4,262	24,369	25	2	27	1	99	25
18	18,571	4,563	23,134	35	2	37	14	86	31
19	13,930	10,457	24,387	25	5	30	6	94	23
20	14,477	9,675	24,152	21	4	25	13	87	22

* Based on student membership data for January 31, 1979.

APPENDIX C
THE CONSENT DECREE

Exhibit A

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ILLINOIS
EASTERN DIVISION

UNITED STATES OF AMERICA,
Plaintiff,
vs.
BOARD OF EDUCATION OF THE
CITY OF CHICAGO,
Defendant.

NO.

CONSENT DECREE

1. The United States has filed a complaint alleging that the Board of Education of the City of Chicago (the "Board") has engaged in acts of discrimination in the assignment of students and otherwise, in violation of federal law. The United States alleges further that such acts have had a continuing system-wide effect of segregating students on a racial and ethnic basis in the Chicago public school system.

2. In addition, the United States Department of Health, Education and Welfare ("HEW") in 1979 and in 1980 found the Board ineligible for funding under the Emergency School Aid Act on the basis of its determinations that the Chicago public school system is characterized by racially segregated and overcrowded schools. Following a presentation of facts by the Board in defense of its actions, these HEW determinations were reaffirmed by the Department of Education on June 12, 1980.

3. The Board neither admits nor denies the allegations of the complaint in this action. It recognizes, however, that the Chicago public school system is characterized by substantial racial isolation of students.

4. The Board believes that racial isolation is educationally disad-

vantageous to all students and that educational benefits will accrue to all students through the greatest practicable reduction in the racial isolation of students.

5. The Board believes that litigation of this action would require a substantial expenditure of public funds and a substantial commitment of Board and staff time and resources, at a time when financial and personnel resources are already greatly limited, and that such resources can more appropriately be used to achieve the educational goals of the school system. The parties further believe that litigation of this action would be protracted and that settlement of the action is in the public interest.

6. In light of these considerations, the parties, as indicated by the signatures of their counsel below, have determined to settle this action and resolve the United States' request for injunctive relief by entry of this consent decree. The parties submit to the jurisdiction of the Court and acknowledge that subject matter jurisdiction exists over this action under the Fourteenth Amendment of the United States Constitution; under Titles IV and VI of the Civil Rights Act of 1964, 42 U.S.C. 2000c and 2000d; and under 28 U.S.C. §1345. The Board waives the notice provisions of those acts. Both parties waive the entry of findings of fact and conclusions of law. Each party shall bear its own costs.

7. Both parties agree that this Consent Decree is final and binding as to the issues resolved herein. The Court shall retain jurisdiction of this action for all purposes, until a final order is entered terminating this litigation.

8. In the event that objections or challenges are raised (e.g., through intervention or separate collateral lawsuits) to the lawfulness or appropriateness of (a) this decree, any provision hereof, or proceedings pursuant hereto, or (b) any aspect of the desegregation plan provided for

vantageous to all students and that educational benefits will accrue to all students through the greatest practicable reduction in the racial isolation of students.

5. The Board believes that litigation of this action would require a substantial expenditure of public funds and a substantial commitment of Board and staff time and resources, at a time when financial and personnel resources are already greatly limited, and that such resources can more appropriately be used to achieve the educational goals of the school system. The parties further believe that litigation of this action would be protracted and that settlement of the action is in the public interest.

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8. In the event that objections or challenges are raised (e.g., through intervention or separate collateral lawsuits) to the lawfulness or appropriateness of (a) this decree, any provision hereof, or proceedings pursuant hereto, or (b) any aspect of the desegregation plan provided for

vantageous to all students and that educational benefits will accrue to all students through the greatest practicable reduction in the racial isolation of students.

5. The Board believes that litigation of this action would require a substantial expenditure of public funds and a substantial commitment of Board and staff time and resources, at a time when financial and personnel resources are already greatly limited, and that such resources can more appropriately be used to achieve the educational goals of the school system. The parties further believe that litigation of this action would be protracted and that settlement of the action is in the public interest.

6. In light of these considerations, the parties, as indicated by the signatures of their counsel below, have determined to settle this action and resolve the United States' request for injunctive relief by entry of this consent decree. The parties submit to the jurisdiction of the Court and acknowledge that subject matter jurisdiction exists over this action under the Fourteenth Amendment of the United States Constitution; under Titles IV and VI of the Civil Rights Act of 1964, 42 U.S.C. 2000c and 2000d; and under 28 U.S.C. §1345. The Board waives the notice provisions of those acts. Both parties waive the entry of findings of fact and conclusions of law. Each party shall bear its own costs.

7. Both parties agree that this Consent Decree is final and binding as to the issues resolved herein. The Court shall retain jurisdiction of this action for all purposes, until a final order is entered terminating this litigation.

8. In the event that objections or challenges are raised (e.g., through intervention or separate collateral lawsuits) to the lawfulness or appropriateness of (a) this decree, any provision hereof, or proceedings pursuant hereto, or (b) any aspect of the desegregation plan provided for

in Part I hereof after approval of the plan by the Department of Justice or by the Court, the Board and the Department of Justice shall defend the lawfulness and appropriateness of the matter challenged. If any such collateral lawsuit arises in state court, the parties shall seek to remove such action to the U.S. District Court.

WHEREFORE, the parties having freely given their consent, the terms of the Decree being within the scope of the complaint, and the terms of the Decree being fair, reasonable and adequate, it is hereby ORDERED, ADJUDGED, and DECREED that:

I. STUDENT DESEGREGATION

1. Systemwide Remedy. The Chicago Board of Education (the "Board") will develop and implement a system-wide plan to remedy the present effects of past segregation of Black and Hispanic students.
2. Basic Objectives
 - 2.1 Desegregated Schools. The plan will provide for the establishment of the greatest practicable number of stably desegregated schools, considering all the circumstances in Chicago.
 - 2.2 Compensatory Programs in Schools Remaining Segregated.
In order to assure participation by all students in a system-wide remedy and to alleviate the effects of both past and ongoing segregation, the plan shall provide educational and related programs for any Black or Hispanic schools remaining segregated.
 - 2.3 Participation. To the greatest extent practicable, the plan will provide for desegregation of all racial and ethnic groups, and in all age and grade levels above kindergarten.

2.4 Fair Allocation of Burdens. The plan shall ensure that the burdens of desegregation are not imposed arbitrarily on any racial or ethnic group.

3. Board Discretion in Plan Development.

3.1 Board Discretion in Selecting from Alternatives. The Department of Justice recognizes that there is a broad range of constitutionally acceptable plans that will fulfill the basic objectives stated in Part 2. The Department of Justice further recognizes the Board's familiarity with and sensitivity to the unique situation presented in Chicago, and the authority of the Board, in its discretion, to select from within the constitutional range the plan that best meets the needs of the Chicago School District.

3.2 Racial/Ethnic Balance or Specific Ratios Not Required.

The parties recognize that courts have not required specific racial ratios in schools as a necessary remedy in desegregation cases, that racial and ethnic balance throughout the Chicago School District is neither practicable nor required, and that no particular definition of a desegregated school is required.

4. Techniques. In establishing desegregated schools, the Board may use the following techniques, among others:

4.1 Voluntary Techniques.

4.1.1 Permissive transfers that enhance desegregation, with transportation at Board Expense.

4.1.2 Magnet schools that enhance desegregation.

4.1.3 Voluntary pairing and clustering of schools.

4.1.4 If magnet schools or other voluntary techniques are used, each shall contain racial/ethnic goals and management controls (e.g., an alternative that would require mandatory re-assignments) to ensure that the goals are met.

4.2 Mandatory Techniques Not Involving Transportation.

4.2.1 Redrawing attendance areas.

4.2.2 Adjusting feeder patterns.

4.2.3 Reorganization of grade structures, including creation of middle schools.

4.2.4 Pairing and clustering of schools.

4.2.5 Selecting sites for new schools and selecting schools for closing to enhance integration.

4.3 Mandatory Reassignment and Transportation. Mandatory reassignment and transportation, at Board expense, will be included to ensure success of the plan to the extent that other techniques are insufficient to meet the objective stated in 2.1. The plan may limit the time or distance of mandatory transportation to ensure that no student shall be transported for a time or distance that would create a health risk or impinge on the educational process. These limitations may vary among different age and grade levels.

4.4 Priority and Combination of Techniques. The plan may rely upon the techniques listed above and any other remedial

methods in any combination that accomplishes the objective stated in 2.1.

5. Exceptions.

5.1 Justification for Remaining Identifiable Minority Schools.

With respect to any schools that remain identifiable as Black or Hispanic schools, the plan shall provide specific justification in terms of practicability (i.e., educational or practical considerations), in the context of the extent to which the plan as a whole achieves the objectives stated in Part 2.

5.2 Stably Integrated Schools. The plan may create exceptions with respect to individual schools which it shows are already stably integrated (or will become stably integrated by the time of implementation of the plan).

5.2.1 Initial Exception. The plan may exclude such schools from reassignment of students if the extent of integration is within a reasonable range of that to be achieved in the schools referred to in 2.1.

5.2.2 Subsequent Exception. The plan may provide for the later exclusion from student reassignment of any initially included school that, through demographic changes or other factors, promises to become stably integrated.

5.2.3. Subsequent Inclusion. The plan should include sufficient flexibility to enable any of the techniques outlined above to be applied to any school in which stability of integration is threatened by unforeseen circumstances.

6. Bilingual Education. The Board's legal obligations to provide bilingual education for non- and limited-English speaking students shall be discharged in a manner consistent with the overall objectives of the plan. To the extent that students who require bilingual education are reassigned, they shall not be reassigned in a manner that interferes with their participation in bilingual programs.
7. Compensatory Programs in Schools Remaining Segregated. To accomplish the objective stated in 2.2, the plan will include specific programs for Black or Hispanic schools remaining segregated, in the following areas among others:
 - 7.1 Remedial and compensatory educational programs.
 - 7.2 Improved curricula and instructional and evaluative techniques (including the utilization of tests that validly measure student achievement) for academic, vocational and alternative educational studies.
 - 7.3 Pre-service and in-service instruction for administrators, principals, teachers and other school personnel.
 - 7.4 Selection, and evaluation of the performance of, principals and supporting leadership staff.
 - 7.5 Testing, counseling, guidance and student welfare.
 - 7.6 Physical facilities, safety and security.
 - 7.7 Supportive relationships between such schools and groups and institutions in the community and in government.
8. Overcrowding. The Board is encouraged but not required to eliminate overcrowded schools. The plan should provide, to the greatest extent

practicable considering all the circumstances, for the elimination of racially disproportionate overcrowding of classrooms and school sites.

9. Discipline. The plan shall include provisions to ensure that discipline is administered in a non-discriminatory manner.
10. Resegregation. The plan shall contain provisions to ensure against resegregation of students after implementation, in the following areas:
 - 10.1 In-School. The plan shall include provisions to ensure that students attending desegregated schools are not resegregated within their schools without adequate educational justification. This provision shall apply to the assignment of students to classrooms as well as to programs of instruction.
 - 10.2 Student Reassignment. The plan shall include provisions to ensure that students shall not be reassigned in a manner that, considering the district as a whole, causes the resegregation of schools.
 - 10.3 Structural adjustments. The plan shall include provisions to ensure that site selections, construction, school closings, readjustments of attendance areas and feeder patterns, and new placement of mobile classrooms shall be accomplished so as not to cause the resegregation of schools.
 - 10.4 Educational Program Adjustments. The plan shall include provisions for utilization in desegregated schools of such of the specific programs referred to in Part 7 hereof as the

Board concludes are necessary to ensure against resegregation of such schools.

11. Facilitating Success of the Desegregation Process.

- 11.1 Community Involvement. The plan will establish programs to promote public involvement with and support for the desegregation process.
 - 11.2 School Personnel. The plan will provide for preservice and in-service training programs for Board personnel such as administrators, teachers, auxiliary staff, bus drivers and monitors.
 - 11.3 Other Institutions. The Board shall endeavor to involve in the desegregation process state and local government, private businesses, colleges and universities, civic and community organizations, professional organizations, religious and cultural institutions, the parochial school system and other private schools.
12. Voluntary Interdistrict Pupil Transfers. The plan will include provisions, including without limitation the payment of transportation costs, to encourage and facilitate voluntary interdistrict pupil transfers having integrative effects between schools in the Chicago School District and schools in other districts in the Chicago Standard Metropolitan Statistical Area ("SMSA").
13. Reporting. The plan shall establish a system of recordkeeping and reporting through which the Board's compliance with the provisions of this agreement can be monitored.

14. Flexibility. The parties to this agreement recognize that neither the principles set forth above nor the desegregation plan can provide for every contingency and that exceptions will be necessary. The burden is on the Board, however, to justify such exceptions on the basis of educational and practical considerations.

15. Financial Cost of the Plan.

15.1 Each party is obligated to make every good faith effort to find and provide every available form of financial resources adequate for the implementation of the desegregation plan.

15.2 Each party reserves the right to seek to add additional parties who may be legally obligated to contribute to the cost of the desegregation plan.

15.3 The parties recognize that financial cost of implementation does not excuse the failure to develop a desegregation plan consistent with the principles set forth in §§ 2 - 14, and is not a basis for postponement, cancellation or curtailment of implementation of the plan after it has been finally adopted, but is one legitimate consideration of practicability in meeting the objective stated in §2.1.

16. Time Table. The plan will be developed in accordance with the schedule set forth in Attachment A and will be implemented beginning with the 1981-82 school year.

17. Public Participation. The Board will receive and consider comments and recommendations from all persons and groups during the development of the desegregation plan.

18. Resolution of Disagreements. If the parties to this decree are unable to agree as to whether the desegregation plan is consistent with the principles set forth above in §§2 through 15, the disagreement will be submitted to the court for resolution.

II. ADDITIONAL PROGRAMS AND PARTIES

1. Interagency Coordination. The Department of Justice agrees that it will, pursuant to the Attorney General's authority (including that under Executive Order 11764 to coordinate the enforcement of Title VI of the Civil Rights Act of 1964), initiate and carry forward discussions with other agencies of the federal government to bring about a coordinated affirmative administration of federal grant programs in the Chicago SMSA with the goal of contributing to the creation and maintenance of stably integrated schools in the Chicago SMSA. These federal programs include, for example, housing, employment and transportation in addition to education.
2. State Responsibility.
 - 2.1 The Department of Justice will thoroughly pursue and promptly complete its investigation of whether the State of Illinois should be made a party defendant and be required to assist and support, financially and otherwise, the implementation of the desegregation plan discussed in Part I. The investigation will examine whether the State and/or its agencies have contributed, through action and inaction, to the segregation of, or other discrimination against, students in the Chicago School District.

tent with the Attorney General's responsibilities under Title IV of the Civil Rights Act of 1964.

3. Interdistrict Remedies.

3.1 The Department of Justice will thoroughly pursue and promptly complete its examination of the extent to which interdistrict remedies for segregative conditions in schools in the Chicago school district may be appropriate, including (without limitation) by reason of the possibilities that:

3.1.1 The State of Illinois together with school districts in the Chicago SMSA, or some of them, may have acted in effect as a metropolitan school district with respect to vocational, special and other educational programs; and

3.1.2 The State of Illinois together with State housing agencies and other agencies of state government, including units of local government in the Chicago SMSA, or some of them, may have contributed to the segregation of the races in the Chicago SMSA by racially discriminatory use of state or federal housing laws or programs, or of state or local land use control laws.

3.2 Upon completion of the investigation, the Department will submit the factual findings thereof to the Court and will take whatever enforcement action is appropriate under the circumstances, consistent with the Attorney General's responsibilities under Title IV of the Civil Rights Act of 1964.

whatever enforcement action is appropriate under the circumstances, consistent with the Attorney General's responsibilities under Title IV of the Civil Rights Act of 1964.

4. LEAA Grant Condition. The Department of Justice agrees that the entry of this consent decree is a sufficient basis for the removal, from the grant awarded by the Law Enforcement Assistance Administration to the Board on September 10, 1980, (#80-JS-AX-0043), of the condition relating to Title VI of the 1964 Civil Rights Act and 815 of the Criminal Justice Improvement Act of 1979.

III. OTHER ISSUES

1. Classroom Segregation. The Board will promptly implement a plan to ensure that no student is assigned to a racially/ethnically isolated or identifiable classroom except when the assignment is justified educationally. The plan will be consistent with the Board's application for a waiver of ineligibility for funding under the Emergency School Aid Act ("ESAA") for fiscal year 1979, which was found acceptable by the Department of Health, Education and Welfare ("HEW") and is presently acceptable to the Department of Education.
2. Bilingual Program. The Board will promptly implement a plan to ensure that non- and limited-English speaking students are provided with the instructional services necessary to assure their effective participation in the educational programs of the Chicago School District. The plan will be consistent with the Board's application for a waiver of ineligibility for funding under ESAA for fiscal year 1979, which was found acceptable by HEW and is presently acceptable to the Department of Education.

3. Faculty Assignment. The Board will promptly implement a plan to assure that the assignment of full-time classroom teachers to schools will be made in such a manner that no school is identified as intended for students of a particular race, color or national origin. Except as specifically provided herein, the plan shall be consistent with the Board's application for a waiver of ineligibility for funding under ESAA for fiscal year 1979, which was found acceptable by HEW and is presently acceptable to the Department of Education.

3.1 Not later than November 1, 1981, with respect to the full-time classroom teachers in each school faculty, the racial/ethnic composition and the proportion of experienced teachers will be between plus and minus fifteen percent of the systemwide proportions of such teachers with respect to such characteristics, and the range of educational training will be substantially the same as exists in the system as a whole.

3.2 The Board will make every good faith effort to follow professional staff assignment and transfer practices which, when taken together as a whole on a frequently reviewed periodic basis, will assure that the racial composition, the experience and the educational background of individual school faculties and administrative staff more nearly approach *the city-wide pro-

*Plus or minus ten percentage points of city-wide averages for race, experience and training for each type of school facility.

portions of minority, experienced, and more extensively trained professional staff; provided, however, that nothing in this plan shall require the assignment or transfer of any person to a position for which he or she is not professionally qualified. The Board will not adopt or follow assignment and transfer practices which will foreseeably result in the racial identifiability of schools based on faculty of administrative staff composition or unequal distribution of experienced and more extensively trained staff.

- 3.3 The failure of a particular school or schools to meet the guidelines will not constitute noncompliance with the above guidelines if the district provides a detailed satisfactory explanation justifying such failure to meet the guidelines.

Date

ENTER:

UNITED STATES DISTRICT JUDGE

THE UNDERSIGNED CONSENT TO THE ENTRY OF THIS DECREE:

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APPENDIX D

DR. LOVE ADMINISTRATIVE DOCUMENTATIONS

CONTENTS

A. Introduction.....	1
B. Educational Components.....	7
1. Curriculum and Instruction--Elementary Schools.....	9
2. Curriculum and Instruction--High Schools.....	21
3. Magnet Schools.....	27
4. Vocational and Technical High Schools.....	33
5. Special Education and Testing.....	37
6. Bilingual Education.....	49
7. Within-School Segregation.....	57
8. Student Discipline.....	63
C. Staff Development.....	71
D. Student Assignment.....	79
E. Other Components.....	97
1. Public Participation.....	99
2. Metropolitan Initiatives.....	105
3. Faculty Desegregation and Affirmative Action.....	111
4. Evaluation.....	117
5. Monitoring.....	119
F. Appendices.....	123
A. Tentative Target Schools.....	131
B. Age/Race Analysis of the Chicago Public Schools.....	135
C. Resolution and Consent Decree.....	125
D. Resolution Providing for Adoption of Desegregation Plan	155

APPENDIX A

TENTATIVE TARGET SCHOOLS

The schools listed below are those suggested as potential target schools for intervention with the Effective Schools model. This tentative list is divided into Group A and Group B:

- A. These schools are 100 percent black, in the lowest 75 schools on the achievement listing, and in the highest 75 schools with respect to percent of poverty students. They are both the poorest and lowest achieving black schools.
- B. These schools are in the lowest 50 in achievement and are at least 58 percent Hispanic.

It is recommended that this combined list of 45 schools be subjected to a more rigorous review of other relevant characteristics such as: length of tenure of the principal, trend of achievement scores, stability of the student population, nature and type of ancillary resources already available, attendance, suspensions, etc.

Confidential and Privileged Material

This document is prepared by consulting experts of the Chicago Board of Education desegregation project for use in the U.S. vs. Board of Education litigation. It is confidential and privileged, and neither the document nor its contents may be disclosed to any person other than Board counsel and project personnel, except as specifically authorized by the Board.

GROUP A

<u>School (unit)</u>	<u>District</u>	<u>Achievement Rank</u>	<u>Poverty Rank</u>
Oakenwald So.	14	3	16
Morton UGC	5	5	73
Hess UGC	10	7	72
Oakland	11	9	40
Donoghue	11	12	26
Einstein	11	14	11
Beethoven	13	15	4
Dodge	9	20	35
Schiller	3	21	20
Cather	9	22	65
Beidler	7	23	61
Jensen	9	25	63
Dett	9	26	10
Frazier	10	27	23
Chalmers	8	30	27
Farren	13	32	13
Smyth	9	33	7
Colman	13	34	5
Tilton	7	35	52
Dewey	13	36	53
Wadsworth	14	39	71
Williams	11	45	11
Hartigan	13	52	31
Burke	13	54	36
Attucks	11	55	2
Woodson No.	14	57	33
Price	14	60	55
Terrell	13	63	1
McCorkle	13	69	3
Suder	9	70	6
Howland	8	71	18
Sumner	10	73	50
Scott	14	74	54
Medill Prim.	9	75	22
Shepard	8	76	64

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GROUP B

<u>School (unit)</u>	<u>District</u>	<u>Achievement Rank</u>	<u>Poverty Rank</u>
Tuley Mid.	6	2	124
New McCormick	19	8	347
Lafayette	6	11	106
Lowell	5	16	117
Stowe	5	17	189
Komensky	8	28	324
Sabin	6	29	162
Otis	6	38	226
Von Humboldt	6	40	67
Moos	6	42	174

AGE/RACE ANALYSIS OF THE CHICAGO PUBLIC SCHOOLS

December 10, 1980*

Student Group		White	Black	American Indian	Asian	Hispanic	Totals
Preschool - K.	N	6,394	25,830	67	787	10,156	43,234
	%	14.8	59.7	0.2	1.8	23.5	
Primary Ages 6-8 (Grades 1-3)	N	15,463	60,963	173	2,120	22,418	101,137
	%	15.3	60.3	0.1	2.1	22.2	
Inter. Ages 9-11 (Grades 4-6)	N	18,692	65,668	192	2,205	20,173	106,930
	%	17.5	61.4	0.1	2.1	18.9	
Upper Ages 12-13+ (Grades 7-8)	N	15,116	49,507	149	1,478	14,543	80,793
	%	18.7	61.3	0.2	1.8	18.0	
TOTAL ELEMENTARY	N	49,271	176,138	514	5,803	57,134	288,860
	%	17.0	61.0	0.2	2.0	19.8	
Grade 9	N	6,632	25,314	74	732	5,891	38,643
	%	17.2	65.5	0.2	1.9	15.2	
Grade 10	N	7,856	22,368	65	926	5,065	36,280
	%	21.7	61.7	0.1	2.5	14.0	
Grade 11	N	7,754	16,833	30	728	3,955	29,300
	%	26.5	57.4	0.1	3.0	13.5	
Grade 12	N	6,466	11,066	32	605	2,333	20,502
	%	31.5	54.0	0.1	3.0	11.4	
High School Non- Graded and Others	N	751	5,279	9	15	405	6,459
	%	11.7	81.7	0.1	0.2	6.3	
TOTAL HIGH SCHOOL	N	29,459	80,860	210	3,006	17,649	131,184
	%						
GRAND TOTALS	N	85,124	282,828	791	9,596	84,939	463,278
	%	18.4	61.0	0.2	2.1	18.3	

*Excludes 574 missing race codes.

The Uniform Discipline Code

10 Types of Disciplinary Actions

Teacher-student conference--the two would review the offense and sign a statement about expected student behavior;

Teacher-student-parent conference--the three would sign a statement about acceptable student behavior;

Teacher-student-parent-administrator conference--a plan would be developed for corrective action or counseling of the student and be signed by all parties;

Disciplinary reassignment--the student would be transferred to another room or into an alternative setting for a specific period of time;

In-school suspension--the student would stay in school, but would be assigned to a special room and would not attend class;

One- to five-day suspension--the student would not attend school;

Six- to ten-day suspension;

File an incident report with the police;

Arrest; and

Expulsion.

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VITA

Michael James was born in Greenwood, Mississippi. His family moved to Chicago during the latter part of the Great Migration and settled in the Lawndale area. He is a product of the Chicago Public School system. He graduated from Carter H. Harrison High School. He earned a Bachelor of Arts Degree in Theology from Loyola University Chicago, a Master of Arts in Theological Studies from Garrett-Evangelical Theological Seminary, and a Master of Science in Special Education from Dominican University. He entered the doctoral program in Administration and Supervision at Loyola University in 2005.

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