

HILLSBOROUGH COUNTY SCHOOL DESEGREGATION

A staff report prepared for
the hearing of the U.S.
Commission on Civil Rights
in Tampa, Florida, March 1976.

U.S. Commission on Civil Rights

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Investigate complaints alleging denial of the right to vote by reason of race, color, religion, sex, or national origin, or by reason of fraudulent practices;

Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution because of race, color, religion, sex, or national origin, or in the administration of justice;

Appraise Federal laws and policies with respect to the denial of equal protection of the laws because of race, color, religion, sex, or national origin, or in the administration of justice;

Serve as a national clearinghouse for information concerning denials of equal protection of the laws because of race, color, religion, sex, or national origin; and

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I. DEMOGRAPHIC DATA

A. STATE OF FLORIDA

One of the most striking statistics in the description of Florida is the population growth. In 1830, the population was 34,730. Fifty years later, the population had climbed to 296,493. This early growth trend has continued, as evidenced by the 1970 census figure of 6,789,443. At present, Florida is the ninth most populous State in the Nation. The population explosion that occurred between 1950 and 1960 showed a 78.7 percent increase, the highest 10-year increase in the history of Florida. ^{1/}

The urban population of Florida has also shown a steady increase, similar to the total increase for the State. From 1830 to 1850, the entire State population was rural; however, by 1970, about 80 percent of the population was located in urban areas such as Miami, Ft. Lauderdale, Jacksonville, Tampa, and Orlando, all coastal cities with the exception of Orlando. ^{2/} The 1980 population projection for Florida is 9,378,700; the 2010 projection is over 17 million Florida residents. ^{3/} The black population in Florida is about

^{1/} Del Marth and Martha J. Marth, Comp., Florida Almanac 1976 Edition (St. Petersburg, Florida: West Coast Productions, 1975), p. 102.

^{2/} Ibid., p. 102.

^{3/} Ibid.

1,041,651 or 15.3 percent.^{4/} Of the total number of blacks, 31.1 percent are under 18 years of age, 54.4 percent are 18 to 64 years old, and 14.6 percent are over 65.^{5/}

These population characteristics represent only year-round Florida residents. Approximately 25,000,000 tourists and seasonal residents come to Florida each year,^{6/} in addition to large numbers of migrant workers. The seasonal population explosion has a marked effect upon all systems of the State, including roads, taxes, etc.

The socio-economic characteristics of Florida are not what the visitor might expect. Approximately 12.7 percent of the population lives below the poverty level.^{7/} The per capita income of Florida residents was \$3,058,^{8/} ranking Florida 21st in the Nation. The median family income was \$8,261, or 36th nationally in 1969.^{9/} Over 50 percent of Florida residents (52.6) have completed high school (56.3 percent of the white population and 24.4 percent of

^{4/} U.S. Dept. of Commerce, Bureau of the Census, 1970 Census of Population, General Population Characteristics: Florida, Final Report PC (1)-B 11 (hereinafter cited 1970 Census).

^{5/} Ibid.

^{6/} Florida Almanac, 1976, p. 210.

^{7/} U.S. Dept. of Commerce, Bureau of the Census, Statistical Abstract of the United States, 1974, p. 391 (hereinafter cited as Statistical Abstract).

^{8/} Ibid., p. 387.

^{9/} Ibid., p. 387.

the black population). ^{10/} In January 1976, Florida's unemployment rate was 11.5 percent, as compared with the January national average of 7.8 percent. ^{11/}

B. HILLSBOROUGH COUNTY

Hillsborough, Pinellas, and Pasco counties comprise the Tampa-St. Petersburg Standard Metropolitan Statistical Area (SMSA). Pinellas County is predominantly urban and suburban. Pasco County is mostly rural and agricultural. All four characteristics, rural, urban, suburban, and agricultural, can be found within the borders of Hillsborough County. Figure I illustrates the three-county area in relationship to the State of Florida.

The Tampa-St. Petersburg SMSA is among the Nation's top 30 metropolitan areas with a population well over one million. ^{12/} It is the second largest SMSA in Florida. In a recent newspaper article, it was reported that Florida led the Nation in metropolitan growth the first four years of this decade. Florida had seven of the 13 SMSA's in the country that grew by more than 20 percent. The three-county Tampa-St. Petersburg SMSA grew by 22.5 percent. ^{13/}

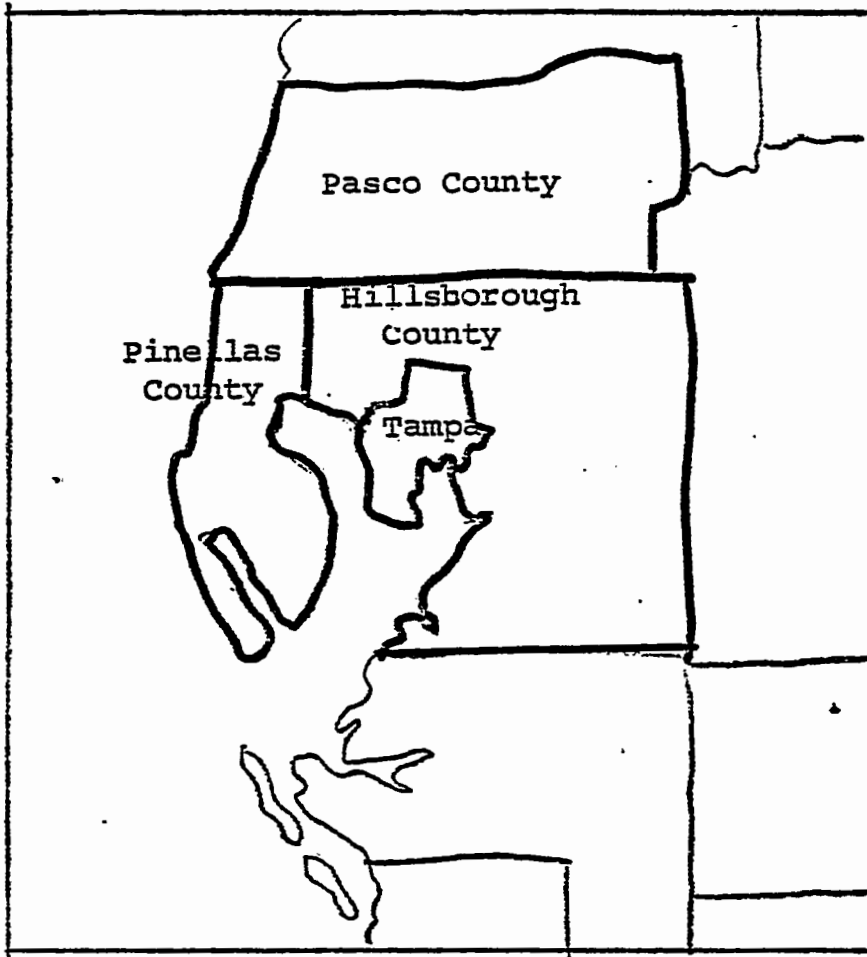
^{10/} Ibid., p. 119.

^{11/} Tampa Tribune, February 24, 1976, pp. 1A-2A.

^{12/} Statistical Abstract, p. 906.

^{13/} Tampa Tribune, February 8, 1976, pp. 1B-2B.

FIGURE I
TAMPA - ST. PETERSBURG SMSA
IN RELATION TO THE STATE OF FLORIDA



FLORIDA



When Hillsborough County was established in 1834, it comprised several counties in the surrounding area. At present the land area of Hillsborough County is approximately 1,040 square miles and its inland waterways comprise approximately 22 square miles.^{14/} The total 1975 population was estimated to be 632,500.^{15/}

At present, Hillsborough County has a high degree of industrialization in comparison with the rest of the State. It has an ultramodern airport, and is the site of MacDill Air Force Base. Tampa was known for many years for its fine cigars, and the Ybor City section of Tampa was formerly the home of many Cubans who worked in the cigar factories. Port Tampa is one of the finest natural harbors in the Nation. Table I compares the characteristics of Hillsborough County adults with those of the Tampa-St. Petersburg SMSA.

The majority of adults in both statistical areas have no children under the age of 18. Within the six age groupings

^{14/} Florida Almanac, 1976, p. 141.

^{15/} Population and Housing Estimates: Apr. 1, 1970 - Jan. 1, 1975. Hillsborough County Planning Commission, April 1975.

TABLE I
CHARACTERISTICS OF HILLSBOROUGH COUNTY AND THE
TAMPA-ST. PETERSBURG SMSA

	<u>Hillsborough County</u>	<u>Tampa SMSA</u>
Adult Population	400,000 (100)	1,014,000 (100)
Sex		
Male	185,000 (46)	459,000 (45)
Female	215,000 (54)	555,000 (55)
Race		
White	339,000 (85)	921,000 (91)
Non-White	61,000 (15)	93,000 (9)
Age		
18-24	75,000 (19)	130,000 (13)
25-34	82,000 (21)	146,000 (14)
35-44	58,000 (15)	123,000 (12)
45-54	68,000 (17)	163,000 (16)
55-64	52,000 (13)	148,000 (15)
65 and Over	65,000 (16)	302,000 (30)
Education		
Some College or More	136,000 (34)	378,000 (37)
High School Graduate	117,000 (29)	321,000 (32)
Some High School or Less	144,000 (36)	301,000 (30)
Occupation of Chief Wage Earner		
Professional, Proprietor, Manager	79,000 (20)	188,000 (19)
White-Collar	52,000 (13)	120,000 (12)
Blue-Collar	59,000 (15)	118,000 (12)
Service Worker	34,000 (9)	56,000 (6)
Operative, Non-Farm Laborer	68,000 (17)	114,000 (11)
Other	35,000 (9)	72,000 (7)
Retired	72,000 (18)	343,000 (34)

Numbers in Parentheses are Percentages.

TABLE I (Con't)

	<u>Hillsborough County</u>	<u>Tampa SMSA</u>
Adult Population	400,000 (100)	1,014,000 (100)
Annual Gross Income		
Under \$5,000	84,000 (21)	220,000 (22)
\$5,000-\$9,999	133,000 (33)	377,000 (37)
\$10,000-\$14,999	77,000 (19)	227,000 (22)
\$15,000 or More	107,000 (27)	191,000 (19)
Persons Per Household		
1-2	183,000 (46)	588,000 (58)
3-4	154,000 (38)	313,000 (31)
5 or More	62,000 (16)	112,000 (11)
Age of Children		
Youngest Under 6	82,000 (21)	157,000 (15)
6 -17 Years	85,000 (21)	182,000 (18)
None Under 18	232,000 (58)	668,000 (66)
Home		
Owned	289,000 (72)	816,000 (81)
Rented	111,000 (28)	196,000 (19)
Type of Dwelling		
Single Family	299,000 (75)	789,000 (78)
Apartment, Duplex, Other	101,000 (25)	225,000 (22)

Source: TAMPA '75 NEWSPAPER AUDIENCE, pp. 8-9.

from 18 through 65 and over, no one group in Hillsborough County has substantially more members than any other; in the SMSA, however, a disproportionate 30 percent are 65 and older. Likewise, there are no great proportional variances among the seven given occupational groups in the county (with the exception of service workers, and "other" occupations, both at a low of 9 percent).

Approximately 36 percent of the adult residents of Hillsborough County have not completed high school. The educational level for Hillsborough County and the three-county SMSA are relatively the same. Finally, almost three-fourths of the county's residents own their own single family home.

There are three significant minority groups in Hillsborough County. The term "Latin" is used in reference to persons of Italian, Sicilian, Cuban, Puerto Rican and South and Central American origin or extraction. This group includes 52,643 persons of Spanish language and 36,768 persons of Spanish origin.^{16/} The Jewish population has been estimated at 2,000 families, or a total of about 6,000 persons.^{17/} The black community comprises 13.9 percent of

^{16/} Florida Almanac, 1976, p. 141.

^{17/} This estimate was provided by the Jewish Community Council of Tampa. Telephone interview, March 9, 1976, p. 1.

the total population.^{18/} Figure II illustrates the black population as a percent of the total population by census tracts. There are three census tracts in which the black population totals more than 20 percent of the total population. Two of these census tracts are in southern Plant City, and the third is southeast of Tampa.

The Hillsborough County Planning Commission report, Economic Growth and Development: Hillsborough County^{19/} provides a good general background into the economic demography of the county. Even though the population of Hillsborough County has grown steadily from 36,013 in 1900, to 153,519 in 1930 to 490,265 in 1970, it is growing at a slower pace than the rest of the State. Between 1960 and 1970, Hillsborough County dropped from third to the fifth most populated county in the State, as compared with the accelerated growth rate in Broward and Sarasota counties.

^{18/} 1970 Census.

^{19/} Hillsborough County Planning Commission, Economic Growth and Development: Hillsborough County, 1972. The statistics in the body of the paper relating to economic growth have been taken from this work.

FIGURE II
BLACK POPULATION AS A PERCENT OF
THE TOTAL POPULATION
BY CENSUS TRACTS



NEGRO POPULATION AS PERCENT OF
 TOTAL POPULATION IN CENSUS TRACT, 1970

1970 CENSUS TRACTS
HILLSBOROUGH COUNTY

- Percent
- 0.1 - 1.0
 - 1.1 - 5.0
 - 5.1 - 20.0
 - 20.1 or More

— CENSUS TRACT LINE

104 CENSUS TRACT NUMBER



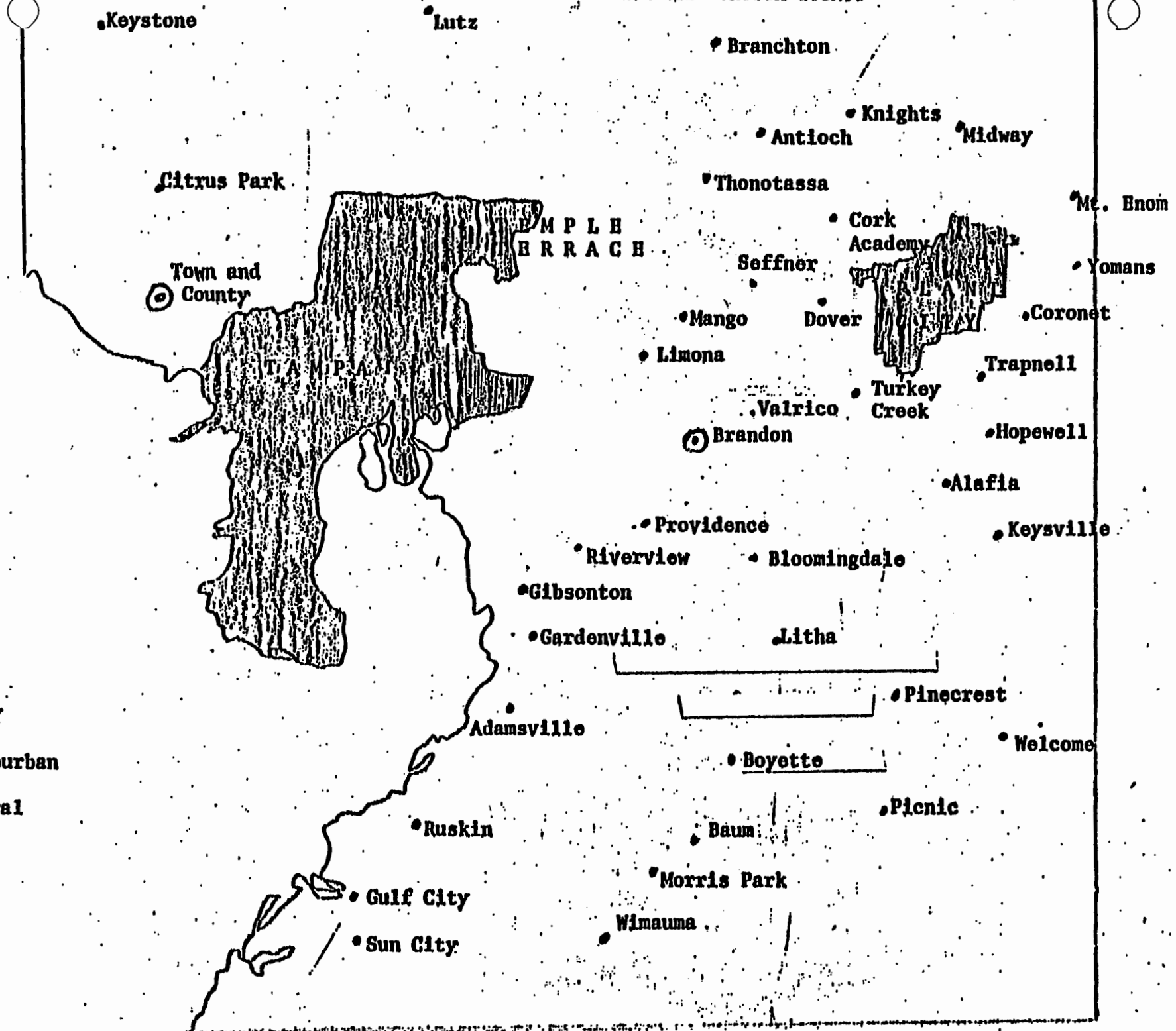
Within Hillsborough County, the greatest growth has occurred in the areas outside Tampa but with good access to the city. Areas that have shown significant growth lie just to the north toward the Pasco County line, and west of the Tampa city limits toward the Pinellas County line and the Brandon area. (See Figure IV.) The map on the following page indicates the rural and suburban communities.

Between 1960 and 1970 the labor force in Hillsborough increased from 151,600 to 206,400, and rose by another 5,000 in 1971. However, the January 1976 jobless rate in the county was 12.2 percent, with 35,500 out of work. Hillsborough County's jobless rate is higher than the unemployment rate of 11.5 percent for the entire State, and considerably higher than the national average of 7.8 percent. ^{20/}

The residents of Hillsborough County are primarily "working class." The largest portion of families (86 percent) derived all or part of their income from wages and salaries.

^{20/} Tampa Tribune, February 24, 1976, pp. 1A-2A.

SUBURBAN AND RURAL COMMUNITIES IN HILLSBOROUGH COUNTY



KEY

⊙ Suburban

• Rural

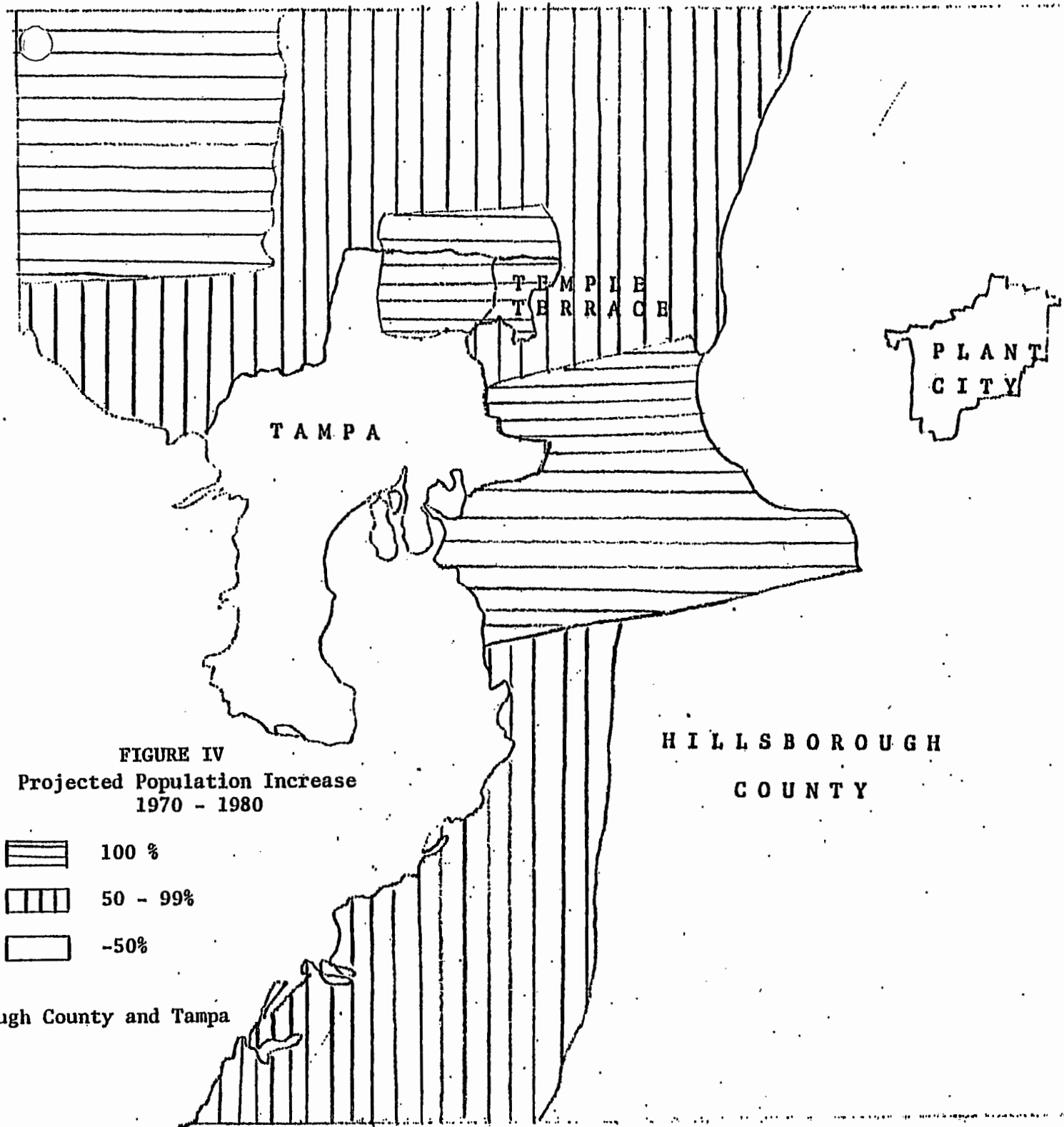





FIGURE IV
Projected Population Increase
1970 - 1980

-  100 %
-  50 - 99%
-  -50%

Hillsborough County and Tampa

Comparing this income source for all residents in the State, wages, salaries and other labor income contribute more proportionately, and property income and transfer payments less proportionately, to personal income of residents in Hillsborough County. From 1960 to 1971, the work force has become more cosmopolitan in nature. During this eleven year period, the agricultural work force has decreased by 32.3 percent, even though the number of farms and farm production has increased.

Hillsborough County has a broad economic base of manufacturing and non-manufacturing industries. The non-manufacturing industries include: construction, transportation, communication and utilities, trade, finance, insurance, real estate, services, mining, and government employees. Major types of manufacturing include: the stone, clay and glass industry; the fabricated metal industry; the food related products industry; the cigar industry; the printing and publishing industry; and the chemical industry. In addition, there are several other important related commercial activities. Although Hillsborough County's economy is not dependent on the tourist trade, it is an important part of the economy. Hillsborough County ranks fifth in the State for the number of automobile tourists

visiting, and fourth in the number of air tourists. The primary tourist attraction in Hillsborough County is Busch Gardens, attracting 2½ million visitors annually. Tourist trade is important to the State because of the dollar amount these visitors contribute to the sales tax, part of which helps to pay for the school system.

Civilian government employment has steadily increased in Hillsborough County during the past decade. The primary employers are the public school system, the public hospitals, the city of Tampa, and regional and branch offices of Federal and State agencies. MacDill Air Force Base also provides employment for civilians as well as for military personnel.

Other economic traits also illustrate the urban-rural contrast in the county. First, agriculturally, Hillsborough County ranks fifth in the State for the volume of citrus produced. The county also produces one-half of Florida's total strawberry crop, and over one million 40-pound crates of tomatoes per year. Second, Tampa Airport ranks 24th in the Nation in terms of airline traffic. The number of passengers and amount of air freight has risen substantially in the last decade; and at present, Port Tampa is the eighth largest port in tonnage in the Nation. In export tonnage, Tampa is the Nation's fourth largest port.

Most of the projected population increases in Hillsborough County are located in the areas that surround or are adjacent to the city of Tampa, in the western section of the county. This necessarily means that there will be a higher student population in these areas in the future, necessitating more schools.

The Hillsborough County residents (outside of Tampa) who have a very high income (\$11,795 and over) are located in two distinct sections: all of Temple Terrace and the northeastern section of Plant City (Figure V). The areas (outside of Tampa) with the highest population density are immediately to the east and west of northern Tampa, and census tract 129 in Plant City (Figure VI).

C. CITY OF TAMPA

The history of Tampa is the story of a military outpost, a frontier town, a center for the cigar industry, and presently, one of Florida's largest cities.

The 1940 population of Tampa was 108,000, in 1950, 125,000, and in 1960, 275,000.^{21/} In 1970, the population of Tampa increased slightly to 278,000, making Tampa the third largest city in Florida, following Jacksonville

^{21/} Statistical Abstract, 1974, p. 25.

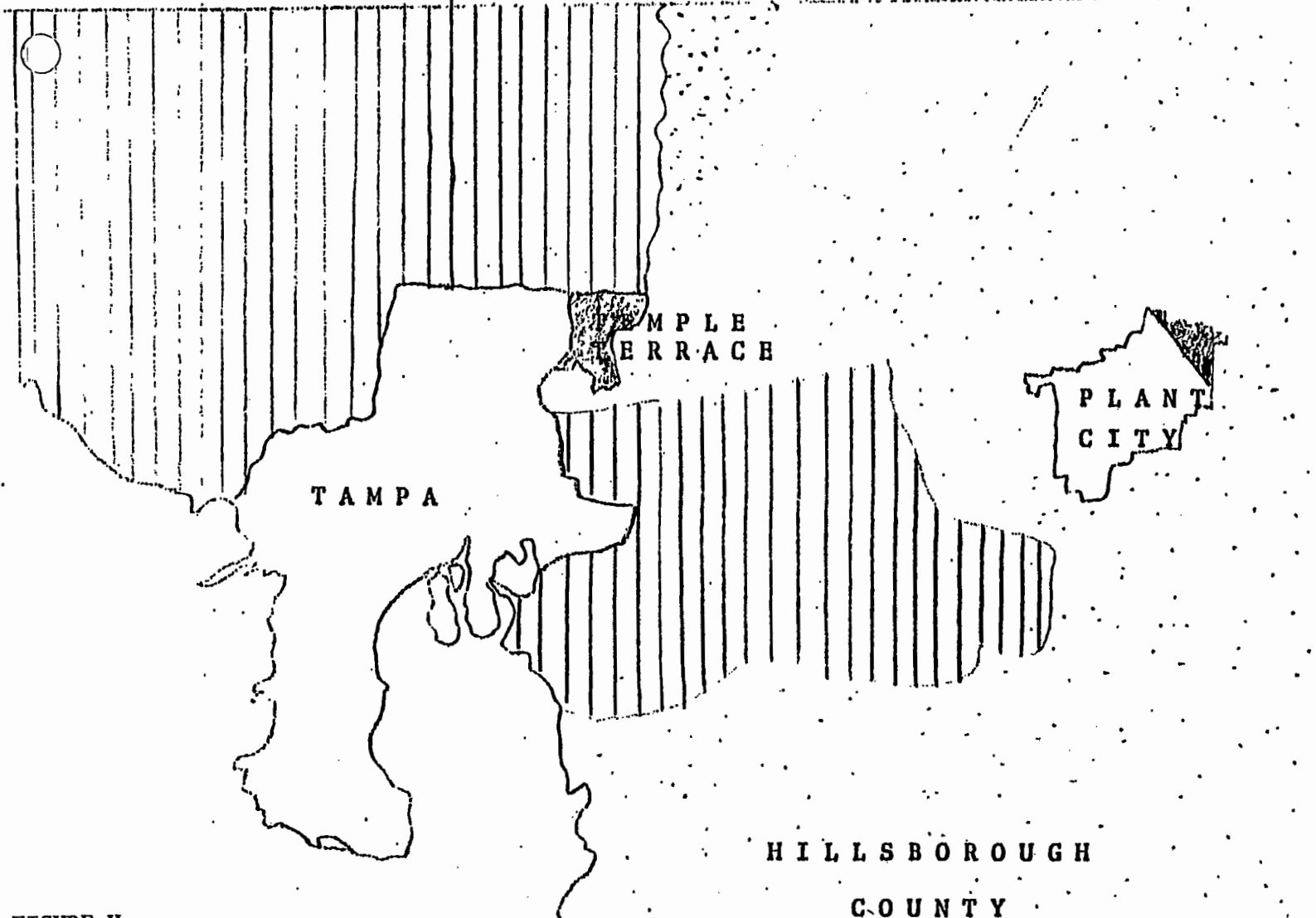





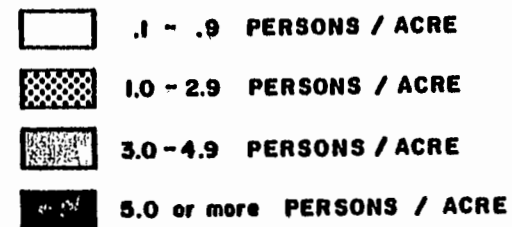
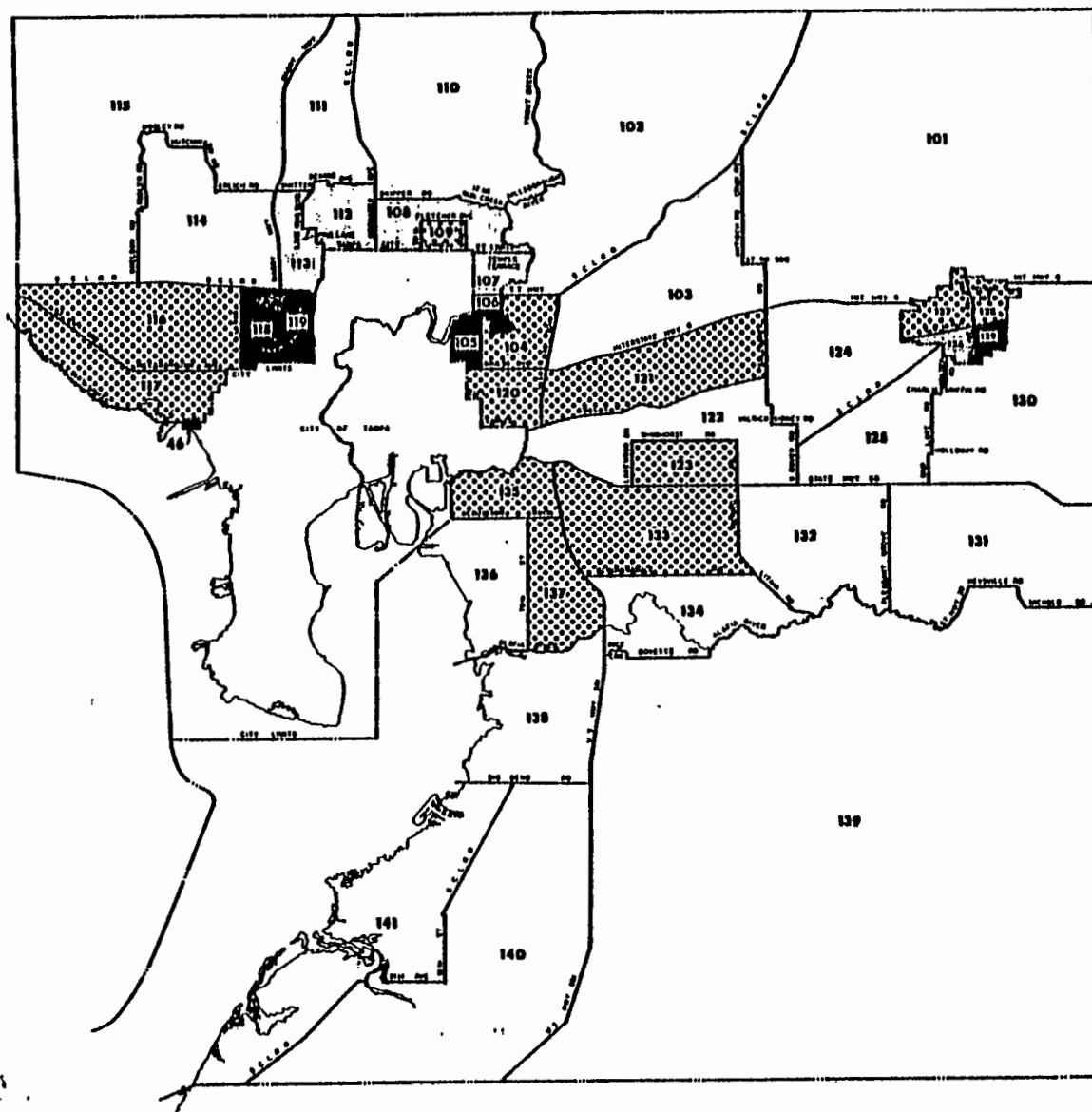
FIGURE V
Income Distribution

- 11,795 +  Very High
- 7,866-11,795  Above Median
- 7,866  Below Median

Source: Tampa: An Industrial and Economic Survey Committee of 100 Part III - 23, Greater Tampa Chamber of Commerce (1975)

FIGURE VI

**POPULATION DENSITY BY
CENSUS TRACT , JAN. 1, 1975**



Source: Hillsborough County Planning Commission

and Miami. ^{22/} In 1970, there were 55,000 blacks comprising 19.7 percent of the population, a three percent increase from 1960. ^{23/} The total land area is 84.5 square miles, with a population density of 3,287 people per square mile. ^{24/} The 1973 population of Tampa was estimated to be 289,740. ^{25/}

Figures VII and VIII illustrates the population density in the Tampa city limits as well as the income distribution. From the data that has been presented, it appears that the population growth in Tampa has virtually dissipated. However, it appears that the black percentage of the population is increasing. This may eventually affect school attendance zones, by requiring redrawing of boundaries to maintain representative ratios in all public schools.

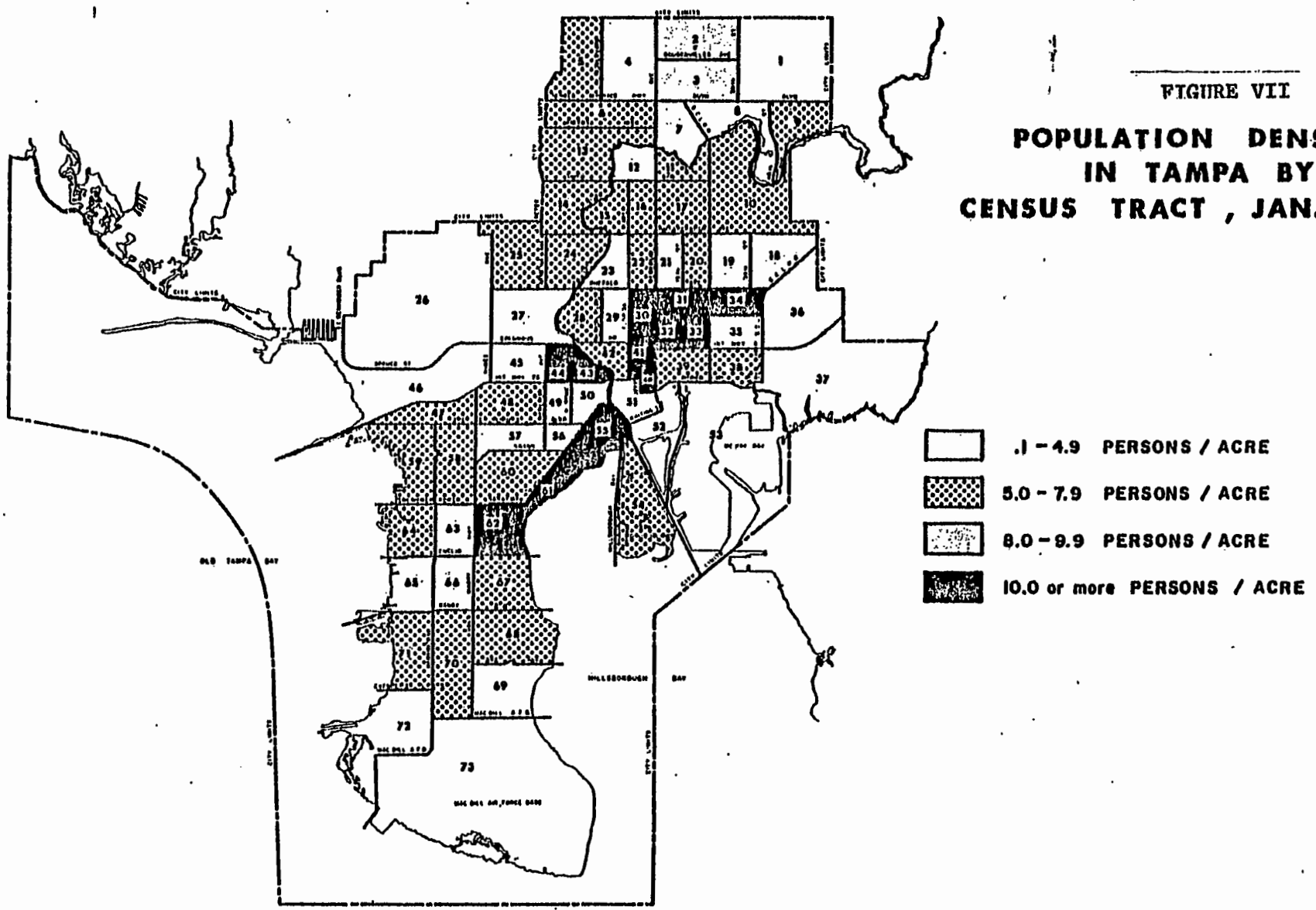
^{22/} Ibid.

^{23/} Ibid.

^{24/} Statistical Abstract, 1974, p. 25.

^{25/} Ralph B. Thompson, ed., Florida Statistical Abstract 1974 (Gainesville, Florida: University of Florida Press, 1974), p. 28.

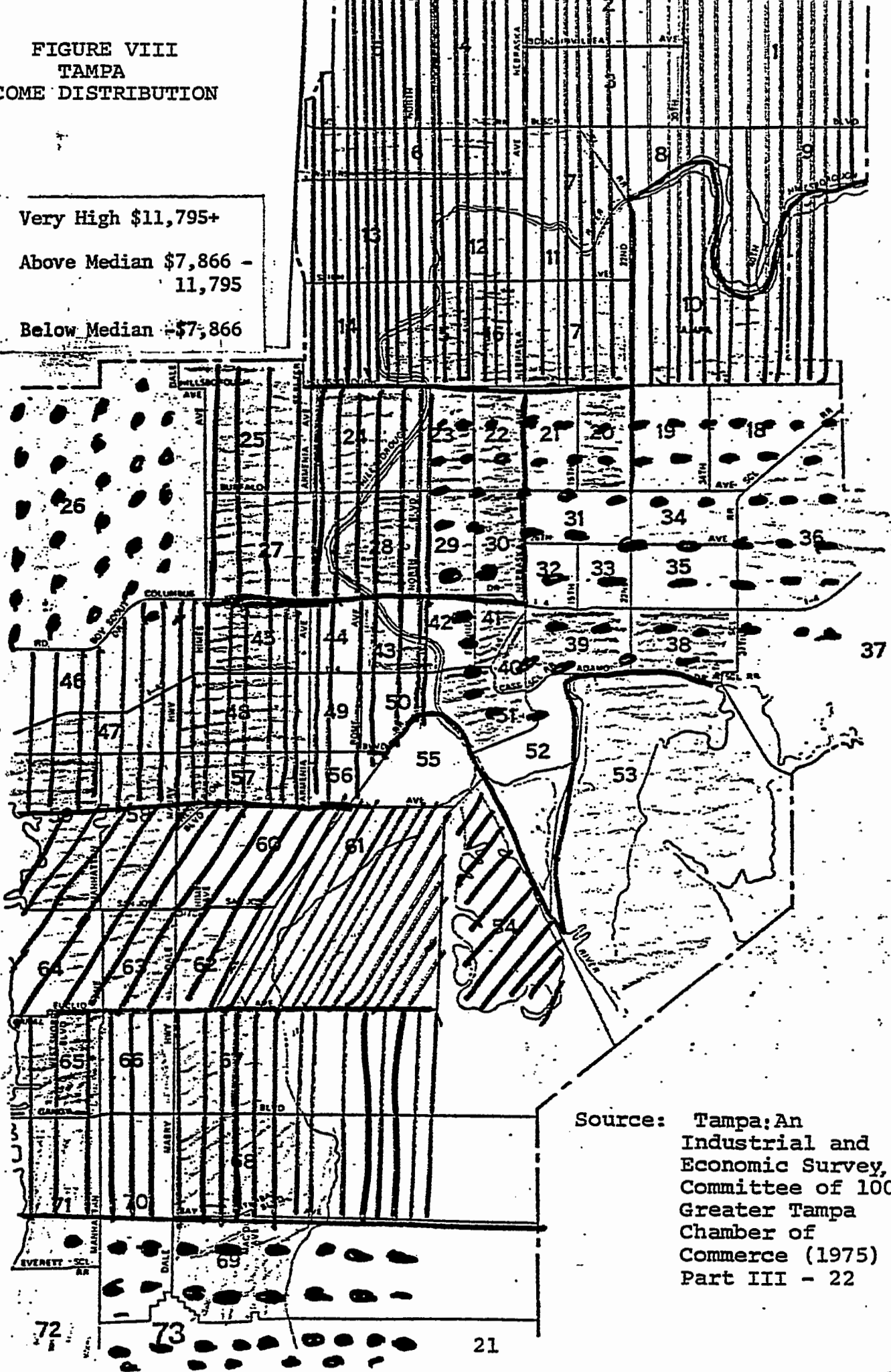
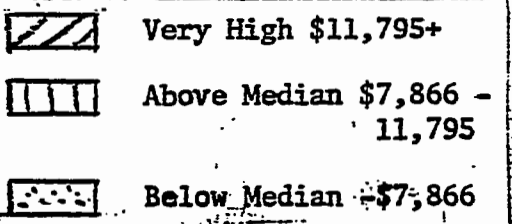
FIGURE VII
POPULATION DENSITY
IN TAMPA BY
CENSUS TRACT , JAN. 1, 1975



20

Source: Hillsborough County Planning Commission

FIGURE VIII
TAMPA
INCOME DISTRIBUTION



Source: Tampa: An Industrial and Economic Survey, Committee of 100 Greater Tampa Chamber of Commerce (1975) Part III - 22

D. ANALYSIS OF POPULATION TRENDS: 1970-75

Hillsborough County experienced heavy population growth during the years 1970-75. County population grew from more than 490,000 in 1970 to about 632,500 by 1975.^{26/} The University of Florida's Division of Population Studies attributes approximately 80 percent of this growth (estimated for the period 1970 to 1974) to migration into the county from other areas of Florida and the United States.^{27/}

Total county population growth between 1970 and 1975 is estimated to total about 132,500 persons. About 75 to 85 percent of this growth is believed to have taken place in unincorporated areas of Hillsborough County.^{28/} A total of about 130,000 persons moved into these areas, almost all-white, and most probably from out-of-county and out-of-State areas.^{29/} Growth figures for incorporated areas of the county are as follows:^{30/}

	<u>1970 (CENSUS)</u>	<u>1975 (ESTIMATE)</u>
Tampa	278,000	297,500
Temple Terrace	7,300	10,500
Plant City	15,400	17,000

^{26/} Population and Housing Estimates: April 1, 1970--January 1, 1975. Hillsborough County Planning Commission, April 1975.

^{27/} Population Studies: Bulletin No. 32. Division of Population Studies, Bureau of Economic and Business Research, College of Business Administration, University of Florida, May 1975.

^{28/} Interview with Barbara Taylor, Hillsborough County Planning Commission, March 11, 1976.

^{29/} Interview with Taylor, March 11, 1976.

^{30/} Hillsborough County Planning Commission, April 1975.

New housing starts and population shifts have reportedly been into (1) the middle income Town and Country area of Hillsborough County; (2) the middle income Brandon area; (3) the middle and upper income Temple/Terrace University of South Florida area; and (4) the Hyde Park urban renewal area. Growth in the first three of these areas has been largely white and middle and upper income due to the high land values and housing costs associated with homes in these sections of the county. ^{31/} The Hyde Park area is now undergoing changes in use and population: at one time an exclusive Tampa neighborhood, it later became a low income area with a deteriorating housing stock. Renewal and rehabilitation activities have now begun to attract middle income families to the area's decayed but large homes. Additionally, substantial development of low rise office space is planned for the Hyde Park area. Mobile home parks (and scattered individual units) have also added new residents to (1) the rural northeastern section of the county and (2) rural areas south of the Riverview section of the county and the Alafia River. Again, the majority of this growth is believed to be white and drawn from outside the county. ^{32/}

^{31/} Interview with Taylor, March 11, 1976.

^{32/} Interview with Taylor, March 11, 1976.

Black housing patterns appear largely unchanged from 1970 census findings. An obvious exception to this pattern is the steady growth of the Thonotosassa-Seffner section of the county as a home to middle and upper income black citizens. But, in addition to the Thonotosassa-Seffner area, black families are still largely concentrated in the City of Tampa and Plant City (both with heavily black public housing populations) and scattered in clusters in rural and suburban areas of the county. ^{33/}

The 1970 census figures indicated that black citizens made up just over 19 percent of the City of Tampa's population and roughly 14 percent of the county population. Estimates of 1975 population distribution by the Metropolitan Development Agency indicate that the black Tampa population appears to continue to live in traditionally black areas enumerated in the 1970 census; substantial increases (20 percent or more) in the relative concentration of black citizens in certain census tracts has moved some contiguous areas close to or past the hypothetical tipping point that marks significant changes of racial identification in residential neighborhoods. Thus, Tampa's mid-central city area is growing more concentrated in black population, and

^{33/} Interview with Taylor, March 11, 1976.

some of this population is now beginning to spill out toward west Tampa. ^{34/}

Interviews with Tampa Housing Authority officials and examination of tenant assignment records appear to indicate that public housing in the City of Tampa continues to be assigned by race despite earlier critical attention from Department of Housing and Urban Development investigators who found the same pattern over half a decade ago. ^{35/} Black housing projects are located in black neighborhoods. The single white housing project is located in a white neighborhood. The two integrated projects, according to Tampa Housing Authority Director Howard Harris, have become more black in composition during the last five to six years and are located in integrated neighborhood areas which are also growing more black in composition. The current (June 30, 1975) occupancy figures for Tampa public housing are as follows:

^{34/} Estimate of Black Population, City of Tampa: September 1975. Research Office of Information and Management Systems, Metropolitan Development Agency.

^{35/} Interview with Howard Harris, Executive Director, Tampa Housing Authority, March 12, 1976.

PROJECT SITE	TOTAL	WHITE	BLACK	SPANISH AMERICAN
3-1-R (N. Blvd. Homes)	528	2	526	0
3-2 (Ponce de Leon)	318	6	285	27
3-5	377	3	344	30
3-3 (Riverview Terrace)	325	181	127	16
3-6	82	40	42	0
3-4 (College Hill Homes)	492	2	490	0
3-7	100	0	100	0
3-11	110	0	110	0
3-8 (Robles Park Village)	426	127	178	121
3-9 (Central Park Village)	496	1	495	0
3-10-A (Bethune Hi-Rise)	399	3	395	0
3-12 (J.L. Young Apts.)	396	325	8	63
TOTAL:	4,049	690	3,100	258

$$\% \text{ White } \frac{690}{4048} = 17\%$$

$$\% \text{ Black } \frac{3100}{4048} = 76.6\%$$

$$\% \text{ Spanish } \frac{258}{4048} = 6.4\%$$

NOTE: Assignment to leased housing units at five other locations reflects the above apparently segregated patterns of occupancy.

The City of Tampa and Plant City both operate public housing programs, but Hillsborough County itself does not. A probable result is that low income persons (most often black) are concentrated in available public housing in these two incorporated areas of the county.

The effect of 1971 school desegregation on housing patterns appears to have been minimal. Local planners, realtors, and housing officials concur in this view and cite the countywide school system as having made white flight an impossibility.^{36/} Area FHA Director Wayne Sweiger agrees that school desegregation has not produced white flight. He noted that in some cases it has led to black families leaving traditionally black neighborhoods to move closer to desegregated schools to which their children are bused. Mr. Sweiger adds that HUD 235 housing units built in white areas have been quickly purchased by black families who recognized them as a bargain and who qualified economically.^{37/}

The above assessments regarding population distribution focus mainly on the movement of white families. The metropolitan Development Agency's Estimate of Black Population for the City of Tampa examines the estimated numbers of

^{36/} Interview with Taylor, March 11, 1976, and interview with Hunter Wylie, Tampa Board of Realtors, March 11, 1976.

^{37/} Interview with Wayne Sweiger, Area Federal Housing Administration Director, March 11, 1976.

black school children by census tract for 1970 and 1975. Figures presented in this context generally reflect the mixed pattern of concentration and westward growth of the black community. However, it also indicates new numbers of black school age children in census tracts where in 1970 there were no, or far fewer, black school children. ^{38/}

Either the 1970 census undercounted these children and their families or these children reflect the cutting edge of the outward movement in all directions of black residential areas from traditionally black sections of Tampa. Has school desegregation produced changes in residential patterns, perhaps by bringing some black families into regular contact with other, largely white, areas of the city? Or does this apparent shift of black families merely reflect the movement of white families into new, suburban housing located in outlying area of the county? In any event, white flight from school desegregation has not taken place in Hillsborough County. Available statistical measures and observations by planning and housing experts all indicate that traditional housing patterns in the county remain largely unchanged.

^{38/} Estimate of Black Population, City of Tampa: September 1975.

FIGURE IX

CHANGES IN POPULATION DISTRIBUTION, CITY OF TAMPA CENSUS TRACTS

based on 1970 census data and Metropolitan Development Agency Estimate of Black Population (September 1975)

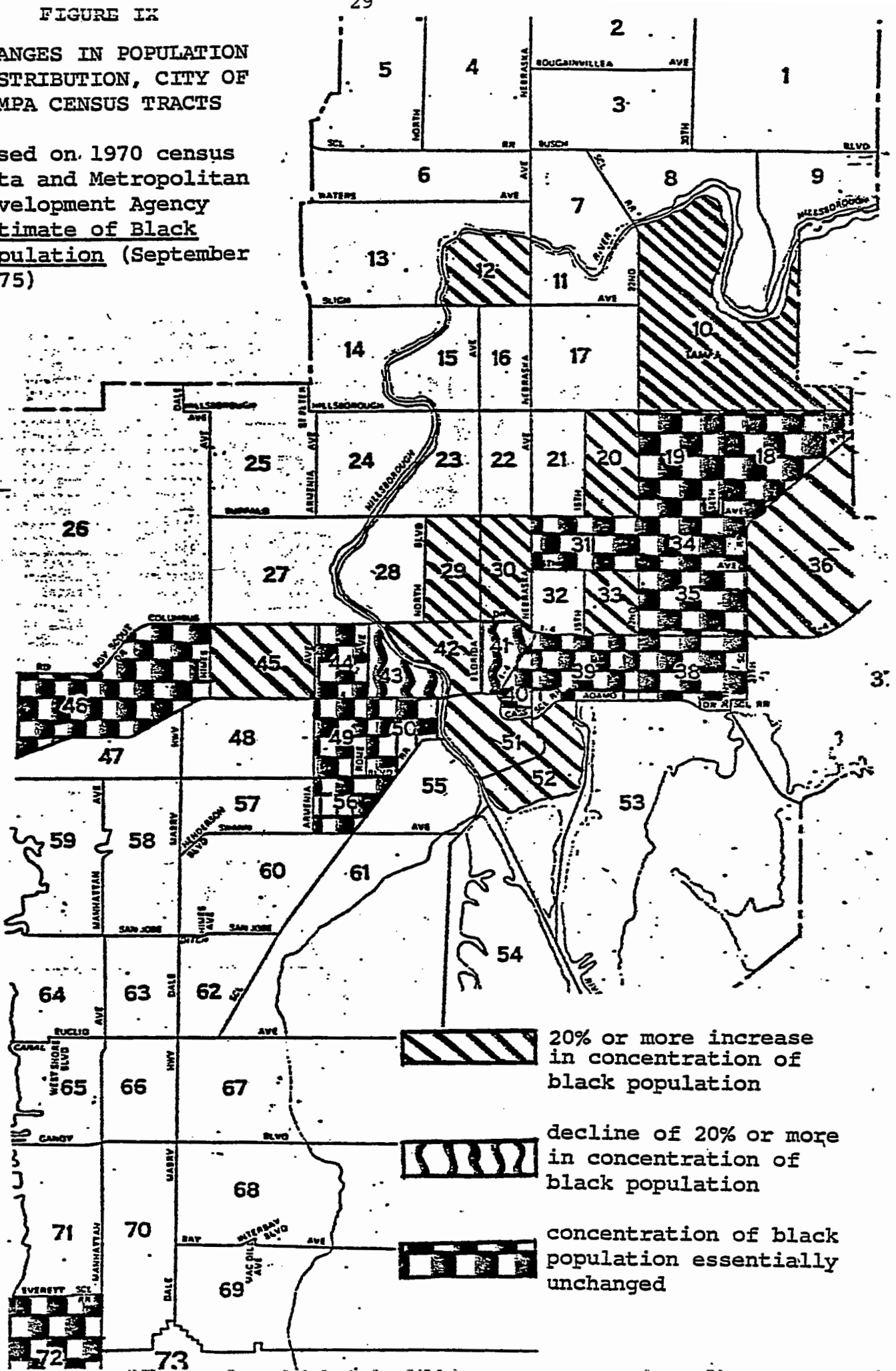


TABLE 2: COMPARISON OF CHANGE IN BLACK SCHOOL AGE CHILDREN, 1970-75

Census Tract	1970 BSAC ¹	1975 BSAC	Net Migration ²
1	0	28	27
2	2	18	15
3	0	30	30
4	3	9	6
5	0	10	10
6	75	40	-19
7	161	82	-36
8	0	30	30
9	0	7	7
10	1001	2291	1220
11	2	10	8
12	39	332	283
13	0	8	8
14	1	3	1
15	0	1	1
16	0	2	2
17	5	16	13
18	1485	1911	402
19	1337	1413	118
20	101	282	184
21	0	65	65
22	0	23	23
23	0	7	7
24	0	4	4
25	0	11	11
26	4	37	30
27	0	87	87
28	6	19	15
29	10	288	278
30	128	460	320
31	924	1059	49
32	81	143	61
33	1069	1610	500
34	1302	1590	281
35	1105	1176	90
36	403	1006	531
37	57	95	47
38	490	468	-54
39	705	719	-144
40	994	723	-245
41	294	272	-124
42	397	518	80
43	1142	959	-308
44	863	1138	321
45	119	364	246
46	875	804	77
47	13	28	19
48	45	114	60
49	368	367	25

Census Tract	1970 BSAC	1975 BSAC	Net Migration
50	424	558	184
51	36	70	65
52	9	9	4
53	6	14	11
54	4	--	0
55	43	80	32
56	108	161	39
57	36	24	-16
58	--	2	2
59	--	1	1
60	13	23	3
61	--	20	18
62	--	3	3
63	--	1	1
64	--	2	2
65	5	5	-7
66	--	7	7
67	--	6	6
68	3	24	20
69	20	11	-7
70	--	179	179
71	5	25	20
72	223	130	-55

¹ BSAC = Black School Age Children

² Net Migration of Black children is defined as children with one of the following characteristics:

- Children who have moved into the Census tract since 1970 and were therefore not included in the Census.
- Children who resided in the tract in 1970 but subsequently have departed.

SOURCE: Estimate of Black Population, City of Tampa, September, 1975, Metropolitan Development Agency

E. ECONOMIC PROSPECTS

The economic prospects for Hillsborough County and the City of Tampa are mixed. This conclusion is based on three economic indicators: building permits, bank assets and port tonnage.

The value of building permits issued in 1975 by the City of Tampa and Hillsborough County declined by 10.6 percent from 1974. The value of multi-family permits decreased by over 75 percent in Hillsborough County, and by over 50 percent in Tampa. Construction began to decline in 1974 and continued throughout 1975. This economic slide left numerous casualties -- subcontractors, suppliers, and financiers, as well as contractors. There is reason for some optimism. In the first two months of 1976, single family home permits have increased, in value and number, as compared with the first two months of 1975.^{39/}

Another economic variable, bank deposits and receipts, is shifting. Total bank assets in Hillsborough have been increasing. However, a recent report revealed that most of the growth has been in the suburban areas of Hillsborough County, with total bank assets decreasing in the City of Tampa.^{40/} Lastly, total tonnage at the Port of Tampa decreased in 1975 when compared with total figures from 1973.^{41/} It appears that Hillsborough County is suffering from the current economic recession.

^{39/} The Tampa Tribune - The Tampa Times, March 21, 1976, pp 1H-2H.

^{40/} The Tampa Tribune - The Tampa Times, March 14, 1976, p. 1H.

^{41/} The Tampa Tribune, March 15, 1976, p. 5B.

II. GOVERNMENTAL SURVEY

A. STATE GOVERNMENT

In Florida, two branches of the State government are directly involved with the public school system -- the legislative and the executive.

The State Legislature with two houses, the Senate and the House of Representatives, meets in its regular session every April and May for 60 days. The legislature is organized on a committee basis and both houses maintain a standing committee on education. These committees maintain permanent research staffs. The staffs recommend and draft legislation. In addition to law-making duties, the legislature also appropriates funds for State programs and the schools.

In addition to their statewide roles, the 40 members of the Senate and 120 members of the House also serve as members of their home county's legislative delegation.^{42/} All of the State legislators from Hillsborough County serve as the Hillsborough County Legislative Delegation. The purpose of the delegation is to process local bills and to conduct public hearings for reactions to proposals or bills. At present the members of the Hillsborough County Legislative Delegation are: State Senators David H. McClain, Guy Spicola, and Julian B. Lane; State Representatives James L. Redman, John L. Ryals, Ed Blackburn, Jr., Jim Foster, H. Lee Moffitt, Ray C. Knopke, Richard S. Hodes, George H. Sheldon, and Helen G. Davis.

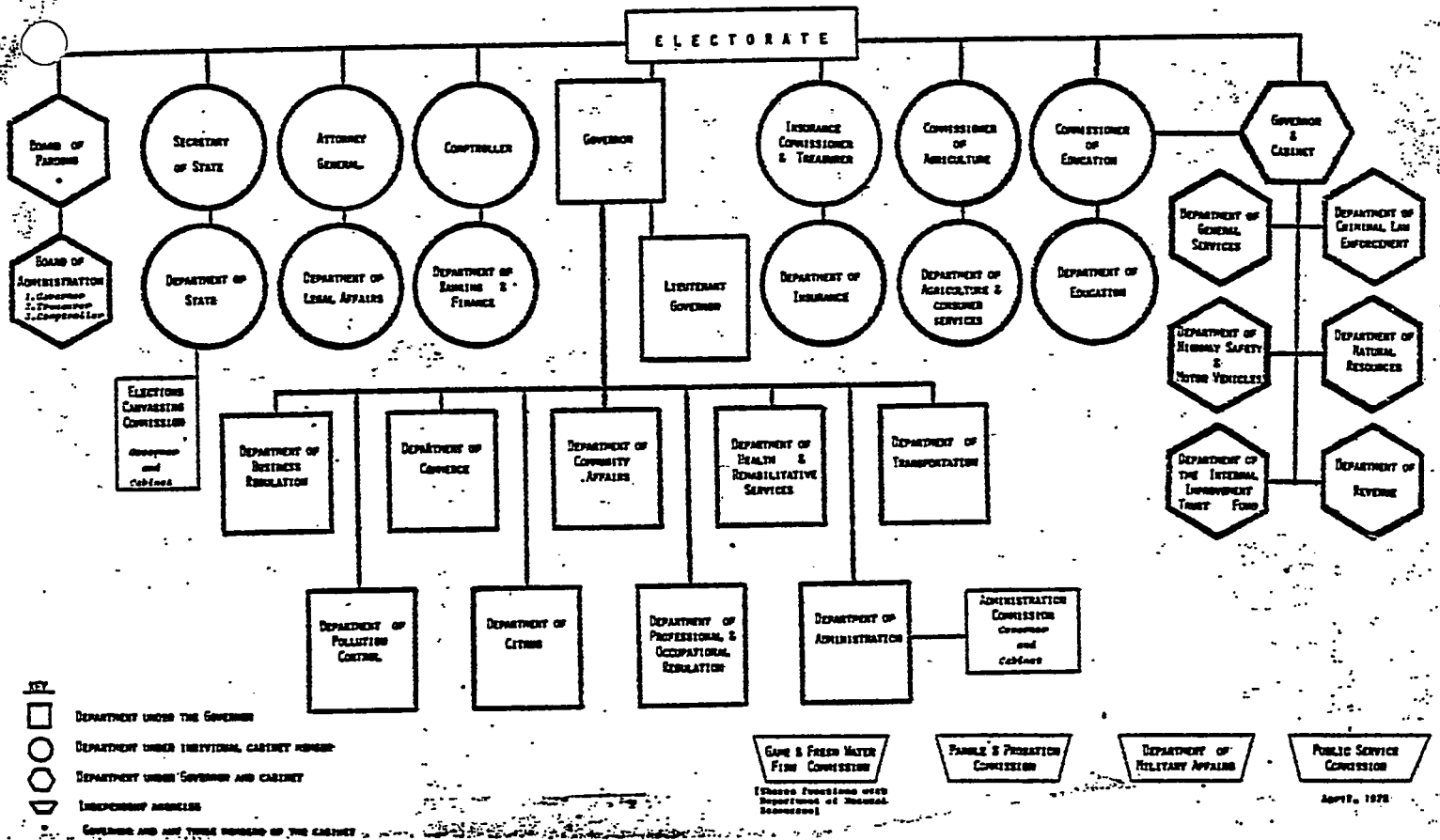
^{42/} In Florida, counties have the option to adopt "home-rule" charters. These charters or constitutions permit counties to govern themselves on most issues, thereby minimizing the power of county legislative delegations. Hillsborough County has not adopted such a charter.

Florida's executive branch is unusual in several respects which affect the State Board of Education and the State Department of Education. The Florida constitution stipulates the use of the "plural executive plan". The voters of Florida elect a governor and a lieutenant governor (jointly) for a four year term. The governor may serve only two consecutive four year terms. In addition, the voters elect six cabinet members who serve as heads of administrative departments. There is no limit to the number of terms the cabinet members may serve. The governor can call special sessions of the legislature, item veto the budget, act as commander and chief of the militia, veto acts of the legislature, appoint some officials, countersign warrants, etc. However, the governor has no constitutional control over the cabinet departments, with the exception of the Department of Education.^{43/}

Chart I (below) illustrates the plural executive plan in Florida Government.

^{43/} Allen Morris, Comp., The Florida Handbook 1975-1976, 15th ed. (Tallahassee, Florida: Peninsular Publishing Co., 1975), p. 108 (hereinafter cited Morris, Florida Handbook).

CHART I
Executive Department Organization



Source: Allen Morris, Florida Handbook, p. 106.

The governor has control of the nine departments depicted on the chart in the shape of a box. Each elected member of the cabinet serves as the head of the circular department directly beneath his office. The departments in the shape of a hexagon are subject to the control of the governor and the cabinet jointly. The Department of Education is subject to the control of the governor and the cabinet.

The governor and the cabinet constitute the State Board of Education. The governor serves as the chairman of the board and the Commissioner of Education serves as the secretary of the board.

The constitution charges the State Board of Education with issuing bonds or motor vehicle tax anticipation certificates on behalf of counties for capital outlay. ^{44/} Under the Laws of Florida 1969, Section 229.053, Florida Statute 1974, the State Board of Education has the following duties:

- (a) To adopt comprehensive educational objectives for public education;
- (b) To adopt comprehensive long-range plans and short-range programs for the development of the state system of public education;
- (c) To exercise general supervision over the divisions of the department of education to the extent necessary to insure coordination of educational plans and programs and resolve controversies;
- (d) To adopt and transmit to the governor as chief budget officer of the state on official forms furnished for such purposes, on or before November 1 of each year, estimates of expenditure requirements for the state board of education, the commissioner of education, and all of the boards, institutions, agencies, and services under the general supervision of the state board of education for the ensuing fiscal year;
- (e) To hold meetings, transact business, keep records, adopt a seal, and perform such other duties as may be necessary for the enforcement of all laws and regulations relating to the state system of public education;
- (f) To have possession of and manage all lands granted to or held by the state for educational purposes;
- (g) To administer the state school fund;
- (h) To approve plans for cooperating with the federal government and, pursuant thereto, by regulation to accept funds, create subordinate units and provide the necessary administration required by any federal program;
- (i) To approve plans for cooperating with other public agencies in the development of regulations and in the enforcement of laws for which the state board and such agencies are jointly responsible;
- (j) To approve plans for cooperating with appropriate nonpublic agencies for the improvement of conditions relating to the welfare of schools;
- (k) To authorize, approve, and require to be used such forms as are needed to promote uniformity, accuracy or completeness in executing contracts, keeping records or making reports;
- (l) To create such subordinate advisory bodies as may be required by law or as it may find necessary for the improvement of education; and
- (m) To constitute the state board for vocational education or other structures as may be required by federal law.

History.—1912, §1, 25, ch. 69-106.

The Commissioner of Education is the chief school officer in the State, and is an elected official. It is his duty to make recommendations to the State Board of Education that affect the overall development of the schools in Florida, while the State Board of Education has the overall responsibility for formulating State educational policies. As noted above, the State Board of Education is composed of the governor and the elected members of the cabinet. Thus, the person elected Commissioner of Agriculture or Attorney General is also delegated the ex-officio responsibility for formulating State educational policies.

B. COUNTY GOVERNMENT

Counties are the administrative arms of the State. In Florida, the 67 counties have the option to adopt home rule charters.^{45/} At present, Hillsborough County has not adopted a home rule charter.

The legislative and governing body of Hillsborough County is the Board of County Commissioners. The commission is composed of five members elected at large but required to be residents of electoral districts. The board has legislative as well as administrative power to direct the operation of various departments that are not headed by independently elected administrative officials. Hillsborough County has adopted a commissioner/administrator form of government.

^{45/} See note 42, above.

The Board of County Commissioners delegates the implementation of policy to the appointed administrator. The county commission provides for a variety of services characteristic of a local multi-purpose government. These services include roads, animal control, building and zoning, health, hospitals, social service programs, and a host of others, but not directly including schools.

The five member Hillsborough County Board also serves as the Hospital and Welfare Board, Environmental Protection Commission, and Community Action Agency. Individual board members serve on various other boards, authorities, and commissions such as Tampa Bay Area Rapid Transit Authority, Tampa Bay Regional Planning Council, West Coast Water Supply Authority, Committee of 100 of the Greater Tampa Chamber of Commerce, Expressway Authority, Aviation Authority, Sports Authority, Council on Criminal Justice, West Coast Inland Navigation District, Tampa Area Mental Health Board, Tampa Arts Council, United Fund Board, WEDU Educational Television Board, and Drug Abuse Comprehensive Coordinating Office. 46/

The Hospital and Welfare Board is noteworthy because there is cooperation between the Hillsborough County Schools and the health department regarding such health related items as vaccinations, minimum health care, etc.

In Hillsborough County there are seven independently elected officials who have specific countywide powers and head administrative agencies. These include: the clerk of the circuit court; the supervisor of elections; the tax collector; the tax assessor (property appraiser); the sheriff; the public defender; and the State attorney.

46/ Board of County Commissioners, Hillsborough County, Florida, Hillsborough County Directory of Services, 1975-76, p.2.

Three of these offices are extremely important to the Hillsborough County School System. The supervisor of elections is responsible for all elections in the county, including the school board. The property appraiser and the tax collector are important to the school system in terms of raising the necessary ad valorem taxes necessary to run and maintain the schools.

One other county department deserves mention, the Hillsborough County Planning Commission. The commission is composed of representatives of the three incorporated places in Hillsborough County: Tampa, Temple Terrace and Plant City, as well as representatives from Hillsborough County. School site and construction plans are submitted and approved by the Commission. Having a unified planning system eliminates some of the disputes that commonly occur between cities and counties.

C. SCHOOL BOARD

Each of Florida's 67 counties has a school district. The boundaries of school districts in Florida are coterminous with county boundaries. The School Board of Hillsborough County is the policy maker for all of the students and public schools in Hillsborough County.^{47/} The seven board members

^{47/} Since the institution of Mannings, the boards of public instruction have been renamed school boards. Art. 9 §4(a), Fla. Const. 1968; Chapter 69-300, Laws of Florida 1969; Section 230.21, Florida Statutes 1970. County superintendents of public instruction have been renamed superintendents of schools. Art. 9 § 5, Fla. Const. 1968; Chapter 69-300, Laws of Florida 1969; Section 230.321, Florida Statutes 1970.

are elected to four-year terms by the county as a whole. The county is divided into five districts; one member must reside in each district and two members are elected at-large.

State law requires the superintendent to make recom-
mendations prior to board action.^{48/} The board members may vote as they wish, however, agreeing or disagreeing with the superintendent's recommendations. The school board is not an administrative or executive body, but according to the law is specifically empowered to determine policies necessary for the effective operation and general improvement of the county school system and to provide for proper execution. Each board is a corporate body, which can make contracts, sue and be sued. The following list includes some of the most important responsibilities, duties, and powers of the county school boards:

1. Determine and adopt such rules, regulations, policies, and minimum standards as are necessary for the efficient operation and general improvement of the county school system.
2. Establish schools and attendance areas, assign pupils to schools, eliminate school centers and consolidate schools, and cooperate with boards of public instruction of adjoining counties.
3. Determine organization of school centers (grades to be taught) and establish standards and regulations for standardizing the schools of a county.

^{48/} Laws of Florida, 1973; Section 230.22, Florida Statutes 1974.

4. Fix a uniform date for the opening and closing of school and approve and designate school holidays.
5. Provide for vocational rehabilitation services, evening schools, and instruction in the operation of motor vehicles.
6. Provide for the appointment, compensation, promotion, suspension and dismissal of school employees according to law.
7. Provide for the accounting and control of pupils at school, the enforcement of attendance laws, and attention to health, safety, and welfare to pupils.
8. Provide adequate instructional aids, including control of textbooks and establishment and maintenance of libraries.
9. Authorize transportation routes, arranged efficiently and economically, and provide necessary transportation facilities.
10. Provide a long-range building program; select and purchase school sites and provide for additions, alterations, maintenance of buildings, utilities, and insurance.
11. Provide for the proper handling of fiscal affairs of the county school system, including budgets, contracts, records, and reports.
12. Require that all records are kept accurately and that all reports are submitted promptly and in proper form. 49/

In addition to these twelve duties, the school board has tax levying authority. In 1974 the school board levied an 8.00 mill operating tax and a .75 mill debt service levy countywide. Also, the school board must act on expulsions from the school system. The relationship between the school board and the school administrative structure will be discussed in Chapter III.

D. CITY GOVERNMENT

Hillsborough County, unlike many other counties of its size and smaller, contains only three municipal corporations: Tampa, Temple Terrace and Plant City. Some other counties, Dade, Broward, and Pinellas for instance, have between 20 and 30 incorporated places.

The City of Tampa has two operating programs that are related to the Hillsborough County School System. One, the federally funded School Resource Officer Program, provides for an on duty Tampa police officer to be stationed at each of several selected junior high schools in the city. The officer's primary responsibility is to familiarize himself with the students on a one to one basis with the goal of improving student-police relations and preventing crime. The Metropolitan Development Authority of Tampa, provides educational pre-school day care centers for students whose parents are on welfare. This program is run in conjunction with the Hillsborough County Schools, utilizing school facilities for day-care centers.

Table III (below) illustrates the 1974 tax levies in Hillsborough County.

TABLE III
1974 Tax Levies

1974 MILLAGE LEVIES	
The millage, or rate of taxation per \$1,000 taxable valuation, levied in 1974 for the use of the county, school board, municipalities and other taxing authorities:	
Countywide Levies	
County Government	
Operating	
Board of County Commissioners	
General Revenue	3.04323
Fine & Forfeiture	3.18131
Road & Bridge .....	.36186
Mosquito Control .....	.11672
Total	<u>6.70312</u>
Hospital & Welfare Bd. ..	2.46483
HWB Capital Imp. Fund ..	.50
Health Department .....	.1905
Port Authority .....	.14155
Total Operating	<u>10.00000</u>
Debt Service	
1970 Voting Mach. Cert. ....	.05987
Independent Special Districts	
SW Florida Water Mgmt. ....	.25
W. Coast Inland Navigation ..	.02
School Board	
Operating	8.00
Debt Service .....	.75
Total Countywide Levy	<u>19.07987</u>
Non-Countywide Levies	
County Govt. Sp. Districts	
Free Library Service .....	.52698
Fire Control Service .....	.33168
SWFWMD Watershed Basins	
A-Alafia River .....	.76
H-Hillsborough River Basin ..	.82
N-NW Hillsborough Basin ..	.86
Municipalities	
TA thru TF - Tampa	9.50
PC - Plant City	10.00
TT - Temple Terrace	8.20

TAX DISTRICTS	MILLAGE
City of Tampa	
TEA	29.33987
TAH, TBH, TCH, TDH, TEH & TFH	29.39987
TEN & TFN	29.43987
City of Plant City	
PCA	29.83987
PCH	29.89987
City of Temple Terrace	
TTH	28.09987
Outside Municipalities	
A	20.69853
H	20.75853
N	20.79853
XA	20.36685
XH	20.42685

Property in each tax district is taxed at the rate shown above for every \$1,000 of taxable valuation.

The millage is set by the County Commissioners, the County School Board, the governing bodies of the municipalities and the other special taxing district authorities within the county. It is determined on the basis of advance estimates of revenue needs and total taxable valuations within the taxing authority's jurisdiction.

The non-countywide Free Library Service levy is assessed on property outside any municipality; the Fire Control Service levy is assessed on property both outside any municipality and outside the Brandon Special Fire Protection District. Property in the Brandon Fire District — designated by X in the millage code — is exempt from the County Fire Control service levy.

III. THE SCHOOL SYSTEM

A. HISTORY

The early history of the Hillsborough County Schools is vague. The minutes of the earliest school board meetings date back to 1871. However, schools already existing are discussed in the first recorded minutes.

In the 1850's the county commission acted as the school board. Hillsborough County at that time included all of what is now Hillsborough County, Polk County and Pinellas County. In 1869 the State school system was created. The Hillsborough County Board of Public Instruction was created in the 1870's. This board was distinct from the county commission. The area of Hillsborough County was reduced by nearly one-half when Polk County was organized from its southeastern part in 1861. The county was further reduced when Pinellas County was created from it in 1911.^{50/}

B. DEMOGRAPHIC PROFILE

The following table denotes pupil and teacher population of the Hillsborough County Schools from 1955-1975.

^{50/} Hillsborough County Schools, When History was in the Making: the Neighborhood Origins of Public Schools in Hillsborough County, 1871-1900 (1975), p. iv.

TABLE IV

HILLSBOROUGH COUNTY SCHOOLS
Grades K through 12

<u>School Year</u>	<u>Average Daily Membership</u>	<u>Full Time Instructors</u>
1955-56	55,737	2,214
1960-61	78,992	3,150
1965-66	93,062	3,735
1966-67	96,853	3,940
1967-68	96,830	4,191
1968-69	99,830	4,493
1970-71	103,891	4,777
1971-72	102,835	4,878
1972-73	105,299	5,113
1973-74	111,409	5,808
Projected 1975	113,431	

SOURCE: Tampa: An Economic and Industrial Survey
Committee of 100, Greater Tampa Chamber of
Commerce, p. I-8.

At present, the Hillsborough County public schools with nearly 115,000 pupils is one of the largest school systems in the nation. It is usually ranked as the 22nd largest school system in the U.S. and the third largest in Florida. The Hillsborough County School system now operates 129 schools: 91 elementary schools; 26 junior high schools; 11 senior high schools; and one school, Lavoy, for the trainable mentally handicapped (TMH).^{51/}

School system data for the 1973-74 school year indicate:

^{51/} Ibid., p. iv.

School Population: K-12, and adult full time equivalent, 114,320.63; enrollment, 126,189; average daily attendance--102,627. 52/

Pupils Suspended: American Indian 4; Black 3,260; Asian American 3; Spanish Surnamed 475; all other 3,467. Total 7,209. 53/

Pupils Expelled: American Indian 0; Black 9; Asian American 0; Spanish Surnamed 0; all other 1. Total 10. 54/

Instructional Salary Ranges: Rank I (Doctorate) 9,451 - 13,851; Rank IA (Specialist) 9,026 - 13,426; Rank II (Masters) 8,600 - 13,001; Rank III (Bachelors) 7,752 - 12,150. 55/

Full-Time Male Staff: White 2,125; Black 391; Spanish American 374; other 6, total male 2,896. 56/

Full-Time Female Staff: White 5,588; Black 1,475; Spanish American 549; other 14. Total 7,626. 57/

Total Staff: 10,522. 58/

Instructional Positions - 1972-73: Supervisors 144; Principals 149; Teachers: K - 6; 1-6 = 2,538; 7-12 = 2,264; Librarians: 1-6 = 91; 7-12 = 52; Guidance: 1-6 = 15; 7-12 = 93; Psychological and other 118; other instructional personnel 24. 59/

52/ Del Marth and Martha Marth, ed., Florida Alamac 1976 Edition (St. Petersburg, Fla.: Westcoast Productions, 1975), p. 390.

53/ Ibid., p. 393.

54/ Ibid., p. 394.

55/ Ibid., p. 384.

56/ Ibid., p. 386.

57/ Ibid.

58/ Ibid.

59/ Ibid., p. 388.

Pupil Mobility - 1972-73: Withdraws 24,751; first time entries 107,714; out of State transfers 6,412; in State transfers 3,001. 60/

The pupil population count in Table V, below, was completed by the Hillsborough County school administration in February 1976.

TABLE V

ELEMENTARY AND SECONDARY PUPIL SURVEY--
Fall 1975 Survey--October 31, 1975

	<u>White Non- Hispanic</u>	<u>Black Non- Hispanic</u>	<u>Hispanic</u>	<u>Asian & Pacific Islander</u>	<u>Indian & Alaska Native</u>	<u>Total Students</u>
Elementary	44,424	11,227	3,350	309	58	59,368
Jr. High	22,640	5,580	1,196	79	61	29,556
Sr. High	19,826	4,421	1,087	61	51	25,446
Thomas, Dorothy	70	35	4	0	0	109
LaVoy	154	94	17	0	1	266
<u>Exceptional Child</u>	<u>85</u>	<u>19</u>	<u>8</u>	<u>0</u>	<u>0</u>	<u>112</u>
Total	87,199	21,376	5,662	449	171	114,857

SOURCE: HILLSBOROUGH COUNTY SCHOOLS

The school system has also provided the following facts:

1. In addition to the K-12 student population, almost 30,000 adults attend day or evening sessions for credit and/or non-credit courses.

60/ Ralph B. Thompson, ed., Florida Statistical Abstract
1974 (Gainesville, Fla.), p. 92.

2. There are 368 buses on regular runs transporting 60,365 pupils an estimated 41,844 miles per day.

3. All eleven senior high schools are accredited by the Southern Association of Colleges and Secondary Schools; all other schools in the system meet the requirements of the Florida State Department of Education.

4. Non-profit and commercial groups may arrange to use schools through individual principals.^{61/}

5. Hillsborough County schools are completely desegregated, facilities as well as student populations. Each school has a racial composition as close as it has been possible to arrange to the court-directed ratio of about 80% white, 20% black.^{62/}

C. ADMINISTRATIVE STRUCTURE

In the previous chapter, the State educational system was discussed. Basically, the Florida House and Senate are charged with the passage of legislation. The education standing committees are primarily concerned with legislation that ultimately affects the schools of Florida. The Governor and the Cabinet serve as the State Board of Education. The Commissioner of Education is the State's chief school officer.

^{61/} Hillsborough County Schools, Facts About Hillsborough County Schools, (1976).

^{62/} Hillsborough County Schools, Attendance Info., 1974-75.

Each county of Florida has a school board. The Hillsborough County School Board has the responsibility for the organization and control of the public schools in the district. In addition, the School Board of Hillsborough County exercises legislative authority over the schools in accordance with the laws of Florida. The duties of the school board members have been enumerated in the preceding chapter.

In essence, the proper functioning of the school system is the responsibility of the appointed superintendent of schools. Individual schools are the domain of each principal. The superintendent, as the chief executive officer of the school board, is charged with administrative oversight of the school system and responsibility for the efficient operation of the system and its departments. The Florida Statutes list 23 specific areas of duties and responsibility that the superintendent must perform:

1. Assist in Organization of Board.
2. Regular and special meetings of the board.
3. Records for the board.
4. School property
5. School program; prepare longtime and annual plans
6. Establishment, organization, and operation of schools, classes, and services.
7. Personnel
8. Child Welfare
9. Courses of study and other instructional aids
10. Transportation of pupils
11. School plant
12. Finance
13. Records and reports
14. Cooperation with other agencies
15. Enforcement of laws and regulations

16. Cooperate with school board
17. Visitation of schools
18. Conferences, institutes, and study courses
19. Professional and general improvement
20. Recommend revoking certificates
21. Make records available to successor
22. Recommend procedures for informing general public
23. Other duties and responsibilities. 63/

Chart II illustrates the present positions in the Hillsborough County School system created to assist the superintendent.

The Hillsborough County School administrative structure (as depicted on Chart II) represents a major change from a decade ago when the school board was reorganized by local legislation. Prior to 1967 the school board consisted of five elected members and an elected superintendent of schools. Additionally, prior to reorganization, area directors were called area coordinators; four such positions existed as opposed to three such positions now. Further, there were four assistant superintendents as opposed to five assistant superintendents at present. Ten years ago the Hillsborough County School Board was referred to as the Board of Public Instruction. Board members were: Marvin Green, Chairman; Al Chiaromonte; Ben H. Hill, Jr.; Henry Moody; Everett Prevatt. The elected superintendent was J. Crockett Farnell, who also served as the secretary of the board and later resigned. 64/

63/ Laws of Florida 1973, Section 230.33; Florida Statutes 1974.

64/ Board of County Commissioners, A Guidebook to the Government of Hillsborough County, Florida, 1966, p. 13.

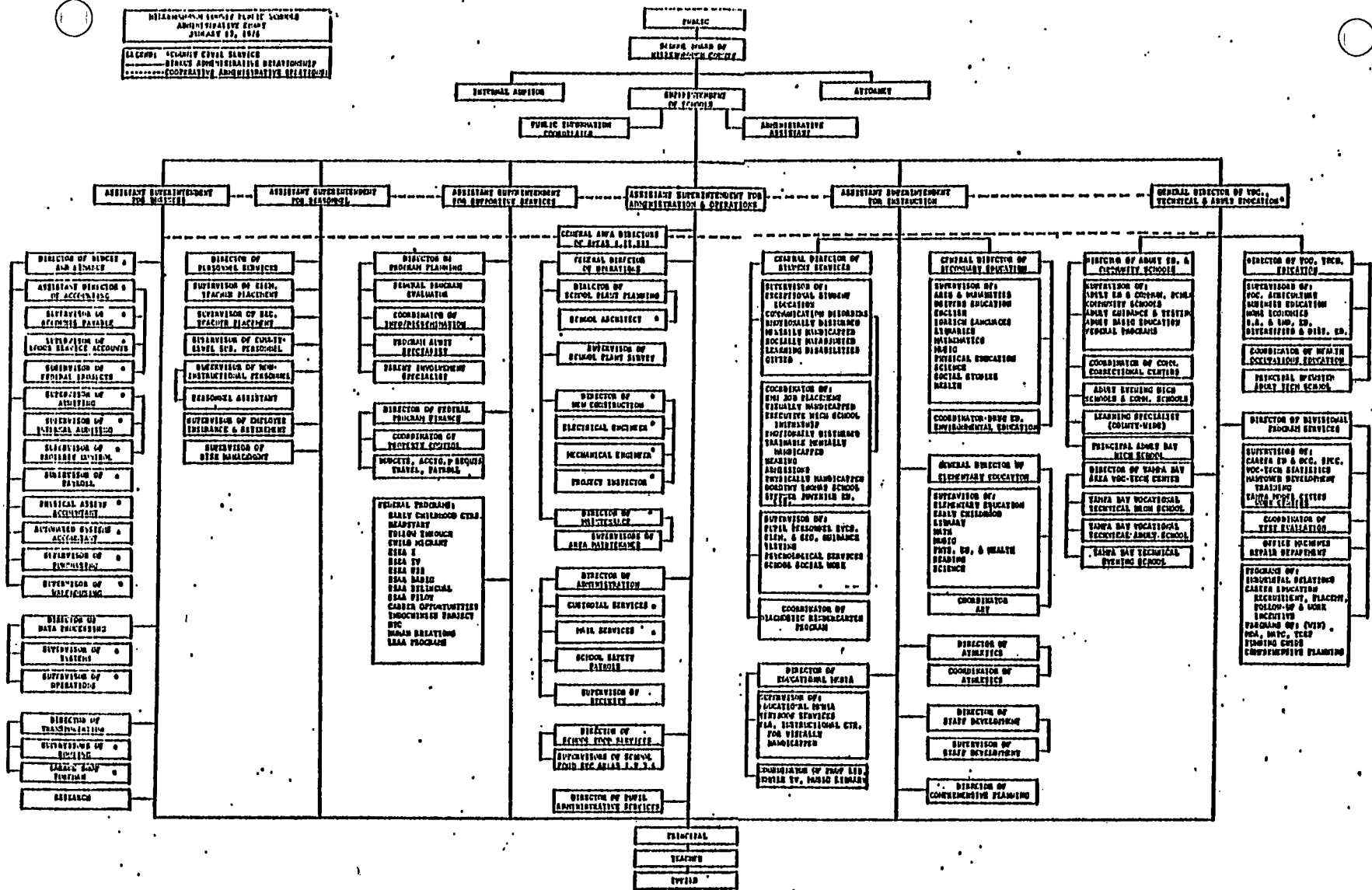


CHART I
 Hillsborough County Schools Administrative
 Structure 1976

SOURCE: Hillsborough County Schools.

TABLE VI

SELECTED HILLSBOROUGH COUNTY
SCHOOL OFFICIALS
1975 - 1976

ADMINISTRATION

Raymond O. Shelton, Superintendent
Hugo Schmidt, Chairman, County Board
Cecile W. Essrig, Member, County Board
Patricia (Pat) Frank, Vice-Chairman, County Board
Ben H. Hill, Jr., Member, County Board
Don C. Kilgore, Member, County Board
Roland H. Lewis, Member, County Board
Marion S. Rodgers, Member, County Board
W. Crosby Few, Attorney, County Board
Mrs. Sadie Lobo, Administrative Secretary to Supt.
Paul E. Dinnis, Public Information Officer
Walter L. Sickles, Administrative Assistant to Supt.

DIVISION OF ADMINISTRATION

Paul R. Wharton, Assistant Superintendent for Administration
Mrs. Barbara Bethel, Supervisor of Human Relations
Harold Clark, General Director, Area II
Lester E. Cofran, General Director, Area III
John W. Heuer, Director of Pupil Administrative Services
Dwight Nifong, General Director, Area IV
James D. Randall, General Director, Area I
Charles Vacher, Supervisor of School Plan Survey
Larry Wagers, Supervisor of Administration
Barbara K. Warch, Supervisor of School Food Service Area I

DIVISION OF BUSINESS

Wayne Hull, Assistant Superintendent Business Division
Ozzie C. Beynon, Supervisor of Security
Lawrence W. Richter, Jr., Supervisor of Federal Program
Accounting
Robert N. Pettigrew, Director of School Plant Planning
Louis P. Russo, Director of Finance

DIVISION OF INSTRUCTION

Frank M. Farmer, Assistant Superintendent for Instruction
Mrs. Margaret Amo, Supervisor, Mentally Handicapped
Dr. Mary Bullerman, Supervisor, Staff Development
Lyle Flagg, General Director, Secondary Education
John Friend, Supervisor, Exceptional Child Education

DIVISION OF INSTRUCTION (Cont.)

John R. Lamb, Director, Exceptional Child Education
 John Lizer, Director, Staff Development
 Providence Maniscalco, Supervisor, Early Childhood
 Education Centers
 Benny Martinez, Manager, Instructional Materials
 Depository-Textbooks
 Mr. Yvonne McKitrick, Supervisor, ESEA I Reading
 Mrs. Kay Morse, Supervisor, Communication Disorders
 Mrs. Claudia Silas, Supervisor, Headstart
 Donald R. Taylor, Director, Comprehensive Educational
 Planning
 Wayne Williamson, Director, Athletics
 Lawrence H. Worden, General Director, Elementary Education

DIVISION OF SUPPORTIVE SERVICES

E. Lutrell Bing, Assistant Superintendent for Supportive
 Services
 Joseph C. Yglesias, Director of Federal Program Finance

DIVISION OF PERSONNEL

Rodney C. Colson, Assistant Superintendent for Personnel
 S. Edward Dobbins, Director of Personnel Services
 Robert G. Gardner, Supervisor of County Level Personnel
 and Substitute Teacher Placement
 Mrs. Elizabeth Miles, Supervisor of Elementary Teacher
 Placement
 Donald R. Yoho, Director of Program Development
 Edward Boddy, Supervisor for Evaluation

DIVISION OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

D. G. Erwin, Director, Vocational, Technical and Adult
 Education
 Mrs. Eloise J. Cabrera, Supervisor, Community Schools
 Dr. Domenic P. Cammaratta, Director, Adult General
 Education
 Boyd Wilborn, Director, Tampa Bay Area Vocational-
 Technical Center

SOURCE: State of Florida, Dep't of Education,
Florida Education Directory 1975-1976,
 pp. 149-180.

D. FINANCES

Between 1947 and the 1972-1973 school year, Florida schools were financed by the Minimum Foundation Program (MFP). Through this program, the State helped support school systems by providing minimum funds for salaries, materials, facilities and transportation. In 1973 and 1974 this system was abolished in favor of the Florida Educational Finance Program (FEFP).^{65/}

Gradually through the years, more and more State assistance has been provided to school districts. At present educational financing is a three-way partnership between the school districts, the State, and the Federal Government.

At the district level, the sole source of funding is the ad valorem tax. At the State level the major sources of money are the sales tax, a portion of the gasoline tax, driver license fees, a levy on parimutuel wagering, and the motor vehicle license tax.^{66/} During the 1947-48 school year, school districts received 45 percent of their revenue from local sources, 52.3 percent from the State and 2.7 percent from the Federal Government, by 1972-73 the distribution had changed to 35.3 percent from local sources, 55.3 percent from the State, and 9.4 percent from the Federal Government.^{67/}

^{65/} Allen Morris, comp. The Florida Handbook 1975-1976 15th edition (Tallahassee, Florida: Peninsular Publishing Co., 1976), p. 307.

^{66/} Ibid., p. 307.

^{67/} Ibid., p. 307.

The Florida Education Finance Program (FEFP) formula to determine the allocation to a school district is complicated and exacting. Basically, the program revolves around Full-time Equivalent Students (FTE's). Essentially one FTE represents one student in membership in a school for a minimum of five hours a day (grades K-3, four hours a day). The FTE's are multiplied by their program cost factors. The program cost factors are provided in Table VII - Program Cost Factors.

TABLE VII
PROGRAM COST FACTORS

Basic Programs --

Kindergarten and Grades 1, 2 and 3	1.20
Grades 4 through 10.....	1.00
Grades 11 and 12.....	1.10

Special Programs for exceptional students:

Educable mentally retarded.....	2.30
Trainable mentally retarded.....	3.00
Physically handicapped.....	3.50
Phys. & Occupational therapy I	6.00
Speech theraph I.....	10.00
Deaf.....	4.00
Visually handicapped I.....	10.00
Visually Handicapped.....	3.50
Emotionally disturbed I.....	7.50
Emotionally disturbed.....	3.70
Socially maladjusted.....	2.30
Specific Learning disability I.....	7.50
Specific Learning disability.....	2.30
Gifted I.....	3.00
Hospital and homebound I.....	15.00

Special Vocational-Technical Programs:

Vocational education I.....	4.26
Vocational education II.....	2.64
Vocational education III.....	2.18
Vocational education IV.....	1.69
Vocational education V.....	1.40
Vocational education VI.....	1.17

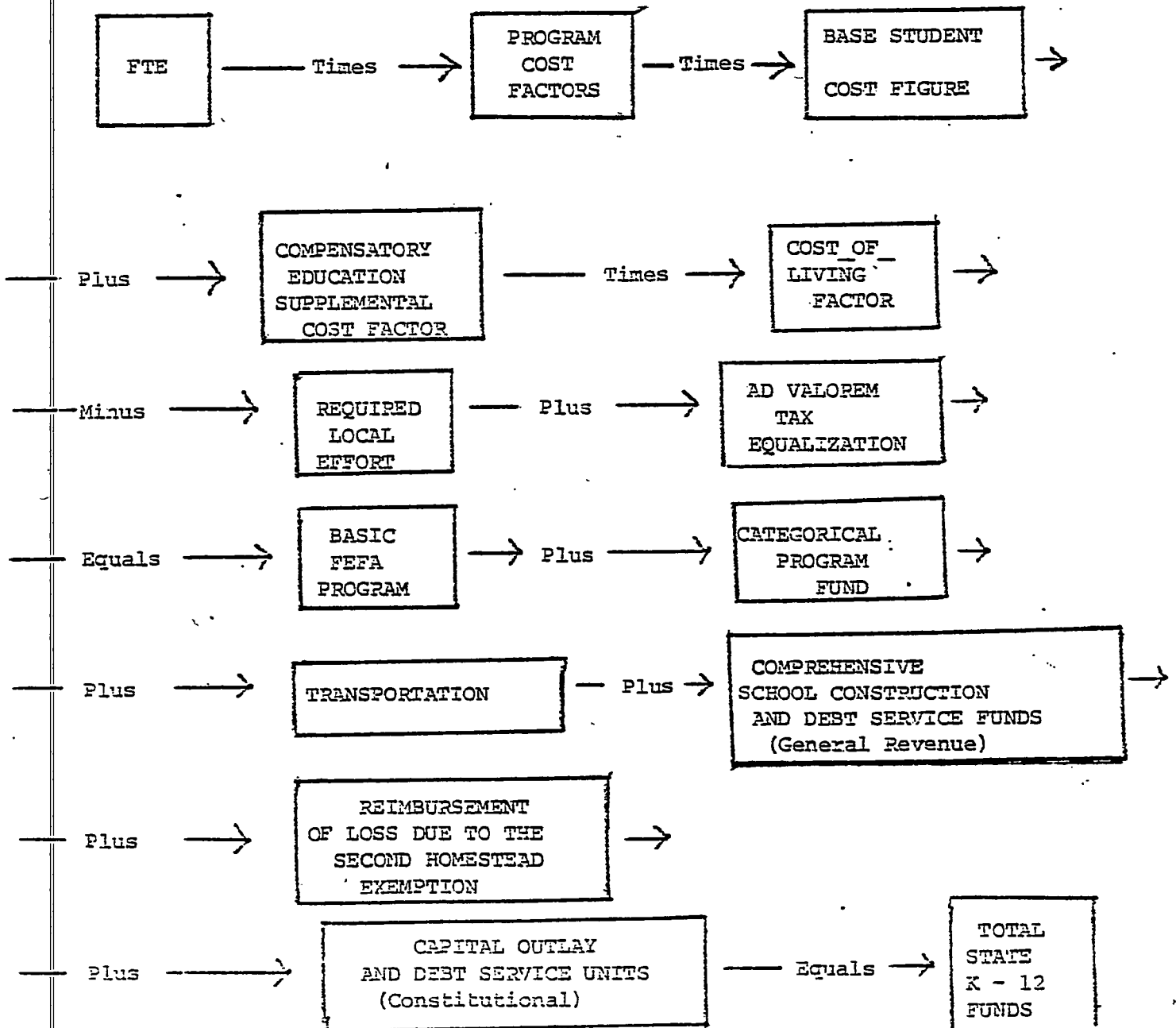
Special Adult General Education Programs:

Adult basic education and adult high school.....	1.60
Community Service.....	1.30

Source: Hillsborough County Schools

The entire formula is presented here. Although the formula is complicated, educators agree that it is a more equitable method for distributing revenue than the Minimum Foundation Program (MFP), which it replaced.

CHART III
FUNDING FORMULA FLOW CHART OF STATE FEFA FUNDS



SOURCE: Hillsborough County Schools

In 1974-75 the base student cost was \$745 per student. The compensatory educational supplemental cost factor was .05 of the student cost. The cost of living factor rates each county on a cost differential basis between a low of .883 to a high of 1.085. The required local effort is the amount a district raises in ad valorem taxes. At present (1975-76), the legislature has limited local effort to 8 mills. The ad valorem tax equalization is a recent factor added to equalize the amount large counties contribute to the fund.

The first part of the formula equals the basic Florida Education Financial Program. In addition, there are categorized programs, transportation allowances, etc.

In the State of Florida, the ad valorem taxes are based on the non-exempt assessed valuation of property. The county property appraiser assesses the value of all non-exempt property including non-exempt real estate, personal property, railroad and telegraph property. This is the valuation on which school taxes are levied. It does not include the \$5,000 homestead exemption allowed owner occupied homes. Hillsborough County's non-exempt property assessed valuation in 1974 was \$2,871,014,000. The required local effort for FEFP for Hillsborough County was \$15,774,183 in 1974. This figure is obtained by multiplying the minimum local effort (5.74 mills) times the property value.^{68/}

^{68/} Department of Education, Profiles of Florida School Districts 1975, p. 166.

The revenue receipts by source in Hillsborough County for 1973-74 include:

Federal	11,090,667.80	8.82%
State	80,282,088.85	63.85%
Local	34,356,004.53	27.33%
Total	125,728,761.18	<u>69/</u>

The current expenses in Hillsborough County include:

Administration	2,872,289	2.66%
Instruction	75,532,616	69.92%
Operation of Plant	8,211,674	7.60%
Maintenance of Plant	4,216,573	3.90%
Auxiliary Services	7,639,516	7.07%
Fixed Charges	9,548,309	8.84% <u>70/</u>

The total outstanding indebtedness in Hillsborough County is \$65,367,500, with \$13,148,997.97 the total expenditures for capital outlay, and total expenditures of \$125,360,721.55. The current expense per pupil in FTE 1973-1974 is \$944.89. ^{71/}

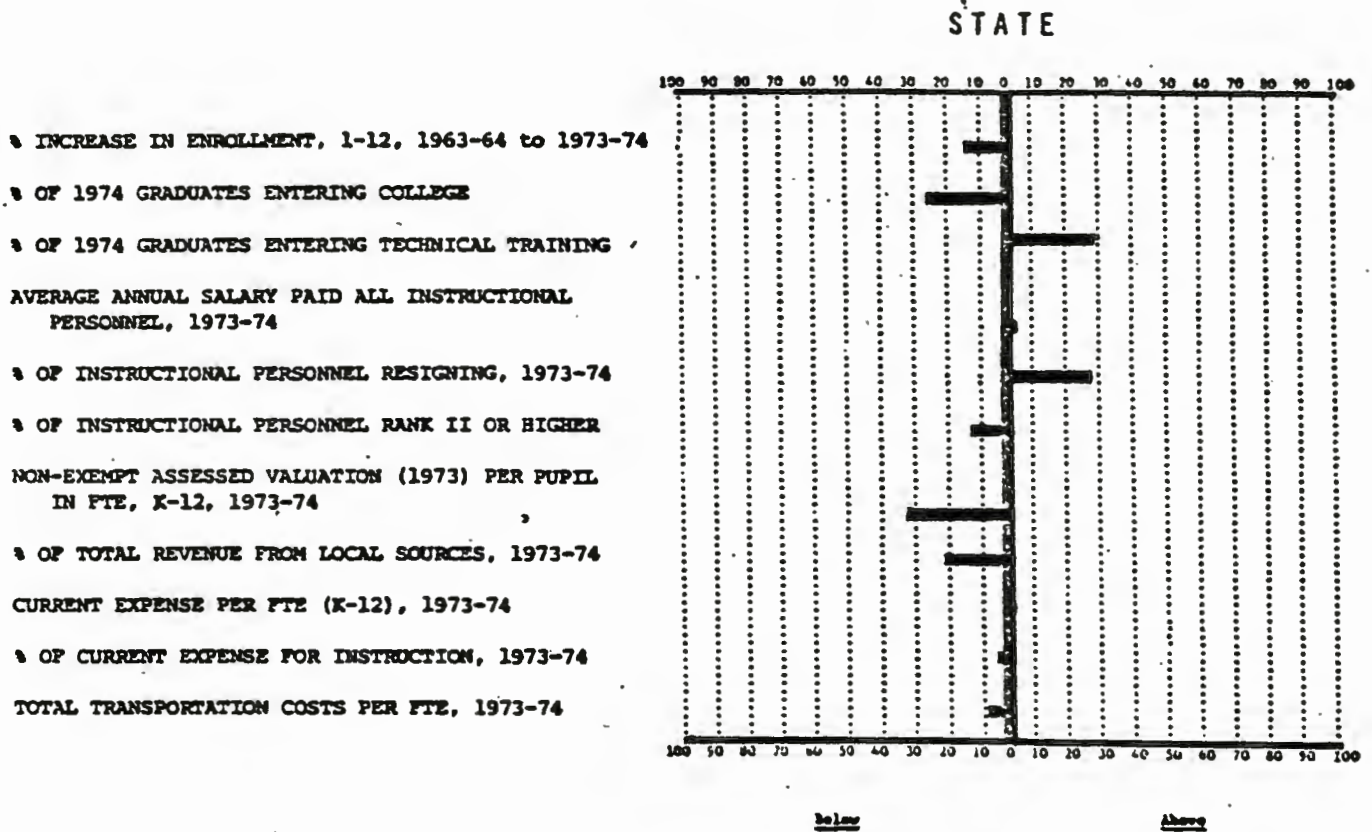
The following two tables compare certain education data for Hillsborough County and the State of Florida.

69/ Ibid., p. 175.

70/ Ibid., p. 171-173.

71/ Ibid., p. 169.

TABLE VIII
DEVIATIONS FROM THE STATE AVERAGE



*NOTE: The profiles above represent a percent deviation from the Group or State average value for each item. All deviations were calculated by:

$$\frac{\text{District Value} - \text{Group Value}}{\text{Group Value}} \times 100 \text{ OR } \frac{\text{District Value} - \text{State Value}}{\text{State Value}} \times 100$$

SOURCE: State Department of Education Profiles of Florida School Districts (1975), p. 68.

TABLE IX
COMPARATIVE STATISTICS

	<u>DISTRICT</u>	<u>STATE</u>
<u>PUPIL</u>		
Percent Increase in Enrollment (1-12), 1963-64 to 1973-74 ..	24.57%	29.17%
Percent of 1974 Graduates Entering College	34.17%	47.06%
Percent of 1974 Graduates Entering Technical Training	4.80%	3.73%
Percent of Regular Membership Promoted (1-12) 1973-74 ...	97.63%	96.20%
Percent of Total State Un-weighted FTE in District, Final Count 1973-74	7.32%	100.00%
<u>INSTRUCTIONAL PERSONNEL</u>		
Percent of Instructional Personnel Resigning, 1973-74	13.67%	10.67%
Percent Instructional Personnel, Rank II or Higher, '73-74 ..	28.79%	33.10%
Average Pupils (1-12) in ADM Per Classroom Teacher, '73-74.	22.68	22.22
Average Annual Salary, Instructional Personnel, 1973-74 ...	\$11,035.77	10,963.96
Average Annual Salary, Classroom Teacher (K-12), 1973-74 .	\$10,395.20	10,435.20
<u>FISCAL</u>		
Percent Increase, Non-Exempt Assessed Valuation '64-74 ...	481.43%	387.40%
Percent Total Revenue from Local Sources, 1973-74	27.33%	34.49%
Percent of Current Expense for Instruction, 1973-74	69.92%	71.67%
Non-Exempt Assessed Valuation (1973) Per FTE, 1973-74 ..	\$25,113.70	37,762.35
Current Expense Per Pupil in FTE, K-12, 1973-74	\$944.89	\$945.88
<u>TRANSPORTATION</u>		
State Transportation Costs Per Pupil in FTE, K-12 1973-74	\$33.95	\$33.21
Total Annual Transportation Cost Per Transported Student, 1973-74	\$60.82	\$67.18
Transported FTE as a Percent of Total FTE, 1973-74	53.47%	45.81%

SOURCE: State Department of Education Profiles of Florida School Districts (1975), p. 69.

School enrollment in Hillsborough County has not increased as much as in the State as a whole. The comparison also shows proportionantly fewer Hillsborough students entering college but a greater percentage entering technical training than in Florida as a whole. The instructional salary and expenses per FTE is almost the same as the State average, however, there was a high degree of instructional resignations and a lower proportion of teachers with master's degrees in Hillsborough County than the State. Finally, the property value under FTE in Hillsborough County was considerably less than the State average, and the percent of revenue from local sources was considerably less than the State average.

E. PRIVATE AND PAROCHIAL SCHOOLS

There are approximately 52 private and parochial schools covering grades K-12 that serve the residents of Hillsborough County. The estimated student population of 11,299^{72/} is 7.43 percent of the total school population. In addition, Hillsborough County is the home of the University of South Florida, the University of Tampa, Hillsborough Community College, and Florida College.

72/ Profiles, p. 153.

IV. DEVELOPMENT OF THE DESEGREGATION PROCESS

A. INTRODUCTION

Hillsborough County, which includes urban Tampa, has the 22nd largest school system in the nation, the third largest in Florida.^{73/} Unlike many of the older cities which are surrounded by suburbs or townships having individual or autonomous school systems, Tampa schools are included in the same countywide school system as its surrounding suburban and rural communities. In contrast to other communities in the nation which have been recently ordered to desegregate their schools, Tampa/Hillsborough County schools have been operating a complete racially-integrated system for five years, under a countywide desegregation plan implemented by massive busing.^{74/} The current desegregation plan has been in effect with little or no community opposition since the court order of May 11, 1971.^{75/} Students throughout the Hillsborough County School System are being bused to achieve a racial balance of approximately 18 percent black, 82 percent white in every elementary and secondary school in the system. The desegregation of the school faculties represents a similar black/white ratio to that of the students. Essentially, the 18 percent black and 82 percent white achieved in the student population by

^{73/} Hillsborough County School Board, 1974-75 Facts about Hillsborough County Schools.

^{74/} Tampa Times, June 5, 1972, p. 10.

^{75/} The May 11, 1971 court ordered plan called for the use of clustering, satellite zoning, re-zone attendance areas, and pairing to achieve a unitary school system. Mannings v. Bd. of Pub. Instruction No. 3554 Civ. T-K (D. Fla. May 11, 1971).

the massive busing plan and the similar staff racial mix, is representative of the ratio of the black/white population in the county as a whole. ^{76/}

Prior to 1954, the schools in Hillsborough County and all other counties in the State of Florida were legally operated as dual school systems under the constitution and laws of the State of Florida. Under the Florida Pupil Assignment Law (PAL), separate and equal schools were constructed, operated, and maintained to provide education facilities staffed by white personnel for white pupils only and education facilities staffed for Negro pupils only by Negro personnel. ^{77/}

Despite the United States Supreme Court decisions in Brown v. Board of Education of Topeka, Kansas 347 U.S. 483 (1954), 349 U.S. 294 (1955), and Cooper v. Aaron, 358 U.S. 1 (1958), indicating that State laws which required or permitted racially segregated public schools were unconstitutional under the 14th Amendment, no formal action was taken that directly affected the segregated schools in Hillsborough County until December 1958.

^{76/} See Chapter I, B and D, above.

^{77/} Mannings v. Bd. of Pub. Instruction of Hillsborough County, Fla., No. 3554 Civ. T-K (M.D. Fla. decided May 11, 1971).

From the time the National Association for the Advancement of Colored People (NAACP), on behalf of the parents of some black children, became involved in the historic Mannings case,^{78/} a 13-year period of litigation passed before the present plan was designed and implemented.^{79/} During this 13-year period, the Hillsborough County School District submitted a variety of plans to avoid complying with the U.S. Supreme Court's decisions requiring desegregation of public school systems. The court order of May 11, 1971 ended segregation in the Hillsborough County schools. The Mannings case, the oldest one on the active docket of the U.S. District Court for the Middle Division of Florida, has lasted through four district judges and is still pending under the fourth and present district judge, Ben F. Krentzman.

A description of the litigation follows in the next section of this paper.

^{78/} Manning v. Board of Public Instruction of Hillsborough County, 277 F. 2d 370 (5 Cir. 1960)

^{79/} Mannings v. Board, No. 3554 Civ. T-K. The May 11, 1971 order, cited earlier, contains a history of the case from its beginning in Dec. 1958.

B. THE HISTORY OF SCHOOL DESEGREGATION LITIGATION IN
HILLSBOROUGH COUNTY

Mannings v. Board of Public Instruction of Hillsborough
County, Florida

Plaintiffs: Andrew L. Mannings, Shayron B. Reed, Sandra E. Reed, Nathaniel Cannon, Norman Thomas Cannon, Tyrone Cannon, Darnel Cannon and Gail Rene Myers.

Defendants: The Board of Public Instruction of Hillsborough County, Florida and Clyde McLeod, Al Chiaramonte, John Coleman and Marvin Green, members of the Board, and J. Crocket Farnell, Superintendent of Public Instruction in Hillsborough County, Florida.

Issue: Whether the Hillsborough County School System was being operated in a racially segregated manner by the members of the Hillsborough County Board of Public Instruction.

SUMMARY OF LITIGATION

On December 12, 1958 a suit was filed by black parents in the U.S. District Court for the Middle District of Florida (hereinafter referred to as district court) alleging that the Hillsborough County Board of Education, acting under color of the authority vested in them by State law, was pursuing a policy to operate the Hillsborough County school system on a racially segregated basis in violation of the 14th Amendment to the Constitution. The complaint specifically alleged that 72 of the Hillsborough schools were limited to whites only and 18 schools were limited to blacks who were often required to travel up to 10 miles to attend one of these schools.

The defendant school board moved to have the suit dismissed, stating that under the Florida Pupil Assignment Law (PAL) of 1956 and 1959, an individual black student could apply for admission to any Hillsborough school he/she felt entitled to attend. It was the school board's contention that plaintiffs must use the administrative procedures provided by this law before going to the courts.

The district court agreed and dismissed the suit on the grounds of failure to exhaust administrative remedies. Plaintiffs appealed this ruling to the Fifth Circuit Court

of Appeals. The district court's order to dismiss was reversed by the appeals court in April, 1960 and the case was sent back to the district court for trial. In its reversal, the court commented that in a previous case it had held that the PAL did not meet the requirement of Brown v. Board of Education and that the allegations made by the plaintiffs, if proved, would show that the board had not devoted any effort "toward initiating desegregation." Such a finding would entitle plaintiffs to injunctive relief.

The ordered hearing was held in August 1962, whereupon the following facts were proved against the school board: (1) prior to 1954 the system was operated on a completely segregated basis; (2) prior to September 1961 there was no change in the racial composition of any Hillsborough County school (one non-plaintiff 7-year-old black male was admitted to an all-white school for the handicapped in September 1961 and one other non-plaintiff black male was reassigned under the PAL from a black elementary school to a white elementary school on December 26, 1961); (3) at the time of trial there were approximately 80,000 children enrolled in the 114 public schools of Hillsborough County, 20 of which were black schools and 94 white; and (4) the PAL had been applied by the board as a means of

effectively resisting desegregation of the school system. As a result, the school board was found to be operating a racially segregated system and was ordered to submit to the court by October 30, 1962 a desegregation plan that would remove the existing dual attendance zones and open all county schools on a non-racial basis. The plan, if approved, would be effectuated by the end of January 1963. The school board was also enjoined from applying PAL in a discriminatory manner.

The plan that the board submitted to the court on October 29, 1962 proposed replacement of the dual system of separate attendance areas with a single attendance area over a 12 year period. The plan, to begin in the 1963-64 school year with the first grade in all Hillsborough County elementary schools, would be expanded each year to include the next higher grade.

The plaintiffs on November 16, 1962 also submitted a desegregation plan which called for: (1) the drawing by defendants of new attendance lines for all elementary schools based upon the capacity of each school and the teacher-pupil ratio observed in each school; (2) attendance of all elementary children at the school nearest their residence; (3) implementation of the plan for the 1963-64 school year; (4) submission of a plan prior to January 1,

1964 for desegregation of the high schools; (5) establishment of a central personnel office for hiring school personnel without regard to race; and (6) attendance by the plaintiffs in September 1963 at the school nearest them regardless of their grade level.

On May 8, 1963, the district court rejected the plaintiffs' plan and approved the school board's October 29th plan with the provision that further amendments, including an acceleration thereof, might be suggested by the plaintiffs, the school board, acting in good faith, and the district court. The court was to supervise the operation of the plan to the end that complete desegregation of the public schools might be accomplished with all deliberate speed, commencing with the September 1963 school year.

Following the adoption of the above plan, the following events transpired in the Tampa case: (1) December 12, 1968, plaintiffs filed a Motion for Further Relief, contending that the plan of operation then in use by the defendant board was not functioning as required by decisions of the Supreme Court and the Fifth Circuit Court of Appeals; (2) March 5, 1969--the court ordered the board to produce another desegregation plan; (3) April 15, 1969--the board submitted a revised plan

which was considered by the court; (4) May 9, 1969--the court rejected the plan as inadequate and ordered the board to file an amended plan on or before May 23, 1969. The amended plan was objected to by plaintiffs; (5) July 3, 1969--defendant board submitted a further amendment which was rejected by the court because much of the plan was based upon the privilege of "freedom of choice," which the court ruled would not help to abolish the dual system; (6) July 25, 1969--the court ordered the board to file another plan which would include geographically defined attendance areas for each school; (7) August 1, 1969--the board filed a comprehensive plan which was adopted by the court on August 18, 1969.

The plan provided for the assignment of students in every school on the basis of geographic attendance areas (drawn fairly with regard to race) beginning in the 1969-70 school year. It also provided for faculty integration with a 50-50 ratio in schools where black students were in the majority. For the 1970-71 school year, the ratio was to be approximately 82% white and 18% black throughout.

The court concluded that the board had fairly drawn the school zone lines so as to promote further desegregation and that although there were some completely or predominantly black schools in Tampa, it was the result

of neighborhood housing patterns and not the design of the board. The court concluded that with the faculty changes and the neighborhood school areas determining the complexion of the student bodies, the board had discharged its constitutional duty as set out in the decisions of the higher courts. The court retained jurisdiction over the implementation of the plan.

An appeal was taken on the above district court approved plan to the Fifth Circuit Court of Appeals (May 11, 1970) which reversed and remanded with instructions for specific actions to be taken. In reaching its decision to reverse and remand, the circuit court noted six elements to be considered in converting dual systems into unitary systems: composition of student bodies, faculty, staff, transportation, extra-curricular activities, and faculties. The school system was found deficient in student assignment to certain schools (60% of the black student population attended all or virtually all black schools), and, to a degree, in faculty and staff assignments (faculty ratios of plan discussed earlier). The court stated that to fully desegregate the schools, student assignments must be made: (1) for high schools, by use of a strict neighborhood assignment system and through pairing; (2) for junior high schools, by pairing; and (3) for elementary schools

by pairing of schools and, as an alternative to pairing, by redrawing school zone lines. These procedures would purportedly reduce the number of black students in all or predominantly black schools from 60% to 21%.

To desegregate the faculties and staff, the appeals court directed school assignment on a basis approximating the black-white and staff ratios for the entire school system.

The appeals court ordered the district court to implement its directives and to retain jurisdiction until it was clear that the State-imposed segregation had been completely removed.

The district court on May 13, 1970 ordered: the complete implementation of the faculty and staff desegregation in accordance with the standards set forth in Singleton v. Jackson Municipal Separate School District 419 F.2d 1211 (5th Cir. 1969); strict compliance with the Singleton standards in the areas of transportation, school construction and site selection; implementation of the existing bi-racial committee (advisory group to the board) in the area of student transfers; the implementation of total desegregation in the elementary, junior and senior high schools; and the filing of written evidence of full compliance with the order by the board on or

before September 1, 1970. (This date was extended by a court order of May 14, 1970 to October 1, 1970.)

On June 2, 1970, in ruling on the board's petition for rehearing, the appellate court amended its May 11, opinion in two respects. The appellate decision allowed exercise of certain options by the school board and certain discretion by the district court.

On June 15, plaintiffs filed a proposed rezoning plan. Thereafter and pursuant to order of this court it filed information relating to a pairing plan for certain elementary schools. After hearing on July 22, 1970, the rezoning plan was found deficient; on August 11, 1970, the board filed an additional rezoning plan. After hearing on August 13, 1970, the court ruled from the bench on all aspects of the case including a finding that of the three plans filed by the board and the one by the plaintiffs the pairing plan based on the information furnished by the board was the most effective; the court approved that plan, ordering implementation for the 1970-71 school year. The court announced its written order would be entered shortly after August 19, and requested from the board by that time additional information relating only to recommendations as to specific grade locations at the paired schools, and further details relating to transfer rules and a school Bi-Racial Advisory Committee.

On August 19, the board filed and presented to the court three separate supplemental plans for the elementary schools concerned, one of which involved the closing of a school and distribution of its pupils to three other schools, and each of which had two or more alternative plans attached thereto. On August 19, the superintendent of schools assured the court that the entire plan could be implemented by the school opening date, August 31, 1970.

The necessity for consideration of the additional data delayed the entry of a memorandum and order, and to avoid further delay, the court entered a written interim order on August 21, 1970. On August 25, 1970 the court entered a supplemental order.

Motions of August 28 and September 10, 1970, by the board to make zone changes for the Blake High School that would help it operate at full capacity were denied because the rezoning would serve to resegregate the school.

On November 12, 1970, the board filed a report giving the racial composition of certain schools as of October 23, 1970. The report demonstrated the ineffectiveness of the August 1970 desegregation decrees, and showed that board representations to the district court and the

court of appeals had been markedly inaccurate. Accordingly, in May 1971, taking note of the Supreme Court decision in Swann v. Charlotte-Mecklenburg, the district court reopened the case by its own motion. In so doing, the court made the following findings of fact: (1) that the Hillsborough County school system was a segregated system; (2) that this segregation resulted from State action; that in the intervening nine years since the first finding of segregation, the defendant board "have at no time taken any steps which have had the effect of significantly altering the system's racially biased student assignment system"; (3) that prior plans had failed to abolish the dual school system (1963-1967 desegregation on the basis of one grade per year; 1967-69 freedom of choice plan; 1969-1970 attendance zone system; August 1970 plan); and (4) that defendants must desegregate all predominantly black schools (i.e., where at least 50 percent of students were black). The court stated that the reasons the previous plans failed were that too much reliance was placed on free choice, transfer provisions other than majority to minority ones were extremely liberal, and no attempt was made to eliminate the black schools except by the addition of a few whites to the black school population.

On the basis of the above findings, the court ordered the board to desegregate according to the following terms:

1. No later than June 15, 1971, the school board was to file with the court and serve upon plaintiffs a plan or plans for desegregating the Hillsborough County School System in accordance with the court's order: this plan was to become effective with the beginning of the 1971-1972 school year.

2. In formulating the plan, the school board was to follow these guidelines:

a. The plan was to have as its primary objective the abolition of segregation in all schools in the county, and in particular was to aim at desegregation of all schools in the county having a 50 percent or higher black enrollment.

b. In preparing the plan the school board was to begin with the proposition that a white-black ratio of 86%-14% in the senior high schools, 80%-20% in the junior high schools, and 79%-21% in the elementary schools would be the most acceptable and desirable form of desegregation.

c. The plan was to accomplish desegregation by pairing, grouping, clustering, and use of satellite attendance zones. Where pairing, grouping, and clustering were used, every effort was to be made to avoid

splitting of grades. If in some instances it became necessary to split a grade the school board was to file figures showing the extent of desegregation which would result if the grades were not split. No splitting of grades would be approved unless it resulted in a degree of desegregation equal to that which would result if the grades were not split. In view of what had gone on before, any proposed desegregation by use of rezoning or gerrymandered zoning was to be supplemental, secondary, and alternative to desegregation by the techniques mentioned above.

d. In formulating the plan the school board was to consult with experts and authorities in the field of desegregation who were unaffiliated with the Hillsborough County School System.

e. In formulating the plan the school board was to examine and consider the plans used and in effect in Manatee, Sarasota, Lee and Pinellas Counties and consult with school officials in those counties.

3. On May 21, 1971, May 28, 1971, and June 4, 1971, the school board was to file with the court status reports detailing steps taken in complying with the court.

4. The court also noted that selection of new school sites was also a matter directly affecting existing segregation in schools and would be subject to court approval.

5. The school board was warned that if it again defaulted on its obligation to present a legally acceptable plan, the court would direct its attention to the provisions of plaintiffs' proposed plan of July 15, 1970. The court would also then determine whether to appoint at defendants' expense an expert or experts in the field of education for the purpose of obtaining a satisfactory desegregation plan.

In accordance with the May 11th court order, the board filed a plan, maps, etc. which they clearly and satisfactorily explained to the court. The court concluded that the plan presented would result in the establishment of a unitary school system in Hillsborough County. (For details of the plan, see Chapter IV, C and D.)

Although there were subsequent legal proceedings, the plan has been "successfully" in effect in the Hillsborough County School System for almost five years.

C. CREATION OF THE PRESENT PLAN

As was brought out in the preceding section on the history of the Hillsborough County schools desegregation case, several types of plans were submitted to the court at subsequent times. The various plans proposed were: grade-by-grade desegregation to begin with all first grades and assignment of pupils to the schools nearest their homes (this included a "freedom of choice" utilizing a minority to majority transfer provision),^{80/} re-zoning attendance areas to desegregate the senior high schools,^{81/} establishing a central personnel office for hiring to implement desegregation of school staffs,^{82/} strict neighborhood student assignment at all grade levels,^{83/} a "freedom of choice" plan,^{84/} re-defining school attendance areas on a geographical basis,^{85/} and pairing of selected formerly all-black schools with selected formerly all-white schools.^{86/}

^{80/} Plan filed by Defendants (October 29, 1962).

Minority to majority transfer policies were disapproved in *Goss v. Board of Education of Knoxville*, 473 U.S. 683 (1963), and *Boston v. Rippey*, 285 F. 2d 43 (5 Cir. 1960), and finally prohibited in Hillsborough County by the Order of May 15, 1967. Henceforth, with certain exceptions (e.g. for handicapped children) only majority to minority transfers were permitted. A minority to majority transfer provision, in operation from 1963 until 1967, allowed a white student to avoid attendance at a black school even though the black school was closer to home.

^{81/} Plan filed by the Defendants (February 2, 1966).

^{82/} Plan filed by the Defendants (June 5, 1967).

^{83/} Plan filed by the Defendants (April 15, 1969).

^{84/} Defendants' Revision of April 15 Plan (August 1, 1969).

^{85/} Ibid.

^{86/} For final pairing plan, see Order of August 25, 1970 at 22.

These plans were reviewed and subsequently rejected by the court when it became evident through surveys of the schools' racial composition (both student and staff assignments) that the schools in Hillsborough County were being operated in a segregated manner. Between the time of the grade-by-grade desegregation plan, submitted to the court on October 29, 1962, and the "freedom of choice" plan, submitted on July 3, 1969, the schools were essentially operating as a dual system, not in compliance with the court's orders.^{87/}

The "pairing" plan, adopted by the court on August 18, 1969, was different from the preceding plans in that it was comprehensive by definition and its implementation had direct effect on the creation of the present plan. For the 1970-71 school year, the faculty and student ratio throughout the system was to be approximately 82 percent white and 18 percent black. Students were to be assigned to every school on the basis of geographical attendance areas which were to be drawn fairly with regard to race on the basis of population information for the 1969-70 school year.^{88/} Some provisions

^{87/} Order of May 11, 1971.

^{88/} Order of May 18, 1969.

of this plan allowed students to transfer: (1) from a school in which the student was a member of the racial majority to one in which he/she would be among the minority, (2) to obtain required courses not available in the assigned school, (3) because of physical handicaps (medically certified); and (4) because of extreme situations where an elementary school child would be left unattended after school or if ordered by an official agency for the welfare of the child. ^{89/}

Under this plan approved by Judge Joseph Lieb (the third judge to whom the case was assigned), there were to be 783 blacks, 90 whites at Blake High School, and 993 blacks, 137 whites at Middleton High School. These were the only two black high schools in Tampa. The third black high school in the Hillsborough County school system, Marshall High, which was in Plant City, was to be abolished as a high school. Some of its former students would be attending the new Plant City High School and Pinecrest High School. The Marshall school building would become a seventh grade center, and would be paired with Tomlin Junior High School. Marshall would have the seventh grade and Tomlin would have the eighth and ninth grades. ^{90/} The formerly all-black junior high schools included in this plan were: Just Junior High, which was to have 662

^{89/} Order of May 23, 1969.

^{90/} Ibid.

blacks and 36 whites; Booker T. Washington Junior High, which would have 609 blacks and no whites; and Young Junior High School, which would have 1,000 blacks and 90 whites.

Seven elementary schools--Carver, Dunbar, Henderson, Meacham, Potter, Roland Park, Shore, were to remain all-black. Five more: College Hill, Lincoln, Lomax, Williams, and Ybor-- would be 90 percent black. Glover, Jackson Heights, Progress Village, and Simmons would be predominantly black.^{91/} These schools, most of which were in the Tampa and Plant City areas, were situated in predominantly black residential neighborhoods.

Because of shifts in population, and transfers to private schools, the "pairing" plan that Judge Lieb had approved failed (even on paper) to accomplish desegregation of the Hillsborough County schools. As of October 24, 1969, a report showed that 91 of the 124 public schools in the county were still identifiable as either black or white by court definition.^{92/} The "pairing" plan, which was im-

91/ Order of May 23, 1969.

92/ The court defined a white school as a school that is attended by white students only, or whose student body is at least 95% white. A black school is a school with a student population that is all black or at least 90% black. See Supplemental Findings of Fact, filed March 31, 1970; Singleton v. Jackson Municipal Separate School District, 434 F.2d 931 (5 Cir. 1970).

plemented in the 1970-71 school year, came as a result of the Fifth Circuit Court of Appeals in New Orleans reversing the order of Judge Lieb. On May 11, 1970, a panel of three Federal judges declared the Hillsborough School System to be deficient in implementing desegregation throughout the system. ^{93/} This same court ordered the pairing and re-zoning of selected schools and all attendance areas for elementary, junior high, and senior high schools in the county.

The school board was directed to use a strict neighborhood assignment system to desegregate the two remaining black high schools (Blake and Middleton), or pair Blake and Middleton with two predominantly white high schools (Plant and Hillsborough). The three remaining black junior high schools (Just, Booker T. Washington, and Young) were to be paired with three predominantly white junior high schools (Wilson or West Tampa, Franklin or Memorial, and Sligh). Neighborhood attendance zones were not feasible for the junior high level. For the elementary schools, 16 of which were at least 90 percent white, the court ordered that 12 of these be paired: College Hill with Edison, Dunbar with Tampa Bay, Henderson with Graham, Lincoln with Jackson, Meacham with Gorrie, and Simmons with Burney or Wilson.

93/ 427 F.2d 874 (5th Cir. 1970).

(The schools actually paired in the 1970-71 school year differed slightly, as noted on the chart of the paired schools on the following page). Two of the six paired schools were in Plant City; the other four were in the urban Tampa areas. Re-zoning was also authorized by the court as an alternative to pairing,^{94/}

Up to this point in the 1970-71 projected plan, the action taken to desegregate the schools of Hillsborough County primarily involved the black community as represented by the NAACP, the county school board, the Federal courts, and the State of Florida through its laws and constitution. Very little community action on the part of blacks or whites, and little or no involvement by city or county government was evident. The "pairing" plan and the May 11, 1970 reversal order may have directly or indirectly changed the situation. Also, up to this point, the school system had not taken advantage of Federal funds for which an integrated system would be eligible. In addition to the court order to pair and re-zone, a special bi-racial committee was ordered to be established. The names of the community members on

^{94/} Order of May 11, 1970.

CHART IV

PAIRING, RE-ZONING, AND FEEDER PLAN TO DESEGREGATE
 HILLSBOROUGH COUNTY SCHOOLS FOR 1970-71

Elementary Level

Formerly White with Formerly Black

TAMPA

Edison (Grades 1,2,3)		College Hill (Grades 1,4,5,6)
Tampa Bay Blvd. (Grades 4,5,6)		Dunbar (Grades 1,2,3)
Gorrie (Grades 1,2,3)		Carver (Grades 4,5,6)

PLANT CITY

Jackson (Grades 1,2,3,4)		Lincoln (Grades 1,5,6)
Burney (Grades 1,2,3,4)		Simmons (Grades 5,6)

(In Tampa, Henderson was closed. Its students were re-assigned to Meacham, Graham, and Lee).

Junior High Level

Marshall (Plant City)		Tomlin (Plant City)
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(In Tampa, new attendance lines were drawn for Just, Booker T. Washington, and Young)

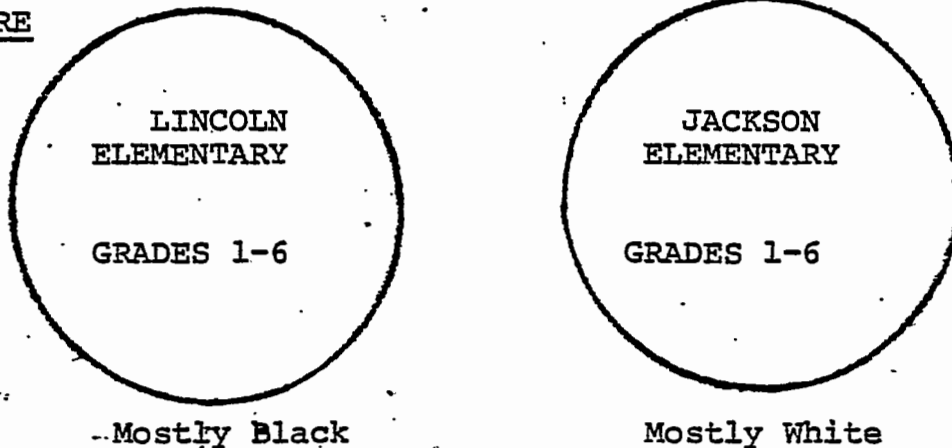
Senior High Level

(New attendance lines)

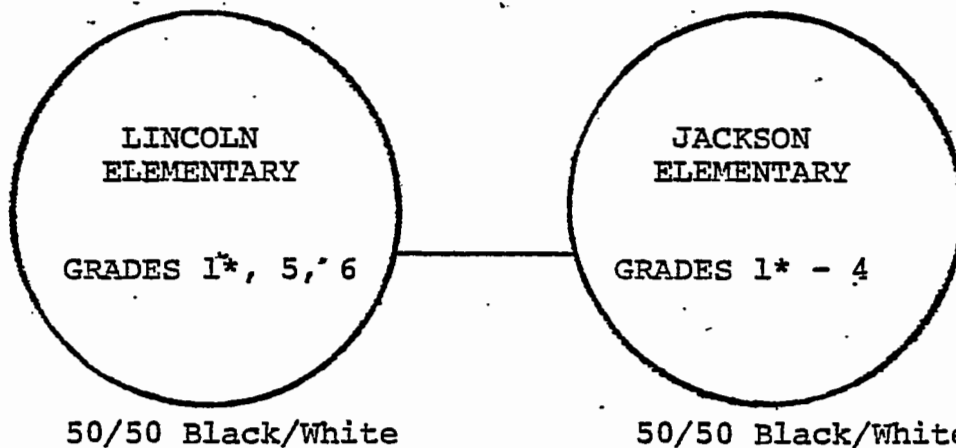
Plant High		Blake High
Hillsborough High		Middleton High

CHART V

EXAMPLE OF PAIRING IN PLANT CITY UNDER THE
1970-71 HILLSBOROUGH COUNTY
DESEGREGATION PLAN

BEFORE

Note. Before pairing, students enrolled according to each school's attendance area.

AFTER

* Each school retained its own segregated first grade student population.

Note. After pairing, students of both attendance zones enrolled in the two schools according to grade.

the first bi-racial committee (1970-71) are given in the special section on the committee, its function, and history. Also listed are the committee members appointed from 1970-71 through 1975-76.

During the 1970-71 school year a few interested persons, at their own expense and on their own time, conducted a survey of a majority of schools in the county. A civic leader and housewife, Adrienne Sundheim, kept a history of desegregation-related events and a collection of descriptive school data. Included in the Sundheim collection were news clippings and letters relating to what had occurred and what conditions were in evidence at that time in the public schools. On several occasions Mrs. Sundheim was quoted in the local news media as having found evidence of physical disparities in school buildings, and school racial population ratios differing from the school board figures. Through her efforts, a letter and accompanying data were sent to the district court judge handling the Mannings case. The information in that letter gave evidence of the failure of the 1970-71 "pairing" plan. ^{95/} Members of the Tampa Urban League attested to the failure of the 1970-71 desegregation plan. ^{96/} (Some of these reactions and others will be detailed in the community reaction section of the report).

^{95/} Interview with Adrienne B. Sundheim, Mar. 2, 1976.

^{96/} Interview with Augusta Marshall Thomas, Tampa Urban League Director, Mar. 10, 1976.

Prior to the 1970-71 plan, 74 percent of the county's white students attended 70 white schools; 65 percent of the black students attended 21 black schools. Figures filed by the school board during the year of "pairing" indicated that as of October 23, 1970, about 46 percent of the system's black students were attending 15 black schools. Most of the black students were in the 28 schools that were at least 50 percent black. ^{97/} However, the white students, 57,869 out of 83,474 or 69 percent, attended 65 schools that were either all-white or at least 95 percent white. ^{98/} A chart with the racial composition of the schools is on the following page.

The summary that appeared in the court record stated clearly the overall effects of the 1970-71 plan and the activities that preceded that plan:

... the record supports what the Court has learned in presiding over school desegregation proceedings in this area of Florida: a desegregation plan will be unsuccessful and entail resegregation where a few whites are added to formerly black schools which otherwise remain intact; in short, a plan which anticipates retention of identifiably black schools will fail. Partial desegregation results in white flight, resort to private schools, and other maneuverings which frustrate the course of justice. Successful desegregation must extend throughout the school system and be done in such a way that the tactics which impede court orders are rendered futile....The Court therefore concludes that in order to desegregate the Hillsborough County School System all of the identifiably black schools must lose that identity. 99/

97/ Order of May 11, 1971.

98/ Ibid.

99/ Ibid.

1. Bi-Racial Advisory Committee

In its May 1970 opinion, the court of appeals ordered the creation of a bi-racial committee by June 6, 1970.^{100/}

Its function was to be an advisory board for the school system regarding majority to minority transfer and school location sites. On the stationery of the Bi-Racial Advisory Committee the purpose of the committee is stated, "A U.S. Federal Court Appointed Committee to Advise the Hillsborough County School Board and Administration."^{101/} The members of the committee past and present, are listed at the end of this section.

As stated in Exhibit 13 of the August 25, 1970 court memorandum and order, the purpose of the Bi-Racial Advisory Committee is to serve in an advisory capacity to the school board on matters involving the operation of transfer rules, including majority-to-minority transfers,^{102/} the maintenance of zone lines, pairing and grouping problems, and future school site locations; the committee also provides a means

^{100/} There is some indication in the court record that such a committee may have existed already, but the record is not clear on this point.

^{101/} It should be noted that the committee was not appointed by the court, but created by the court order. The judge did not appoint the members.

^{102/} See Transfer Rules, Hillsborough County Schools, at end of this section.

for direct community access to and communication with the school administration, and ultimately the school board of Hillsborough County.

This Bi-Racial Advisory Committee will consist of ten members who shall be residents of Hillsborough County, Florida. Five members will be selected by the School Board of Hillsborough County, with three of the five members being white and two members black. Five members will be selected by the Commission of Community Relations of Tampa, Florida. Of the five Commission of Community Relations appointments, three will be black and two white. The net result will be a ten-member committee with equal racial representation. Each member will serve for a one-year term. A member may be reappointed. The Chairman of the Bi-Racial Advisory Committee will be selected by the committee itself with the chairmanship alternating each year between a black and white chairman. One or more members of the school administrative staff will be assigned to assist the committee.^{103/}

The scope of the committee was and is advisory in nature. In a transcript of court proceedings dated July 18, 1974, Judge Krentzman emphasized this when he stated:

The Bi-Racial Committee was created primarily to deal with majority-to-minority transfers, and day by day actions of the board with regard to the location of new school facilities; to be advised, and in this instance, in Hillsborough County, to do what they could incidentally toward improving the relations between the races . . . that is the purpose. But it was

^{103/} Order of Aug. 25, 1970.

not created as a supervisory agency to the board or to the court or anything else. I haven't even seen who the Bi-Racial Committee is. I know their names but I have never met with them. I could not delegate my responsibility to the Bi-Racial Committee or to any other committee.^{104/}

What the committee actually does is stated as its function:

When complaints are registered with the superintendent concerning matters of race in any facet of the administration of the schools of Hillsborough County, the Bi-Racial Advisory Committee may meet at the request of the superintendent or a majority of the committee, to consider the complaint, conduct investigations through the cooperation of the school administration, and make recommendations. These recommendations will be submitted to the Superintendent for action. If he is able to resolve the problem, he will report his actions to the board and to the Bi-Racial Advisory Committee. If he is not able to resolve the matter, he will submit the problems to the board for further consideration. The superintendent will consider all recommendations made by the Bi-Racial Advisory Committee for advice and recommendations. The school board will provide a meeting place, necessary clerical help, and supplies and equipment needed for the operation of the committee.

Since the school board establishes policy for the operation of the Hillsborough County schools and the superintendent is charged with administrative responsibility within the system, this committee will act in an advisory capacity to the superintendent and the board. The committee

^{104/} Transcript of Proceedings, July 18, 1974.

will establish its own by-laws and operational procedures and will consider means for providing direct communication with the Superintendent of Schools through its chairman, a subcommittee, or through other means. The school board will maintain an active interest in the on-going activities of the committee through its chairman. 105/

105/ Order of Aug. 25, 1970.

TRANSFER RULES
HILLSBOROUGH COUNTY SCHOOLS

EFFECTIVE 1971-1972 SCHOOL YEAR

No student will be allowed to transfer from his or her assigned school except as follows:

1. Majority to minority transfer - Any student shall be permitted to transfer from a school in which his race is in the majority in order to attend the closest school to his residence in which his race is in the minority.

Said transfer shall be permitted at the beginning of each semester.

If a child is entering the Ninth or higher grade, or if the child is sixteen years or older, he may make a choice himself. Otherwise, a parent or other adult serving as a parent must sign the transfer form.

The transfer forms shall be available at each public school in Hillsborough County and the County School offices.

The transfer form shall be completed at least fourteen (14) days prior to the beginning of the semester.

A choice of transfer once granted cannot be changed within the semester.

The transferee is to be given priority for space and thus the transfer is not to be dependent on space being available.

Transportation will be provided by the School Board in service or in kind to the school to which the transfer is made if that school is more than two miles from the home.

2. Transfers may be granted when recommended by the Juvenile Court.

3. Transfers may be granted for children who are exceptional children as defined by State Law or regulation.

4. Children of teachers and certified instructional staff members who reside in Hillsborough County may attend the school wherein their parents are employed.

5. Transfers may be granted students attending Tampa Bay Vocational-Technical High School to the capacity of the building.

6. Transfers may be allowed in cases of severe hardship after determination of each case by the Board.

Transfers under 3, 5 and 6 will be approved by the board only after consideration of recommendations from the school Bi-Racial Advisory Committee. They shall be considered without regard to race except that special attention will be given to insure that transfers are not approved which are made for the purpose of avoiding desegregation. Transfers under 1 and 4 above shall be reported to the school Bi-Racial Committee for its information.

BI-RACIAL ADVISORY COMMITTEE MEMBERS1970-71

William H. Blevens
 Garland V. Stewart
 Terry Runkle
 Warren Dawson
 Freddie Jean Cusseaux
 Charles I. Jones
 Harold H. Clark
 J. D. Newman, O.D.
 Marian Rodgers
 Dick Rodd

1971-72

Stephen Sessums, Chairman
 Charles I. Jones
 Alex Hull
 Geraldine Barnes
 Warren Dawson
 J. D. Newman, O.D.
 Harold H. Clark
 Dick Rodd
 E. L. Bing
 Hugh Smith

1972-73

Charles I. Jones, Chairman
 Robert Gilder, Vice-chairman
 Harold H. Clark
 Geraldine Barnes
 Marian Rodgers
 J. D. Newman, O.D.
 Dick Rodd
 Cy Smith
 E. L. Bing
 Mrs. Walter Harrell

1973-74

Marian Rodgers, Chairman
 Perry A. Little, Vice-chairman
 Geraldine Barnes
 Harold H. Clark
 Ronald E. Gainey
 Robert Gilder
 Charles I. Jones
 Ms. Perry Keene, Jr.
 J. D. Newman, O.D.
 Rabbi David Zielonka

1974-75

Joanna N. Jones, Chairperson
 Dick Rodd, Vice-chairperson
 Geraldine Barnes
 John W. Daniels
 Ronald Gainey
 Robert Gardner
 Katie Keene
 Al Latter (dropped & replaced by
 Ellen Condon)
 Emily Lawyer
 Rev. A. Leon Lowry

1975-76

Dick Rodd, Chairman
 John W. Daniels, Vice-chairman
 Rev. A. Leon Lowry
 Robert Gardner
 Emily Lawyer
 Joanna N. Jones
 Dennis G. Diecidue
 Mrs. G. Pierce Wood
 Mrs. Douglas Hampton
 Eddy Lee Burroughs

2. School Desegregation Committee

Once the court decision was made to end the 1970-71 pairing plan and direct the school system to design a constitutionally acceptable desegregation plan or have the court impose a plan, the school board began to comply. One of the steps taken by the school administration under instruction of the board was to appoint E. L. Bing, Director of Special Projects for Hillsborough County Schools, and the highest ranking black in the school system, to coordinate efforts to create a new comprehensive desegregation plan.^{106/} A special citizens' group, the School Desegregation Committee, including nearly 200 people representing all segments of the community, was also appointed to share in the process of plan development. This group divided itself into three main subcommittees: the Elementary School Subcommittee, the Junior High School Subcommittee, and the Senior High School Subcommittee, headed respectively by Adrienne B. Sundheim, Edward D. Davis, and Frank Moody. Paul D. Adams, Ret. U.S. Army General, was named to head the general committee. These four persons were all parents and prominent civic leaders in Hillsborough County. A complete list of the committee members and the part of the community each represents is given on the following pages.

^{106/} Mr. Bing is currently Assistant Superintendent of Schools for Supportive Services.

Hillsborough County School Desegregation Committee

Gen. Paul D. Adams, Chairman

Elementary School Subcommittee

Adrienne B. Sundheim, Chairman

Shirley Aikens -----	Blake High School Student
C. Blythe Andrews, Sr.-----	Lily White Assoc. Pres.
Rilla Mae Bell-----	P.T.A. Leader
Russell Below -----	Hillsborough Co. Schools
Willie Bexley -----	Business Leader
Ken Blakely -----	Leto High School Student
Linda Borchers -----	League of Women Voters
Fortune Bosco -----	Civic Leader
Harold Clark -----	Human Relations Director
Lester Cofran -----	Hillsborough County Schools
Rodney Colson -----	Hillsborough County Schools
Robert Edwards -----	Attorney & Civic Leader
Dorothy Ehret -----	P.T.A. County Council Pres.
George Fee -----	Mayor of Temple Terrace
Eleanor Fisk -----	Hillsborough Co. Schools
Wilbur Futch -----	Business & Farming
Jim Ghiotto -----	Tampa Electric Co. Exec.
Robert Gilder -----	Community Action Agency
W. R. Hall -----	Business Leader
Otis Harper -----	Businessman
Joseph Harrell -----	East Bay Jr.-Sr. High Student
Howard Harris -----	Tampa Housing Authority Dir.
Dr. Anita Harrow -----	Educator
George Harvey, Sr. -----	Radio & TV Station WFLA
Hazel Harvey -----	Hillsborough Co. Schools
Dr. Edward Hayes -----	Tampa Urban League
Betty Hill -----	Turkey Creek High Student
Robert Hudson -----	Tampa Tribune Managing Ed.
Alex Hull -----	Business Executive
Nelson Italiano -----	Insurance
Edison James -----	Hillsborough Co. Schools
Tetlow Johnson -----	United Fund of Greater Tampa
Katie Keene -----	P.T.A. Leader
Jack Lamb -----	Hillsborough Co. Schools
Scott Lamberson -----	Chamberlain High Student
John Foy Lee -----	Business & Civic Leader
Victor Leavengood -----	General Telephone Co. V.P.
Helen Liles -----	Housewife
Colin Lindsey -----	Business Leader
John Lizer -----	Hillsborough Co. Schools
Phil LoCicero -----	Food Broker
Rev. John F. Mangrum -----	Religion
Robert Martinez -----	Classroom Teachers' Assoc.
Robert Olson -----	TV Station WTVT
Victor Peterson -----	Chamberlain High Student
Essie Mae Reed -----	Tenant Assoc. Public Housing
Rev. Roger Robbennolt -----	Religion

Elementary School Subcommittee (cont.)

Marian Rodgers -----	Hillsborough Co. P.T.A.
Gary Register -----	Leto High Student
Walter Sickles -----	Hillsborough Co. Schools
Sherrell Smith -----	Plant High Student
Mrs. Robert Spann -----	P.T.A.
Dr. Salvador Spoto -----	Civic Leader
Gerald Swilley -----	Pinecrest High Student
Donald Taylor -----	Hillsborough Co. Schools
Mrs. Elwin R. Thrasher -----	P.T.A.
Amada Valdez -----	Middleton High Student
Tom Vena -----	Business Leader
Paul Wharton -----	Hillsborough Co. Schools
Bennie Wiggins -----	Business
Rev. B. F. Williams -----	Ministerial Assoc. Pres.
Lawrence Worden -----	Hillsborough Co. Schools
Guy Cacciatore -----	Hillsborough Co. Schools

Junior High School Subcommittee

Edward Davis, Chairman

Doug Alderman -----	Pinecrest High Student
Edwin Artest -----	Hillsborough Co. Schools
Malcolm Beard -----	Hillsborough Co. Sheriff
Mrs. Wayne Bevis -----	State Public School Board
Bill Brown -----	Brandon High Student
Mac Burnett -----	Citrus Leader
Eloise Cabrera -----	Hillsborough Co. Schools
Mrs. Troy Chapin -----	P.T.A.
Silvia Collins -----	Hillsborough Co. Schools
Betty Crislip -----	League of Women Voters
Lee Davis -----	Retired Business Leader
Paul Dinnis -----	Hillsborough Co. Schools
Joe Dominguez -----	Retail Grocer Executive
William Drew -----	Tampa Board of Realtors
Doris A. Dudley -----	Attorney & Pres. of Law, Inc.
Paul Ecenia -----	Manufacturing Co. Exec.
Charles Edwards -----	Mayor of Plant City
Mrs. Jim Everidge -----	Housewife
Noreen Follman -----	League of Women Voters
Dr. Edwin Franco -----	Hillsborough Co. Schools
Paul Funderburk -----	Business Executive
Charles E. Futch -----	Bank President
Dick Greco -----	Mayor of Tampa
Matthew Gregory -----	NAACP Tampa Branch Pres.
Billie Harrison -----	King High Student
John Heuer -----	Hillsborough Co. Schools
Mary Hennigan -----	Robinson High Student
Jean Hill -----	P.T.A. Leader
Rev. F. G. Hilton -----	Religion

Junior High School Subcommittee (cont.)

Sam Horton -----	Hillsborough Co. Schools
Wayne Hull -----	Hillsborough Co. Schools
Drexel Jackson -----	Tampa Tech Student
James Jordon -----	Hillsborough Co. Schools
Anthony Marshall -----	Middleton High Student
Dicksie Mitchell -----	Hillsborough Co. Schools
Dwight (Bud) Nifong -----	Hillsborough Co. Schools
George Pennington -----	Hillsborough Co. Schools
Gerald Riffenburg -----	King High Student
Philip Rosete -----	Hillsborough Community College
E. J. Salcines -----	Hillsborough Co. Solicitor
John Y. Sessums -----	Hillsborough Co. Schools
Nancy Sever -----	League of Women Voters Pres.
Dr. O. M. Schlichter -----	Educator
Lugenia Sheffield -----	Brandon High Student
Garland V. Stewart -----	Hillsborough Co. Schools
Lucius Sykes -----	Civic Leader
Charles Thomas -----	Business
Robert S. Trinkle -----	Attorney
Arthur Wilder -----	East Bay High Student
G. Pierce Wood -----	Tampa Electric Co. V.P.

Senior High School Subcommittee

Frank Moody, Chairman

C. Blythe Andrews, Jr. -----	Fla. Sentinel Bulletin Ed.
Yvette Ballard -----	Blake High Student
Geraldine Barnes -----	Blake High P.T.A.
Dr. J. A. Battle -----	Dean, Education, U. of So. Fla.
Morris Blake -----	Labor Exec.
Scott Christopher -----	Chamber of Commerce Exec.
Robert Collins -----	Hillsborough Co. Schools
H. L. Crowder, Jr. -----	Insurance
George Edgecomb -----	County Solicitor (deceased)
Ann Dolgin -----	Plant High Teacher
David Ellis -----	Hillsborough High Student
Ron Elsberry -----	Agriculture Exec.
D. G. Erwin -----	Hillsborough Co. Schools
Frank Farmer -----	Hillsborough Co. Schools
James L. Ferman -----	Automobile Dealer
Cody Fowler -----	Attorney, Past Pres. ABA
Perry Harvey, Jr. -----	International Longshoremen
Freddie Johnson -----	Plant City High Student
Charles Jones -----	Com. of Community Relations
J. G. Littleton -----	Tampa Police Chief
William C. MacInnes -----	Tampa Electric Co. Exec.
Steve Mason -----	Plant High Student
Clay McCullough -----	General Contractor Assoc.

Senior High School Subcommittee (cont.)

Charles C. Miles	-----	Hillsborough Co. Schools
James Randall	-----	Hillsborough Co. Schools
Jim Reinhardt	-----	Tampa Board of Realtors
John Renwick	-----	General Telephone Co.
Vickkie Range	-----	Tampa Tech Student
Elsworth G. Simmons	-----	County Commission Ch.
Delano S. Stewart	-----	Attorney & Civic Leader
Jerry Sykes	-----	Plant City High Student
Tom Umiker	-----	Turkey Creek High Student
J. H. Williams, Jr.	-----	Business
Joyce Williams	-----	Robinson High Student
Sumner Wilson	-----	Business
Inez York	-----	Blake High Student
Joe Yglesias	-----	Hillsborough Co. Schools

The details of the desegregation plan were actually developed by the school district's staff with comments and suggestions from the citizen's committee. In this way community involvement was incorporated into the desegregation planning to gain public understanding and acceptance. A notice also appeared in the local papers addressed to all parents of school children in Hillsborough County:

You are invited to submit written suggestions, before June 3, for desegregating schools in Hillsborough County as ordered by the Federal District Court."^{107/}

It was signed by the school board.

The school staff consulted with the Charlotte, North Carolina superintendent who had a school district under court order and similar experiences in devising a plan. The school transportation director from Tampa also consulted with the Charlotte, N.C. personnel. The Florida Desegregation Center Staff from the University of Miami also acted as consultants in the plan development. The plan that was finally proposed was supported by the local newspapers, radio, and television (with a few exceptions), the P.T.A., the Tampa Urban League, and the NAACP.^{108/} That plan will hereinafter be referred to as the May 11, 1971 plan or the "present plan."

^{107/} Advertisement as it appeared in The Tampa Tribune (no date), U.S.C.C.R. files.

^{108/} See Chapter IV, E.

3. The May 11, 1971 Desegregation Plan

In addition to the court order by Judge Krentzman, an event took place outside Florida that gave impetus to the design of a unitary school system in Hillsborough County. That event was the Supreme Court decision in Swann v. Charlotte-Mecklenburg Board of Education,¹⁰⁹ which stated clearly that court-ordered busing was a constitutionally acceptable tool for effectuating school desegregation. Spurred by that precedent, and aided both by the guidelines of the district court and the experience of the unsuccessful 1970-71 plan, the school administration was able to put a workable, numerically acceptable plan into effect just three months after the May 11, 1971 court order. The new plan was to comply with seven sections of the order:

1. The school board had to file a comprehensive plan with the court in accordance with previous court decisions to end a dual system of education by June 15, 1971.
2. The desegregation plan guidelines were:
 - a. Abolition of all segregated schools, especially those which were now at least 50 percent black.
 - b. Plan to desegregate using a white-black ratio of 86 percent to 14 percent in the senior high schools, 80 percent to 20 percent in the junior high schools, and 79 percent to 21 percent in the elementary schools.

¹⁰⁹ 401 U.S. 1 (1971).

- c. Plan to desegregate using pairing, grouping, clustering, and satellite attendance zoning with efforts to avoid splitting of grades.
- d. Plan to desegregate using consultants who are experts in the field and are unaffiliated with the Hillsborough County School System.
- e. Use examples of plans of surrounding counties: Lee, Manatee, Pinellas, and Sarasota.

- 3. The board was to file three progress reports to the court on May 21, 1971, May 28, 1971, and June 4, 1971, detailing steps taken to comply with the court order.
- 4. Plans and requests for any proposed new school sites were to be submitted to the court.
- 5. The defendants could either formulate a legally acceptable plan through the school board's direction or be given a plan to desegregate by the court or an appointed agency.
- 6. The court order was to be disseminated among the school board members and superintendent, Dr. Raymond ^{110/} Shelton.
- 7. The case would remain active and pending. ^{111/}

^{110/} The superintendent at the time the Mannings case was originally filed was an elected official, J. Crockett Farnell. He was replaced in 1968 by Dr. Shelton, an appointed superintendent. None of the school board members serving in 1958 when the case began, was still serving.

^{111/} Order of May 1971.

The School Desegregation Committee, which was previously described and its members listed, was but one part of the task force which designed the present plan. Under the guidance of E. L. Bing, a second committee was set up. It consisted of 15 staff members and five laypersons. The options were considered by both committees and a busing plan was selected as the most feasible alternative. The plan also utilized a combination of pairing, clustering and satellite zoning to achieve racial balance. Two diagrams are given on the following pages to show graphically how clustering was accomplished and how satellite zoning was utilized. Actual school plans are shown in the diagrams.

The court approved the plan, on July 2, 1971, giving the County until August 30, 1971 to get the busing routes drawn up, locate buses, disseminate information of the plan to school personnel and parents, relocate supplies, and reassign teachers. When school opened, 52,795 of the 100,868 students in the system were being bused a total of 32,294 miles a day; it was an increase of 61 percent in the number of students transported. The number of schools to and from which students were bused increased from 84 to 125. Black students were to be bused for about 10 of the 12 grades; whites were to be bused for about two of the 12 grades. To assist in implementing this massive desegregation plan through busing, the Federal

Department of Health, Education, and Welfare (HEW) allocated approximately \$2.25 million in funds to Hillsborough County Schools for the 1971-72 school year.^{112/}

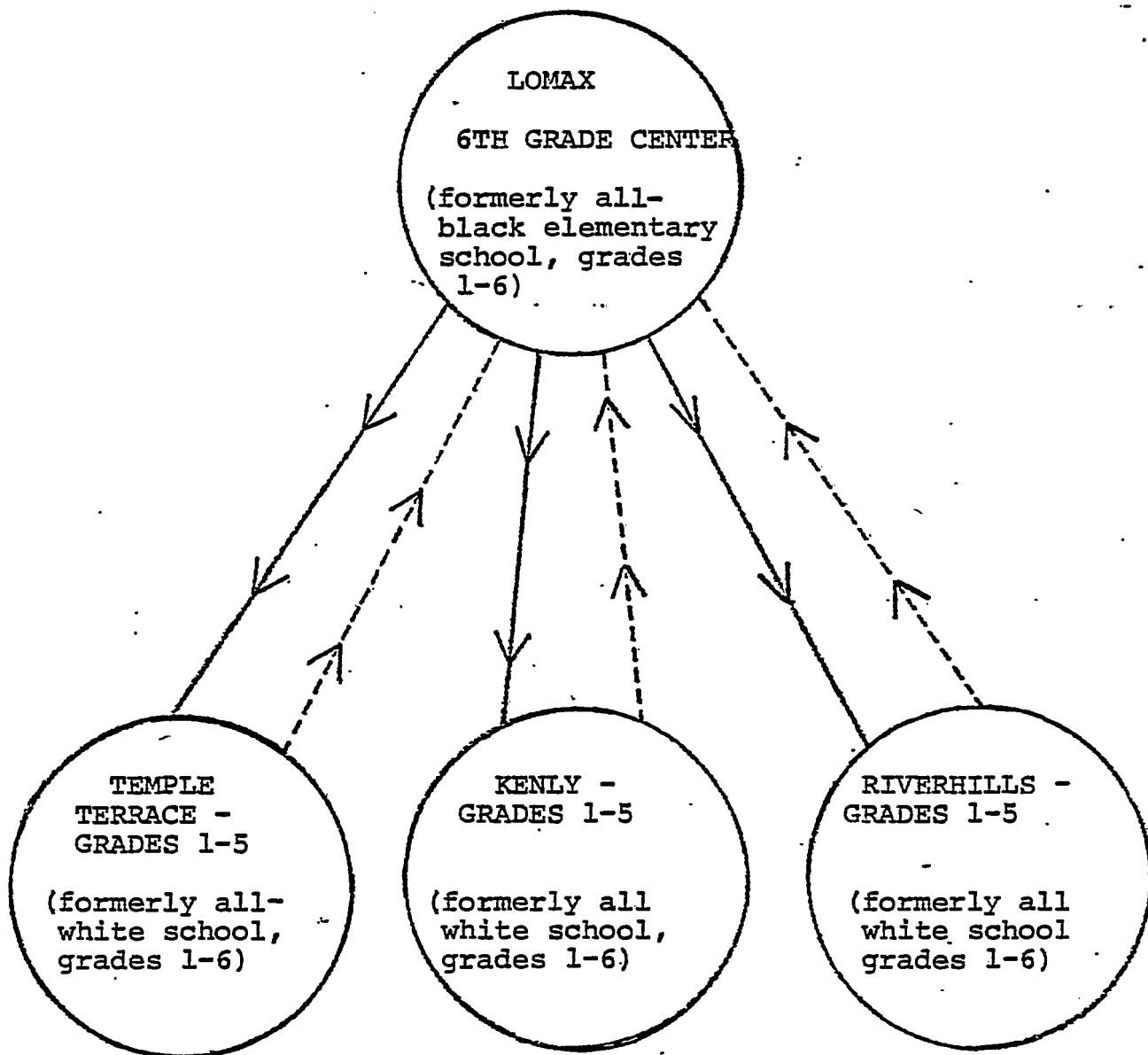
^{112/} The emergency funds for ESAP were appropriated under authorization granted in six statutes: The Educational Professions Development Act, Part D (20 U.S.C. 1119-1119a); The Cooperative Research Act (20 U.S.C. 331-332b); The Civil Rights Act of 1964, Title IV (42 U.S.C. 2000e-2000e-9); The Elementary and Secondary Education Act of 1965, section 807 (20 U.S.C. 887); The Elementary and Secondary Education Amendments of 1967, section 402 (20 U.S.C. 1222); and the Economic Opportunity Act of 1964, Title II (42 U.S.C. 2781-2873).

The ESAP grant totals \$2,225,000 and is being used primarily for learning specialists, a human relations department within the school administration, including the school specialists and aides, and supplies.

DIAGRAM I

EXAMPLE OF CLUSTERING IN HILLSBOROUGH COUNTY SCHOOLS

KINDERGARTENS EXCLUDED



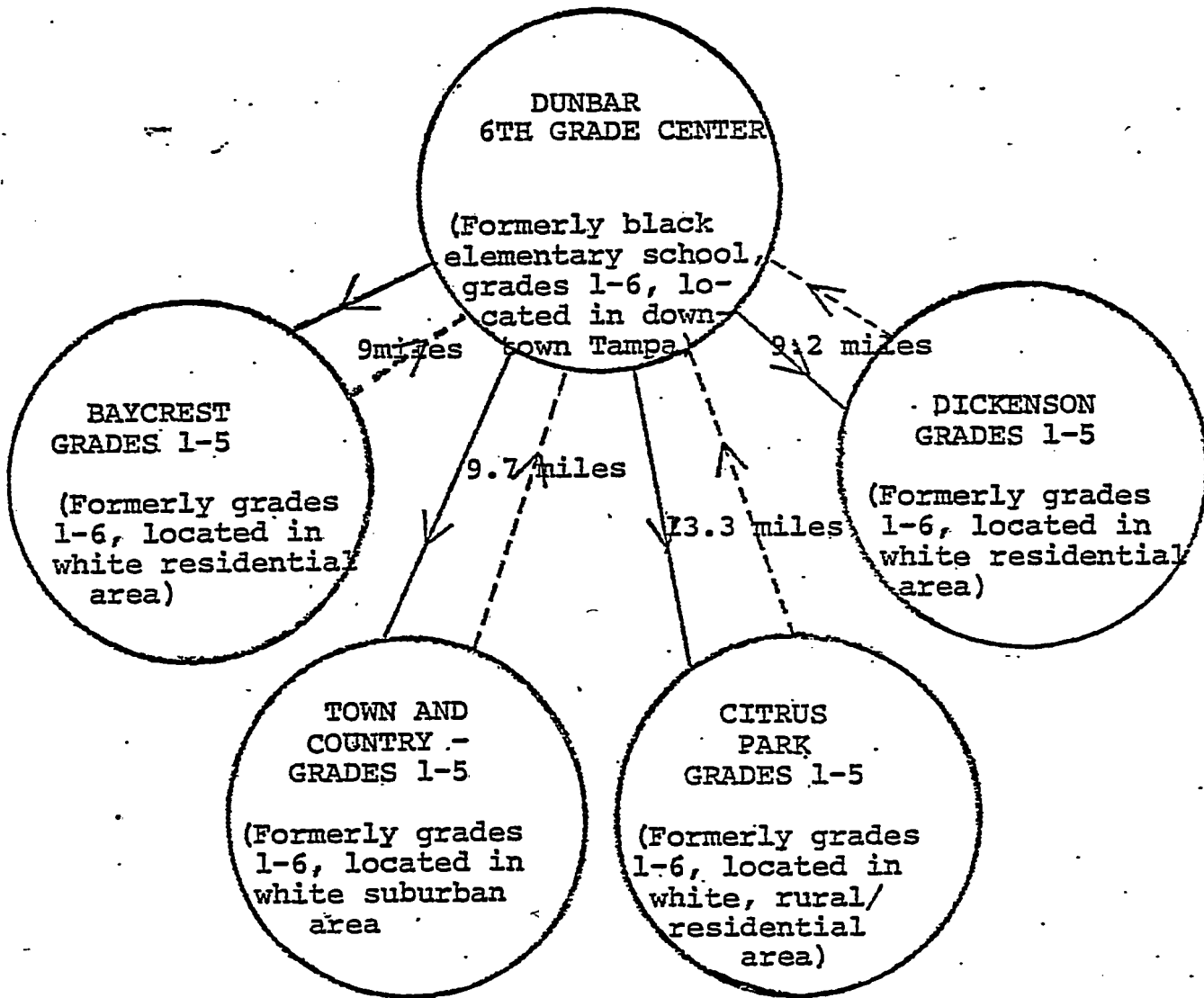
— represents the movement of students from predominantly black attendance areas by busing or assignment for 5 out of 6 grades

- - - represents the movement of students from predominantly white attendance areas by busing or assignment for 1 out of 6 grades

DIAGRAM II

DUNBAR SIXTH GRADE CENTER CLUSTER

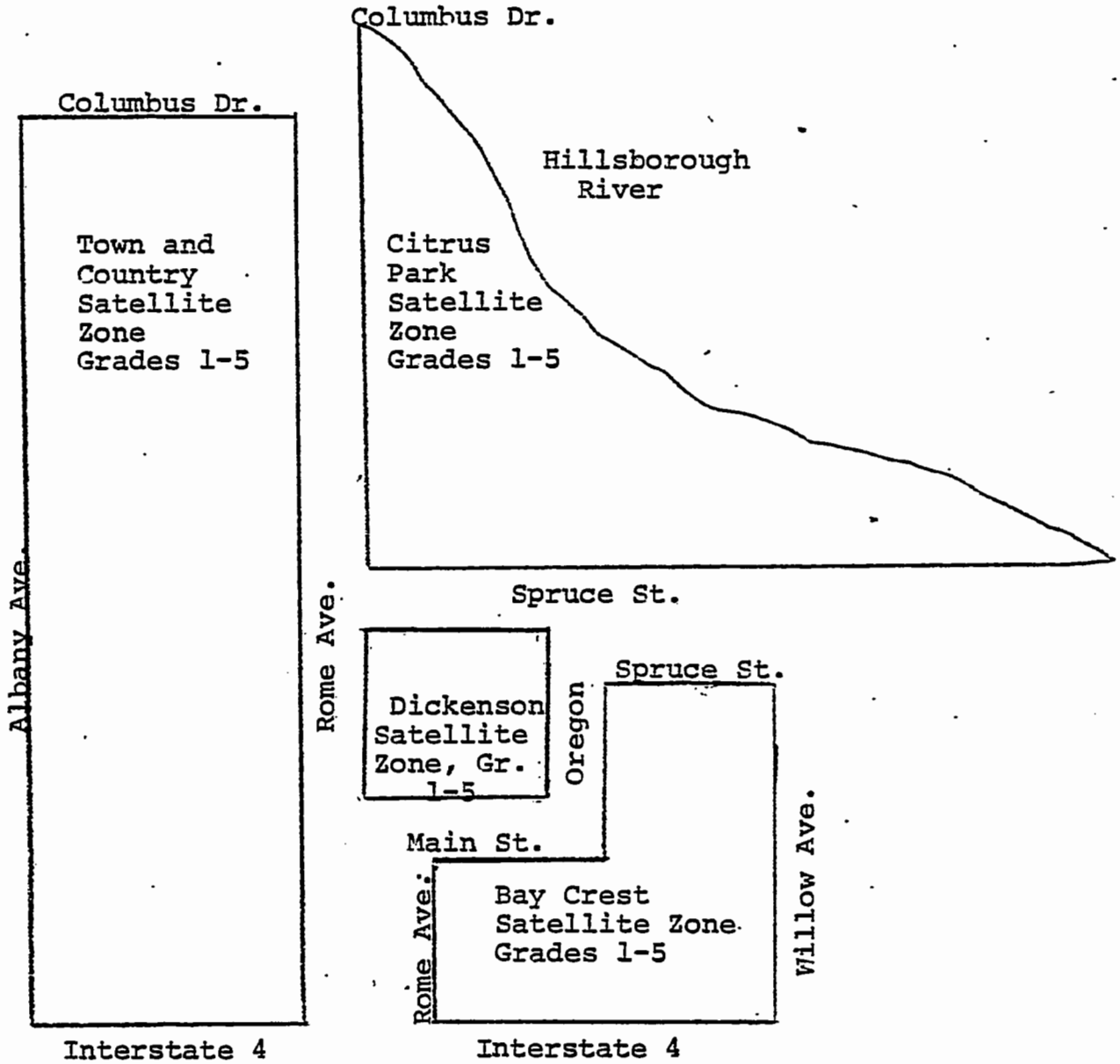
(INCLUDING SCHOOL DISTANCES)



- represents the movement of students from predominantly black attendance areas by busing or assignment for 5 out of 6 grades
- - - represents the movement of students from predominantly white attendance areas by busing or assignment for 1 out of 6 grades

DIAGRAM III

DUNBAR ATTENDANCE AREA (6TH GRADE CENTFR)



Note. These satellite zones, if fitted together like pieces in a puzzle, make up the Dunbar attendance area

D. IMPLEMENTATION OF THE PLAN

At the court hearing in June 1971, the following plans were offered for the desegregation of all elementary, junior high and senior high schools in Hillsborough County.

Elementary Schools

Seventeen racially integrated elementary school clusters were established. In each cluster a previously black school was grouped with two to five previously white schools. All 89 elementary schools were included in the plan. The black elementary school in the cluster became a sixth grade center, and all sixth graders from the black school and each of the white schools attend this sixth grade center. Students in grades one through five in the black school were distributed among the white schools through the use of satellite zones which cover the boundaries of the black school. (See chart on the previous page). First through fifth graders who resided within the boundaries of the white school continued in attendance at the school previously attended.

Graham and Gorrie elementary schools were integrated through re-zoning. Students attending those schools would remain for the first six grades. Tinker Elementary was also effectively desegregated through satellite zoning. Four other schools were already desegregated and remained unaffected. They were West Shore, Sulphur Springs, Thono-

tosassa, and Wimauma Elementary schools (each has grades 1-6). Ybor Elementary School, formerly all-black, was closed.

Junior High Schools

The 23 junior high schools and three junior-senior high schools were grouped in eight cluster arrangements. In each, one formerly predominantly black junior high school was clustered with one to three formerly predominantly white junior high schools. The black junior high school became a seventh grade center, and all seventh graders from the black school and each of the white schools attended this seventh grade center. Eighth and ninth graders from the black junior high school were distributed among the white junior high schools through the use of satellite zones which cover the boundaries of the black school. Eighth and ninth graders who resided within the boundaries of the white school continued going to the school they had previously attended. No junior high schools were closed under this particular plan. Memorial Junior High School would use the facilities that had been the all-black Middleton High School.

Senior High Schools

The two black high schools, Blake and Middleton, were to be closed. The facilities would be used for other schools. The attendance area which was formerly served by Blake was divided among a new high school (Jefferson, not completed at that time) and Plant and Robinson High Schools.

The students who would have attended Middleton were assigned to Hillsborough. Portions of this attendance zone were divided into satellite zones for Leto, Chamberlain, and Brandon High Schools. The percentage of blacks attending King High School was increased through a zoning change.

The rural high schools were also affected by re-zoning and satellite zoning. These schools were East Bay, Pinecrest, Plant City, and Turkey Creek High Schools. Tampa Bay Tech was already effectively integrated.

Special Features of the Plan

To implement the plan with more understanding on the part of teachers, students, and parents, some of the Federal funds were used to establish programs such as:

1. The Human Relations Staff. About 80 educators trained in the field of human relations were hired to assist students, teachers and administrators in adjusting to the desegregation program.
2. The Rumor Control Center. The center was staffed with one supervisor, one teacher, and one clerk with knowledge of the system. The overall goal of the center was to disseminate accurate information regarding all components of the desegregation program, to minimize the number of rumors that might start regarding problems in desegregated areas, and to maintain control over those rumors which were reported.

3. ESAP (Emergency School Assistance Program) Support Services. Special teachers such as reading resource teachers, learning specialists, tutors, teachers' aides, and diagnosticians were hired to help the students who were deficient in skills such as reading and math.

4. Staff Development Programs. Some money was provided to assist in-service training of teachers, evaluation and research and provide a greater variety of in-service training to upgrade staff development.

E. COMMUNITY REACTION TO THE PLAN

That the community accepted the present plan is evidenced by the lack of any organized effort to abolish or alter it. Although sporadic outbursts have occurred since the schools desegregated in August 1971, the integration plan has gone smoothly in comparison with other systems in the Nation which have undergone court-ordered desegregation.

School Administration

The tone of the administration's view of the present plan after the first year of its existence was reflected in an editorial quoting Dr. Raymond Shelton, Superintendent of Hillsborough County schools:

Whether or not any of us believe in the changes that have come about in our public school system because of court orders, it is apparent that the instructional personnel of the Hillsborough County Schools believe in young people and in education, and as a result, instruction has been the order of the year, albeit in a much more desegregated setting.

The editorial noted the effective way in which Dr. Shelton and his personnel handled a difficult situation. "There have been incidents under the forced busing order--some quite ugly. But they were isolated. The school system did not break down. And the year ended on a note of hope.^{113/}

Shelton spoke of the 1971-72 school year at the outset as possibly being "The Year of Great Sorrow" because of what the courts did to the school system. But, he also said that the court order should not be used as a scapegoat for every problem that arises. In turn, he called for community and school personnel support.^{114/}

^{113/} Editorial, "Shelton says 'thanks'," The Tampa Times, Monday, June 12, 1972, p. 10-A. This editorial is included in a compilation of media reports and comments on Hillsborough County school desegregation: In the Eye of the Nation: Desegregation of the Public Schools in Hillsborough County, Florida in the School Year 1971-72. Public Information Office of Hillsborough County Schools, June 1972.

^{114/} Remarks by Raymond O. Shelton before a Hillsborough County teachers conference, excerpted by the Washington Post, Sept. 5, 1971, p. D-6.

E.L. Bing, a black, and one of the top administrators in the Hillsborough School System, said he believed the desegregation plan was and would be permanently a part of the system. He saw little chance of a change without an amendment to the U.S. Constitution. He predicted an amendment would be passed after the South was completely desegregated and pressure exerted on the North, an area he felt would never desegregate as the South would. It was also Bing's contention that in time, the integration of Southern schools would improve the quality of education.^{115/}

Bing's comments, directed to the local community, stressed that the white majority had received a "good deal", in that the plan was an appeasement to the white community.^{116/} Most whites would be bused from their neighborhoods in the sixth and seventh grades only, while most blacks would be bused out of their neighborhoods for 10 of their 12 years of school.

To the black community, Bing said that they had, in fact, lost their high schools and community centers; but he argued that they had gained better representation in the student and teacher population throughout the county. Also, black students now had a chance to compete in an integrated society, and to achieve social mobility.^{117/}

Y15/ Remarks by E.L. Bing, ibid.

Y16/ Ibid.

117/ Ibid.

Governor Reuben Askew went on record as supporting busing and the school administrations in Florida which were trying to cooperate and peaceably desegregate.^{118/}

Hugo Schmidt, a school board member in Hillsborough County, who was chairman when the plan was devised, was quoted as saying that the plan, which used roughly an 80-20 ratio, had been effective for two reasons: (1) It reflected the "tipping point" theory of desegregation (which says a school in which blacks comprise more than 25 percent of the student body will not hold its white students); (2) it applied to all schools equally, curtailing white flight. Although Schmidt admitted having voted on a straw ballot against busing,^{119/} he has since adopted the attitude that there is no choice but to make the best of the situation and get on with education.^{120/}

Student and Teacher Involvement

A headline in the New York Times read, "Year of Tampa Busing Finds Adults Wary, Pupils Content."^{121/} The reporter, James Wooten, wrote that after one year of busing there were few people in the Tampa area who were willing to state that the plan had worked or to predict that the second year would

^{118/} The Washington Post, Sept. 6, 1971, p. A-20.

^{119/} The final vote of the school board was unanimous in favor of the desegregation plan.

^{120/} St. Petersburg Times, June 5, 1972, p. 1-B.

^{121/} New York Times, June 7, 1972.

continue its smooth, quiet pace. The reporter suggested that the busing plan generated a variety of problems (both emotional and economic). A block of hard-core busing opponents, who, Wooten reported, seemed to thrive regardless of what actually took place in the schools, became vocal and attempted to organize opposition to the busing. The writer attributed most of the adult wariness to the economic burden placed on the schools and concern over how the local taxpayer would be affected.^{122/} Of the \$2.25 million allocated in Federal funds, none could be used to purchase buses. About 125 additional vehicles were required. The school board had to borrow money, \$1 million from local banks. The situation was further exacerbated by 1972-73 school budget cuts, resulting from revenue decreases.^{123/}

Another article on the reaction of students and parents to desegregation noted that Tampa parents, black and white, had much to do with the plan working. In general, it was noted that parents' attitudes affected the behavior and attitudes of students toward desegregation.^{124/}

^{122/} Ibid.

^{123/} The trend of budget cutting continued each year and is still a problem in the county. The county has relied heavily on Federal funds as a source of providing quality material and personnel in all the schools. These funds, sometimes termed "soft money", provide job opportunities on a year-to-year basis. These jobs can end when the funding runs out.

^{124/} Cynthia Parsons, "Parent and Child - PTA Comes Alive", The Christian Science Monitor, Eastern Edition, June 14, 1972.

Comments from black and white students interviewed at Dunbar and Bay Crest Elementary schools included mild student objection to long bus rides, getting up early and arriving home late, and putting up with noisy classrooms and rough behavior. Favorable comments noted the opportunity to get to know blacks and whites, few changes in sports and facilities,^{125/} and a general liking of school days.

John Perry of the Tampa Times also reported on the student and teacher reactions. Perry mentioned the great personal inconvenience to many teachers who were reassigned to schools long distances from their homes with little or no choice of supervisors or location of jobs (schools, grade levels, or geographical location). Many parents were quoted as objecting to their children being bused so far from home. Parents and educators were also concerned about the effects of frequent school changes during the fifth through tenth grades.^{126/}

Perry reviewed comments made at a Classroom Teachers Association (CTA) meeting of some 200 teachers. Topics of the greatest concern were disruptive behavior, disrespectful language used by students to teachers and other students,

^{125/} CBS Morning News with John Hart, March 13, 1972.

^{126/} Five part series on county school desegregation, The Tampa Times, June 5-9, 1972.

"terrifying experiences" in the girls' restrooms, teachers being physically abused by students, greater numbers of suspensions and expulsions, and fights among black and white students.^{127/}

As was noted earlier, these incidents were isolated and did not create problems great enough to interfere with the school system functioning on a daily basis.

Black Community

In general, the black community did not raise unified objections to the busing plan. However, the Tampa Urban League, the Center for a United Black Community, the Florida Sentinel Bulletin, and radio station WTMP often presented the black community's views on the implementation of the plan and racially-connected school incidents. One black civic leader, Otha Favors, has been assembling newspaper articles that appeared in the white and black media in the Tampa Bay Area. The early 1960's articles show that black involvement in desegregation was limited primarily to the Mannings case.

^{127/} Ibid. These continue to be topics of concern among teachers.

A December 1961 article^{128/} on the hearing before Judge Bryan Simpson in the district court, concerning the progress of desegregation in Hillsborough County schools, described what the school board had done to comply with the 1954 U.S. Supreme Court decision in the Brown case. The figure given in this article for Negro^{129/} transfer applications to white schools to date totaled 10 students out of an enrollment of 80,000. Only one of the 10 transfer applications was approved.

Another article quoted Nathaniel Cannon of Port Tampa, one of the plaintiffs in the Mannings case, as testifying that four of his children were transported between 10 and 18 miles to various schools, although they lived within a mile of two white schools in Port Tampa.^{130/}

One news article reported that by July 1965, more than 500 Negro pupils had been integrated into the school program in grades one through 12 in 17 schools, including adult and technical programs. If these figures were accurate, more blacks were becoming involved in individual attempts to

^{128/} "Schools Here 'Officially Desegregated', Court Told," Tampa Tribune, Dec. 5, 1961. Article in U.S.C.C.R. file.

^{129/} "Negro" was the term used by the press and in the court record during the 1960's. By the early 1970's the term black replaced Negro.

^{130/} "Racial Distinction Records Injected in School Trial," Tampa Tribune, Dec. 6, 1961. Article in U.S.C.C.R. files.

desegregate the schools in the seven years since the Mannings case began. But the number was still insignificant if the schools were to meet the court deadline of total desegregation by 1967.^{131/}

In an October 1965 article, it was estimated that one to two thousand children were in schools of predominantly the other race. Any incidents in schools were referred to as differences between children, not races.^{132/}

The next group of articles reviewed concerned black reaction to and involvement in desegregation. They refer to the slow start school desegregation had in Hillsborough County.^{133/} The lack of articles concerning black involvement between 1958 and 1970 was an indication that the black community was passive for the most part.

The first mention of a "black group" appeared in January 1970, when an activist gathering to protest integration was reported. The group mentioned in the article was called "Black Youth for Peace and Power," and they were concerned about loss of black identity.^{134/} Some of the issues brought

^{131/} "Faculty and Pupils--1967 Deadline for Total Desegregation," The Tampa Times, July 9, 1965. Article in U.S.C.C.R. files.

^{132/} "Desegregation Termed Going Well in Hillsborough Schools," Tampa Tribune, Oct. 12, 1965. Article in U.S.C.C.R. files.

^{133/} See, e.g., "School Integration Had Slow Start Here". Tampa Times, Jan. 22, 1970, p.1.

^{134/} "Blacks Say Save Schools," the Tampa Times, Jan. 22, 1970, p.1.

up at the meeting of this group were that integration was a scheme to perpetuate racism and exploitation, that school board plans were irrelevant to needs of the black community, and that blacks would lose control of their schools and their culture through integration.

Otha Favors, leader of the Black Youth for Peace and Power, was quoted following another demonstration in front of the Hillsborough County Court House as saying he saw no value in integration which demanded "closing down black schools and firing black teachers."^{135/}

In February 1970, a report was published about a "black power" group demonstrating for a school boycott. About 150 teenagers and young adults reportedly attended the gathering. The boycott was urged to get school officials to consult with black leaders on matters affecting their education.^{136/}

The next day, the Tampa Times reported that several hundred students from Blake and Middleton Senior High Schools and Young Junior High School had walked out to protest the court ruling on school desegregation.^{137/} The paper noted that the demonstration was peaceful--and also that it was backed

^{135/} "Views of the Times--Civil Rights Certainly, but Civil Disobedience Too," The Tampa Times, Feb. 1, 1970, p. 3-C.

^{136/} "School Boycott Pushed--Court Ruling Protested," The Tampa Times, Feb. 1, 1970. Article in U.S.C.C.R. files.

^{137/} "Negro students protest mixing, boycott classes," The Tampa Times, Feb. 2, 1970. Article in U.S.C.C.R. files.

by the greatest showing of black strength and unity (the Tampa Urban League, the NAACP, and the Black Organization Project) recorded by the press.

Black power continued to grow and blacks showed evidence of attempting to unite in the 1970's. Black advocates rallied for quality education for blacks, upgrading the black schools, and an end to the closing of black schools.^{138/}

By 1971, when the present plan was implemented, other black groups had emerged and became vocal. They were the Tampa Black Caucus, Center for a United Black Community, the Tampa Urban League's Community Council on Desegregated Education, and the Junta of Militant Organizations (JOMO).^{139/}

Although the black groups had voiced opposition to the desegregation plan, particularly the loss of Middleton and Blake High Schools (which were community centers of high esteem in the black community), the desegregation plan was implemented and black schools were systematically closed. Black children were systematically bused.^{140/}

^{138/} "Black Power Shouts for Quality Education." Tampa Tribune. Feb. 6, 1970, pp. 1-5.

^{139/} See, flyers in U.S.C.C.R. files.

^{140/} "Black Caucus Organizes to Fight School Integration Plan," Florida Sentinel Bulletin, April 3, 1971, p.21-22.

F. CURRENT STATUS OF THE PLAN

Between 1972 and 1976, the desegregation plan of May 11, 1971, has been in effect in Hillsborough County schools. The school population has increased considerably since the Mannings case in December 1958.

In this four year period, there is one noteworthy generalization that can be made. After reviewing news media reports, school board meeting reports, and the court record on the Mannings case (which is still pending), very little opposition can be noted. The desegregation of Hillsborough County schools and the massive busing of a large majority of the 117,000 students takes place quietly and effectively as far as the records indicate.

Areas of concern to the community appear to fall into six main categories:

1. Re-zoning school attendance areas in keeping with the desired 80-20 black/white ratio that has worked for the past four years. Because of shifts in population and population growth, the closing of old school buildings, and building of new school plants will be reviewed by the court. A decision may be forthcoming as to how often the Hillsborough County school system will have to re-zone attendance areas to maintain total racial desegregation in keeping with the May 11, 1971, court order.

2. Disruptive behavior and the increasing number of suspensions and expulsions of black students.

3. The equal treatment of both black and white students in the classroom.

4. Academic achievement and how the quality of education has been affected by desegregation.

5. Suspensions of school personnel who are black.
(The case of a suspended black cosmetologist, with more than 20 years teaching experience, is currently pending before the school board.)

6. Use of Federal funds intended for desegregation.