

Department of Implementation

1952 to 1996; bulk: 1976 to 1985

Boston Public Schools: Desegregation-era Records Collection

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Project funded by a grant from the National Historic Publications and
Records Commission (NHPRC)

Collection Summary

Creator:	The Department of Implementation	Abstract:
Title:	Department of Implementation Desegregation-era Records	The Department of Implementation was established as a result of Judge W. Arthur Garrity's June 21, 1974 decision in the civil case of Morgan vs. Hennigan (US District Court of Massachusetts). The department's mission was to carry out the court's orders to desegregate Boston Public Schools. Its specific duties were to facilitate, monitor, coordinate, develop and provide accurate information on all matters pertaining to the court ordered desegregation. The Department of Implementation Desegregation-era records spanning from 1976 - 1985 (bulk), document the evolution of the department and the work of several divisions including the Executive Director; the Senior Officer; the Transportation Unit; the External Liaison Unit; the Student Services Unit; and the Records Management Unit. This record group also contains publications pertaining to desegregation, collected by the department.
Physical Description:	123 cubic feet	
Language:	English	
Repository:	City of Boston, Office of the City Clerk, Archives and Records Management Division 201 Rivermoor St. West Roxbury, MA 02132 archives@cityofboston.gov	

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Agency History

The Department of Implementation evolved from Implementation Team, into the Office of Implementation, to its final department status. From July 1974 to August 1975, it was the "Implementation Team", comprised of teachers and administrators already employed within the Boston Public Schools. They worked as a committee to plan ways to ensure compliance with Judge W. Arthur Garrity's court orders in the Tallulah Morgan vs. James Hennigan case. The decision, ruled June 21, 1974 in the United States District Court of Massachusetts, required the Boston Public Schools to take action to eliminate racial segregation within its schools. This team quickly learned that the work required of them was more than could be delivered on a part-time basis. Desegregating the Boston schools would take planning, funding and

dedication of a full time staff.

The "Office of Implementation" existed from September 1975 to May 1977. The Masters' Plan of May 10, 1975 recognized the need for an agency dedicated to implementing the court's orders. This plan officially established the Office of Implementation. In a response to the Masters' plan, filed by the School Committee, members asserted that the Office would be "the actual mechanism for school system implementation, supervision and coordination..." (p.1, Implementation Process and Schedule for Student Desegregation). In September 1975, when Superintendent Marion Fahey assumed her position, the Office of Implementation existed under her organizational plan, with Robert Donahue as the Director reporting to John Coakley, Associate Superintendent of Support Services. The mission of this office was to facilitate, monitor, coordinate, develop and provide accurate information on matters of the court ordered desegregation. However, the agency was beset with problems from the beginning. Lacking a clearly defined organizational structure, it was staffed with "transitional" personnel, and did not have control over its own budget. Superintendent Fahey proposed a reorganization to the Boston Public School system that included a restructuring for this office. At that time, the agency, functioning under the control of the School Committee, consisted of an ad hoc division of employees temporarily on assignment from other departments. The staff of the Office of Implementation included: a principal on assignment as Director, Robert Donahue; a teacher on assignment as Associate Director of Administration, William Abbot; a teacher on assignment as Associate Director Student Transfer, Portia Byard; an Assistant Director of Staff Development on assignment as Associate Director of Communications, Warren Flagg; a Group III Union Contractor on assignment as Associate Director of Logistics, Joseph Ford; an Assistant Headmaster on assignment as Associate Director of Assignment Unit, Edward Lambert; an Assistant Director of Staff Development on assignment as Associate Director of Programmatic Concerns, Jeanne Sullivan; a teacher on assignment as Associate Director of Safety and Security. Also at this time the Student Assignment and Transportation units existed as separate divisions altogether. The decentralization of the functions of the Office of Implementation led to numerous errors in student assignments and was inefficient.

In December of 1975, a hearing was held by the court to enter an order stripping the School Committee of all authority over the Department of Implementation and placing it under the control of the Superintendent. The court stated that the Office of Implementation must be separated from the School Committee "if this desegregation plan is to be implemented and if there is to be desegregation of the schools." (p. 94, Hearing transcript). Superintendent Fahey was instructed to create an organizational structure similar to that of School Security Services, and given the budget and authority to staff the department with full-time employees. The court ensured that the Office of Implementation would have funds at its disposal to carry out the Masters' Plan of May 10, 1975. Fahey's plan for reorganizing the Office of Implementation consolidated the functions of the office by combining it with the offices for student assignments and transportation. This plan would be incorporated into later court orders.

On May 6, 1977, the court issued its annual Memorandum and Orders Modifying the Desegregation Plan, which established the Department of Implementation as a permanent unit with four divisions, under the supervision of the Associate Superintendent for Support Services. The divisions were as follows: Senior Officer of Desegregation; Executive Director; External Liaison Unit; Records Management Unit; Student Services Unit; Transportation Unit. The Senior Officer of Desegregation was responsible for implementing court orders, policies and decisions. This position was filled by John Coakley, 1977 to 1986 and by Catherine Ellison, 1986 – 1994. The Senior Officer planned and monitored desegregation activities. The officer served as a link between the BPS Office of General Counsel and the Court appointed experts. The Executive Director was in charge of coordinating daily operational activities and the personnel of all four units of the Department of Implementation. This division had to ensure efficiency of each unit within the department. Catherine Ellison filled this position from 1977 to 1986. In 1986 she became Senior Officer and the Executive Director position was left unfilled until finally Jack Halloran was hired in 1994. He held the position until 1996.

The four units within the department each had their own function. Records Management Unit provided computerized, statistical and analytical services necessary for the assignment, transfer, admission and discharge of students in the school system. This unit created student assignment and enrollment reports as well as state reports to the Department of Education. The Student Services Unit served as the planning and operational sector, concerned with issues related to student assignments, transfers, and the programmatic

use of the schools. This unit collected student applications for assignment and transfers. The Transportation Unit dealt with matters pertaining to transportation of students, as well as monitoring bus companies. This included planning, operations, fiscal and monitoring responsibilities. The External Liaison Unit (E.L.U.) served to facilitate the informational needs (related to desegregation) of parents, students, school personnel, and the general public. The E.L.U. was responsible for creating student information booklets annually and monitoring school progress towards desegregation.

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Scope and Content

The records of the Department of Implementation span the years 1952 to 1996 (1976 - 1985 bulk). The collection documents the administrative and programmatic aspects of the department. It is comprised of several subject files, maintained by different divisions, as well as reports and publications produced and collected by the branch. The records reflect the reactive mode the department was operating under to fulfill its mission with limited human resources. There is little order within individual folders and datespans repeatedly overlap, making it necessary for the researcher to check all folders on one topic. Additionally, due to restructuring of the department, many position titles changed, and the people holding those positions continued to collect documentation of their work. For example, John Coakley was Associate Superintendent of Support Services before his title was changed to Senior Officer. The work he performed in both positions was of a very similar nature and is arranged in subject files as he left it. Also, Robert Donahue was the Director of the Office of Implementation. This position later morphed into Executive Director of the Department of Implementation. Hence, Donahue's records are arranged with the other Executive Director's records.

The subject files include correspondence; internal school memoranda; reports; drafts; meeting notes; student assignment plans; student transfer requests; enrollment analysis; school policies; statistics; court orders; court related materials; newspaper clippings. The best glimpse of the work of this department can be found in the Annual and Monitoring reports, directors' correspondence files, and in the subject files kept on the department itself. Other records of interest include the correspondence file of Senior Officers, John Coakley and Catherine Ellison, as well as the correspondence files of Director Robert Donahue. Also, the correspondence files for the Transportation Unit provide a multifaceted perspective of many complex issues the schools dealt with during desegregation.

The Executive Director of the Department of Implementation Series contains working subject files of two successive Directors; Director Robert Donahue (1974 - 1976), and Executive Director Catherine Ellison (1976 - 1985/86). Documents in this series cover programmatic and administrative matters pertaining to desegregation planning. It documents the functions of all four units of the department -- External Liaison, Records Management, Student Services, Transportation as well as the Director's Office.

The Senior Officer Series contains the subject files of two successive officers: John Coakley, 1977 - 1987; Catherine Ellison, 1987- 1990. This series contains monitoring reports; correspondence; court orders; court filings; student assignment drafts, meeting notes and plans; unified facilities drafts, meeting notes and plans. Also in this series, are papers from the Records Management Unit (RMU) which include computerized, statistical and analytical reports on the assignment, transfer, admission and discharge of students in the school system. Additionally, some Student Services Unit records including student assignment, transfer and enrollment reports as well as state reports to the Department of Education are found within this series.

The External Liaison Unit series contains documentation of monitoring activities and information disseminated to the public regarding implementation. Types of documents include: court orders; student assignment information books; monitoring activities reports; annual reports.

The files of the Transportation Unit span the directorships of four individuals: Miguel Torrado, 1977- July 1979; Arthur Gilbert, July 1979 - February 1986; Victor A. McInnis, February 1986 - March 1987 and Charles Puglisi, March 1987 - 1990. Unfortunately, the files of the Transportation and Facilities Unit for the school years 1974-1976, the first years of busing, were not in the collection. Arthur Gilbert's files contain a small

collection of correspondence and memoranda from Miguel Torrado and comprise two series: Office Files, 1977-1986 and Interoffice Memoranda, 1977 – 1986. These in turn comprise two sub-series: Memoranda Sent, 1978 - 1986 and Memoranda Received, 1977 - 1986. The Office Files consist of correspondence; memoranda; legal and business materials; reports and planning documents relating to the day to day operations. There is correspondence and reports to, from or about the several carriers the School Department contracted with during these years; correspondence and reports relating to the bus drivers and the union representing the bus drivers and its legal counsel; correspondence with other departments within the School Department such as Safety Services and other units within the Department of Implementation. There is also considerable correspondence relating to Special Education as that division usually logged an inordinate amount of complaints and incident reports. Of particular note, a large group of files labeled "Community Groups" includes correspondence to and from such groups as the Citywide Educational Council and the Racial-Ethnic Parents Councils but also includes correspondence from parents, teachers, students, school administrators and concerned individuals and agencies relating to transportation problems.

Arthur Gilbert's other series consists of memoranda sent and received, to and from the various divisions in the School Department such as Budget Management, the Office of General Counsel, Superintendents, Deputy and Community Superintendents and the School Committee. Also included are individuals within the Department of Implementation such as his immediate supervisors: John Coakley, Senior Officer and Catherine Ellison, Executive Director. They consist of twelve cubic feet of records and are arranged alphabetically by subject. As a group, they provide a wealth of information surrounding the complexities of monitoring the carriers who transported the students across nine districts. They offer a multifaceted perspective on the era as many voices outside of school administration are heard, such as parents, students, agencies, neighborhood associations and concerned citizens.

Victor McInnis' subject file spans from February 1986 to March 1987. His two cubic feet of records follow a straight A-Z arrangement and are broken down into two groups: those from February 1986 to approximately June 1986, and those from approximately July 1986 to March 1987. There is overlap in both boxes.

Finally the records of Charles Puglisi comprise three cubic feet, dating from March 1987 until early 1990. Although his tenure as Director lasted beyond the early months of 1990, his remaining records are not with the current collection. Like those of his predecessors, his records impart a great deal of information on the daily problems of transportation and the Transportation Unit's relationship with its carriers, drivers, school administrators, parents, students and concerned citizens.

The Annual Reports Series documents progress towards desegregation with racial, ethnic, gender and other data compiled about each school. According to Judge Arthur Garrity's ruling in *Morgan vs. Kerrigan* (the case changed names for each new President on the School Committee) on June 5, 1975, all schools were to submit an annual report to their District Superintendent who would analyze and consolidate the information into a district-wide annual report. Community District Advisory Councils and Racial-Ethnic Parent Councils assisted the superintendent in analyzing the reports. The District-wide Annual Reports were then submitted to the Boston Public Schools Superintendent to be consolidated into one System-wide Annual Report. This System-wide report was filed with the court annually and made public through the Citywide Coordinating Council.

The Reports and Publications series, comprised of fifteen cubic feet of materials collected by school department officials during the desegregation-era, concerns issues relevant to Desegregation in Boston Public Schools. The series spanning from 1952 - 1997, contains publications by the Boston Public Schools. A few publications put out by the Commonwealth of Massachusetts pertaining to the Boston Public Schools and other non Boston Public School publications collected by the department are included in this series. Reports and Publications is divided into twelve sub-series as follows: Administrative series contains records pertaining to finance, personnel, student assignment plans, interdepartmental reorganizations, and other miscellaneous administrative functions of the school department; Bilingual Education series contains reports, evaluations, curriculum and plans pertaining to bilingual education; Brochures and Newsletters series contains newsletters, brochures and pamphlets from individual schools in the Boston Public School system, as well as from community organizations, non-profits and state agencies; Collaborations series contains reports, plans and publications pertaining to school – university pairings, community – school pairings and

volunteer work within the Boston schools; Curriculum series contains guides and manuals of different subjects taught Boston Public Schools during the desegregation-era; Desegregation series contains plans, reports, publications, evaluations and other miscellany pertaining to the desegregation of Boston Public Schools; Facilities contains many drafts of the Unified Facilities Plan, reports and publications pertaining to the facilities used by the Boston Public Schools; Information Guides, Directories, Legal and Policy Manuals series contains, geocode matrices, street directories, legal guides and student information booklets; Reports and Evaluations series contains reports, evaluations and other publications which did not fall under the other sub series headings, but pertain to the Boston Desegregation era; Special Education series contains publications, reports, legal guidelines and plans for implementing special education in the Boston Public Schools; Student Assignments and Enrollments series contains student assignment plans and reports on student enrollment/dropouts; Vocational Education series contains plans, curriculum, program guidelines and publications pertaining to occupational education in the Boston school system.

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Related Material

[Desegregation-era Records Collection](#)

[City Wide Parents Council Records finding aid](#)

[Office of General Counsel Records finding aid](#)

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Appraisal Information

This record group measured 176 cubic feet before processing. Fifty-seven cubic feet of duplicates, carbon copies, personnel records, blank forms and personal papers were disposed of during processing.

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Acquisitions Information

The Boston Public Schools Desegregation-Era Records were stored in the sub-basement of the School Departments' administrative headquarters at 26 Court Street. They were transferred to the City Archives in January of 2004.

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Access Restrictions

Some records within this collection are restricted as mandated by FERPA guidelines and the Public Records Law (MGL C.4, s. 7, cl.26). Contact archivist for further information.

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Organization of the Collection

The Department of Implementation Records are arranged into the following six series:

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 - A. Robert Donahue, 1974 - 1976
 - B. Catherine Ellison, 1977 - 1986
- II. Senior Officers' files
 - A. John Coakley, 1976 - 1986
 - B. Catherine Ellison, 1986 - 1997
- III. External Liaison Unit Files
 - A. Director's Files, Vernon Polite and Shirley Burke
 - B. Monitoring Specialist's Files, Lydia Rivera
- IV. Transportation Unit Files
 - A. Miguel Torrado, 1977- 1979
 - B. Arthur Gilbert, 1979 - 1986
 - C. Victor A. McInnis, 1986 - 1987
 - D. Charles Puglisi, 1987 - 1990
- V. Annual Reports
- VI. Other Reports and Publications
 - A. Administrative
 - B. Bilingual Education
 - C. Newsletters and Brochures
 - D. Collaborations
 - E. Curriculum
 - F. Desegregation
 - G. Facilities
 - H. Information Guides and Policy Manuals
 - I. Reports and Evaluations
 - J. Vocational Education
 - K. Special Education

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Container List

Box	Folder Name
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Childrens' Defense Fund Affidavits for Code of Discipline, 1975

Citizen Advisory Committee on Student Integration, 1976

Civil Rights Commission, 1975

Civil Rights Survey of Boston Public Schools, 1972, 1973

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Cleveland Foundation, 1975

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Clustering - Program Development, 1975

Code of Discipline, 1970-77

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Data Process (Student Assignments), 1976-77

Dated Check List (Superintendent's Circulars), n.d.

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Facility Plan, Harbridge House, 1977

Facilities Construction, 1977

Facilities Closings, 1976-77

Farragut School, 1976-77

Fenwick School, 1977

Fifield School, 1975-76

Fire Drills (26 Court St), 1976

Foley, Ann (Admin. Asst. to Superintendent), 1977

Foss, James - Superintendent Tucson Schools, 1976

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Hispanic Office of Planning and Evaluation (H.O.P.E.), 1975

Hot Lines (red classroom telephones) 1976

Horace Mann School, 1976

Hunt, Martin H., University Liaison, 1976

Hyde Park High, 1976-77

Identification Cards, 1975-76

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Indiana State Teachers, 1976

Information Booklets, 1976

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Informational Material to School Committee, 1976

Instructional Support Team, 1976

Instructional Support Team, 1976-77

Instructional Support Team, Final Reports, 1977

Interpretation Services, 1976

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Interrogatories, 1976

Implementation, Office of - Job Descriptions, 1975-76

Implementation, Office of Reorganization Court Documents, 1976-77

Implementation, Office of - Reorganization, 1976-77

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Jackson - Mann School, 1975-77

Jamaica Plain High School, 1976-77

Junior League of Boston, 1976

Kennedy School, John F. 1977

Kindergarten, 1975-77

Memos - Superintendent, 1974-75

Monitoring, 1979

Music Department, 1976

Occupational Resource Center (O.R.C.), 1976

Old Joseph Barnes School, 1976

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Special Needs An Assessment of Selected Dimensions of Delivery System of Services, 1976

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Stage II Workshop, 1975

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Court Filing – Unified Plan for Occupational and Vocational Education, 1978

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Court Orders Modifying Student Assignment Guidelines, 1985

Court Orders – Motion to Modify the Unified Plan for Vocational Education, September 3, 1985

Curriculum and Instruction Subcommittee, 1978-85

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Emergency School Aid Act (ESAA) Reading Program, 1975-76

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Guild/Hale Desegregation Proposal, 1977

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Legal - Plaintiffs Supplemental Memo re Attorneys Fees, 1977

Legal - Memorandum and Orders Modifying Desegregation Plan, May 6, 1977

Legal - United States District Court, Massachusetts, 1985-94

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Annual Report - Suggestions for Improvement, 1977-79

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Boston School Committee – President – Sullivan, Kathleen, 1977

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