A Study of the Development of Racial Integration in the Indianapolis Public Schools

Thomas F. Jett

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A STUDY OF THE DEVELOPMENT OF RACIAL
INTEGRATION IN THE INDIANAPOLIS PUBLIC SCHOOLS

by

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Butler University
Indianapolis, Indiana
Submitted in partial fulfillment of
the requirements for the degree of
Specialist in Education.

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# Table of Contents

## Chapter 1
**Introduction**
- Origin of the Problem
- Identification of the Problem
- Method of Investigation
- Primary Sources of this History
- Previous Related Writings

## Chapter 2
**History and Background of Integration Prior to the Action of the 1949 Indiana Assembly**
- The Issues
  - Sources of the Historical Background
  - Indiana's Record to 1949
  - Issues of Pertinent Developments in Indianapolis

## Chapter 3
**The Development of the Integration Program Following the Action of the 1949 Indiana Assembly**
- The Effect of the Law on the Existing Program
- Preparation and Procedures
- Social Integration of Pupil Personnel
- Social Integration of Teacher Personnel

## Chapter 4
**Policies of the Present Administration Toward the Integration Program**
- Policies Toward Integrating Pupil Personnel
- Policies Toward Integrating Teacher Personnel
- The General Development of Policy

## Chapter 5
**The School Districting Program and Policy**
- Districting and Policy Prior to 1949
- Districting and Policy Since 1949

## Chapter 6
**Summary and Recommendations for Further Research**
- Observations
- Recommendations for Further Research

## Bibliography

## Appendix A
- Bulletin from the Superintendent Concerning Segregation, April 12, 1949

## Appendix B
- Criteria for Determining Teacher Qualifications

## Appendix C
- High School Assignment for 1949
APPENDIX B. Transfer Policies

APPENDIX C. Indianapolis Public Schools Reports on Pupil Enrollment and Teaching Staff According to Race
LIST OF TABLES

<table>
<thead>
<tr>
<th>TABLE</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. The Population of the City of Indianapolis in 1950</td>
<td>29</td>
</tr>
<tr>
<td>II. Total Enrollment June 1957, School City of Indianapolis</td>
<td>32</td>
</tr>
<tr>
<td>III. Distribution of White and Negro Pupils in Elementary Schools June 14, 1957</td>
<td>32</td>
</tr>
<tr>
<td>IV. Distribution of White and Negro Pupils in High Schools Reported June 14, 1957</td>
<td>33</td>
</tr>
<tr>
<td>V. Number of Negro Teachers Employed</td>
<td>34</td>
</tr>
<tr>
<td>VI. Increase of Negro Teachers Assigned to Schools Which Prior to 1951 were Staffed Wholly by White Teachers</td>
<td>35</td>
</tr>
<tr>
<td>VII. Division of Negro and White Teachers in High School and Elementary School</td>
<td>35</td>
</tr>
<tr>
<td>VIII. Division of Negro and White Teachers in High School and Elementary School as of November 1958</td>
<td>36</td>
</tr>
<tr>
<td>IX. Distribution of Negro Teachers with New Positions Certified</td>
<td>37</td>
</tr>
<tr>
<td>X. Distribution of Negro Teachers in New Positions as to Type of School</td>
<td>38</td>
</tr>
<tr>
<td>XI. Positions in Negro and Mixed Schools, September 1957</td>
<td>39</td>
</tr>
<tr>
<td>XII. Comparison of Total Number of Position Replacements for 1957-58.</td>
<td>39</td>
</tr>
</tbody>
</table>
**LIST OF FIGURES**

<table>
<thead>
<tr>
<th>FIGURE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Map of the City of Indianapolis Elementary School Districts</td>
<td>49</td>
</tr>
</tbody>
</table>
A STUDY OF THE DEVELOPMENT OF RACIAL
INTEGRATION IN THE INDIANAPOLIS PUBLIC SCHOOLS

CHAPTER I

INTRODUCTION

The Origin of the Problem

The Court said, "We come then to the question presented: Does segregation of children in public schools solely on the basis of race, even though the physical facilities and other 'tangible' factors may be equal, deprive the children of the minority group of equal educational opportunities?"¹

When the Supreme Court of the United States handed down the decisions on May 17, 1954,² and May 31, 1955,³ the law concerning the racial segregation of school children in the public schools was made quite clear. Those decisions marked the steps of a movement toward integration that had its sources in the thirteenth amendment to the United States Constitution, the anti-discrimination policy of President Franklin D. Roosevelt, and President Harry S. Truman's Executive Order Number 9931 of July 26, 1943, which ordered the end of racial segregation policies in the armed forces.⁴

Prior to the United States Supreme Court actions, a bill to accomplish the same purpose in Indiana was introduced in the House of Representatives of the Indiana Legislature in 1947. This bill,

²Ibid.
⁴Discussion Outline on School Desegregation, Indiana University Bureau of Public Discussion, Package Library Service, Bloomington, Indiana.
which was defeated by a slim margin, was reintroduced in the 1949 session with some modifications and was passed at that session. The law provided for the orderly racial integration of all schools to begin by September of 1949.

Identification of the Problem

This study was concerned with a review of the events preceding and following the 1949 action of the Indiana Legislative Assembly as it applies to the School City of Indianapolis, located in the Capital City of Indiana.

This investigation was especially concerned with two questions:

(1) "What has been the effect of the 1949 law on the practices and procedures of school policy in the area of school racial segregation?"

and (2) "What are the principles operating in all such schools affected by the law at the present time?" The study investigates the structure and history of the process of racial integration as revealed by the rulings, policies, and administrative procedures set up by the Board of School Commissioners.

The practical worth of such a history is two-fold. First, no other comprehensive discussion of the Indianapolis efforts has been recorded; and, second, the implications of the program for other communities should be a valuable contribution to the literature of the field of school racial integration.

Method of Investigation

The techniques of the present study follow the historical method: first, the gathering of historical evidence; second, the evaluation of this evidence; third, the arrangement and selection for the purpose of

\textsuperscript{5}Indiana Acts, 38th Session, 1949, Chapter 136.
presentation; and, fourth, the presentation of the idea in terms of the evaluated evidence.6

The particular procedures of the study were as follows:

1. A review of the history of racial integration in the Indianapolis School System as derived from the records and writings of the Office of the Superintendent and the Board of Education. Note

2. An analysis of the legal aspects of racial integration as they apply to the Indianapolis schools.

3. An examination of the principles operating in all such schools as found in rulings, policies, and administrative procedures.

4. The study of these principles and the recording of their implementation by school administrators.

The definite limitations of the study were:

1. That this study was concerned only with the school city of Indianapolis, and with personnel directly concerned with it. It is not concerned with such supervisory offices as the state superintendent, with state permanent school funds, or with school lands, with higher education, with private schools or state-operated schools, or with other departments of government, except when and to the extent that such subjects bear upon the consideration of the problem of the school system and its personnel.

2. That the study of principles applying to the Indianapolis schools will proceed only so far as necessary to establish the policies in operation concerning racial integration under the action of the Indiana Legislative Assembly of 1949.

Primary Sources of Data

The present study depends for its primary materials wholly on the records and reports of the Office of the Superintendent of Indianapolis Public Schools and on interviews with personnel of that office.


Note: The terms "Board of Education," "School Board," "Board of School Commissioners," and "board of education" are used interchangeably to refer to the legal group functioning as the controlling body in the local school organization. The various usages in this report are parallel to the usages within sources being discussed.
The documentary evidence is confined to the minutes of the Board of Education as kept by the secretary, the Annual Reports to the Superintendent by principals of the various schools, and the unpublished reports of the superintendent's staff concerning the operation of the program.

References to the laws affecting racial integration of the Indianapolis Public Schools are to be found in the laws as recorded in the published reports of the United States Supreme Court since 1952, and the published reports of the Indiana Legislative Assembly.

Previous Related Writings

Prior educational studies concerning the racial integration of the public school system of Indianapolis are unknown to this writer. The reviews of the progress of the program have been published. One of these is found in the Washington-Post, Sunday, February 15, 1953. The other is found in the Indianapolis Times Sunday editions running through the month of December 1956. Both of these are reports from Dr. Herman L. Shibler, Superintendent of Indianapolis Schools.

A laudatory essay written by David A. Sauer, Director of the Jewish Community Relations Council of Indianapolis, can be found in a pamphlet reprint from the Presson, Ohio, Courier.

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8 Herman L. Shibler, "Integration of the Indianapolis Public Schools," The Indianapolis Times, December 1956.

A general study of the racial integration of the Louisville, Kentucky, schools is an excellent volume of material concerning the problems of a city in the South in this race problem area. The Louisville Story, by Orner Carmichael, Superintendent of the Louisville School System, and Weldon James, discusses the complexities of the process of racial integration in a city that was once the heart of the Southern slave trade. The likenesses of situation are as profound as the differences are sharp, and there is no one who cannot profit by a comparison of this story with that of a large urban industrial center such as Indianapolis.

The Negro and the Schools was intended by its author, Harry S. Ashmore, to bring into focus the dimensions and the nature of a complex educational problem that in many ways provides a significant test of our American democracy. The book was originally published on May 16, 1954. On the following day the United States Supreme Court handed down a unanimous decision outlawing racial segregation in the public schools.

Arnold Rose devotes Chapter Seventeen of his book entitled The Negro in America to the problems of the Negro in the basic institutions of the Church, School, and Press. He expects to make it obvious that the perpetual discriminations in every phase of life activity toward the Negro is the source of that discrimination in every case. The

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problem in education, for while it is said that the Negro should be segregated, the reasons given for such racial segregation are the results of his being separated from the equitable resources of his community. This principle applies particularly to education, economics, and health and welfare benefits.

An article in the October, 1953, Indiana Teacher, entitled, "Integration," by Horstane Meyers of the International News Service, discusses the general developments of racial integration throughout the State of Indiana. The conclusions are clearly stated by the author, "...the Indiana state has had a six-year start on the Supreme Court-directed school integration."

The January and February 1953 issues of the Atlantic Monthly feature two articles, "Race and the Schools," by Agnes E. Meyer, and "Integration Must Move," by Roy Wilkins. The first of these discussions very sympathetically the problem as a crisis in the North and in the South. The author insists that free and honest discussion tempered by calm deliberation in progressing at a deliberate speed is the key to a successful solution of the dilemma. Mr. Wilkins carries forth the discussion initiated in the January article by Agnes Meyer, insisting that the calm deliberation suggested does not mean a series of delaying tactics.

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1Horstane Meyers, "Integration," The Indiana Teacher, Indiana Teachers' Association, Indianapolis, Indiana, October 1953, pp. 85-93.


3Roy Wilkins, "Integration Must Move," The Atlantic Monthly, Boston 150, Massachusetts, February 1953, pp. 53-56.
In the sixth issue of *The Humanist*\(^{16}\) of 1957, Louis A. McGee discusses some of the issues raised by rabble-rousing race haters, irresponsible officials, and acts of violence inspired by those who wish to set back the progress of racial desegregation.

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CHAPTER II

HISTORY AND BACKGROUND OF INTEGRATION PRIOR TO THE ACTION OF THE 1949 INDIANA ASSEMBLY

The Issues

There are four issues basic to the controversy. First is the intent of the law. Even today, there are many who ask what the law is concerning racial segregation in the public school, or when the law will be settled. The law is already settled. In Indiana a trend to disavow the influence of the Ku Klux Klan culminated in efforts to repeal the laws permitting school systems at their will to maintain systems of segregated schools. In 1947 these efforts failed; but in 1949, the Indiana Assembly passed a law forbidding any system to require a child of either race to go to a segregated school; unsegregated schooling must be provided for all who want it. The wording of the law is specific and sweeping, asking clear the intention of the legislature. However, the law contained no provision for enforcement and there were many discussions of its meaning and many claims of violation.

The decisions handed down by the United States Supreme Court in the cases of Brown v. Board of Education and Bolling v. Sharpe, taken together, make the law clear.¹ Racial segregation of children in the public schools is unconstitutional.

The second issue concerns the social mores. For many years the white and Negro people have lived in sight but not in hearing of each other. The glass wall of segregation, both social and psychological, has been a stout barrier to the understanding so desperately needed by them, one for the other. No legal racial integration, however imposed,

promises to bring the younger generation into a situation making such seeing and hearing less a separation. The obstacle and challenge is a problem of communication. This is essentially a problem of cultural contact.

The human relations problem constitutes the third issue of the controversy. One group of sociologists depicts human relations as an interrelated and changing complex of activities, interactions, and relationships, values and beliefs, and symbols. Arnold Rose suggests that viewing these as features of such relations, we can employ them in an analysis of contemporary race relations in the United States.\(^2\)

Probably one of the most heatedly discussed questions concerns the fourth issue, namely the status of the public school. The Brown decision and the compliance to it by the Southern states is approached from a variety of points of view. The "separate but equal" doctrine resulting from the Plessy v. Ferguson case of 1896, operates with varying degrees of success and application.\(^3\)

These issues are as vital a part of the intelligent analysis of the problem in Indiana and Indianapolis in particular, as they are in the abstract for the whole of the nation. The answers to the problems anticipated in each of them has been a continuing part of the planning concerning the process and procedures for integrating the Indianapolis schools.

**Source of the Historic Background**

It is an interesting sidelight that the institution of slavery had its inception in America with the enslavement of Indians for gold.

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\(^3\)Plessy v. Ferguson, 163 U.S. 537, 1896.
work in mines and upon plantations. A Spanish churchman, Luis Costo, urged that the Negroes from Africa be brought to America to relieve the tormented Indians.

When the supply of Indian captives proved inadequate, the planters turned not only to the Negro, but to the jails and poorhouses of Europe for a supply of toilers. The year of 1619 (20) saw the Pilgrim Fathers landing at Plymouth and a Dutch ship disembarking the first cargo of Negroes at Jamestown in Virginia. "All men are by nature free and equal," said the Virginia Bill of Rights, and outside in the sunshine toiled the Negro slave. (21)

From 1652 to 1663, the pirate John Hawkins, an English sea captain, defiled both the Portuguese and the Spanish by procuring slaves in Africa and selling them at a great profit to the Spanish in the West Indies. (22) The British had conquered and exploited the sugar-slave trade in the same area by 1655. (23)

During the eighteenth century slavery came to play a more important role. Negro slaves were cheap and endured the work of the plantations with fair contentment. In the rice-growing sections of South Carolina, where the climatic conditions were bad and white laborers quickly succumbed, Negro laborers were able to survive and to make good profits for their masters.

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(22) Hicks, op. cit., p. 11.

(23) Ibid., pp. 50 and 54.
Jefferson introduced a plan for the organization of the West which came to be known as the Ordinance of 1784. The question of how much slavery, where, and under what conditions was plaguing the Congress and the President. Jefferson's Ordinance provided that "within their borders slavery should not exist after the year 1800." On July 13, 1787, an ordinance was passed which provided that neither "slavery nor involuntary servitude in the said territory, otherwise than in punishment of crimes wherein the party shall have been duly convicted," shall be permitted.

A bill reported from committee in 1819, purporting the admission of Missouri as a state, got the attention of Tallmadge. He proposed to amend the bill by providing that further introduction of slavery into Missouri be forbidden, and that all children born of slave parents after the admission of the state should be free upon reaching the age of 25. The slave trade had been outlawed in 1803, but opposition kept such from happening at this time. Eventually the compromise of 1820 was accepted and provided for a division of free and slave practices at 36/30.10

In 1830 further immigration into Texas was prohibited and the importation of Negro slaves was forbidden by the Mexican government.11

As long as slavery existed anywhere, however, there were bound to be those who were willing to take the risk of trade. Slave cargoes could be easily and cheaply obtained at the numerous stations along the

3Jefferson, pp. 178 and 132.
10Jefferson, p. 353.
11Jefferson, p. 433.
western coast of Africa where native chiefs brought in their large-eyed captives and exchanged them for liquor and trinkets. The slaver, if he escaped capture on the high seas, could then dispose of his cargoes at a good profit in Puerto Rico, Cuba, Brazil, or the United States.

At Newburyport, Massachusetts, there was launched the Abolitionist Movement which was to take the center of the stage in the future of the republic. William Lloyd Garrison issued the first paper flyer entitled Liberator on January 1, 1831. The Abolitionists thus received an organ through which they were able to leave a legacy of unsolved problems that are yet plaguing the nation.12

The minds of the public were beset by haranguing from both points of view. Thomas Roderick Dew, professor of history, metaphysics, and political law in the College of William and Mary, and afterwards its president, was the most systematic and effective pro-slavery speaker. Instead of apologizing for what he found in the South, he defended it. Dew had obtained his education in Germany, where he was impressed by the open recognition of the inequalities of men, and the inevitability of a stratified society.

The great planters, because of their superior education, ability, and property, stood rightly at the head of Southern society; next to them in rank were the small landowners, the traders, and free laborers; at the bottom of the ladder were the slaves.13


"It is the order of nature and of God," Day claimed, "that the being of superior faculties and knowledge, and therefore of superior power, should control and dispose of those who are inferior. It is as much the order of nature that men should enslave each other as that other animals should prey upon each other." The idea that slavery was ordained of God was particularly comforting to the people of the South. The Fourth and Tenth commandments, which referred to non-servants and paid-servants as of the same status as slaves, clearly gave the stamp of Divine approval to holding slaves. Abraham and Isaac, as well as the other patriarchs, had held slaves. The Apostle Paul had enjoined servants to be obedient to their master.6

David Miller gave his name to a proposal which came to be known as the Miller Proviso. Thus, in August of 1846, Polk asked Congress to appropriate two million dollars to be used in purchasing territory from Mexico. Miller, an anti-slavery Democrat from Pennsylvania, introduced in the House a resolution that "as an express and fundamental condition" to such an acquisition, "neither slavery nor involuntary servitude shall ever exist in any part of said territory." This provision was attached to the Bill and passed the House of Representatives but was lost in the Senate.7

About the idea that California and New Mexico were to be admitted to the Union, Robert Toombs of Georgia replied to Taylor's recommendation that California and New Mexico be promptly admitted as free states, regardless of what their constitutions might say on slavery by saying:

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16 Wright, ed. cit., p. 462.
17 ibid.
18 ibid., ed. cit., p. 250.
I do not hesitate to even before this House and the country, and in the presence of the living God, that if by your legislation you seek to drive us from the territories of California and New Mexico, purchased by the common blood and treasure of the whole people, and to abolish slavery in this District, thereby attempting to fix a national degeneration upon half the states of this Confederacy, I am for dissolution. 17

The compromise of 1850 did eight things to alleviate the feelings of the deep South and the fanatic North, and to attempt to cool off the rampant talk of secession among many of the leaders of the South. The compromise permitted California to enter as a free state; made no contribution as to slavery in the rest of the territory; agreed that slavery in the District of Columbia might not be abolished without the consent of Maryland, and of the people of the district, and without just compensation to owners of slaves; prohibited the slave trade in the National Capitol; enacted a more stringent fugitive slave law; and asserted that Congress had no power to interfere with the slave trade between states. 18

The 1851 constitution adopted by the State of Indiana provided that no Negro would have the right to settle within the boundaries of the state or to become residents or citizens of the state from that time forward. This provision remained the law of the state until the constitution of 1853 was adopted, which made it possible and mandatory for any community to provide a school or an integrated school situation for the Negro resident.

It was also in 1853 that an Indiana Supreme Court handed down a decision making it unconstitutional for local governments to tax

17, Hortenstine and Smith, op. cit., p. 369.
18, ibid., op. cit., pp. 362-3.
for the support of public schools. 19

During this time Harriet Beecher Stowe's Uncle Tom's Cabin was creating a tremendous stir through the North. When first published in 1852, it sold over three hundred thousand copies before the end of the year. When President Lincoln first met Mrs. Stowe many years later, he is said to have remarked, "So you're the little woman who wrote the book that made this great war!"

Although she may have not been more than a voice preceding the war, the Dred Scott decision was the clarion call. The Supreme Court held that the Missouri Compromise was unconstitutional, and that slavery in the territories was, in effect, protected by the constitution. 20

When Abraham Lincoln appeared at his inauguration, he reviewed the history of the crisis in such a way as to leave no doubt that he fully understood it, and he presented a calm, powerful argument against the constitutional right of secession. More than that, he left the South no alternative but to return to the Union, or else fight to stay out. He declared that it was his intention to execute the Federal laws in all the states, to "hold, occupy, and possess the property and places" belonging to the Federal Government, and to collect as usual the duties and imposts. "In doing this there needs to be no bloodshed or violence; and there shall be none, unless it be forced upon the National Authority." 21

The language and intent so apparent in Lincoln's address needs to be related to the intent and purpose of current statements concerning

19 P. H. Garst and E. H. Peterson, A Brief History of Indiana, Indiana Historical Bureau, 1936. A discussion of the 1851 and 1853 constitutions is included.


21 Hicks, op. cit., p. 61.
the Augmentation of the Law. By September of 1862, he was ready to
make the declaration most of the world was waiting to hear. On the
seventeenth day of that month he stated, "On the first day of January,
A. D. 1863, all persons held as slaves within any state or designated
part of a state the people thereof shall then be in rebellion against
the United States shall be then, thenceforward, and forever free."22
By the time the war was over, state action in Missouri, West Virginia,
Maryland, Tennessee, and Louisiana had abolished slavery by law. By
the end of 1865, the Thirteenth Amendment was passed.

In 1868 Indiana law had specified that no Negro or mulatto should
deceive any of the benefits of the common schools of the state, but under
the impact of the Civil War, in 1869 set aside tax money available on a
uniform basis for all children in the state.23

Thousands of idle Negro men and women were concentrated in camps,
or scattered over the entire country living by raiding barns or chicken
coops. Lawlessness, idleness, immorality, and sickness resulted.
Meanwhile, many plantations were uncultivated for lack of workers. New
legislatures in the South attempted to meet the problem. They passed
laws fixing the status of the Negro, and provided penalties for vagrancy
and lawlessness. In some states the Negro had to have a license to
preach or to engage in trade; in other he could own no land. For co-
ddictious speech, rioting, or vagrancy he was subject to fines. If he
could not pay, he might be landed over to a whitesown and forced to work.


23Schools in Transition, edited by Robin H. Williams, Jr. and Margaret
If he failed to support his children, they might be apprenticed to an
employer, who must clothe and feed them, teach them to read and write,
and keep them employed. The Northern reactions to Southern abuses of
such laws were obvious.

Many of the so-called "freedmen" were lower class whites of the
South who discovered a tremendous potential for money-making and power
by exploiting the newly-freed Southern Negro. In the guise of Aboli-
tionists and Negro sympathizers, they gained control of state legislatures
by getting Negro candidates elected. In South Carolina, for example,
one legislature contained no white personnel, even to the pages of the
House—such political exploitation led groups of Southern and Northern
whites to develop methods of fighting corruption which were in themselves
questionable.

One after another, states passed voting laws that were discrimina-
tory. Some required that the Negro be a resident until 1880 before be-
coming eligible to voting privileges. Others required he be a descendent
of a registered voter of 1869. Obviously the elimination of the Negro
from politics has been closely accompanied by a determined effort to
keep the two races apart. Not only were marriages of whites and Negroes
made illegal, but social intimacy of any kind was prohibited. Such a
miscegenation statute is to be found within the body of civil law in
several states, including Indiana, today. For the most part there are
provided separate schools, railroad coaches, restaurants, churches, and
motion picture theatres. Within the last score of years much of this
social racial segregation has disappeared in the South, more in the North.

24 Nesbit-Baker and Smith, loc. cit.
25 Hicks, loc. cit.
There is a marked difference of opinion as to Negro education. Some say book learning has spoiled many a good Negro. Why put foolish notions into his head? Each of this sentiment is the desire to keep the Negro under foot—in his place. Knowledge is power, and power in the hands of the Negro might prove to be embarrassing.

Indiana's Record to 1940

From the end of the Civil War until 1940, local school districts and boards determined their individual courses and policies. They seemed to follow no regional pattern, but to be the result of chance and circumstance.

Several conditions can be described:

1. In some cases the elementary schools were segregated and the high schools integrated.

2. In some places the elementary schools were integrated and the high schools segregated.

3. Other areas boasted the strange innovation of allowing students to attend the same school but they were assigned to different classes; or attended the same classes, but sat across the aisle.

4. In the decades prior to 1930, about 150 schools were available for the sole use of Negroes.28

After the turn of the twentieth century, the trend seems to be toward greater segregation. This was greatly accelerated by the influence of the Ku Klux Klan in Indianapolis and southern Indiana during the Twenties.

28 Schools in Transition, loc. cit.
A generalized discussion of the process and effectiveness of several representative Indian towns and cities can be found in a field research study conducted under the auspices of the Ford Foundation by Harold Z. Christensen and Dwight B. Culver, Purdue University; and John Grady, Assistant Research director of the Welfare Council of Metropolitan Chicago.

The report suggests that Indianapolis might be considered representative of a good many communities where opposition to racial decongregation was vocal, and where school and community leaders were unsure of what steps should be taken and what results might be expected.

Racial decongregation in Elkhart had begun only in 1929 with the building of a new elementary school. A public meeting was held, spokesmen for both sides were heard, and a plan was presented to the school board for racial decongregation. Integration was accomplished promptly for students and faculty alike.

New Albany and Jeffersonville, near the Kentucky border, offered instances of poor success in racial integration. It is believed that Negroes were not made to feel at home in the integrated activities and were unable to participate in all school functions.

Gosnoldville, prior to 1949, through a mayor's council, worked to eliminate community discrimination in theatres, hospitals, and police work. Parent organizations discussed integration and generally favored acceptance and compliance with the new state law. A voluntary plan was presented to the Negroes, and slow progress, but increasing as time passes, is being made.
Examples of industrial cities which had gained large Negro populations during the war and whose residential racial segregation tends to encourage school racial segregation are found in Gary and South Bend. A strike by school children in Gary in 1945-46 against the entrance of Negroes into a high school resulted in community action against such efforts to maintain racial segregation. A firm policy of racial integration was announced by the school board and accepted by the community. Active community leadership in South Bend has made school relationships good. Residential racial segregation has increased segregation in the elementary schools, but there has been no apparent tendency to segregate in the high schools.

Resume of Pertinent Developments in Indianapolis

The effects of events and legal actions throughout the nation and over the state have apparently had visible effects upon Indianapolis. As far back as 1922 the Board of Education considered the problem of providing a school for Negro secondary education and in that year voted to build an all-Negro high school.27

The 1923 school board election put, for the first time, a recognized representative of the Ku Klux Klan on the board. During this year, new boundaries eliminating Negroes from fourteen schools throughout the city were set up. In practice, there was one kind of districting for white children and a completely different one for Negroes.28

In 1925 the Ku Klux Klan elected recognized members as mayor of the city and all positions of the board of education. Because of the

27 Minutes of the Board of Education, December 12, 1922, pp. 63 and 64.
28 op. cit. January, 1923, p. 3.
method of rotation of terms, it was two more years before the Klan mem-
bers took complete charge of the board. Some consideration of the new
all-Negro high school was apparent, and by 1927, Griegus Attacks became
a reality. On January 11 of that year, the school board passed provi-
sions for financing and building the new high school.29

Not only were pressures apparent from 1923 to 1930 from organised
groups such as the Klan, but on January 13, 1922, the General Superin-
tendent received a letter from the Ashleton Civic Organization and the
White Supremacy League of Indianapolis urging that every possible step
be taken to insure the segregation of races in the public schools.30

The prestige of the Ku Klux Klan suffered greatly when D. C.
Stevenson, Grand Dragon of the State Klan, was arrested and convicted
of murder in 1925. The influence of the Klan declined, but the trend
to continue and increase the racial segregation of school children re-
mained. On March 29, 1927, the Board ruled that all Negro secondary
school students would attend the new high school then completed.31 At
this time there were over one thousand Negro high school students at-
ending four of the city’s regular high schools. However, when school
opened in September of 1927, all the city’s Negro youth in school at-
tended Griegus Attacks and complete racial segregation was accomplished.
In general, the Klan dominated the School Board and the policies govern-
ing attendance and districting from 1920 through 1930.


30 Letter was read by author during an interview with the Executive
Assistant to the General Superintendent, June 6, 1953.

31 Minutes of the Board, op. cit., March 29, 1927, no page given.
In 1929 the School Citizens Committee, which wished to establish order and free schools from politics, was formed and through assiduous efforts and strenuous campaigning managed to defeat every candidate running and to elect a board favorable to the committee. Much tension toward racial segregation was eased, and the ensuing decade contains little action one way or the other.

With the coming of the Second World War, the policy of President Roosevelt and the Truman Executive Order eliminating racial segregation in the armed services, and the pressures on upgrading morale and patriotic motivation, it became obvious that racial segregation practices must quickly disappear. The Truman administration and many members of Congress arouse national controversy with a civil rights program and pressure on state and city legislators was successful in making nondiscrimination a requirement in many public housing programs. The armed services integrated troops as a result of the executive order, and perhaps for the first time an ability to communicate understanding at an interpersonal level was made possible.

In 1935 the Indiana Assembly passed a law requiring transportation to be provided for any Negro who goes further than one half mile to attend a school for Negroes than if he would have gone to a nearer white school.32

By 1946 the Board of Education and the staff of the Office of the Superintendent began working toward racial integration. Schools Number Five, Thirty-two, and Twenty-nine, all in mixed population areas, were

surveyed and considered. Some Negro students were enrolled in Five and Twenty-nine during 1946, and School Number Thirty-two received Negro students in the fall of 1947. A small group of parents protested the racial integration of School Thirty-two by keeping their youngsters home at the beginning of the term. By the third week, all students were properly enrolled and racial integration of the school was under way.33

The specific policy of the Board concerning who would go to a particular school was based upon the need and the availability of the schools and the location of the families concerned. The dual district situation, one for white and another for Negro, came to an abrupt halt.

The 1946-47 adjustments were reportedly quite satisfactory. Needless to say, the personnel and parent leadership was of the highest quality. Incidents of vandalism were infrequent, showing no visible increase or decrease as compared to the non-integrated school years.

At the same time, transportation was being provided to one thousand and fifty Negro high school students and over four hundred elementary Negro children.34

It could seem that the conscience of the city was aroused as well as a realization that racial segregation resulted in a waste of time, effort, and money. Racial integration of the schools was a natural result of pressures growing within and without the city and the state.

---

33From notes taken at an interview with Assistant Superintendent Paul L. Miller, June 22, 1958.

34From notes taken at an interview with the Executive Assistant to the General Superintendent, June 19, 1958.
A need and a moral gap were to be filled by the subsequent efforts of
the Board and the General Superintendent's staff.

The 1949 General Assembly passed the law which stated:

It is hereby declared to be the public policy of the
State of Indiana to provide, furnish, and make available
equal, non-segregated, non-discriminatory educational
opportunities and facilities for all, regardless of
race, creed, national origin, color, or sex.35

It became apparent that this was the necessary result of the feelings
of an enlightened public. Some areas of Indiana, such as East Chicago,
have never had any real racial segregation of either students or faculty.35
Other areas of the state were prepared to resist the implication and
the intent of the law. But for the most part, the Capital City was in
general agreement that the procedures were available and an orderly
and consistent racial integration of the entire school system should
take place.

It was equally apparent that the law was stated in such a manner
that little racial integration needed to occur for five years, and even
the following of the racial integration of youngsters at the first
grade and first year of high school, if not supplemented by a district-
ing on the basis of school locations logically to serve the area, would
make an almost indefinite process of the racial integration program.

Evasion for the Sake of Delay

It would seem apparent that no device for state action or action
by any one of the state such as a school system or other agency of local
government designed to defeat racial integration will ultimately succeed.

36Leyser, Hortense, op. cit., p. 33.
There are several alternatives available to the racial segregationists. The laws of Indiana and the United States concerning segregation are not applicable to any private school situation. A state law requiring racial segregation or integration in a private school will be official action and clearly unconstitutional. At the same time, a state action granting financial aid to private schools on the condition that they maintain racial segregation would be equally official action and not successful. The vital defect of official action in such cases will be discovered whether the condition of racial segregation be imposed by local legislation, by administrative regulation, or even by extra-legal regular official practice.

The abandonment of the public schools could be achieved, but at a tremendous cost to the public. There is no state or federal requirement that the school be maintained other than the provisions made by the state, and these requirements could conceivably be changed by state action.

Carry-overing of attendance districts is one of the most common devices employed. If the districting is controlled by such standards as distance, convenience of access, and the availability of transportation facilities, an inquiry into the facts will show that race has nothing to do with the districting plan.

The continual maintenance of Negro schools for entire communities might be employed as another device, with no regard for residential areas. Such schools would be accompanied by local pressures designed to induce non-Negro children to attend these schools voluntarily.

The maintenance of practical racial segregation within nominally non-segregated schools is a closely-related device. Negro students
may be assigned to separate activities, study halls, and classrooms, and racial seating arrangements can be made as well. Ultimate success for such plans could not be expected.

School officials might announce that qualified Negro students would, on application, be admitted to schools previously regarded as "white." Certain examinations and other matriculation routine would thereafter be required of all applicants, white and Negro, seeking admission to such schools.

Since no school district becomes expressly bound by the racial desegregation rule until an order is entered against it specifically, the amount of litigation necessary to enforce general compliance with the law could be tremendous, particularly in areas in which voluntary compliance is negligible.

Advocates of quick racial desegregation often may be dissatisfied with the progress toward integrated schools. Examples of quick efforts meeting with quick and complete acceptance will be cited. They will say the way to integrate is to integrate. To answer these, across the nation and in parts of Indiana a wide variety of organizations has been formed with countless affiliated committees primarily devoted to evade for the sake of delay. There is no evidence to indicate the effectiveness of such groups in slowing or halting the progress of integration.
CHAPTER III

THE DEVELOPMENT OF THE INTEGRATION PROGRAM
FOLLOWING THE ACTION OF THE 1949 INDIANA ASSEMBLY

The Effect of the Law on the Rebuilding Program

According to Joseph Payne, Director of Research for the Indianapolis Schools, nothing of great significance occurred prior to the 1949-50 school year.\(^1\) Of course, most of the ground work for bringing the first steps of racial integration to reality was done.

With the passage of the anti-segregation law, the opportunity for a heightened effort was at hand. A bulletin was circulated among the staff including the report of the General Superintendent to the School Board for the April 12, 1949, meeting.\(^2\) The recommendation to the Board was that all beginning Kindergarten and First Grade, first semester high school, and new students to the system shall begin at the school nearest home. In order to avoid some of the difficulties inherent in such a sudden change of procedure, the superintendent recommended that any pupil entering the school might be given special consideration to transfer, if such a pupil lived more than two miles from the assigned school and less than two miles from another, more than two miles from any school, or presented other justifiable reasons. This recommendation applied to high school students. For the elementary beginner, the recommended distance for transfer qualification was reduced to one mile and students were not provided transportation. Further, the superintendent recommended that all pupils presently enrolled continue in the same schools.

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\(^1\)Interview with Joseph Payne, June 13, 1959.

\(^2\)Micrographed Bulletin to the Staff, April 12, 1949, Virgil Stonebaugh, General Superintendent.
Certain changes in the composition of several schools became apparent during the next few years. For example, during the school year of 1949-50, School Number Five reported no Negro pupils; but in 1950-51, this school had integrated 131 Negroes to bring the total school enrollment up from 367 the preceding year to 403. At the same time School Number Eighteen increased from none to five; School Number Thirty-two increased from none to 191; School Number Thirty-five increased from none to thirty-eight; and School Thirty-four added six.

This was the beginning of an effort to integrate which was to reach its peak during the school year of 1952-53. Not only was the Board interested in the integration of students, but also in an intelligent distribution of staff and faculty. The policy as interpreted from the Board was clear and definite: the student population and the faculties of the schools shall be integrated as promptly as propitious, with no delays, and with persistent effort.

The population of the city of Indianapolis in 1950 contained approximately a 15 per cent distribution of Negroes. The object of the Board and the staff was to develop a distribution of pupils and staff commensurate with the total population picture. This was never stated as a definite goal, and such a desire was never set up as a statistical formula of distribution. It is, nevertheless, appropriate as a statement of a part of the problem and as an idea of growth comparisons. A comparison of Table I, which shows the proportion of the Negro


4ibid.

5Interview with Assistant Superintendent, Paul I. Miller, June 22, 1958.
to total population of the city, with the division of white and Negro teachers as shown in Table VII indicates the parallel proportions achieved.

**TABLE I**

THE POPULATION OF THE CITY
OF INDIANAPOLIS
IN 1950

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total</strong></td>
<td>426,945</td>
</tr>
<tr>
<td><strong>Negro</strong></td>
<td>64,029</td>
</tr>
<tr>
<td><strong>Per Cent Negro</strong></td>
<td>14.9%</td>
</tr>
</tbody>
</table>

(See Appendix A for 1950)

Preparation and Procedure

Beginning with the concept that each child should attend the school nearest his residence, and with the awareness that neighborhood practices and mores had traditionally determined the school choice and attendance, the administrative staff approached the racial integration question on a purely local basis. Each school district was analyzed, and on that basis from the school year of 1950-51 definite scheduling of a program of integration was developed. Schools that were in a transitional area and which would profit from a redistribution of student personnel were given priority integration consideration. In the near downtown area, School Number Five was thought to be in such a category. To the central north, two schools were obviously in a borderline changing population area, Numbers Twenty-nine and Thirty-two.

The first step was initiated at the executive level. The General Superintendent introduced the subject in a regular monthly principals' meeting; then, after discussion with the group, arrangements were made for individual conferences with the principals involved, followed by a group meeting with the principals concerned and several members of the superintendent's staff.
At these meetings the chief topic was the potential success of the program of racial integration at the schools under consideration. As certain problems were uncovered and planned for in the first level of conferences, the principals of the three schools were charged with the responsibility of setting up a favorable psychological atmosphere within the school by approaching the staff and student personnel in a constructive effort to solve a mutual problem.

Prior to the introduction of the plan to the student body of the various schools, plans were carried out to contact the various neighborhood and civic groups exhibiting leadership in the area. At many small group meetings with the Board of the local parent-teacher organizations, and with special committees made up of the religious and non-sectarian leaders of the community, the problems and plans were discussed. Usually the members of the community consulted in the planning for the changes in the school were quick to grasp the opportunity to help. A great deal of patience was required on the part of all the school personnel, for the greatest single mistake to be made was considered to be creating an atmosphere of hurry or haste. After many of these small group meetings with parents, teachers, and interested members of the community, the way was paved for a large group meeting.

Just before school was scheduled to be opened, a large group meeting of the parents of the school was arranged, and the parents were urged to bring their youngsters. At this meeting a review of the planning for the racial integration move was presented as a part of the total report to the parents on the plans for the coming school year.
Along with the careful planning on the handling of the socio-
dynamics of the community, equally careful planning developed in re-
tion to staff and faculty at the schools to be integrated. Criteria
for determining the qualifications of teachers to be placed in the
schools had never been published. Such a statement was developed,
printed, and approved. It stated in part:

It shall be the policy to fill all positions with the
best qualified teachers available. They shall be cho-
sen from a list of eligible candidates whose qualifica-
tions have been previously established by the staff. The
General Superintendent and staff shall judge qualifica-
tions on the basis of credentials and other documentary
data on file in the personnel office. In the selection
and assignment of instructional personnel there shall be
no discrimination because of race, color, or creed. 6

Special efforts were made to place the best qualified Negro and
white teachers where their personality, skill, training, and aptitudes
would be of greatest help in these transitional areas.

Racial Integration of Pupil Personnel.

Only two hundred and sixty-nine Negro pupils attended schools
which included white pupils in 1940. This represented only about four-
teen of the eighty-eight elementary schools and eight high schools of
the city. By October of 1953 the change was readily recognizable.
Fifty-three of the schools were integrated, affecting 43,301 pupils.
Harry S. Wool School was opened to service the impinging junior
high school needs on the near south side of the city, and was racially
integrated from its inception. Six existing high schools were inte-
grated, and forty-six of the elementary schools now included Negro
students. At this time, forty-nine of these schools enrolled a minority

6Criteria for Determining Teacher Qualifications, Bulletin of the
Office of the Assistant Superintendent, George Cathedral, a copy of
which may be found in Appendix B.
of white youngsters. Only eleven schools were all-Negro in composition, with a total of 9,339 pupils, while some twenty-seven schools were all-
white in composition with a total of 13,702 pupils.

Four years later, in 1957, sixty of the elementary schools were
integrated, including nineteen predominantly white and seven predomin-
antly Negro in population. Twenty-two schools remained all-white and
only six remained all-Negro. These subsequent changes affected 43,520
white pupils and 13,260 Negroes.\(^7\) Tables II, III, and IV show the total,

elementary, and high school pupil personnel distributions.

\begin{table}
\centering
\caption{Total Enrollment June 1957}
\begin{tabular}{l c}
Elementary & 56,700 \\
High School & 13,207 \\
Total & 74,907 \\
\hline
Elementary (Negro) & 13,200 \\
High School (Negro) & 3,932 \\
Total & 17,192 \\
\end{tabular}
\end{table}

\textit{(See Appendix E for 1959)}

\begin{table}
\centering
\caption{Distribution of White and Negro Pupils in Elementary Schools June 14, 1957}
\begin{tabular}{l c}
Mixed Elementary Schools & 60 \\
All White Elementary Schools & 22 \\
All Negro Elementary Schools & 6 \\
Total Enrollment of White Pupils & 43,520 \\
Total Enrollment of Negro Pupils & 13,260 \\
\hline
Total & 56,780 \\
\end{tabular}
\end{table}

\textit{(See Appendix E for 1959)}

\(^7\)Interview with Assistant Superintendent George Osthimer, June 21, 1953.

\(^8\)Interview with Assistant Superintendent Paul E. Miller, June 13, 1953.
Table IV
DISTRIBUTION OF WHITE AND NEGRO PUPILS IN HIGH SCHOOLS REPORTED JUNE 14, 1957

<table>
<thead>
<tr>
<th>School</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arsenal</td>
<td>3,593</td>
<td>733</td>
<td>4,326</td>
</tr>
<tr>
<td>Technical</td>
<td>2,634</td>
<td>770</td>
<td>3,404</td>
</tr>
<tr>
<td>Shortridge</td>
<td>1,713</td>
<td>145</td>
<td>1,858</td>
</tr>
<tr>
<td>Manual Training</td>
<td>1,454</td>
<td>1</td>
<td>1,455</td>
</tr>
<tr>
<td>Taylor</td>
<td>2</td>
<td>1,952</td>
<td>1,954</td>
</tr>
<tr>
<td>George Washington</td>
<td>1,333</td>
<td>135</td>
<td>2,128</td>
</tr>
<tr>
<td>Ulysses</td>
<td>327</td>
<td>172</td>
<td>999</td>
</tr>
</tbody>
</table>

Total Schools: 14,875, 3,932, 18,807

(See Appendix B for 1956)
Racial Integration of Teacher Personnel

Before 1951 in only isolated and rare instances were Negro teachers assigned to a school with white pupils in attendance. In September of that year, a Negro woman teacher was assigned to the staff at School Number Twenty-nine; and by January of 1954, three full-time teachers and a Negro principal were assigned to this staff of twelve full-time teachers. Schools Number Five and Thirty-two were also assigned Negro faculty members.9

Three hundred seventy-seven Negro teachers were employed during the school year 1953-54. Sixty-five per cent of the schools had integrated staffs, leaving only 14 per cent all-Negro and 21 per cent all-white. The number of Negro teachers assigned in schools which prior to 1951 were staffed wholly by white teachers multiplied 44 times.10

The numbers in Table V do not include turnover during the school year; they represent positions only. This may mean that more than one person filling a position during the year would increase the actual numbers of personnel concerned.

<table>
<thead>
<tr>
<th>Year</th>
<th>Number</th>
<th>Year</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949-50</td>
<td>347</td>
<td>1954-55</td>
<td>399</td>
</tr>
<tr>
<td>1950-51</td>
<td>361</td>
<td>1955-56</td>
<td>445</td>
</tr>
<tr>
<td>1951-52</td>
<td>361</td>
<td>1956-57</td>
<td>436</td>
</tr>
<tr>
<td>1952-53</td>
<td>372</td>
<td>1957-58</td>
<td>527</td>
</tr>
<tr>
<td>1953-54</td>
<td>377</td>
<td>June of 1953</td>
<td>534*</td>
</tr>
</tbody>
</table>

*Distributed in 37 schools

(See Appendix E for 1959)

9 Interview with the Executive Assistant to the General Superintendent, William A. Evans, June 22, 1953.

10 Mimeoographed Bulletin from the Assistant Superintendent in Charge of Teacher Procurement, June 1953.
Among the eight high schools in the city of Indianapolis, about twelve and one-half per cent of the employed teachers are Negro. It was reported that one hundred of the eight hundred three high school teachers were Negro. In the elementary schools, 1930 teachers are employed, and the June 1958 reports show that 22.02 per cent, or 425 of these, are Negroes.\footnote{Monographed Bulletin from the Assistant Superintendent in Charge of Teacher Procurement, June 1958.}

\section*{TABLE VI}
\begin{center}
INCREASE OF NEGRO TEACHERS ASSIGNED TO SCHOOLS WHICH PRIOR TO 1951 WERE STAFFED WHOLLY BY WHITE TEACHERS
\end{center}

\begin{tabular}{|c|c|}
\hline
Year & Number \\
\hline
1951-52 & 3 \\
1952-53 & 5 \\
1953-54 & 14 \\
1954-55 & 34 \\
1955-56 & 63 \\
1956-57 & 105 \\
1957-58 & 135 \\
June of 1958 & 142 \\
\hline
\end{tabular}

(See Appendix E for 1959)

\par

Table VII shows the division of Negro and white teachers in high schools and elementary schools.

\section*{TABLE VII}
\begin{center}
DIVISION OF NEGRO AND WHITE TEACHERS IN HIGH SCHOOL AND ELEMENTARY SCHOOL
\end{center}

\begin{tabular}{|c|}
\hline
Total High School Teachers... & 803 \\
Total Negro in High Schools... & 100 \\
Per Cent Negro............... & 12.45\% \\
Total Elementary Teachers... & 1930 \\
Total Negro in Elementary.... & 425 \\
Per Cent Negro............... & 22.02\% \\
(See Appendix E for 1959)
\hline
\end{tabular}
A comparison of Tables VII and VIII would indicate that a consistent attitude seems to be emerging concerning the total proportions of teachers at the high school and elementary school levels. The very slight increase in the percentages at each of these levels is due to the normal fluctuations of increase in numbers as the school population grows. It would seem that the proportions of Negro to white teachers are satisfactory to the school administration and can be expected to be maintained at the same approximate levels for some time to come.

TABLE VIII
DIVISION OF NEGRO AND WHITE TEACHERS IN HIGH SCHOOL AND ELEMENTARY SCHOOL AS OF NOVEMBER OF 1959

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total High School Teachers</td>
<td>341</td>
</tr>
<tr>
<td>Total Negro in High Schools</td>
<td>105</td>
</tr>
<tr>
<td>Per Cent Negro</td>
<td>12.4%</td>
</tr>
<tr>
<td>Total Elementary Teachers</td>
<td>1,936</td>
</tr>
<tr>
<td>Total Negro Teachers in Elementary Schools</td>
<td>452</td>
</tr>
<tr>
<td>Per Cent Negro</td>
<td>22.7%</td>
</tr>
</tbody>
</table>

(See Appendix B for 1959)

One aspect of the numbers indicated for the "Total Negro in High Schools" is that of the 105 reported some 100 of these are employed in the city's predominantly all-Negro high school.

It is the opinion of some of the Indianapolis high school administrators that the intention of the General Superintendent and the School Board is to push the integration of the faculty at this school. These sentiments are a result of a feeling that the integration of the pupil personnel can occur only after a satisfactory integration of the teaching and administrative staff.

The question most often raised concerning this situation is usually phrased in the following manner: "If the integration of this staff means
displacement of Negro high school personnel to less desirable positions, will our Negro teachers accept the move on the basis of its long-term benefits?"

A comparison of the percentages of the total Negro staff and the percentage of new positions certified would indicate that the percentage of distribution of Negro staff through the teaching faculties exceeded the Negro proportion of the total Indianapolis population. Although the 15.68 per cent of the new positions certified is lower than the 17 per cent of the total staff that is Negro, it is still higher than the 14.99 per cent of Negroes in the total population reported.12

**TABLE IX**
**DISTRIBUTION OF NEGRO TEACHERS**
**WITH NEW POSITIONS CERTIFIED**

<table>
<thead>
<tr>
<th>Number of Negro Teachers - September 2, 1957</th>
<th>January 25, 1953</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Staff.......................... 3,098</td>
<td>3,120</td>
</tr>
<tr>
<td>Negro Teachers....................... 527</td>
<td>534</td>
</tr>
<tr>
<td>Per Cent Negro....................... 17%</td>
<td>17.15%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number of New Positions Certified - September 1957</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Staff.................................. 102</td>
</tr>
<tr>
<td>Negro Teachers............................. 16</td>
</tr>
<tr>
<td>Per Cent Negro............................. 15.63%</td>
</tr>
</tbody>
</table>

*(See Appendix E for 1959)*

In the mixed schools, student population of both Negro and white, the number of teachers included increased from 105 in September 1956 to 135 in September of the following year. This 135 included 102 old teachers, twenty-two new teachers, and ten transfers from all-Negro schools, while one more returned from a leave of absence.13

12TYPographed Bulletin from the Assistant Superintendent in Charge of Teacher Procurement, June 1958.

13Ibid.
One more elementary school was included in the teacher integration program in 1957 than in the previous year, bringing the 1957 total to eleven elementary schools, seven high schools, and the Juvenile Center. Teachers, instrumental music teachers, speech therapists, social workers, and administrative staff are included in this program.14

As of September 2, 1957, the number of new Negro teachers assigned to schools was 71. This represented about eleven and one-half per cent of the total of new teachers assigned in the schools of the city.

Table XI shows a breakdown of their placement. Table XII shows a breakdown of the 25 available positions as of September 2, 1957, in all 13 Negro or predominantly Negro elementary schools and one high school.15

| TABLE XI |
| DISTRIBUTION OF NEW TEACHERS IN NEW POSITIONS AS TO TYPE OF SCHOOL |

<table>
<thead>
<tr>
<th>Item</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of New Teachers White and Negro</td>
<td>393</td>
</tr>
<tr>
<td>Number of New Negro Teachers</td>
<td>45</td>
</tr>
<tr>
<td>Placed in Negro Schools</td>
<td>30</td>
</tr>
<tr>
<td>Placed in Mixed Schools</td>
<td>15</td>
</tr>
<tr>
<td>Negro Teachers Furloughed of Absence</td>
<td>10</td>
</tr>
<tr>
<td>Placed in Negro Schools</td>
<td>4</td>
</tr>
<tr>
<td>Placed in Mixed Schools</td>
<td>6</td>
</tr>
<tr>
<td>Negro Teachers whose Contracts Terminated and whose</td>
<td>22</td>
</tr>
<tr>
<td>Wages Unemployed</td>
<td></td>
</tr>
<tr>
<td>Total of Negro Teachers Placed September 1957</td>
<td>71</td>
</tr>
</tbody>
</table>

(See Appendix C for 1959)


---

14 Ibid.
15 Monographed Bulletin from the Assistant Superintendent in Charge of Teacher Procurement, June, 1953.
TABLE XI
POSITIONS IN NEGRO AND MIXED SCHOOLS
SEPTEMBER 1957

<table>
<thead>
<tr>
<th>Teachers on Leave of Absence</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transferred to Mixed Schools</td>
<td>10</td>
</tr>
<tr>
<td>Retired</td>
<td>3</td>
</tr>
<tr>
<td>Resigned</td>
<td>5</td>
</tr>
<tr>
<td>New Positions</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total Available Positions</strong></td>
<td><strong>26</strong></td>
</tr>
</tbody>
</table>

(See Appendix E for 1959)

Of the total number of resignations and retirements for the school year of 1957-58, 13.55 per cent of the entire staff were affected. Table XII shows that 8.33 per cent were Negro positions, or only about one-half as great a change. The stabilization of the Negro positions compares favorably with white.16

TABLE XII
COMPARISON OF TOTAL NUMBER OF POSITION REPLACEMENTS FOR 1975-58

| Total Number of Resignations, Retirements | 280 |
| Total Requests for Leave of Absence      | 38  |
| Total New Positions Certified            | 102 |
| Total Positions to be Filled             | 420 |
| **Per Cent for Staff of 3,098**          | **13.55%** |
| Total Number Negro Resignations, Retirements | 12 |
| Total Number Negro Leaves of Absence    | 7  |
| Number of New Negro Positions Certified | 16  |
| Total Negro Positions to be Filled      | 35  |
| **Per Cent for Staff of 527 Negro**     | **8.33%** |

(See Appendix E for 1959)

If there is to be an integration of white and Negro staff, it must be carried out in the schools which are predominantly Negro as well as...
those predominantly white. Beginning the school year 1957-58, a number of white teachers were assigned positions in Negro schools. Four speech therapists were assigned to four Negro schools. Two social workers were assigned to two Negro schools. One white principal was assigned to the staff at School Number Seventeen, and two teachers were assigned to two all-Negro elementary schools, Numbers Seventeen and Sixty-Four.17

Assistant Superintendent Paul I. Miller pointed out he believed that the program of integrating the staffs of the various schools seems to be successful, both from the point of view of the cultural contacts and the adjustment of the students. He further stated that the General Superintendent and the staff have worked assiduously to carry out the intent of the board and the laws of the State and the United States. Mr. Miller indicated that the very fact that as complete a racial integration of both pupils and staff has been carried out as is practicable in the light of the location of schools is sufficient evidence of this.18

17Interview with Assistant Superintendent, George Osthheimer, June 18, 1958.

18Interview with Assistant Superintendent, Paul I. Miller, June 22, 1958.
CHAPTER IV

POLICIES OF THE PRESENT ADMINISTRATION
TOWARD THE INTEGRATION PROGRAM

Policies Toward Integrating Pupil Personnel

Only a very few specific statements can be made that will apply particularly to the situation of racial integration. The Board of Education has made it clear that the policies which determine all phases of school attendance apply indiscriminately to white and Negro alike. According to the Assistant Superintendent in charge of Pupil Personnel, Mr. Paul I. Miller, "Race is not a permissible reason for transfer. If you live in the district, you shall go to school there." 1

In all fairness to the staff of the superintendent's office, in every case called to the attention of that office a prompt and clear statement and ruling has placed the student where he should be. Several such cases have been handled, and it is plain that the school community has benefited by the consistent efforts made to place the various districts on a non-racial basis so far as attendance is concerned.

From the beginning, the policy of the board was not to encourage publicity. The Indianapolis newspapers, after a brief flurry of pressures for specific information during the 1949-50 school year, were most cooperative. General Superintendent Dr. Herman L. Shibler pointed out that the careful and selective manner in which the news agencies of the city have handled all news stories involving racial integration has been one of the saving factors so far as the human relations aspects of the problem are concerned. 2

1 Interview with Assistant Superintendent, Paul I. Miller, June 20, 1953.

2 Interview with the General Superintendent, Dr. Herman L. Shibler, July 2, 1953.
The basic policy of the board and the superintendent's office was simply stated: There shall be no differential treatment of students for any purpose whatsoever because of race, color, or creed. In any situations calling for special judgments, the welfare of the particular child shall be the basis for a decision.

Policies Toward Integrating Teacher Personnel

The special problems of getting faculties integrated should be quite apparent to the observer. All the inter-cultural attitudes common to a diversified adult mores structure are to be found within the faculty of the various schools of a city. Assistant Superintendent Mr. George Osthheimer, in charge of teacher procurement, made special efforts to analyze the nature and personality of a school's professional staff long before the assignment of a Negro teacher to a previously all-white staff or a white teacher to a previously all-Negro staff.

Appendix B contains a statement of the "Criteria for Determining Teacher Qualifications." Notable among the statements made are those found in paragraphs one, two, four, eight, nine, ten, eleven, and fourteen. These statements indicate specific requirements and procedures; such as, the holding of an Indiana certificate, holding a bachelor's degree from recognized institutions, all administrative and supervisory appointees must have at least two degrees, complete and verified records and documentations must be provided, citizenship verification, a statement of the non-discrimination policy, provision for ranking of candidates

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3 Interview with the Director of Research, Mr. Joseph Payne, June 18, 1953

4 See Appendix B for a statement of transfer policies.

5 Interview with Assistant Superintendent, George Osthheimer, June 29, 1953.
on basis of skill, personality, and other special characteristics, and
the final emergency decisions shall be the responsibility of the
General Superintendent.6

Every teacher placed in an integrated situation, whether Negro or
white, must possess those personal and professional qualifies which pre-
dict the most favorable adjustment and success for the program. Although
there have been many problems, most of which were solved in the plan-
nog stages, no serious mistakes in placement seem to have been made.
In nearly every case, the personality of the teacher combined with a
sincere interest on the part of the staff to see this program work have
been the key factors in the successful relationship developments.7

The General Developments of Policy

Indianapolis never experienced any of the extreme frantic reactions
in the various stages of adjustment to the program or idea of racial
integration, in spite of the fact that many of the school areas con-
tained large minority populations from areas of the deep South which
had experienced shock, confusion, and evident conflict. The city moved
through a stage of accommodation or routinizing of the interactive ar-
rangements that emerged. No doubt racial friction did exist and will
continue to exist for some time.

Many of the schools are racially mixed, but the natural lines of
residential racial segregation keep many of the others all-Negro or al-


7Interview with Assistant Superintendent, George Osthelmer, June 18, 1958.
white. Although there have been cases of students being moved by parents to private schools, there is no evidence of a significant change in enrollments.

Some new patterns of interaction and status relations are developing, with whites and Negroes interacting on an equal basis in the school situation but avoiding one another on an intimate social level.

Already, many Negro leaders are waging campaigns among Negro youth and others to develop better manners, more cultured speech, habits of industrious study, and a higher regard for one's personal appearance and health.

Negroes have achieved a large measure of integration. The continued insistence for full equality may get beyond their ability to achieve it. Where situations develop in which Negro and white interact for the first time as equal participants, Negroes may have a harder time than whites in learning to feel comfortable in the new activity.

The policies of the board are regulated by the demands of the community. "The professional educator takes the point of view that his responsibility is toward helping the Negro develop his status and that the fulfilling of that obligation is the primary concern of the public school."8

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8Interview with General Superintendent, Dr. Herman L. Shibler, July 2, 1958.
CHAPTER V
THE SCHOOL DISTRICTING PROGRAM AND POLICY

Districting and Policy Prior to 1949

In the early days of the city of Indianapolis, then school officials became aware of an increase of population and especially school age population, they picked a site, purchased it, built a school building, staffed the building, and opened for business. There was little question about who would go to the new school, for the parents and children were inclined to accept the most convenient situation without much thought.

As time passed and the socio-economic patterns of a neighborhood changed, many of the older residents and their families were forced to leave the old home area. As a consequence, they took it upon themselves to choose the school which suited their purpose best and enroll their children in it. Suddenly, if ever, were such practices challenged. For nearly half a century those areas of the city continued to undergo changes and the residents along with the local school principal pretty well determined the nature of the school's population.

When it became more and more difficult to locate either elementary or high schools in reference to wishes of a neighborhood community, school officials set up a group of qualifications, including a minimum number of school age youngsters, for the purpose of new school locations. From about 1935 to 1945, the schools of the city had no special school district lines with real meaning. When the first planning and discussion in anticipation of the state law requiring racial integration was undertaken, the feeling of the school officials seemed to be sympathetic with
the custom and tradition of the local neighborhood areas. As a consequence, the April 12, 1949, statement of the superintendent contained many elements or provisions for transferring a student that could unofficially allow continuing segregation to exist.

Districting and Policy Since 1949

When Dr. Herman L. Shibler was appointed General Superintendent in 1950, the first organized plans for the speedy and orderly racial integration of the city's schools began to develop. Dr. Shibler believed that there were three groups of thinking concerning the first stages of development -- too fast, too slow, just right -- and that these attitudes were common to Negro and white leadership alike.

National events, state influences, and community customs were all a part of the beginning problem. In the democratic atmosphere of the local community, it appeared to many that the new state law was a direct imposition upon the will of the local community and that the state had no right to interfere with the running of the schools. This attitude even grew in relationship to the Board of Education. Members of some community groups felt that the schools were running smoothly and without problems, and that changes of any kind, not fully acceptable to the local neighborhood, would cause difficulties culminating in the loss of community support for the schools as a whole.

The various elementary school districts were analyzed carefully by the staff, as a preliminary step to any changes on a wholesale scale. The principle that a school should serve the area immediately around it was the guiding thought. A rearrangement of the district lines was ba-
Because of the sporadic and uncontrolled placement of school buildings in previous years, it was nearly impossible to get a school plant in the middle of a district area. Nevertheless, the task was undertaken, and in subsequent years the lines have been adjusted more and more to conform to the best standards of administrative use.

A look at the districting map for elementary schools is enough to become aware of the many problems confronting a reorganization of pupil placement. In the older areas of the city, many of the schools were too small, poorly planned, and unsatisfactory for extended use as an eight-grade building. Twenty-four of these schools were reduced to Kindergarten through fourth, fifth, sixth, or seventh grades. Need for service to age groups was the standard used to determine such changes. It is not difficult to discover the natural conditions of neighborhood residential parcelling by a careful scrutiny of the district lines, even as they have been improved. Figure 1, the elementary school district map, makes many of these situations plain. The greatest distortions are within two miles of the center of the city. The usual history of the large urban city helps account for these distortions. Indianapolis developed along the same lines sociologically as any other industrial urban area. Within that tabular form can be found the elements of the old immigrant neighborhoods developed along national, linguistic, racial, and religious groupings. The patterns of factory and industrial trends in the early years of the twentieth century are also plain. There should be no particular surprise that the developments of the schools follow this pattern closely.1

1See appendix C for statement of elementary school assignments to high schools.
To a large extent, the members of the staff agree that the program of developing a sane and sensible school district pattern is being successfully achieved. In spite of the undercurrents of misunderstanding and the charges that teachers and administrators were not living up to the expectations of the program, and that the program barely went far enough to meet the letter of the law, some racial integration of students and staff at every level has been accomplished through the intelligent handling of the district modifications, as well as through the administration of the other parts of the program. Such integration is quite limited at the high school level, though more extensive at the elementary school level.
FIGURE 1

Map of the City of Indianapolis
Elementary School Districts

a. Reproduction of 1957-58
District Map, Board of Education
CHAPTER VI
SURVEY AND RECOMMENDATIONS
FOR FURTHER RESEARCH

The effect on the schools of Indianapolis of the 1949 law passed by the Indiana Assembly offered an opportunity to study the application of the principles of racial integration in a large industrial urban city of the North. Indianapolis has been called many times the most Southern city of the North, and the events surrounding the application of the law provided ample material for an appraisal of the method, procedure, and practice in a planned program of school racial integration.

The present study is concerned with a review of the events preceding and following the 1949 Indiana Legislative Assembly action as it applies to Indianapolis, the capital city of Indiana; with the principles operating in all such schools in the rulings, policies, and administrative procedures as set up by the board and the superintendents; and with the studying of these and the recording of the direction and implementation of them by school administrators. A brief treatment of the problems of integrating staff and pupils, modification of districting practices, and a development of the entire program of integration is included.

Observations

The important features of the history of integration in Indianapolis are centered about the actions of the local school boards prior to and following the 1949 legislation. The greater part of the preparations for an orderly racial integration program were in the making, and were meeting with definite progress and success prior to the rulings of the United States Supreme Court on May 17, 1954, and May 31, 1955.
The issues concerning the social integration of the schools were speedily recognised. The questions of the nature of the law and its application were made clear to the public and to the staffs of the various schools. The efforts of interested groups, even before the actual passage of a law repealing permission for local school systems to maintain local systems of segregated schools, to make it clear that no law really existed to prevent the racial desegregation of the schools, were effective enough to start the local school personnel planning for a social integration program.

The communication barriers between white and Negro groups were recognized and given attention. Group meetings with representative leadership from all groups in an area or neighborhood were set up and pursued prior to any actual changes.

Activities, interactive relationships, values, and beliefs, as well as the symbols of social practice and status, were explored and an organized effort was continued to help get the groups together in action and thought within the framework of the school situation.

The principle that equality in fact included the social integration of student and faculty personnel was quickly adopted and interpreted to all interested members of the community.

Despite the fact that much of the local populations in border areas and transitional neighborhoods were descendants from sections of the nation steeped in the prejudices of slavery and the Reconstruction period, most of the problems anticipated as being difficult to solve were solved or completely avoided through the efforts of planned meetings and the inclusion of all who were concerned with changes in the school.
The city had come a long way from the provisions of the 1953 law specifying that no Negro or Indian child should derive any of the benefits of the schools of the state by 1956.

Prior to 1949 several conditions prevailing in the schools concerning the methods of racial segregation handling can be described:

a. In some cases the elementary schools were segregated and the high schools integrated.

b. In rare places the elementary schools were integrated and the high schools segregated.

c. Other areas allowed students to attend the same school, but segregated classes or within classes.

d. The 150 schools available for the sole use of Negro students increased to about 276 in the state.

e. Only 259 Negro pupils attended schools which included white students in 1946, affecting about 14 of the 33 elementary and 3 high schools.

After 1949 the changes prior to 1954 were:

a. By October of 1953, fifty-three of the schools were integrated, affecting 42,391 pupils.

b. Harry E. Wood School was opened to service junior high school needs and was integrated from its beginning.

c. Six existing high schools were integrated.

d. Forty-six of the elementary schools now included Negro enrollments.

e. Only eleven schools were all Negro and some twenty-seven remained all white, affecting, respectively, 9,333 and 23,702 pupils.

f. No radical reactions were reported when the first Negro teacher was appointed to the staff of an integrated, formerly all-white student and faculty, elementary school in the fall of 1951. (School 329)
When the reports of the Superintendent's office were examined in June of 1958, it was found that during the school year of 1957-58:

a. Sixty of the elementary schools were integrated, including 19 predominantly white and 7 predominantly Negro.

b. Twenty-two schools remained all white and only six remained all Negro, because of natural neighborhood residential differences.

c. All high schools in the city have Negro students.

d. The increase of Negro teachers assigned in schools which prior to 1951 were staffed wholly by white teachers represents a significant gain.

e. About 12½% of the high school teachers were Negro and over 225 of the elementary.

f. The total per cent Negro of the total staff is 17.15% as of January 25, 1958. This compares with the figure of 15% representing the proportion of Negroes in the total city population.

g. The stability of the Negro staff is about twice that of the white.

The policy of adjusting the district lines to a more consistent and administratively sound area has given rise to the basic statement of policy concerning the integration process; if you live in the district, you shall go to school there. There shall be no differentiation as to race, color, or creed in the application of the regulations of the school board toward either student or staff personnel. It is a studied conclusion of this study that the degree of application of these principles is extraordinarily high.

Recommendations for Further Research

Two areas for further research have become apparent during the course of this investigation:
1. There seems to be very little substantial material recorded on the development of school districting practices in the city of Indianapolis. A careful study of this whole area and, in particular, its application to the development of sectional practices, would be both a valuable and interesting contribution.

2. The development of the method and analysis of the group dynamics applied in the development of group action at the principal and school neighborhood level would be a desirable supplementary study to this present investigation of the social integration program.
ANNOTATED BIBLIOGRAPHY

Primary Sources


This is a basic compiliation of the statutes of the State of Indiana for the session begun January 6, 1949.

2. *United States Supreme Court Reports*, West Publishing Company, St. Paul, Minnesota, 1832 to date.

This series reports the decisions of the United States Supreme Court since 1832. Earlier reports of this court were issued under the names of the several court reporters.


This compilation of writings of major American political figures covers the contributions to the forming of political theory in America from 1630 to 1929.

Books


The author develops a comprehensive investigation of the structure of bi-racial education in the United States by the fund for the Advancement of Education. This volume is a summary and an interpretation of the findings of the forty researchers who worked on the Ashmore Project. Essentially it is a review of the legal history of segregation.


This is a book written in non-technical language which explains the U. S. Supreme Court decisions of 1954-55 concerning integration in the schools. It deals specifically with the legal framework within which the segregation problem must be solved.

This is the story of how Louisville, Kentucky, opened its schools to integration September 10, 1956, the planning, the feelings of the community about the past, present, and future. It is not all good, but better than any could have foreseen for this city, which was once the center of the Southern slave trade.


This is a brief history of the State of Indiana with special emphasis upon its legal documentary growth and development. The whole of the 1851 and 1855 constitutions are included and analyzed.


This book is a compilation and discussion of legislation and legal cases concerning civil liberties.


*The Federal Union* is a standard text covering the history of the United States to 1865.


This volume is a development of style and method designed to be a guide for the preparation of an essay at the senior or graduate level in the field of history.


This is a penetrating discussion of the methods and techniques of racial and religious discrimination practiced on the university campus and in the social fraternity.


As a condensed version of Gunnar Myrdal's *An American Dilemma*, this volume meets the demand for a convenient short text for the general reader. The condensation is definitely focused on the Negro problem and is a comprehensive discussion of the entire relationship of the Negro to his society.

As complete and thorough an account of the history of the Negro in Indiana as records and resources permit. See especially Chapter 12 entitled "Education, 1865-1900."


This work is a standard text in the field of United States Government. It presents the history and development of government in the United States against a background of general social interpretation.


This volume is a standard text in the field of the history of the United States of America to 1933.


A guidebook published as an effort to produce an instrument to enable school people to undertake a program of integration with the advantages of having a knowledge of the most usable directions and ideas explored through the country. Seventy schools in twelve states participated in this study.


A valuable discussion of the situations of transitional racial integration occurring in a variety of schools and communities.


This is a standard textbook in the field of the history of the United States of America to 1940. The specific emphasis of the book is placed on the social, economic, and political developments which have dominated the historical events.


Another standard textbook in the field of Sociology. A general treatment of the field and method of social interpretation with emphasis upon the Negro problem in the United States in Chapters 11, 21, 22, 23, 24, 25, 27, 29, 30, 31, 32, and 33.
Pamphlets


   This is a history of school segregation cases in the courts of the United States and citation of examples of more recent school integration.


   This Pamphlet is a discussion of the need for community school interaction in the building of good will and suggestions for the initiation of such a program.


   A report of the Supreme Court opinions relative to the Sweatt and McLaurin cases. The opinions in both cases were a blow to segregated education.


   A discussion of the responsibility for intercultural education in the public school. The translation of the abstract theory of democracy into concrete examples of living realities is one of the basic concerns of the public school. It should help instill respect for the worth of all persons, develop integrated personalities by recognizing the need of all for a sense of security and adequacy, and it must recognize the value of all the varied sources of American culture.

Periodicals


   A discussion of the inequalities of public education. Mr. Daussen points out that equalization is dependent upon higher state support plus federal appropriation in order to overcome the handicap of the substandard income family and community.

This is a comprehensive discussion of the role of the Christian churches in the implementation of the Supreme Court ruling on integration of the public schools.


Mr. Gauke reviews the legislation passed by several southern states since the Supreme Court ruling of May, 1954. If schools are financed independently of state aid, they are not affected by the rulings.


A lengthy series of articles reporting the interpretations and actions of several communities in the deep South concerning the U. S. Supreme Court ruling to integrate the public schools.


A brief article appealing for an end to the violence rampant in the attempts to integrate many borderline public schools.


An analysis of the points of view of the North and the South concerning the crisis in the integration of the public schools. An appeal to an idealistic intellectual view of the nature and solutions to the problem.


A review of the history of integration in Indiana schools prior to and following the 1949 action of the Indiana Assembly. It is pointed out that the schools of Indiana had a great head start on the program prior to the United States Supreme Court rulings.

This is a penetrating review of the Dred Scott v. Sandford decision with the moral and social implications for the desegregation order of the Supreme Court. Mr. Redell appeals to the mind for an analysis of the court's decision in terms of a reflection on the rightness of the North concerning both the 1853 and 1954 actions of the Supreme Court.


This is a brief review of the actions of several schools concerning integration in Indianapolis and of persons connected with the developments of school integration to 1953.


A review of the history and background as well as the success and development of the integration program in the public schools of the city.


A series of four Sunday Supplement articles based on the review in The Washington-Post.


A review of several court cases which emphasize the attitudes of the courts toward the education of colored minorities.


This is an answer and elaboration on the article by Agnes E. Hauser in the January issue of the Atlantic entitled "Race and the Schools." He explains that it is the determination of the Negro to bring light and opportunity after fifty-seven years in the semidarkness of the separate but equal (never equal) doctrine.
APPENDIX A

Bulletin from the Superintendent Concerning Segregation
April 12, 1949

To the Board of School Commissioners:

Segregation

In accordance with recent legislation concerning the segregation of pupils in the public schools, I recommend the following procedure in determining which schools pupils will attend:

1. In each elementary school all 8A pupils who will enter the 9B grade in September 1949 will be assigned to a particular High School on the basis of (a) distance from their residence to the High School and (b) previous registration of 8A pupils from that district. A pupil entering the 9B grade in September of 1949 who wishes to attend a High School other than the one to which he is assigned may be given, upon request, special consideration if:
   a. such pupil lives more than 2 miles from assigned school and less than 2 miles from another Indianapolis Public High School
   b. such pupil lives more than 2 miles from any High School
   c. such pupil presents other justifiable reasons

2. Facilities will determine assignment nearest home. For Beginners, boundaries of the present districts may be modified.

   Special consideration if:
   A. lives more than 1 mile and is not transported
   B. other justifiable reasons usually regarded as a basis for transfer.

3. All pupils presently enrolled will continue in the same schools, subject to existing rules and procedures covering transfers. Beginners and 9B pupils, entering the Indianapolis schools for the 1st time will be subject to existing rules and policies.

Virgil Steinsbaugh

*Facsimile of the actual bulletin in the files of the Assistant Superintendent in charge of Pupil Personnel.
APPENDIX B

CRITERIA FOR DETERMINING TEACHER QUALIFICATIONS

1. All teachers appointed to the staff of the Indianapolis Public Schools shall hold Indiana certificates for the positions to which they are assigned.

2. Teachers shall not be given regular or permanent contracts unless they possess at least bachelor degrees from institutions recognized by the North Central Association of Colleges and Secondary Schools or reciprocal agencies and approved by the State Department of Public Instruction. Exceptions to this policy may be made for filling certain specialized, vocational and emergency positions if certification is not contingent on a degree.

3. All applications for positions shall be made with the General Superintendent and shall be filed in the office of the assistant superintendent in charge of staff personnel. Complete sets of credentials shall be on file before official action is taken on appointments.

4. Appointees to all administrative and supervisory positions in the school system shall hold at least two degrees which represent a minimum of five years of academic and professional training obtained in accredited institutions. This qualification may be waived in filling certain vocational, trade or other positions requiring specialized training.

5. Requirements of the State Department of Public Instruction and the North Central Association of Colleges and Secondary Schools pertaining to the highest possible ratings for high schools shall be adhered to in the selection and appointment of teachers to secondary school positions.

6. In order to enhance the ratings of schools by accrediting agencies, candidates for teaching positions who hold master degrees in their particular areas of work shall be ranked above those holding bachelor degrees providing all other qualifications are equal or above.

7. Prior to appointment to the staff, all applicants for teaching positions shall undergo the required examinations and oral interviews with the personnel division and other administrative and supervisory officers as may be concerned in making recommendations for employment.

8. The office of the personnel service division shall be designated as the depository of official records for all licensed personnel. Such records shall include applications, transcripts of credits, license data, interviews, contracts, salaries, certificates of experience, personal references, ages, evaluations of service, leaves of absence, correspondences, etc.

* A facsimile of the actual bulletin in the files of the Assistant Superintendent in charge of Pupil Personnel.
9. Applications for teaching shall be accepted from citizens of the United States who consider themselves sufficiently qualified to meet the requirements for teaching in the Indianapolis Public Schools.

10. It shall be the policy to fill all positions with the best qualified teachers available. They shall be chosen from a list of eligible candidates whose qualifications have been previously established by the staff. The General Superintendent and staff shall judge qualifications on the basis of credentials and other documentary data on file in the personnel office. In the selection and assignment of instructional personnel there shall be no discrimination because of race, color or creed.

11. Candidates shall be ranked for positions according to personality (as revealed in interview and references), character, cultural and social background, emotional stability, scholarship, record of financial responsibility, teaching performance (in student teaching or other positions), contributions to community life, ability to get along with children, parents and colleagues, physical health and professional conduct. Special attention shall be given to those personal qualities of a candidate which promise effective learning situations for pupils.

12. Under the direction of the General Superintendent, the personnel service division shall develop and direct a continuous program for the recruitment, assignment, transfer and promotion of teachers to insure a full staff of licensed personnel in the schools at all times. The division shall be responsible for all official communications pertaining to appointment, assignment and dismissal of licensed personnel.

13. Subject to policies and rules of the Board, the General Superintendent and staff shall be responsible for the organization and operation of an effective system of personnel administration for the schools. Procedures and practices shall be designed to promote a desirable distribution of teaching experience in the various schools of the system, and shall be planned for building a long range and stable program for recruitment and retention of teachers.

14. When not in conflict with law or regulations of the Board, the General Superintendent shall adopt measures which in his judgment are necessary to meet emergencies in supplying personnel for the schools.

Indianapolis Public Schools
150 North Meridian Street
Indianapolis 4, Indiana

May 3, 1956
### APPENDIX C

#### HIGH SCHOOL ASSISTANT FOR 3A PUPILS

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</table>

**Note:** School No. 63 - 7th and 8th to CAMS
8A to GHS or CAMS

February 24, 1950--UL

* * * A facsimile of the actual bulletin in the files of the Assistant Superintendent in charge of Pupil Personnel.
APPENDIX D
TRANSFER POLICIES

I. Assignment of 8A pupils entering 9B grade.

In each elementary school, all 8A pupils who will enter the 9B grade will be assigned to a particular high school on the basis of:

(a) Previous registrations of 8A pupils from the district, and
(b) Distance from their residence to the high school.

A pupil entering the 9B grade, who wishes to attend a high school other than the one to which he is assigned, may be given, upon request, special consideration for a change in assignment.

1. When such pupil lives more than two miles from any high school.
2. When such pupil lives more than two miles from the assigned high school, but nearer another high school.
3. When such pupil will have an older brother or sister attending the preferred high school.
4. When another high school is more accessible from the standpoint of transportation; example: when a pupil lives on a car-line which goes directly to another high school.
5. When the curriculums in the assigned school does not meet the needs of a particular child; example: when pupil needs to transfer to a school offering vocational work.
6. When the mental or physical health of a child is in danger, as certified to by the school physician; example: when child with a cardiac condition needs to be enrolled in a school where elevator services or ramps are provided, thereby eliminating the need for climbing stairs.
7. When it is necessary for a child to take advantage of the special services offered by the school city of Indianapolis at a particular school center; example: when a child needs to be enrolled in a school that has a sight-saving class.

II. Transfers.

1. Since pupils are assigned to high schools because of geographical location of their homes in order to regulate the high school load, it is necessary for them to take the following steps if they desire to attend a high school other than the one for their home district.

* A facsimile of the actual bulletin in the files of the Assistant Superintendent in charge of Pupil Personnel.
a. Secure permission to enroll from the principal of the high school which they wish to attend, then
b. Secure permission of the Assistant Superintendent in charge of Pupil Personnel to attend the high school chosen, then
c. Secure the transfer slip from the high school they have permission to attend.

2. Pupils who change legal residence during the semester, who wish to change schools at the time they move should contact the principal of the school in the district in which they move to secure permission to transfer, then when permission is secured go to the school in which they are enrolled and secure their transfer to take to the other school. Issue a transfer and send him on his way. Get permission of other school as a courtesy gesture.

3. Pupils who move into Indianapolis from school districts outside of Indianapolis should enroll in the high school in their district immediately. If they wish to enroll in a school other than the one for their district, they need to follow steps 1-a and 1-b above.
APPENDIX E

Indianapolis Public Schools

Reports on Pupil Enrollment and Teaching Staff

According to Race*

November - 1958
Revised 4/23/59

TABLE I

<table>
<thead>
<tr>
<th>Indianapolis Population -- 1957</th>
</tr>
</thead>
<tbody>
<tr>
<td>(According to Chamber of Commerce Census Report)</td>
</tr>
<tr>
<td>Total: 461,654</td>
</tr>
<tr>
<td>Negro: 87,246</td>
</tr>
<tr>
<td>Per Cent: 19%</td>
</tr>
</tbody>
</table>

TABLE II

<table>
<thead>
<tr>
<th>Total Enrollment as of June, 1958</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Indianapolis Public Schools)</td>
</tr>
<tr>
<td>Total: 53,466</td>
</tr>
<tr>
<td>Elementary: 53,466</td>
</tr>
<tr>
<td>High School: 76,092</td>
</tr>
<tr>
<td>Negro: 14,312</td>
</tr>
<tr>
<td>Elementary: 14,312</td>
</tr>
<tr>
<td>High School: 13,237</td>
</tr>
<tr>
<td>Per Cents: 24.45%</td>
</tr>
<tr>
<td>Elementary: 24.45%</td>
</tr>
<tr>
<td>High School: 21.25%</td>
</tr>
<tr>
<td>Total: 23.71%</td>
</tr>
</tbody>
</table>

* A facsimile of the actual bulletin in the files of the Assistant Superintendent in charge of Pupil Personnel.
TABLE III

<table>
<thead>
<tr>
<th>Number of Negro Teachers - September 1956</th>
<th>(1-59)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Staff</td>
<td>3,205</td>
</tr>
<tr>
<td>Negro Teachers</td>
<td>566</td>
</tr>
<tr>
<td>Per Cent</td>
<td>17.6%</td>
</tr>
</tbody>
</table>

Number of New Positions Certified - - September 1956

<table>
<thead>
<tr>
<th>Total</th>
<th>25</th>
<th>27 new positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Negro Teachers</td>
<td>10</td>
<td>10 more Negroes</td>
</tr>
<tr>
<td>Per Cent</td>
<td>21.17%</td>
<td>(1 white replaced by Negro at Jay Center)</td>
</tr>
</tbody>
</table>

TABLE IV

<table>
<thead>
<tr>
<th>Number of Negro Teachers Employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>These numbers do not include turnover during year—the numbers represent positions only. This may mean more than one person filling a position during the year.</td>
</tr>
<tr>
<td>1949-50</td>
</tr>
<tr>
<td>1950-51</td>
</tr>
<tr>
<td>1951-52</td>
</tr>
<tr>
<td>1952-53</td>
</tr>
<tr>
<td>1953-54</td>
</tr>
<tr>
<td>1954-55</td>
</tr>
<tr>
<td>1955-56</td>
</tr>
<tr>
<td>1956-57</td>
</tr>
<tr>
<td>1957-58</td>
</tr>
<tr>
<td>1958-59</td>
</tr>
<tr>
<td>*Distributed in 33 schools</td>
</tr>
</tbody>
</table>

TABLE V

<table>
<thead>
<tr>
<th>Increase of Negro Teachers Assigned in Schools Which Prior to 1951 Were Staffed Wholly by White Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951-52</td>
</tr>
<tr>
<td>1952-53</td>
</tr>
<tr>
<td>1953-54</td>
</tr>
<tr>
<td>1954-55</td>
</tr>
<tr>
<td>1955-56</td>
</tr>
<tr>
<td>1956-57</td>
</tr>
<tr>
<td>1957-58</td>
</tr>
<tr>
<td>1958-59</td>
</tr>
<tr>
<td>1959-60</td>
</tr>
</tbody>
</table>
### Table VI

**Distribution of White and Negro Pupils**  
*In Elementary Schools*  
*June 12, 1953*

**Mixed Elementary Schools**  
- 19 of 56 schools are predominantly white—range from 1 to 21 Negro pupils  
- 6 of 56 schools are predominantly Negro—range from 1 to 9 White pupils

**Total Enrollment in 59 Elementary Schools:**  
*June 12, 1953*  
- White: 44,124  
- Negro: 14,512  
Total: 58,636

### Table VII

**High School Total Enrollments**  
as reported June 12, 1953

<table>
<thead>
<tr>
<th>School</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tech H.S.</td>
<td>3,026</td>
<td>859</td>
<td>4,635</td>
</tr>
<tr>
<td>Shortridge H.S.</td>
<td>1,817</td>
<td>312</td>
<td>2,629</td>
</tr>
<tr>
<td>Manual Training</td>
<td>1,630</td>
<td>87</td>
<td>1,967</td>
</tr>
<tr>
<td>Broad Ripple H.S.</td>
<td>2,026</td>
<td>1</td>
<td>2,027</td>
</tr>
<tr>
<td>Geo. Wash. H.S.</td>
<td>2,116</td>
<td>93</td>
<td>2,214</td>
</tr>
<tr>
<td>Atchuck H.S.</td>
<td>0</td>
<td>1,846</td>
<td>1,846</td>
</tr>
<tr>
<td>Meke H.S.</td>
<td>1,999</td>
<td>18</td>
<td>2,017</td>
</tr>
<tr>
<td>H.H. Good H.S.</td>
<td>866</td>
<td>201</td>
<td>1,067</td>
</tr>
<tr>
<td><strong>All High Schools</strong></td>
<td><strong>16,541</strong></td>
<td><strong>3,925</strong></td>
<td><strong>13,456</strong></td>
</tr>
</tbody>
</table>
### TABLE VIII

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total High School Teachers</td>
<td>841</td>
</tr>
<tr>
<td>Total Negro Teachers in High Schools</td>
<td>105</td>
</tr>
<tr>
<td>Per Cent</td>
<td>12.43%</td>
</tr>
</tbody>
</table>

### TABLE IX

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Elementary Teachers</td>
<td>1,209</td>
</tr>
<tr>
<td>Total Negro Teachers in Elementary Schools</td>
<td>452</td>
</tr>
<tr>
<td>Per Cent</td>
<td>22.7%</td>
</tr>
</tbody>
</table>

### TABLE X

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total old teachers</td>
<td>412</td>
</tr>
<tr>
<td>New teachers</td>
<td>17</td>
</tr>
<tr>
<td>Transferred from Negro schools</td>
<td>10</td>
</tr>
<tr>
<td>Returned from leave of absence</td>
<td>2</td>
</tr>
</tbody>
</table>

### TABLE XI

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of schools with mixed teaching staffs:</td>
<td></td>
</tr>
<tr>
<td>Inst. Mus., Speech,</td>
<td></td>
</tr>
<tr>
<td>1958-59 -- 17 elec. - 8 h.s. - Juv. Center, Instrumental Music Teachers, Speech Therapists, Social Workers and Administrative Staff, Home Bound Teachers</td>
<td></td>
</tr>
</tbody>
</table>

### TABLE XII

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of new teachers (White &amp; Negro)</td>
<td>392</td>
</tr>
<tr>
<td>Number of new Negro teachers</td>
<td>43</td>
</tr>
<tr>
<td>Placed in Negro schools</td>
<td>31</td>
</tr>
<tr>
<td>Placed in mixed schools</td>
<td>17</td>
</tr>
<tr>
<td>Negro teachers who returned from leave of absence</td>
<td>7</td>
</tr>
<tr>
<td>Placed in Negro schools</td>
<td>5</td>
</tr>
<tr>
<td>Placed in mixed schools</td>
<td>2</td>
</tr>
<tr>
<td>Negro teachers whose contracts terminated</td>
<td>22</td>
</tr>
<tr>
<td>As of Jan 53 and reemployed Sep 53</td>
<td>22</td>
</tr>
<tr>
<td>Total number of Negro teachers placed</td>
<td>77</td>
</tr>
</tbody>
</table>
TABLE XIII

Available positions in 13 all-Negro or predominantly Negro elementary schools and 1 high school -- as of Sept. 1953 --

66 positions:

- 6 teachers on leave of absence
- 10 transferred to closed schools
- 14 reassigned
- 14 new positions
- 2 transferred (white teachers)

TABLE XIV

Vacancies Filled For School Year 1958-59 -- as of September 1958

(White and Negro)

<table>
<thead>
<tr>
<th>Description</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resignations, retirements</td>
<td>307</td>
</tr>
<tr>
<td>(For months June thru August, 1958)</td>
<td></td>
</tr>
<tr>
<td>Requests for leave of absence</td>
<td>27</td>
</tr>
<tr>
<td>New positions certified -- effective Sept. 1958</td>
<td>35</td>
</tr>
<tr>
<td>New positions to be filled</td>
<td>419</td>
</tr>
<tr>
<td>PER CENT (for staff of 2,205)</td>
<td>13.07%</td>
</tr>
</tbody>
</table>

Additional positions formerly filled by white teachers:

- Resignations: 19
- Requests for leave of absence: 7
- New positions certified for Negro teachers: 13
- Additional positions formerly filled by white teachers: 14
- White teachers transferred from Negro schools: 2

Note:

In this total of 419 positions are the following for Negro teachers:

- New positions: 13
- White teachers transferred from Negro schools: 2

Not included:

- PER CENT of vacancies (for staff of 566 Negro Teachers): 9.75%
- PER CENT of Negro vacancies (of 419 positions): 13.07%
| TABLE IV |
|___________|
| WHITE TEACHERS IN NEGRO SCHOOLS |
| 5 Speech Therapists -- assigned to 2 Negro schools |
| 2 Social Workers assigned to 2 Negro schools |
| 2 Music Teachers -- 1 at Sch 317 -- 1 at Sch 54 -- (1-50) |
| 2 Teachers -- Griswold Atchison H. S. |
|___________|