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SUPERINTENDENT ASSESSMENT OF
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The University of Oklahoma, Ed.D., 1975
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THE UNIVERSITY OF OKLAHOMA
GRADUATE COLLEGE

SUPERINTENDENT ASSESSMENT OF METROPOLITAN COLLABORATION
IN SELECTED DISTRICTS OF THE GREATER BOSTON AREA

A DISSERTATION
SUBMITTED TO THE GRADUATE FACULTY
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degree of
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BY
NOLEN LEE MORGAN
Norman, Oklahoma
1975

SUPERINTENDENT ASSESSMENT OF METROPOLITAN COLLABORATION
IN SELECTED DISTRICTS OF THE GREATER BOSTON AREA

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SUPERINTENDENT ASSESSMENT OF METROPOLITAN COLLABORATION
IN SELECTED DISTRICTS OF THE GREATER BOSTON AREA

CHAPTER I

INTRODUCTION

Within the past two decades education has been influenced by an ever increasing number and percentage of Americans living in sprawling metropolitan areas. The perspectives of professional educators are significantly affected by the increasing phenomenon of metropolitanization of school districts. General educational collaboration is now being advocated as the only realistic long term approach to providing something that urban and suburban areas cannot in and of themselves provide, integrated education. The development of this problem is stressed by Blake McKelvey:

The conditions of educational crises found in almost all of America's major cities are relatively well known. These conditions stem in part from far-reaching changes in the environment of schools. The racial mix of student populations, for example, has changed substantially. Even two decades ago school populations in the large cities were largely white. Today, however, student populations in the large cities have become largely black. Accompanying the change in racial mix and contributing to it has been the flight of citizens and business from the cities to the suburbs. The flight of citizens has resulted

in lessened leadership in the urban settings; business transfers have cut needed tax revenues.¹

These conditions have been recognized by scholars for years. A recent general awareness has developed due to reports of the failure of the present programs to accomplish their purpose.

Boston Mayor Kevin H. White, on February 7, 1975, filed an eighteen-point motion requesting that United States District Judge W. Arthur Garity, Jr., order the State Board of Education to develop a metropolitan plan for desegregating Boston's schools. White argued for those who have studied the impoverishment of the city and its schools, and who raise the question of why the burden of desegregation should fall only on those in the inner city. Legal and statistical arguments support a similar call by the Boston School Committee for metropolitanization.

Most authorities concede that Boston's problems cannot be solved by Boston alone and that the solution must be a metropolitan one. However, in view of the United States Supreme Court ruling that it is unconstitutional to force neighboring school districts to merge in an effort to bring about integration, it is still largely a matter of conjecture as to whether or not many communities would be willing to lessen racial isolation on a voluntary basis without the compulsion of a court order. According to Joan Aron's illuminating

¹Blake McKelvey, The Emergence of Metropolitan America, 1915-1966 (New Brunswick, N.J.: Rutgers University Press, 1968), p. 12.

study of New York's Metropolitan Regional Council, while the majority of urban political theorists persistently tend to favor the complete restructuring approach, "A large and growing group of urban observers has become increasingly critical of the prescriptions that call for creation of an area-wide government."¹ She points out that most attempts to gain voter support for metropolitanization have failed, and she warns that political realism suggests that more modest, voluntary efforts seem to be a more likely approach to reorganization.

The Massachusetts Legislature is considering a proposal providing for the establishment of voluntary metropolitan educational programs. As a result of similar legislation, Boards of Cooperative Educational Services (BOCES) have developed in areas, such as New York State. The Boston area provides some interesting and perhaps novel attempts at inter-district cooperation which may be able to increase significantly the educational options for young people. However, it is estimated that existing programs must be strengthened and extended through an organizing structure if they are to survive.

Researchers contend that the metropolitan areas of the nation have not been adequately studied to determine the

¹Joan Aron, The Quest for Regional Cooperation: Study of the New York Metropolitan Regional Council (Berkeley, California: University of California Press, 1969), p. 3.

significance of variations in educational input and out-put within individually unique areas. Recent studies stress the need for examining existing collaborative efforts, debating the issues involved in educational government reform. A study of metropolitan collaboration in Boston recommended some priority research areas. Needed studies included community participation involving students, teachers, parents, community groups, and administrators in planning for collaborative programs. This study is directed toward the need for administrative participation in collaborative program planning. Its design is to explore metropolitan collaboration issues, through an assessment by superintendents of districts involved in some form of inter-district cooperation. Its purpose is to describe findings in terms of developing program planning more responsive to local needs.

Need for the Study

This descriptive-exploratory study is designed as part of a larger effort to examine the rapidly increasing phenomenon of metropolitanization in public education. It is intended to be part of a needed series of studies that would contribute to strategy development for the Greater Boston Area.

The underlying assumption of this study is that educational opportunities for all citizens can be improved and strengthened if the resources and talents of a defensible,

cohesive area can be cooperatively harnessed. That is, in education, as well as in other essential service areas, efficiency, economy, equity and equality are associated with metropolitan planning and operations.

Studies of similar metropolitan areas have determined the presence of highly significant forces vigorously resisting all movements toward metropolititanism in education. It is contended that these forces, in the form of local issues, must be dealt with and countered if any meaningful collaborative effort is to be successfully implemented. Educators have determined these forces to be present in Boston. This study is intended to be instrumental in helping to resolve the issues that are blocking the attainment of sound educational metropolititanism in selected districts of the Greater Boston Area.

Statement of the Problem

This study was initiated to determine the significant issues affecting metropolitan collaboration, as perceived by superintendents of selected districts in the Greater Boston Area. It was also intended to determine the existance of differences among superintendents in their perceptions of issues.

Scope and Limitations

This study was designed to operate within a framework of the following limitations:

1. The population studied included chief school officers of selected public school districts in the Greater Boston Metropolitan Area.

2. The study included the superintendent members of the Metropolitan Planning Project Governing Board. Each superintendent represented a different public school district within the Greater Boston Standard Metropolitan Statistical Area. (See Table 1.)

3. The school districts in the study were involved in some form of voluntary inter-district cooperation.

Definitions and Use of Terms

Metropolitan Collaboration: Refers to some type of collaboration between a city school system and one or more suburban school district. These collaborative efforts might range from the creation of a single, consolidated metropolitan-wide school district to the establishment of informal links that allow for inter-district transfers and the sharing of facilities, curricula, and personnel.

Metropolitan Planning Project: A collaborative of seventeen school districts, approved by fifty-six school districts, within the Greater Boston Metropolitan Area. Its mandate was to develop a Ten Year Plan for the phased elimination of racial and ethnic isolation in the schools of the area through inter-district collaboration on a voluntary basis. The Project has been funded by the U.S. Office of Education under the Emergency School Aid Act of 1972.

TABLE 1

THE TWELVE SELECTED DISTRICTS OF THE
GREATER BOSTON METROPOLITAN AREA

School District	Community Analysis Appendix D Page
Bedford	80
Boston	81
Brookline	81
Burlington	82
Cohasset	83
Framingham	83
Hingham	84
Lexington	85
Peabody	86
Reading	87
Stoneham	88
Wayland	89

Metropolitanization: Thomas F. Pettigrew defined metropolitanization in education as: "The direct linking of suburban and inner-city school systems."¹

Standard Metropolitan Statistical Areas (SMSA): A unit conceived by the U.S. Office of Management and Budget to provide statistical uniformity throughout the federal

¹Christian Science Monitor, 17 October 1974.

bureaucracy. The standard Metropolitan Statistical Areas are defined by the United States Bureau of the Census as follows:

Except in New England, an SMSA is a county or group of contiguous counties which contain at least one city of 50,000 inhabitants or more or twin cities with a combined population of at least 50,000. In addition to the county, or counties, containing such a city or cities, contiguous counties are included in an SMSA if, according to certain criteria, they are essentially metropolitan in character and are socially and economically integrated with the central city. In New England, towns are used instead of counties.¹

Design of the Study

There were four basic components of this study. They included:

1. An investigation of existing research and literature relevant to the study.
2. An identification of the issues to be considered, by means of semi-structured interviews.
3. Construction and evaluation of issue factors to be assessed in the follow-up questionnaire.
4. Collection and presentation of data.

Secondary data were obtained through standard techniques of library research. Other sources such as the Massachusetts State Department of Education, the Commonwealth

¹Robert J. Havighurst, ed., "Introduction," Metropolitanism Its Challenge to Education, in Sixty-seventh Yearbook of the National Society for the Study of Education (Chicago: University of Chicago Press, 1968), p. 3.

of Massachusetts Joint Committee on Education, and policy handbooks of planning agencies, were used.

The selected population consisted of superintendents of participating Metropolitan Planning Project Districts of The Greater Boston Metropolitan Area. The selected sample consisted of twelve superintendents of districts involved in voluntary collaboration.

The instrument used in the collection of data was the follow-up questionnaire, designed to assess issues identified in semi-structured interviews, developed in collaboration with the support research component of the Metropolitan Planning Project. Smith and Smith stated that: "The interview is really an oral questionnaire and many authorities believe it to be preferable to the written questionnaire for this reason."¹

Data collected were coded on prepared tabulation sheets when follow-up questionnaires were received. These data were checked and re-checked prior to presentation. The responses from superintendents were described by percentages in assessment of factors in each of the four issue categories.

Overview of the Study

This study was organized into five chapters as follows:

Chapter I introduces the study, describes the need for the

¹Henry Lester Smith and Johnnie P. Smith, An Introduction to Research in Education (Bloomington, Indiana: University of Indiana Press, 1959), p. 202.

study, states the problem of the study, defines important terms, and describes the design of the study. Chapter II concerns a review of related literature which establishes basic assumptions underlying the study. Chapter III describes the methods and procedures for the study. Chapter IV describes the collected data from the respondents. Chapter V consists of a summary, findings, conclusions, and recommendations.

CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction

A good deal has been written about metropolitanism as a set of events occurring in contemporary society and a set of goals which society should achieve if it is to become a better society.¹ Meranto describes the set of events:

In the years following the end of World War II, the major population and economic trends associated with urbanization underwent a significant alteration. The dominant flow of people, jobs, and economic activities no longer gravitated toward cities, but shifted from cities to the surrounding suburban communities. This process and its various social, economic and political concomitants have been designated as metropolitanization.²

The set of goals is described in terms of improving schools through metropolitan area cooperation. This is viewed by theorists as part of a general task of improving the conditions of life in America.

Going beyond efforts to improve the quality of central city education within the confines of the present educational system, a number of people have advocated some form

¹Robert J. Havighurst, op. cit., p. 11.

²Philip Meranto, School Politics in the Metropolis (Columbus, Ohio: Charles E. Merrill Books, Inc., 1970), pp. 17-18.

of metropolitan school district. The proposals vary in the degree of adjustment they would permit, but all are designed to increase local resources for education, while simultaneously improving the possibility for integrated education.¹

Levine expressed the belief that when there is rapid social change, as there is today, the various social systems change rapidly, and they change in their relations with each other. The educational system should change and develop its functions in relation to other social systems.²

Origins of Metropolitanism

The current metropolitan school movement seems to have its origin in two recurrent themes in American education: regionalization and equal education of minority group children. Regionalization, or the merging of a number of small school districts into one consolidated district, has been an on-going process, especially in rural areas. The number of individual school districts in the United States has been on a continuous decline since the late nineteenth century, due largely to the belief that greater administrative

¹Troy McKelvey, Metropolitan School Organization: Basic Problems and Patterns (Berkeley, California: McCutchan Publishing Corporation, 1973), p. 12.

²Daniel Levine, ed., Models for Integrated Education: Alternative Programs of Integrated Education in Metropolitan Areas (Worthington, Ohio: Charles A. Jones Publishing Co., 1971), p. 42.

efficiency would allow for the provision of educational programs, facilities and services, too costly for one district to provide.¹

While the regionalization movement has primarily come about voluntarily, metropolitan collaboration, as a means of increasing educational opportunities for minority groups has come about through litigations, federal legislation, and the civil rights movement. There is a growing belief that the only way to totally integrate public schools is to promote urban-suburban inter-district collaborative efforts.

The American Sociological Review of October, 1973, features an article which demonstrates in tabular form that racial isolation in Greater Boston is substantially more evident than in most major metropolitan areas, North or South.² United States Commissioner of Education, Terrell Bell, Supports metropolitan action and places the responsibility for its development with the State Board of Education.³ Boston Mayor Kevin White has instructed city lawyers to explore

¹Basil G. Zimmer and Amos H. Hawley, Metropolitan Area Schools (Beverly Hills, California: Sage Publications, Inc., 1968), pp. 184-185.

²Albert I. Hermalin and Reynolds Farley, "Potential for Residential Integration in Cities and Suburbs: Implication for Busing Controversy," American Sociological Review 38 (October 1973): 95.

³Terrell Bell, "Duties of State Boards of Education," School Administrator (November 1974): 41.

the legal possibilities of including the suburbs in a metropolitan scheme.¹

Justification of Metropolitanism

"The conditions of educational crises found in almost all of America's major cities," as illustrated by McKelvey,² have been recognized by scholars for some time. A governmental or general public awareness has been a relatively recent development. In compiled data, the United States Commission on Civil Rights concluded that, "Present federal programs often are administered so as to continue rather than to reduce racial segregation."³

Green has presented a reason for the failure of America. He states:

We have closed our eyes to the real problem of blacks in cities. Token efforts have been made to build a multi-racial society, but Americans have failed to make the necessary moral commitment . . . Racism continues to pervade American life and each day destroys a little more promise of real equality for the black man.⁴

In a report of the National Advisory Commission of Civil Disorders, the Kerner Commission noted that, "United

¹"White Asks Metro Plan for Schools," Boston Evening Globe, 7 February 1975.

²Blake McKelvey, op. cit., p. 12.

³U.S. Congress, Report of the Civil Rights Commission on Equal Opportunity in Suburbia (Washington, D.C.: Government Printing Office, 1974), p. 12.

⁴Robert L. Green, "Northern School Desegregation: Educational, Legal, and Political," in Robert J. Havighurst, ed., op. cit., p. 274.

States schools have failed to provide the educational experience which could help overcome the effects of discrimination and deprivation."¹ In an address before the 1971 National Association of Teacher Attorneys, Norman J. Chachlin, in exploring problems facing educators today, advanced the idea that "Successful metropolitanization of school districts is a tool which has the potential for making inroads on each of these problems."²

Proponents of the necessity for a metropolitan solution to segregated schools contend that the opportunity to create racially balanced schools within city limits, where the minority student population composes well over fifty per cent of the total public school enrollment, is totally constricted. They argue that metropolitan desegregation offers the prospect of "stable integration," in that it would eliminate segregated suburban schools, the incentive for white flight to the suburbs, thereby encouraging people to remain where they are to make integration work.³ Proponents also point out that logistically, metropolitan plans may prove less difficult to implement than single district desegregation efforts.⁴

¹Report of the National Advisory Commission of Civil Disorders, by Otto Kerner, Chairman (Washington, D.C.: Government Printing Office, 1965), p. 424.

²Norman J. Chacklin, "Metropolitan School Desegregation: Evolving Laws," Integrated Education 10 (March-April 1972): 13.

³Leslie S. May, "Metropolitan Educational Systems and Their Implication for Cultural Pluralism," a paper presented at the Harvard University Graduate School of Education, May 1974.

⁴Philip Meranto, op. cit., p. 144.

One of the implications of the Coleman report was that desegregation might in fact be increasing segregation. In studying continuing trends, it appears as though efforts to eliminate segregation have only increased segregation between districts, because of accelerated white loss from the central city. These results suggest that since the emerging form of segregation is across district boundaries, actions must address between-district segregation. From this point of view, these findings support the argument for metropolitan-wide school desegregation.¹

Resistance to Metropolitanism

The transcendence of municipal lines for general educational purposes has not had the success of other metropolitanized community efforts. In his book, How to Save Urban America, James Caldwell is concerned with the issue of education and fears our cities are turning into reservations walled off from the rest of society.² Flannery believes metropolitan reorganization of schools would have proceeded long ago had it not been for the question of integration.³

¹James S. Coleman, "Racial Segregation in the Schools: New Research with New Policy Implications," Phi Delta Kappan 57 (October 1974): 75.

²James Caldwell, How to Save Urban America (New York: Signet Publications, 1973), p. 7.

³J. Harold Flannery, "Metropolitan Reorganization," Education USA (August 1974): 18.

There seems to be much less resistance to change in cities than in suburban areas. In a recent study, Zemmer concluded that both place of residence and size of metropolitan area play an important role in how residents view reorganization of school districts. When a differential cost factor is introduced, there is substantial increase in all areas in the proportion favoring change; however, there seems to be a hard core group in the suburbs that would resist change under any circumstances. They are opposed in principle, and willing to pay for the privilege of remaining separate from the city. There seems to be little consensus as to the advantages of a single district while, among suburban residents, there seems to be the fear that a single district would be too large, resulting in loss of local control. It was also found that a substantial majority of suburban officials, both school and governmental, felt their leadership positions threatened by reorganization.¹ Luvern L. Cunningham reported similar opposition to a metropolitan system, with arguments that it reduces the access of citizens to the points of educational decision-making and that it exhibits all the dysfunctional qualities of other large bureaucracies.²

Researchers have analyzed the school desegregation conflict in Boston. They concluded that it represented:

¹Basil G. Zimmer and Amos H. Hawley, op. cit.

²Luvern L. Cunningham, "Organization of Education in Metropolitan Areas., in Robert J. Havighurst, ed., op. cit., p. 102.

Something much deeper and more meaningful for our times--the perception of a threat to familiar, secure, and comfortable ways. The hard resistance to this perceived threat has formed not around school segregation, which is an outpost, but around neighborhood segregation, which is the inner citadel. In the magic words "neighborhood schools," the emphasis is on the first, not the second word.¹

Reluctantly, the conclusion has been reached that housing and education seem to be the two areas most resistant to a metropolitan approach. Perhaps the reason why this is so is simply that these two are so important and so personal. In any event, the difficulty of achieving metropolitan coordination in these two fields does not detract from the need; rather, it intensifies it.²

Federal Courts and Metropolitanism

Recent court cases have laid the groundwork for the present metropolitan desegregation movement. In a 1967 decision, District Court Judge J. Skelly Wright declared that the Washington, D.C., Public School System must develop a plan to end racial and economic discrimination, investigating the possibility of achieving integration through cooperation with suburban school districts.³

¹J. Michael Ross, Thomas Crawford, and Thomas F. Pettigrew, "Negro Neighbors--Banned in Boston," Trans-Action 5 (September-October 1966): 13.

²William T. Lowe, "Strategies for Metropolitan Cooperation in Education," a paper presented to the Office of Education, HEW (Project N. 9B129), University of Rochester, College of Education, 31 January 1971.

³J. Skelly Wright, "Public School Desegregation: Legal Remedies for De Facto Segregation," N.Y.U.L. Review 40 (1965): 285.

In the Richmond, Virginia Supreme Court case a deadlocked four to four vote let stand a ruling which rejected a metropolitan integration plan for Richmond and two neighboring counties. However, Justice Stewart's opinion seemed to be inviting more metropolitan cases which could show evidence of state involvement in separation of races. William Taylor, Director of the Center for National Policy Review in Washington, D.C., outlined possible avenues left open to a metropolitan petition, in which a city must show the court that present boundary manipulation and district line changes contribute to segregation.¹

The July, 1974 Supreme Court ruling that fifty-three Detroit suburbs could not be ordered to participate in the racial integration of the city's public schools, resulted in many local officials elsewhere being convinced that suburban involvement in desegregating urban schools would remain voluntary.² The Fifth U.S. Circuit Court of Appeals on July 23, 1975 rejected a plea, filed by intervenors, that adjacent school districts be forced to join Dallas in a single public school desegregation plan for the metropolitan area. This decision by the circuit court canceled a 1971 ruling by U.S. District Judge William M. Taylor, Jr.³

¹U.S., Congress, Senate, Hearings before the select Committee on Equal Educational Opportunity, Part 21-Metropolitan Aspects of Educational Inequality (Washington, D.C.: Government Printing Office, 1971), p. 10480.

²Milliken v. Bradley, 418 U.S. 73-434 (1974).

³"Appeals Court Strikes Down Integration by TV in Dallas," Phi Delta Kappan 57 (November 1975): 220.

Many authorities still maintain that the case for suburban involvement did not end with the Detroit decision. Harvard Professor Thomas F. Pettigrew, an active supporter of metropolitanization for the last fifteen years, admits that it would be difficult for Boston to prove state responsibility for deliberate segregation in the suburbs due to the state's unique zoning law. This law has been compared to the original Racial Imbalance Law; on the books, it seemed a safeguard to insure racially balanced urban schools, but in fact, Federal Judge Garrity found the Boston schools to be racially segregated.¹

Congressional Legislation and Metropolitanism

The federal government has recognized the metropolitan area as the natural unit for government planning and action. It has also passed legislation promoting a metropolitan desegregation approach.

In 1971, Senator Abraham Ribicoff of Connecticut sponsored legislation that would make the Standard Metropolitan Statistical Area the administrative unit for planning and implementing educational policy within urban areas; state and local educational agencies would be required to develop a ten year plan insuring the proportion of minority children in each school would not be less than fifty per cent of the

¹Christian Science Monitor, op. cit.

proportion of minority children in the total SMSA. To accomplish this goal, Senator Ribicoff envisioned inter-district cooperative programs such as magnet schools, pairing, redrawing of district lines, busing, and development of educational parks.¹

Although the original Ribicoff bill failed to win Congressional approval, several of its elements were incorporated into the 1972 Emergency School Aid Act. One section of the law authorized expenditures of one hundred million dollars over a two year period to support desegregation plans which placed minority children in suburban schools, metropolitan plans for the reduction of minority group isolation, and the planning and construction of integrated education parks. However, unlike the Ribicoff bill, implementation of plans would be voluntary not mandatory.²

Collaborative Patterns

Events seem to support Havighurst's contention that cooperation between suburbs and the central city will come slowly and with more difficulty in the areas of government and education. This is due to the fact that these complex social systems are so entrenched in law and custom that they are hard to change.³

¹Senator Abraham Ribicoff, "The Future of School Integration in the United States," Journal of Law and Education 1 (January 1972): 4.

²Leslie S. May, op. cit., p. 22.

³Robert J. Havighurst, op. cit., p. 9.

Although moves to metropolitanize education have had substantial professional support, they have not been carried out except in some places in the South where a form of metropolitan government has been adopted. This includes: Nashville-Davidson County, Tennessee, Miami-Dade County, Florida, and Jacksonville-Duval County, Florida.¹ Although the Boston Metropolitan Area has had a regional governmental system for many years, it is a fragmented one in which many units of government share powers and responsibilities. Because of its apparent inadequacy, there have been numerous proposals for a partial or total restructuring of the system. Several models have been considered, however, the consolidation model, involving the amalgamation of all cities, counties, and towns into a single area-wide government, is viewed as politically unfeasible in the Metropolitan Boston Region.²

Other collaborative programs, implemented or proposed since the mid-1960's, are representative of continuing efforts. The metropolitan areas of Boston, Massachusetts; Hartford, Connecticut; and Rochester, New York have instituted inter-district student transfer programs, whereby suburban school systems voluntarily accept a small number of inner-city minority students. These programs are based on the

¹Troy McKelvey, op. cit., p. 7.

²Joseph F. Zimmerman, "Governing Metropolitan Boston," a paper prepared for the Metropolitan Area Planning Council's Technical Advisory Committee on Regional Organization, Boston, November 1972.

belief that inner-city students are served by low quality schools and that they will receive a better education by attending a school in a white middle-class suburb. Results of these programs have been mixed, with some students showing gains on standardized tests and others showing no gain or declining scores.¹

An experimental program in Chicago, Project Wing-spread, involved the bringing together of urban and suburban students. In this program, suburban pupils, as well as those from the inner city, leave their neighborhood schools; it stresses the need for students to learn how to live in a pluralistic society rather than emphasizing the academic benefits for minority students. Three models for urban-suburban interaction are employed: direct school pairings, allowing students from one school to attend classes in another for periods of a few weeks to a full semester; magnet or central sites, bringing students and teachers together at "neutral" locations; and weekly interest groups whereas high school students come together once or twice a week, participating in programs of similar interests such as theater arts and social problems. An evaluation of the program indicated that the majority of students expressed a new awareness and

¹Alice and Thomas Mahan, "Changes in Cognitive Style: An Analysis of the Impact of White Suburban Schools on Inner City Children," Integrated Education 3 (January 1970): 58.

appreciation for the life styles and contributions of different cultural groups.¹

Plans for a metropolitan education park have been developed by Thomas F. Pettigrew. He defines it as a number of schools located on a common site in an inner ring suburb or just inside a central city boundary.² The attendance area for this learning complex would serve a minimum of 12,000 students, kindergarten through high school. Advantages of this system include racial and social class integration, opportunities for educational innovations and individualized instruction, and possibilities for coordination with universities and parochial schools.

A direct result of the Ribicoff Legislation is the Metropolitan Planning Project, a collaborative of seventeen school districts, approved by fifty-six school districts within the Boston SMSA. Its mandate is to develop a Ten Year Plan for the reduction of minority student isolation through voluntary collaboration among all metropolitan school districts. The project was funded in 1973 by the U.S. Office of Education under the Emergency School Aid Act of 1972 (ESAA). It is currently funding thirteen pilot programs

¹Harriet Talmage and Floyd Mendelson, "Project Wingspread: Metropolitan Community Resources as the Interface for Open Communications," a paper presented at the National Council for Social Studies Conference, Denver, Colorado, 1971.

²U.S., Congress, Senate, Hearings before the Subcommittee on Labor and Public Welfare, Emergency School Aid (Washington, D.C.: Government Printing Office, 1971), p. 549.

in order to evaluate the scope and effectiveness of inter-district programs.¹

MPP is a planning process which depends upon the active participation of those most affected by such a plan: administrators, teachers, parents, students and community groups. It is a method of getting people to focus on the problems of racial ethnic student isolation and of generating ideas which would work to solve those problems; it is an effort to broaden collaboration, sharing and cooperation among existing school districts in order to solve common educational problems.²

Inspection of patterns of metropolitan educational government reveals several different types across the nation. Cunningham classifies them as:

Core City-Suburban Fringe-County Pattern
Multiple Core City-Suburban Fringe-County Pattern
The Core City-County Pattern
Metropolitan Government Pattern³

In the metropolitan government pattern, policy-making responsibilities reside within a single board, as distinguished from other patterns in which a number of boards are involved. Its functions provide general school support, special needs support and capital-outlay financing; it should assume responsibility for school construction, do area-wide research and

¹Metropolitan Planning Project, Metro Ways to Understanding (Winchester, Massachusetts: MASBO Cooperative Corporation, 1974), p. 1.

²Ibid.

³Luvern L. Cunningham, op. cit., p. 121.

planning, offer special-educational programs, and operate centralized services such as purchasing, data processing, transportation, instructional materials centers, data banking and educational television programming.¹

As a district grows in size, Fawcett sees the services rendered by the central office increasing and becoming so diverse that they demand skills, attitudes, and knowledge that cannot be found in a single individual serving as a central officer. He theorizes the division of the superintendents duties into specializations. Evolving specialties may include curriculum research, sequencing of instruction, tools and methods of instruction, evaluation of instructional effort, and community relations.²

Need for Appraisal

Cunningham advanced the theory that each SMSA has its distinctive characteristics, and that each area will ultimately have to appraise its circumstances and arrive at its own decisions. The conditions which spawn interest in organizational change may dictate the approach. Reform will proceed only through strong local leadership. He contends that the SMSA's of the nation have not been adequately studied in terms of the structures of government that serve them or the

¹Ibid.

²Claude W. Fawcett, "The Influence of Metropolitan Development on Educational Careers," in Robert J. Havighurst, ed., op. cit., p. 228.

comparative productivity of alternative patterns of school organization within them. There is a need for developing a criteria for the construction of new patterns of governing public education, or for the appraisal of existing ones.¹

That considerable research is needed to determine the significance of variations in educational input and output within individual SMSA's as well as among them, seems evident. Areas in which metropolitan designs are in operation or at least contemplated should be examined, debating the issues involved in educational government reform. Cunningham lists five issues as most sensitive and far reaching in importance:

1. The issue of inequality
2. The finance issue
3. The centralization-decentralization issue
4. The metropolitan autonomy issue
5. The approach issue²

A 1971 study of Nashville-Davidson County, Tennessee, and the Greater Hartford region of Connecticut provided a framework for the appraisal of metropolitan collaboration. It advanced the theory of examining existing collaborative efforts to determine what they could teach about providing high quality educational opportunities, equitably and efficiently on a metropolitan basis.³

¹Luvern L. Cunningham, op. cit., p. 121.

²Ibid., p. 122.

³William T. Lowe, op. cit.

Priority research areas, which should be intensified and extended, were identified in a Strategy Research Project Study of Educational Collaboration in the Boston Region. They included demographic and social research, educational facilities planning, organizational research, community-curriculum resource inventory, and community participation and planning. Listed in the area of community participation was the development of a strategy and mechanism for involving students, teachers, parents, and community groups, as well as administrators, in planning for collaborative programs.¹

¹Gordon Marker et al., "Educational Collaboration in the Boston Region," a research project prepared for the Educational Collaborative for Greater Boston, Cambridge, Massachusetts, 2 May 1972.

CHAPTER III

METHODS AND PROCEDURES OF THE STUDY

It was the intent of this descriptive-exploratory study to determine the significant issues affecting metropolitan collaboration, as perceived by superintendents of selected districts in the Greater Boston Area. It was also intended to determine the existence of differences among superintendents in their perceptions of issues.

Three basic components make up this study. They include:

1. An identification of the issues to be considered, by means of semi-structured interviews.
2. Construction and evaluation of the follow-up questionnaire.
3. Collection and presentation of data.

Each of these components is described in this chapter except the presentation of the data.

Construction of the Instrument

The writer, assigned by the Superintendent of the Boston Public Schools to coordinate state funds for the development of voluntary metropolitan educational programs in urban

and non-urban school systems, worked with various agencies and individuals who have been supportive of research needed in the area of metropolitanization. This descriptive-exploratory study of metropolitan collaboration developed through this assignment and professional associations. Information and ideas were gained while functioning with colleagues and debatable issues were determined by means of semi-structured interviews. A follow-up questionnaire was constructed and administered as an assessment of the issues identified.

Data Collection

1. Preliminary contacts were made by the researcher. Data sources were identified, and all available printed materials were collected. Appropriate educational and planning leaders were contacted; each person was asked to identify other useful sources of information.

2. Subscription for the largest selling area newspaper was obtained and a file of clippings was collected for the period September 15, 1974 through June 1, 1975; all references to metropolitan educational developments and specifically in Boston were examined.

3. Library sources concerning general metropolitan educational developments and specifically in Boston were examined. Copies of materials were obtained when this seemed appropriate. A search was conducted at the Harvard Graduate School of Education Library and the University of Oklahoma Information System and Evaluation Center. References deemed valuable were identified in the bibliography.

4. Statistical reports dealing with the geographic area were obtained from the state department of education.

5. Semi-structured interviews were conducted in the Greater Boston Metropolitan Area. Among those queried were persons holding the following positions: chief school officers of districts in the Greater Boston Metropolitan Area, the Massachusetts State Department of Education, Director of the Greater Boston Regional Educational Center, persons representing a sample of the higher educational institutions in the area, the heads of planning agencies, and the representatives of the Commissioner of Education for the Commonwealth of Massachusetts. Every person consulted was asked for any printed materials he was willing to share with this researcher.

6. A follow-up questionnaire was constructed as an assessment of issues identified in semi-structured interviews, developed in collaboration with the support research component of the Metropolitan Planning Project.

Categories of Consideration

Reviewed in Chapter II were the theoretical metropolitan educational considerations or issues. Some of these issues were deemed significant by educators interviewed in the Greater Boston Metropolitan Area. Other influencing factors were also expressed. The following four categories of consideration were identified to determine common areas of significance among superintendents interviewed:

Category I: Community Considerations

Many superintendents expressed the feeling that a metropolitan program could not be successfully implemented until basic community support or approval of such an approach could be dealt with in an organized manner.

Category II: Financial Considerations

There were a number of superintendents who felt that funding arrangements are a major concern in metropolitan involvement.

Category III: Program Considerations

Some superintendents proposed clarification of collaborative program goals and functions as a basic need.

Category IV: Coordinating Agency Considerations

Some superintendents expressed a desire to participate in a coordinating agency to alleviate the burden of dealing with numerous cooperative efforts. Those factors which were selected to evaluate each consideration, or issue, are described in Chapter IV.

Evaluation of the Instrument

The follow-up questionnaire was developed with reference to contributions by several researchers, discussed in the review of the literature, whose work was pertinent to objectives of this study. It was constructed from statements collected in meetings and interviews, in collaboration with the support research component of the Metropolitan Planning

Project, and from the ideas of superintendents, agencies and consultants. The instrument was evaluated by the staff of the Metropolitan Planning Project whose members made suggestions regarding the revision of the instrument. The instrument was then submitted to a Professor of the Harvard Graduate School of Education, a Deputy Commissioner of Education, Director of the Metropolitan Planning Project and a Director from the Commonwealth of Massachusetts Department of Education, for their evaluations with regard to appropriateness of items in relation to the purpose of the study. After revisions the instrument was given a field test in the form of interviews with two superintendents. Some language changes were again made to improve the instrument.

Population Characteristics

The study was composed of superintendents of participating Metropolitan Planning Project Districts of the Greater Boston Metropolitan Area. Twelve different school districts were involved. Superintendents selected were representative of a broad sampling, included because of their membership and participation in voluntary collaborative efforts. The selected superintendents met the criteria of questioning which demands that participants possess the knowledge and information necessary for making comprehensive responses.

The Sample

The superintendents of the twelve school districts selected for the study were initially contacted through key

members of the Metropolitan Planning Project Governing Board. During a meeting on April 8, 1975, the Executive Committee of the Governing Board of the Metropolitan Planning Project passed a motion granting permission for conducting the study. A letter was then sent to each superintendent requesting his cooperation in providing data necessary for the study. The sample superintendent population met the criteria of descriptive-exploratory study research techniques for describing a small group; discovering significant variables in the field situation, discovering relations among variables, and laying the groundwork for later, more systematic and rigorous testing of hypotheses.

Administering the Instrument

The survey research method which was employed is considered a useful tool for educational fact finding, valuable in helping to solve theoretical and applied educational problems. A combination of two types was utilized; after obtaining information and ideas by means of a semi-structured interview, a follow-up questionnaire was administered, as an assessment of issues developed from the open-end interviews. This approach was used as a technique in obtaining all information.

The follow-up questionnaire provided a technique whereby superintendents could assess all the collaborative issue factors identified during the study. The respondent

was asked to indicate the significance with which he perceived a factor by marking one of five degrees of significance.

CHAPTER IV

PRESENTATION AND DESCRIPTION OF THE DATA

The purpose of this chapter is to report the data collected in the assessment of metropolitan collaboration issues, by selected superintendents of the Greater Boston Area. Utilizing the procedures described in Chapters I and III, information related to inter-district collaboration was collected from superintendents in selected school districts of the Boston Metropolitan Area. These data were coded, tabulated and described by the researcher. Further findings will be reported in the conclusion section.

No claims for casual or associational relations among variables reported herein are made. No statistical analysis has been undertaken in this report because such efforts did not seem appropriate. This is a descriptive-exploratory study of the attempts to metropolitanize education in a complex urban community, directed toward strengthening existing programs.

Factors used in the assessment of metropolitan collaboration were grouped into categories corresponding to issues identified during interviews. After superintendents responded

to the devised follow-up questionnaire, their answers were coded and tabulated. These responses were coded in terms of degree of significance as perceived by the superintendent of each school district.

Data for each category were treated and reported in two ways. The first method involved determining the issue factors rated significant by the twelve superintendents. Percentages of responses to each degree of significance for the factors in each of the categories are reported in tables. The second method of treating and reporting data involved an interpretation of responses. Factors were designed so that reactions to each of the issues reflected either a positive or a negative response. Issue factors rated very significant, or somewhat significant were treated as positive responses. Factors rated not very significant or not at all significant were treated as negative responses. Collective positive-negative responses for each factor in each of the categories are reported in tables. Both methods of treating the data were used to determine the existence of differences in superintendents' perceptions of issues.

Category I: Community Considerations

Nine issue factors were developed to evaluate this category. Responses to factors one, two, three, four, five, eight, and nine indicated significant agreement among superintendents, but responses to factors six and seven indicated disagreement among superintendents. Response percentages are

reported in Table 2 for this category. Positive and negative responses for this category are shown in Table 3.

Factor 1: The necessity of a supportive public knowledgeable about metropolitan approaches.

The data from the study of total responses of superintendents showed significant agreement regarding perceptions of this issue; all responses were positive. Most respondents rated this factor as very significant. Only one other factor in this category was rated as more significant.

Factor 2: The fostering of close working relationships and understandings between urban and non-urban communities by a coordinating agency.

It was noted that a majority of the respondents in the twelve school districts rated this issue as somewhat significant. Other responses were even more positive.

Factor 3: The individual district superintendent's belief in the necessity of becoming involved with movements toward metropolitanism.

This issue provided the greatest agreement among the superintendents, for this category. It was rated very significant by a large majority of the respondents. Findings indicated that it was considered the most significant issue in this category.

Factor 4: The need for public support in amending general laws establishing voluntary metropolitan educational programs.

The data from the study showed a strong agreement among the superintendents in responding to this issue. Ratings

were equally divided between very significant and somewhat significant.

Factor 5: The concern that metropolitan involvement will deal a death blow to community control efforts.

Most of the superintendents responded positively to this issue. However, some deviation in perceptions of the issue were noted. There were responses to all four degrees of significance.

Factor 6: The belief that metropolitan programs are part of a plot to take away community autonomy and integrate suburban school districts into a metropolitan mass.

This issue provided significant disagreement among superintendents. Responses were equally divided among positive and negative ratings. Responses to this issue were identical to those for factor seven.

Factor 7: The militant stand some local officials have assumed against voluntary collaboration.

Responses to this issue were identical to those for factor six. This issue provided significant disagreement among superintendents. Responses were equally divided among positive and negative ratings.

Factor 8: The collaboration of school districts with town councils in issuing legal constraints against metropolitan involvement.

The most pronounced difference among superintendents' responses was exhibited in this issue. Responses were dispersed among all four degrees of significance. A majority

of the responses were negative.

Factor 9: The concern that the powers and duties of a collaborative agency conferred through legislation might burden regular educational needs of a system.

A majority of the respondents, in eight of the twelve school districts, perceived this issue as somewhat significant. Of the remaining responses, two were slightly less than positive while two were very positive.

Category II: Financial Considerations

Eight issue factors were developed to evaluate this category. Responses to all of the factors indicated significant agreement among superintendents. Responses to factors four and six indicated the greatest agreement, however, factor four response agreement was positive while factor six response agreement was negative. Response percentages are reported in Table 4 for this category. Positive and negative responses for this category are shown in Table 5.

Factor 1: The goals of reducing cost, improving efficiency and enhancing enrichment used as arguments for collaboration . . .

Most of the superintendents responded positively to this issue. Only a small percentage of the respondents rated it as not very significant.

Factor 2: The maximum use of existing space for educational purposes by school districts.

A majority of the superintendents judged this issue to be somewhat significant. However, there was evidence of some deviation among superintendents' perceptions of this issue.

Factor 3: The formation of a coordinating agency to demonstrate that collaborative programs accomplish what suburban parents want in a way that will be more cost effective and academically beneficial.

A majority of the respondents, in seven of the twelve school districts, considered this issue to be very significant. Four respondents considered the issue to be somewhat significant. Only one response was negative.

Factor 4: The establishment of proper financing for a coordinating agency.

This issue provided the greatest agreement among respondents. It was rated the most significant issue in this category. Eight superintendents viewed this issue as very significant while four superintendents viewed it as somewhat significant. All of the responses were positive.

Factor 5: The identification of cost to be incurred by districts becoming a member of a proposed agency.

A majority of the respondents perceived this issue as very significant while slightly less than a majority perceived it as somewhat significant. All of the responses were positive.

Factor 6: The formation of a coordinating agency to accommodate a reimbursement schedule of payments from the state department of education.

This issue provided the greatest negative response agreement among the superintendents in this category. Four superintendents considered the issue of some significance.

Factor 7: The provision that administrative cost of any board of cooperative educational services be paid for by the state department of education.

A majority of the respondents considered this issue to be somewhat significant. Five superintendents considered it to be very significant while only one superintendent considered it not very significant.

Factor 8: The administrative cost for additional personnel needed by participating districts formed under the established general laws funded by the state department of education.

This issue provided strong agreement among respondents. A majority of the responses were positive, equally divided between ratings of very significant and somewhat significant. Only one respondent rated this issue as not very significant.

Category III: Program Considerations

Nine issue factors were developed to evaluate this category. Responses to all of the factors indicated significant agreement among superintendents, however, responses to issue five indicated negative response agreement. Response percentages are reported in Table 6 for this category. Positive and negative responses for this category are shown in Table 7.

Factor 1: The development of educational programs which assist suburban and urban school districts in efforts to reduce minority group student isolation.

A large majority of the superintendents considered this issue to be very significant; two superintendents considered it to be somewhat significant. One superintendent rated it as not very significant. Only one other factor in this category was rated as more significant.

Factor 2: The establishment of multifarious school experiences where students of different racial, ethnic and socio-economic backgrounds interact and learn from each other.

This issue provided the greatest agreement among superintendents in this category. It was rated the most significant issue in this category. All of the responses were positive.

Factor 3: The development of a mechanism for collaborative inter-district programs designed to provide replicable modes for other regions.

A large majority of the superintendents rated this issue positively. Responses were equally divided between ratings of very significant and somewhat significant. Two responses were negative.

Factor 4: The establishment of a goal by a Boston Metropolitan Board of Cooperative Educational Service for the reduction of racial imbalance or minority student isolation.

A majority of the superintendents considered this issue to be very significant. Some negative responses indicated a degree of difference in perceptions of this issue.

Factor 5: The assistance of systems already active in collaborative efforts to those not yet involved.

A majority of the superintendents considered this issue not very significant. It provided the most negative response agreement in this category.

Factor 6: The availability of aid, to districts struggling with the metropolitan design, in the form of staff development, management training, guidance, and media.

A majority of the superintendents considered this issue very significant. Some negative responses indicated a degree of difference in perceptions of this issue.

Factor 7: The concern about adjustment problems facing suburban children going into the inner-city area.

A majority of the superintendents considered this issue very significant. Only two superintendents considered it not very significant. Responses to this factor were identical to responses for factor nine.

Factor 8: The concern about adjustment problems facing inter-city children transported to the suburbs.

A majority of the superintendents considered this issue somewhat significant. Only two superintendents considered it not very significant.

Factor 9: The development of precise transportation logistics for districts involved with collaboration programs.

A majority of the superintendents considered this issue very significant. Only two superintendents considered it not very significant. Responses to this factor were identical to responses for factor seven.

Category IV: Coordinating Agency Considerations

Fourteen issue factors were developed to evaluate this category. Responses to factors one, two, three, four, seven, eleven, and twelve indicated significant agreement among superintendents, but responses to the other factors indicated significant disagreement among superintendents. Response percentages are reported in Table 8 for this category. Positive and negative responses for this category are shown in Table 9.

Factor 1: The development of a master voluntary educational plan for quality urban-suburban integration.

A majority of the superintendents considered this issue somewhat significant. Responses indicated significant agreement in perceptions of this issue.

Factor 2: The goals of reducing racial, ethnic, and socio-economic isolation used as arguments for collaboration by supporters of a Boston Metropolitan Board of Cooperative Educational Services.

A majority of the superintendents considered this issue somewhat significant. Other responses indicated some differences in perceptions of the issue; ratings were dispersed among the three remaining degrees of significance.

Factor 3: The need that options remain voluntary in securing acceptance of working relationships between school systems.

This issue provided the greatest agreement among respondents for this category. It was rated the most significant issue in this category. All of the responses were positive.

Factor 4: The extent to which programs of shared educational services can progress without state legislated involvement.

This issue provided significant agreement among the respondents. A majority of the superintendents considered it to be somewhat significant. All of the responses were positive.

Factor 5: The need for the establishment of a board of cooperative educational services for the Boston Metropolitan Area.

Reactions to this issue indicated significant differences in perceptions among the respondents. Although a majority of the responses were positive, there was not a majority response to any one degree of significance.

Factor 6: The establishment of a cooperative board by legislation.

Reactions to this issue indicated some differences in perceptions among the respondents. Although a majority of the responses were negative, there was not a majority response to any one degree of significance.

Factor 7: The establishment of a cooperative board by court order.

This factor provided the greatest negative response agreement among the superintendents in this category. A majority of the respondents considered it not at all significant.

Factor 8: The establishment of a cooperative board by a voluntary cohesion of external collaborative agencies.

This factor and factor nine provided the greatest disagreement among the superintendents in this category. Reactions were equally divided between positive and negative responses.

Factor 9: The solidifying of external agencies such as EdCo, Metco, and MPP to form a cooperative agency.

This factor and factor eight provided the greatest disagreement among the superintendents in this category. Reactions were equally divided between positive and negative responses.

Factor 10: The services of the Metropolitan Planning Project functioning as clearinghouse for the entire Boston Metropolitan Area.

Reactions to this issue indicated significant differences in perceptions among the respondents. Although a majority of the responses were negative, there was not a majority response to any one degree of significance.

Factor 11: The functioning of a cooperative board as broker for legislated inter-district student transfer programs.

A majority of the respondents considered this factor not very significant. A large majority of the responses were negative.

Factor 12: The designation of one member district as operating agent.

This factor provided significant negative response agreement among the superintendents in this category. A majority of the respondents considered it not very significant.

Factor 13: The choosing of a cooperative advisory committee by participating school committee members, with equal representation of teachers, students, and superintendents.

Reactions to this issue indicated significant differences in perceptions among the respondents. Although a majority of the responses were positive, there was not a majority response to any one degree of significance.

Factor 14: The appointment of an executive officer by a cooperative metropolitan board.

A large majority of the responses to this issue were positive. Although, there was not a majority response to any one degree of significance.

Collective Positive-Negative

Response Interpretation

Issue factors were designed so that reactions to each of the issues reflected either a positive or a negative response. Factors rated very significant or somewhat significant were treated as positive responses. Factors rated not very significant or not at all significant were treated as negative responses. These reactions are illustrated in Tables 3, 5, 7, and 9.

Table 10 illustrates a comparison of collective positive-negative responses to the forty issue factors, for the twelve superintendent respondents. The number of positive responses to the forty issue factors ranged as high as thirty-five for superintendents "A" and "L" to as low as twenty-three for superintendents "B," "D," "E," and "K."

It should be noted, however, that the number of positive responses for superintendents "B," "D," "E," and "K" did not contrast sharply with the number of positive responses for the other six superintendents.

CHAPTER V

SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The problem of the study was to determine the most significant issues affecting metropolitan collaboration, as perceived by superintendents of selected districts in the Greater Boston Metropolitan Area. It was also intended to determine the existence of differences among superintendents in their perceptions of issues. An assessment of collaborative issues was obtained from superintendents of selected districts engaged in some form of voluntary inter-district cooperation. Previous research supported the necessity of a metropolitan plan, and the contention that each district is unique and should be adequately appraised for development of its own strategies.

The study explored some issues which seem to be affecting sound metropolitanism in twelve selected districts. A professional association with the Metropolitan Planning Project led to the selection of member district superintendents as the sample population. They appeared to be leaders in the area of participation in collaborative efforts.

Metropolitan Planning Project Superintendents met the criteria of possessing knowledge and information necessary for making comprehensive responses. Permission for conducting the study was granted by the Metropolitan Planning Project Governing Board, and letters requesting cooperation were sent to member superintendents.

The survey research method was employed, utilizing a combination of two types. After information and ideas were collected by means of semi-structured, open-ended interviews, a follow-up questionnaire was administered, as an assessment of issues identified through the interview technique. Each respondent was asked to indicate the significance with which he perceived an issue factor by marking one of four degrees of significance. The devised questionnaire was submitted to the Metropolitan Planning Project Staff, a Professor of the Harvard Graduate School of Education, a Deputy Commissioner of Education, Director of the Metropolitan Planning Project and a Director from the Commonwealth of Massachusetts Department of Education for their evaluations with regard to appropriateness of items in relation to the purpose of the study. After revisions, the instrument was given a field test in the form of interviews with two superintendents. Some language changes were again made to improve the instrument.

As responses to the follow-up questionnaire were received, they were coded and tabulated. No claims for casual

or associational relations among variables reported were made. Since the study was descriptive, statistical analysis was not undertaken.

Findings

Issues affecting metropolitan collaboration in the selected districts were identified through semi-structured interviews. Influencing factors were grouped into four issue categories, in the construction of a follow-up questionnaire. To provide an assessment, respondents were asked to rate issue factors as to four degrees of significance.

The issue categories identified were those of community considerations, financial considerations, program considerations, and coordinating agency considerations. The most significant influencing factor in Category I, Community Considerations, was found to be, the individual district superintendent's belief in the necessity of becoming involved with movements toward metropolitanism. Rated as relatively significant were two other factors: the necessity of a supportive public knowledgeable about metropolitan approaches, and the need for public support in amending general laws establishing voluntary metropolitan educational programs.

In Category II, Financial Considerations, the most significant factor was found to be, the establishment of proper financing for a coordinating agency. However, all the factors in this category, except one, were rated as highly significant.

In Category III, Program Considerations, the most significant factor was found to be, the establishment of multifarious school experiences where students of different racial, ethnic and socio-economic backgrounds interact and learn from each other. Rated almost as highly was, the development of educational programs which assist suburban and urban school districts in efforts to reduce minority group student isolation.

In Category IV, Coordinating Agency Considerations, the most significant factor was found to be, the need that options remain voluntary in securing acceptance of working relationships between school systems. Rated almost as highly was, the need for the establishment of a Board of Cooperative Educational Services for the Boston Metropolitan Area.

Factors were designed so that ratings reflected either a positive or a negative reaction. In a comparison of collective positive and negative responses, for the forty factors contained in the questionnaire, the highest number of positive responses by a superintendent was found to be thirty-five. Other numbers of positive responses did not contrast significantly with the highest number.

Conclusions

Findings of the study led to some conclusions, within the limitations of the research.

1. Theoretical collaborative issues, as listed by
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researchers, are not necessarily the most significant debatable issues in a particular area. The issues determined significant by district superintendents in this study were among those found in the literature, but did not include all of the possible ones. This supports the contention that each area is unique and should be adequately appraised for its needs.

2. Superintendents consider their own commitment to metropolitanism as a basic necessity for successful collaborative programs. Responses indicated an awareness of the importance of the superintendent's skillful communication with the public, in gaining their support. This leads to the contention by some theorists that since community relations are so vital to educational reorganization, the superintendent's duties may need to be divided into areas of specialization, to insure the presence of skillful communication.

3. Financial consideration is a high priority issue in this area, and the conception of a coordinating agency would be more acceptable if finance plans were clearly established.

4. Most superintendents in this area are aware of the need for reduction of minority student isolation, and are receptive to programs of assistance.

5. Superintendents realize the need for, and accept the idea of, a Board of Cooperative Educational Services for the Greater Boston Metropolitan Area. However, responses indicate an emphasis on acceptance of voluntary programs only.

This supports the contention that a voluntary model of restructuring provides the best promise of feasibility for this area.

6. Superintendents of this area reflect a positive attitude toward programs of inter-district cooperation, but they support a need for, and see value in, a more coherent pattern of collaborative efforts.

Recommendations

1. Greater Boston has not been required to move toward urban-suburban collaboration by legislative decree or court order, however, the state government is establishing incentives for voluntary metropolitan cooperation. The State Department of Education has filed a proposal with the Commonwealth of Massachusetts House of Representatives which would provide for the development of voluntary metropolitan educational programs. An out-growth of this legislation is a Suburban-Action Committee working to provide for the establishment of a Board of Cooperative Educational Services for the Boston Standard Metropolitan Statistical Area. Based on the conclusions of this study, it is recommended that area superintendents actively work for the establishment of this board, as the basic step toward creating a more coherent pattern of collaborative efforts.

2. Past research has demonstrated that people are much more receptive to plans and programs when they have been

included in the development process. Therefore, it is recommended that the findings of this study be considered by the proposed cooperative board, as instrumental in helping collaborative efforts to be more responsive to local needs.

3. It is recommended that the proposed cooperative board deal with the forces that are blocking the attainment of sound metropolitanism in this area, by resolving the issues considered significant in this study.

4. It is recommended that finance planning be given first priority in strategy development, by the proposed cooperative board, since it was rated a highly significant issue in this area.

5. Further study of the issues considered significant, and comparison studies of community participation groups, is also recommended for systematic program development.

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APPENDIXES

APPENDIX A

LETTERS TO COOPERATING SUPERINTENDENTS

Dear _____:

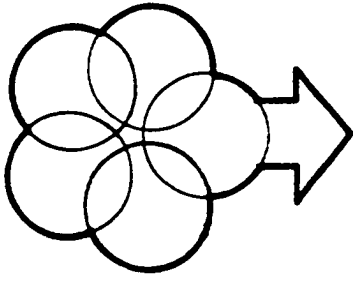
The movement toward metropolitanization in the Boston area has caused concern among school administrators that they have a voice in implementing any program. We are all interested in perfecting new structures so that they can be tools of educational reform and progress.

The following questionnaire is designed to reflect your assessment of administrative concerns confronting implementation of metropolitan collaboration among school districts. It was developed in collaboration with the Metropolitan Planning Project staff and its purpose is to identify some common areas of concern among administrators so that they may be made available to an agency established for the purpose of providing cooperative educational services for the Boston Standard Metropolitan Statistical Area.

Your cooperation in completing the questionnaire and returning it in the envelope provided will be appreciated.

Sincerely,

Nolen Morgan



THE METROPOLITAN PLANNING PROJECT

55A CHAPEL ST
TEL. (617) 244-7031

NEWTON, MASS
02160

May 9, 1975

To: Governing Board Members

From: Marcia Feld, Executive Director *MF*

At its April 8, 1975 meeting, the Executive Committee of the Governing Board passed a motion granting Mr. Nolan Morgan permission to submit a questionnaire to the MPP Governing Board. The data from this questionnaire would be incorporated into Mr. Morgan's thesis on administrative implementation of metropolitanization for school desegregation and will be useful to MPP in its future planning.

Mr. Morgan has been working this past year with the Boston School Department under the auspices of the Consortium for Educational Leadership. He has assisted MPP in obtaining Boston School Department and Committee approval of its 636 magnet program proposals.

Your consideration in responding to his questionnaire will be appreciated.

Thanks

APPENDIX B

QUESTIONNAIRE TO SUPERINTENDENTS OF PARTICIPATING METROPOLITAN PLANNING PROJECT DISTRICTS

Developed by Nolen Morgan
in collaboration with staff members of
The Metropolitan Planning Project

DIRECTIONS

On the following pages is a list of factors which may or may not be significant in assessing administrative issues inherent in implementing metropolitan desegregation collaboration.

Please read each factor carefully.

Decide its degree of significance in your estimation: very significant, somewhat significant, not very significant, not at all significant, or, no opinion.

Indicate your decision by circling the appropriate letter.

- A Very Significant
- B Somewhat Significant
- C Not Very Significant
- D Not At All Significant
- E No Opinion

Example:

The development of a master voluntary educational plan for quality urban-suburban integration.

A (B) C D E

In this example the respondent circled B to indicate the factor is somewhat significant.

I. Community Considerations

Many superintendents have expressed the feeling that they cannot successfully implement a metropolitan program until basic community support or approval of such an approach is dealt with in an organized manner. Indicate how significant you view the following factors by circling the appropriate letter:

- A Very Significant
- B Somewhat Significant
- C Not Very Significant
- D Not At All Significant
- E No Opinion

1. The necessity of a supportive public knowledgeable about metropolitan approaches. A B C D E
2. The fostering of close working relationships and understandings between urban and non-urban communities by a coordinating agency. A B C D E
3. The individual district superintendent's belief in the necessity of becoming involved with movements toward metropolitanism. A B C D E
4. The need for public support in amending general laws establishing voluntary metropolitan educational programs. A B C D E
5. The concern that metropolitan involvement will deal a death blow to community control efforts. A B C D E
6. The belief that metropolitan programs are part of a plot to take away community autonomy and integrate suburban school districts into a metropolitan mass. A B C D E
7. The militant stand some local officials have assumed against voluntary collaboration. A B C D E
8. The collaboration of school districts with town councils in issuing legal constraints against metropolitan involvement. A B C D E

9. The concern that the powers and duties of a collaborative agency conferred through legislation might burden regular educational needs of a system. A B C D E

II. Financial Considerations

There are superintendents who feel that funding arrangements are a major concern in metropolitan involvement. Indicate how significant you view the following factors by circling the appropriate letter:

- A Very Significant
B Somewhat Significant
C Not Very Significant
D Not At All Significant
E No Opinion

1. The goals of reducing cost, improving efficiency and enhancing enrichment used as arguments for collaboration as Philip J. Meranto describes the numerous backers of such efforts in School Politics in the Metropolis. A B C D E
2. The maximum use of existing space for educational purposes by school districts. A B C D E
3. The formation of a coordinating agency to demonstrate that collaborative programs accomplish what suburban parents want in a way that will be more cost effective and academically beneficial. A B C D E
4. The establishment of proper financing for a coordinating agency. A B C D E
5. The identification of cost to be incurred by districts becoming a member of a proposed agency. A B C D E
6. The formation of a coordinating agency to accomodate a reimbursement schedule of payments from the state department of education. A B C D E
7. The provision that administrative costs of any board of cooperative educational services be paid for by the state department of education. A B C D E

8. The administrative cost for additional personnel needed by participating districts formed under the established general laws funded by the state department of education.

A B C D E

III. Program Considerations

Some superintendents believe there is a need for clarification of basic collaborative program goals and functions. Indicate how significant you think the following factors are by circling the appropriate letter.

- A Very Significant
 B Somewhat Significant
 C Not Very Significant
 D Not At All Significant
 E No Opinion

1. The development of educational programs which assist suburban and urban school districts in efforts to reduce minority group student isolation.

A B C D E

2. The establishment of multifarious school experiences where students of different racial, ethnic and socio-economic backgrounds interact and learn from each other.

A B C D E

3. The development of a mechanism for collaborative inter-district programs designed to provide replicable modes for other regions.

A B C D E

4. The establishment of a goal by a Boston Metropolitan Board of Cooperative Educational Service for the reduction of racial imbalance or minority student isolation.

A B C D E

5. The assistance of systems already active in collaborative efforts to those not yet involved.

A B C D E

6. The availability of aid, to districts struggling with the metropolitan design, in the form of staff development, management training, guidance, and media.

A B C D E

7. The concern about adjustment problems facing suburban children going into the inter-city area. A B C D E
8. The concern about adjustment problems facing inter-city children transported to the suburbs. A B C D E
9. The development of precise transportation logistics for districts involved with collaboration programs. A B C D E

IV. Coordinating Agency Considerations

Some superintendents have expressed a desire to participate in a coordinating agency to alleviate the burden of dealing with numerous cooperative efforts. Indicate how significant you view the following factors to be by circling the appropriate letter:

- A Very Significant
- B Somewhat Significant
- C Not Very Significant
- D Not At All Significant
- E No Opinion

1. The development of a master voluntary educational plan for quality urban-suburban integration. A B C D E
2. The goals of reducing racial, ethnic and socio-economic isolation used as arguments for collaboration by supporters of a Boston Metropolitan Board of Cooperative Educational Services. A B C D E
3. The need that options remain voluntary in securing acceptance of working relationships between school systems. A B C D E
4. The extent to which programs of shared educational services can progress without state legislated involvement. A B C D E
5. The need for the establishment of a board of cooperative educational services for the Boston Metropolitan Area. A B C D E
6. The establishment of a cooperative board by legislation. A B C D E

7. The establishment of a cooperative board by court order. A B C D E
8. The establishment of a cooperative board by a voluntary cohesion of external collaborative agencies. A B C D E
9. The solidifying of external agencies such as EdCo, Metco, and MPP to form a cooperative agency. A B C D E
10. The services of the Metropolitan Planning Project functioning as clearinghouse for the entire Boston Metropolitan Area. A B C D E
11. The functioning of a cooperative board as broker for legislated inter-district student transfer programs. A B C D E
12. The designation of one member district as operating agent. A B C D E
13. The choosing of a cooperative advisory committee by participating school committee members, with equal representation of teachers, students, and superintendents. A B C D E
14. The appointment of an executive officer by a cooperative metropolitan board. A B C D E

APPENDIX C

TABLE 2

PERCENTAGE SUMMARY OF RESPONSES FROM SUPERINTENDENTS
TO FACTORS REGARDING COMMUNITY CONSIDERATIONS
IN METROPOLITAN COLLABORATION

CATEGORY I

Factors	Very Significant	Somewhat Significant	Not Very Significant	Not at All Significant
1.	58%	42%		
2.	25%	75%		
3.	75%	17%	8%	
4.	50%	50%		
5.	25%	58%	8%	8%
6.	33%	17%	50%	
7.	33%	17%	50%	
8.	8%	33%	42%	17%
9.	17%	67%	17%	
Category I. Total Response				
	39	45	21	3

TABLE 3
RESULTS OF COLLECTIVE POSITIVE-NEGATIVE RESPONSES
FOR THE TWELVE SUPERINTENDENTS^a

CATEGORY I

Supt.	Factor									
	1	2	3	4	5	6	7	8	9	
A.	+	+	+	+	+	+	+	+	+	
B.	+	+	+	+	+	+	+	-	-	
C.	+	+	+	+	+	-	-	-	+	
D.	+	+	+	+	+	-	-	+	+	
E.	+	+	+	+	+	+	-	-	+	
F.	+	+	+	+	+	-	+	+	+	
G.	+	+	+	+	+	+	-	+	-	
H.	+	+	+	+	-	-	+	-	+	
I.	+	+	+	+	+	+	+	+	+	
J.	+	+	+	+	+	-	-	-	+	
K.	+	+	+	+	-	-	-	-	+	
L.	+	+	-	+	+	+	+	-	+	
Supt. Total: +/-	12/0	12/0	11/1	12/0	10/2	6/6	6/6	5/7	10/2	84/24

^aSuperintendents are coded by letters to conceal their identity.

TABLE 4

PERCENTAGE SUMMARY OF RESPONSES FROM SUPERINTENDENTS
TO FACTORS REGARDING FINANCIAL CONSIDERATIONS
IN METROPOLITAN COLLABORATION

CATEGORY II

Factors	Very Significant	Somewhat Significant	Not Very Significant	Not At All Significant
1.	50%	38%	12%	
2.	36%	46%	18%	
3.	58%	33%	8%	
4.	75%	33%		
5.	58%	42%		
6.	17%	17%	67%	
7.	42%	50%	8%	
8.	44%	44%	11%	
Category II. Total Response				
	42	32	14	0

TABLE 5

RESULTS OF COLLECTIVE POSITIVE-NEGATIVE RESPONSES
FOR THE TWELVE SUPERINTENDENTS^a

CATEGORY II

Supt.	Factor								
	1	2	3	4	5	6	7	8	
A.	+	+	+	+	+	+	+	+	
B.		+	+	+	+	-	+	+	
C.		+	+	+	+	-	+		
D.	+	+	+	+	+	-	-	+	
E.	+	+	+	+	+	-	+		
F.		+	+	+	+	-	+	+	
G.	+	+	+	+	+	-	+	-	
H.	+	+	+	+	+	-	+	-	
I.	-		+	+	+	+	+	+	
J.	+	+	-	+	+	-	+		
K.		-	+	+	+	-	+	+	
L.	+	+	+	+	+	+	+	+	
Supt. Total: +/-	7/1	10/1	11/1	12/0	12/0	3/9	11/1	7/2	73/15

^aSuperintendents are coded by letters to conceal their identity.

TABLE 6

PERCENTAGE SUMMARY OF RESPONSES FROM SUPERINTENDENTS
TO FACTORS REGARDING PROGRAM CONSIDERATIONS
IN METROPOLITAN COLLABORATION

CATEGORY III

Factors	Very Significant	Somewhat Significant	Not Very Significant	Not At All Significant
1.	75%	17%	8%	
2.	83%	17%		
3.	42%	42%	17%	
4.	58%	17%	25%	
5.	25%	17%	58%	
6.	42%	25%	33%	
7.	50%	33%	17%	
8.	25%	58%	17%	
9.	50%	33%	17%	
Category III. Total Response				
	54	31	23	0

TABLE 7

RESULTS OF COLLECTIVE POSITIVE-NEGATIVE RESPONSES
FOR THE TWELVE SUPERINTENDENTS^a

CATEGORY III

Supt.	Factor								
	1	2	3	4	5	6	7	8	9
A.	+	+	-	+	+	+	+	+	+
B.	+	+	-	-	-	+	-	+	-
C.	+	+	+	+	-	-	+	+	+
D.	+	+	+	+	-	+	+	-	+
E.	-	+	+	-	-	+	-	-	+
F.	+	+	+	+	-	-	+	+	+
G.	+	+	-	+	-	-	+	+	-
H.	+	+	+	+	+	+	+	+	+
I.	+	+	+	-	-	-	+	+	+
J.	+	+	+	+	+	+	+	+	+
K.	+	+	+	+	+	+	+	+	+
L.	+	+	+	+	+	+	+	+	+

Supt.
Total: 11/1 12/0 9/3 9/3 5/7 8/4 10/2 10/2 10/2 84/24

^aSuperintendents are coded by letters to conceal their identity.

TABLE 8

PERCENTAGE SUMMARY OF RESPONSES FROM SUPERINTENDENTS
TO FACTORS REGARDING COORDINATING AGENCY
CONSIDERATIONS IN METROPOLITAN
COLLABORATION

CATEGORY IV

Factors	Very Significant	Somewhat Significant	Not Very Significant	Not At All Significant
1.	25%	58%	17%	
2.	20%	60%	20%	10%
3.	67%	33%		
4.	40%	60%		
5.	46%	9%	27%	9%
6.	10%	20%	40%	30%
7.		10%	40%	50%
8.	40%	10%	40%	10%
9.	17%	33%	42%	8%
10.	17%	25%	33%	25%
11.	10%	10%	60%	20%
12.		10%	50%	40%
13.	17%	42%	17%	25%
14.	46%	36%	18%	
Category IV. Total Response				
	39	47	44	22

TABLE 9

RESULTS OF COLLECTIVE POSITIVE-NEGATIVE RESPONSES
FOR THE TWELVE SUPERINTENDENTS^a

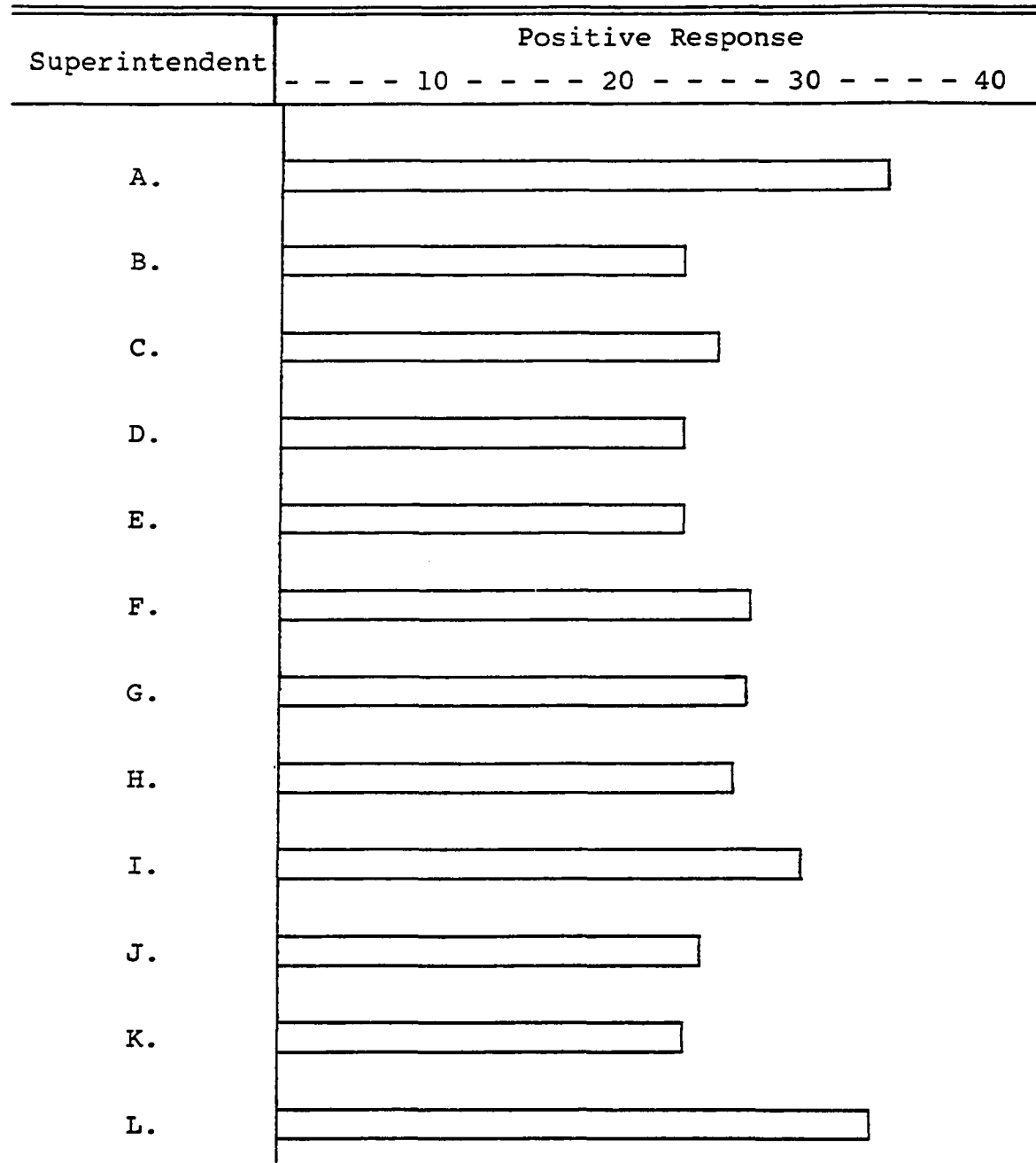
CATEGORY IV

Supt.	Factor													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
A.	-	+	+		+	+	-	+	+	+	+		+	+
B.	+	+	+	+	-	-	-	+	-	-	-	-	+	-
C.	+		+	+	+	+	-	-	+	-	-	-	-	+
D.	+	-	+	+	-	-	-	-	+	-	-	-	-	-
E.	+	-	+	+	+	+	-	-	-	+	-	-	-	+
F.	+	-	+	+	-	-	-	+	+	+			-	+
G.	+	+	+		+		+		+	+			+	+
H.	+	+	+	+	-	-	-	-	-	-	-	-	+	+
I.	-	+	+	+	+	-	-	+	-	-	-	+	+	+
J.	+	+	+	+	-	-	-	-	-	-	-	-	-	+
K.	+		+	+					-	-	-	-	+	
L.	+	+	+	+	+	-	-	+	+	+	+	-	+	+
Supt. Total:														
+	$\frac{10}{2}$	$\frac{7}{3}$	$\frac{12}{0}$	$\frac{10}{0}$	$\frac{6}{5}$	$\frac{3}{7}$	$\frac{1}{10}$	$\frac{5}{5}$	$\frac{6}{6}$	$\frac{5}{7}$	$\frac{2}{8}$	$\frac{1}{8}$	$\frac{7}{5}$	$\frac{9}{2}$
-														$\frac{84}{68}$

^aSuperintendents are coded by letters to conceal their identity.

TABLE 10

GRAPHIC COMPARISON OF COLLECTIVE POSITIVE-NEGATIVE
RESPONSES TO THE FORTY ISSUE FACTORS
FOR THE TWELVE SUPERINTENDENTS*



* Superintendents are coded by letters to conceal their identity.

APPENDIX D

COMMUNITY ANALYSIS

Bedford: In 1970, Bedford had a population of 13,513. At that time 2.1 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 3,950 pupils, of whom 4.7 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to two other voluntary educational collaboratives. There were no METCO students enrolled in the Bedford public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Bedford was \$14,271, the proportion of residents 25 years old and over who had completed high school was 79.1 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 45.9 per cent. Bedford's tax base, as measured by an equalized valuation formula, provides \$31.318 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 62.8 per cent; these funds constituted 73.4 per cent of all public school revenues. Bedford's comprehensive per pupil expenditure for the 1972-73 school year was \$1,158.

As compared to its eleven neighbors, Bedford has the second largest percentage of non-white residents and the tenth largest public school enrollment. It also has a comparatively high median income, a high percentage of persons twenty-five years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Bedford ranks in the highest quartile for median family income, the second quartile for percentage of persons who have completed high school, and the first quartile for percentage of residents employed in a professional or non-farm managerial capacity. Bedford also ranks in the second quartile for per pupil expenditure, the first quartile for percentage of municipal tax dollar spent on education, the second quartile for percentage of public school funds from local sources, and the second quartile for equalized valuation per school attending child.

Boston: The city of Boston is the largest municipality in the metropolitan area with 641,071 persons as of 1970, making it six times larger than Cambridge, which is the second largest community. Over 18 per cent of Boston's population at that time was non-white. Currently, 41.4 per cent of the public school enrollment of 93,738 pupils is non-white, a figure which includes persons of Spanish Surname. A school district which approved the Metropolitan Planning Project, it was not legally able to be an applicant. It belongs to five voluntary educational collaboratives and serves as home to all METCO students. All rapid transit lines and the Boston and Main Railroad serve various parts of Boston.

According to the 1970 U.S. Census, Boston's median family income was \$9,133 per year, 53.5 per cent of its residents 25 years old and over had at least completed a high school education, and 22.5 per cent of its employed residents worked in either a professional or non-farm managerial capacity. Boston's tax base, as measured by an equalized valuation formula, provides \$16,581 per school attending child. Approximately 22 per cent of the 1972 municipal tax dollar went for education which sustained 58.1 per cent of a \$1,222 per pupil expenditure effort.

In comparison to the other communities in the SMSA, Boston ranks in the fourth quartile in regard to median family income, percentage of persons 25 years old and over who completed high school, and equalized property valuation per school attending child. It ranks in the fourth quartile in regard to percentage of employed residents who work in either a professional or managerial capacity, percentage of municipal tax dollar spent on education, and percentage of school funds from local sources. It ranks first in regard to total population, total school population, and percentage of non-white school population, as well as ranking in the first quartile for 1972-73 per pupil expenditure.

Brookline: In 1970, Brookline had a population of 58,886. At that time, 3.2 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 6,135 pupils, of whom 11.6 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to seven other voluntary educational collaboratives. There were 219 METCO students enrolled in the Brookline public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Brookline was \$13,701, the proportion of residents 25 years old and over who had completed high school was 69.1 per cent, and the proportion of employed residents working in

a professional or non-farm managerial capacity was 44.8 per cent. Brookline's tax base, as measured by an equalized valuation formula, provides \$68,901 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 34.2 per cent; these funds constituted 86.2 per cent of all public school revenues. Brookline's comprehensive per pupil expenditure for the 1972-73 school year was \$1,672.

As compared to its twelve neighbors, Brookline has the second largest percentage of non-white residents and the fifth largest public school enrollment. It also has a comparatively mid-range median income, a low percentage of persons 25 years old and over who have completed high school, and a mid-range percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Brookline ranks in the second quartile for median family income, the third quartile for percentage of persons who have completed high school, and the first quartile for percentage of residents employed in a professional or non-farm managerial capacity. Brookline also ranks in the first quartile for per pupil expenditure, the lowest quartile for percentage of public school funds from local sources, and the first quartile for equalized valuation per school attending child.

Burlington: In 1970, Burlington had a population of 21,980. At that time, 1.2 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 7,638 pupils, of whom 1.2 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to two other voluntary educational collaboratives. There were no METCO students enrolled in the Burlington public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Burlington was \$13,236, the proportion of residents 25 years old and over who had completed high school was 72.8 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 32.7 per cent. Burlington's tax base, as measured by an equalized valuation formula, provides \$30,038 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 58.5 per cent; these funds constituted 75.2 per cent of all public school revenues. Burlington's comprehensive per pupil expenditure for the 1972-73 school year was \$1,041.

As compared to its eleven neighbors, Burlington has the third largest percentage of non-white residents and the third largest public school enrollment. It also has a comparatively high median income, a mid-range percentage of persons 25 years old and over who have completed high school, and a mid-range percentage of employed residents working in a professional or non-farm managerial capacity.

Cohasset: In 1970, Cohasset had a population of 6,954. At that time, less than one per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 1,950 pupils, of whom 1.7 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to five other voluntary educational collaboratives. There were 41 METCO students enrolled in the Cohasset public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Cohasset was \$14,958, the proportion of residents 25 years old and over who had completed high school was 83.5 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 43.3 per cent. Cohasset's tax base, as measured by an equalized valuation formula, provides \$44,832 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools is not known: it is known that these funds constituted 79.8 per cent of all public school revenues. Cohasset's comprehensive per pupil expenditure for the 1972-73 school year was \$1,137.

As compared to its neighbors, Cohasset has the lowest percentage of non-white residents and the lowest public school enrollment. It also has a comparatively high median income, a high percentage of persons 25 years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Cohasset ranks in the first quartile for median family income, the first quartile for percentage of persons who have completed high school and the second quartile for percentage of residents employed in a professional or non-farm managerial capacity. Cohasset also ranks in the second quartile for per pupil expenditure, the second quartile for percentage of public school funds from local sources, and the first quartile for equalized valuation per school attending child.

Framingham: In 1970, Framingham had a population of 64,048. At that time, 1.7 per cent of the town's population was non-white. During the 1973-73 school year, the public school enrollment was 12,306 pupils, of whom 25.9 per cent were

non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to eight other voluntary educational collaboratives. There were 101 METCO students enrolled in the Framingham public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Framingham was \$13,090, the proportion of residents 25 years old and over who had completed high school was 73.1 per cent and the proportion of employed residents working in a professional or non-farm managerial capacity was 35.0 per cent. Framingham's tax base, as measured by an equalized valuation formula, provides \$31,506 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 54.9 per cent; these funds constituted 77.2 per cent of all public school revenues. Framingham's comprehensive per pupil expenditure for the 1972-73 school year was \$1,003.

As compared to its seven neighbors, Framingham has the second largest percentage of non-white residents and the largest public school enrollment. It also has a comparatively mid-range median income, a low percentage of persons 25 years old and over who have completed high school, and mid-range percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Framingham ranks in the second quartile for median family income, the second quartile for percentage of persons who have completed high school, and the second quartile for percentage of residents employed in a professional or non-farm managerial capacity. Framingham also ranks in the third quartile for per pupil expenditure, the third quartile for percentage of municipal tax dollar spent on education, the second quartile for percentage of public school funds from local sources, and the second quartile for equalized valuation per school attending child.

Hingham: In 1970, Hingham had a population of 18,845. At that time, less than one per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 5,441 pupils, of whom 1.5 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to five other voluntary educational collaboratives. There were 33 METCO students enrolled in the Hingham public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Hingham was \$14,202, the proportion of residents 25 years old or over who had completed high school was 82.1 per cent and the proportion of employed residents working in a professional or non-farm managerial capacity was 39.9 per cent. Hingham's tax base, as measured by an equalized valuation formula, provides \$27,425 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 50.8 per cent; these funds constituted 70.9 per cent of all public school revenues. Hingham's comprehensive per pupil expenditure for the 1972-73 school year was \$1,088.

As compared to its neighbors. Hingham has the eighth largest percentage of non-white residents and the second largest public school enrollment. It also has a comparatively high median income, a mid-range percentage of persons 25 years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Hingham ranks in the second quartile for median family income, the first quartile for percentage of persons who have completed high school, and the second quartile for percentage of residents employed in a professional or non-farm managerial capacity. Hingham also ranks in the second quartile for per pupil expenditure, the third quartile for percentage of municipal tax dollar spent on education, the third quartile for percentage of public school funds from local sources, and the third quartile for equalized valuation per school attending child.

Lexington: In 1970, Lexington had a population of 31,886. At that time, 1.7 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 8,757 pupils, of whom 4.4 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to ten other voluntary educational collaboratives. There were 192 METCO students enrolled in the Lexington public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Lexington was \$17,558, the proportion of residents 25 years old and over who had completed high school was 83.4 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 51.0 per cent. Lexington's tax base, as measured by an equalized valuation formula, provides \$30,290 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 72.9 per cent; these funds constituted

75.4 per cent of all public school revenues. Lexington's comprehensive per pupil expenditure for the 1972-73 school year was \$1,307.

As compared to its twelve neighbors, Lexington has the fifth largest percentage of non-white residents and the fourth largest public school enrollment. It also has a high median income, a mid-range percentage of persons 25 years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Lexington ranks in the first quartile for median family income, the first quartile for percentage of persons who have completed high school, and the first quartile for percentage of residents employed in a professional or non-farm managerial capacity. Lexington also ranks in the first quartile for per pupil capacity. Lexington also ranks in the first quartile for per pupil expenditure, the first quartile for percentage of municipal tax dollar spent on education, the second quartile for percentage of public school funds from local sources, and the second quartile for equalized valuation per school attending child.

Peabody: In 1970, Peabody had a population of 48,080. At that time, less than one per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 11,272 pupils, of whom 1.6 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to one other voluntary educational collaborative. There were no METCO students enrolled in the Peabody public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Peabody was \$11,629, the proportion of residents 25 years old and over who had completed high school was 63.5 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 27.3 per cent. Peabody's tax base, as measured by an equalized valuation formula, provides \$24,428 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 52 per cent; these funds constituted 72.8 per cent of all public school revenues. Peabody's comprehensive per pupil expenditure for the 1972-73 school year was \$1,222.

As compared to its eleven neighbors, Peabody has the third largest percentage of non-white residents and the largest public school enrollment. It also has a comparatively high

median income, a high percentage of persons 25 years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Peabody ranks in the third quartile for median family income, the fourth quartile for percentage of persons who have completed high school, and the third quartile for percentage of residents employed in a professional or non-farm managerial capacity. Peabody also ranks in the first quartile for per pupil expenditure, the third quartile for percentage of municipal tax dollar spent on education, the third quartile for percentage of public school funds from local sources, and the third quartile for equalized valuation per school attending child.

Reading: In 1970, Reading had a population of 22,539. At that time, 0.4 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 6,231 pupils, of whom 0.6 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to three other voluntary educational collaboratives. There were 32 METCO students enrolled in the Reading public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Reading was \$13,434, the proportion of residents 25 years old and over who had completed high school was 77.4 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 36.4 per cent. Reading's tax base, as measured by an equalized valuation formula, provides \$24,891 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 56.9 per cent; these funds constituted 68.1 per cent of all public school revenues. Reading's comprehensive per pupil expenditure for the 1972-73 school year was \$976.

As compared to its eleven neighbors, Reading has the tenth largest percentage of non-white residents and the fifth largest public school enrollment. It also has a comparatively high median income, a high percentage of persons 25 years old and over who have completed high school, and a high percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Reading ranks in the second quartile for median family income,

percentage of persons who have completed high school, and percentage of residents employed in a professional or non-farm managerial capacity. Reading also ranks in the fourth quartile for per pupil expenditure, the second quartile for percentage of municipal tax dollar spent on education, the third quartile for percentage of public school funds from local sources, and the third quartile for equalized valuation per school attending child.

Stoneham: In 1970, Stoneham had a population of 20,725. At that time, 0.7 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 4,590 pupils, of whom 1.1 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to four other voluntary educational collaboratives. There were no METCO students enrolled in the Stoneham public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Stoneham was \$12,281, the proportion of residents 25 years old and over who had completed high school was 72.8 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 30.4 per cent. Stoneham's tax base, as measured by an equalized valuation formula, provides \$27,956 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 53.4 per cent; these funds constituted 72.7 per cent of all public school revenues. Stoneham's comprehensive per pupil expenditure for the 1972-73 school year was \$1,067.

As compared to its eleven neighbors, Stoneham has the seventh largest percentage of non-white residents and the ninth largest public school enrollment. It also has a comparatively mid-range median income, a mid-range percentage of persons 25 years old and over who have completed high school, and a mid-range percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Stoneham ranks in the third quartile for median family income, for percentage of persons who have completed high school, and for percentage of residents employed in a professional or non-farm managerial capacity. Stoneham also ranks in the third quartile for per pupil expenditure, percentage of municipal tax dollar spent on education, percentage of public school funds from local sources, and equalized valuation per school attending child.

Wayland: In 1970, Wayland had a population of 13,461. At that time, 1.1 per cent of the town's population was non-white. During the 1973-74 school year, the public school enrollment was 3,743 pupils, of whom 2.2 per cent were non-white, including persons of Spanish Surname. The school district is an applicant member of the Metropolitan Planning Project and belongs to six other voluntary educational collaboratives. There were 37 METCO students enrolled in the Wayland public schools during 1973-74.

According to the 1970 U.S. Census, the annual median family income in Wayland was \$17,755, the proportion of residents 25 years old and over who had completed high school was 84.8 per cent, and the proportion of employed residents working in a professional or non-farm managerial capacity was 48.2 per cent. Wayland's tax base, as measured by an equalized valuation formula, provides \$30,607 per school attending child. The proportion of the 1972 municipal tax dollar that was spent on the public schools was 75.1 per cent; these funds constituted 63 per cent of all public school revenues. Wayland's comprehensive per pupil expenditure for the 1972-73 school year was \$1,387.

As compared to its twelve neighbors, Wayland has the eighth largest percentage of non-white residents and the ninth largest public school enrollment. It also has a comparatively mid-range median income, a mid-range percentage of persons 25 years old and over who have completed high school, and a mid-range percentage of employed residents working in a professional or non-farm managerial capacity.

In comparison to all the cities and towns in the Boston SMSA, Wayland ranks in the first quartile for median family income, the first quartile for percentage of persons who have completed high school, and the first quartile for percentage of residents employed in a professional or non-farm managerial capacity. Wayland also ranks in the first quartile for per pupil expenditure, the first quartile for percentage of municipal tax dollar spent on education, the second quartile for percentage of public school funds from local sources, and the second quartile for equalized valuation per school attending child.