

A B I L L

To establish procedures and standards for the framing of relief in suits to desegregate the Nation's elementary and secondary public schools, to provide for assistance to voluntary desegregation efforts, to establish a National Community and Education Committee to provide assistance to encourage and facilitate constructive and comprehensive community involvement and planning in the desegregation of schools, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "School Desegregation Standards and Assistance Act of 1976."

Statement of Findings

The Congress finds that:

(a) Discrimination against students, because of their race, color, or national origin, in the operation of the Nation's public schools violates the Constitution and laws of the United States, denies such students equal educational opportunities, and is contrary to the Nation's highest principles and goals.

(b) The Constitution and the national interest mandate that the courts of the United States provide appropriate relief to prevent such unlawful discrimination and to remove

the continuing deprivations, including the separation of students, because of their race, color or national origin, within or among schools, that such discrimination has caused.

(c) Individuals may, in normal course, choose to reside in certain areas for many reasons and, as the courts have recognized, patterns of concentration, by race, color, or national origin, in the schools that reflect such voluntary, individual choices, rather than the results of unlawful discrimination, neither necessarily render such schools inferior in the quality of education they provide nor in themselves deprive any person of equal protection of the laws.

(d) The purpose of relief directed to the effects of unlawful discrimination in the operation of the schools is not to compel a uniform balance by race, color, or national origin that would not have existed in normal course from individual voluntary acts, but is, rather, to restore the victims of discriminatory conduct to the position they would have occupied in the absence of such conduct, and so to free society and our citizens from the conditions created by unlawful acts.

(e) Although it has been found necessary in some cases, in order to remedy the effects attributable to unlawful discrimination, to require the assignment and transportation of students to schools distant from their homes, and although

such a requirement may be appropriate, as a last resort, to eliminate the effects of unlawful acts that were intended to foster segregation in the schools, such a requirement can, if unduly extensive in scope and duration, impose serious burdens on the children affected and on the resources of school systems and impair the quality of education for all students that is essential to overcome past discrimination, to achieve true equality of opportunity and equal protection of the laws, and to maintain a free and open society.

(f) Because of its detrimental effects, judicially required student assignment and transportation should be employed only when necessary as an interim and transitional remedy, and not as a permanent, judicially mandated feature of any school system.

(g) In view of these conflicting values and consequences, Congress, being responsible for defining by law the jurisdiction of the inferior Federal courts and the remedies they may award in the exercise of the jurisdiction thus conferred and for enacting appropriate legislation to enforce the commands of the Fourteenth Amendment, may prescribe standards and procedures for accommodating the competing human interests involved.

(h) Throughout the history of our Nation, the education of our children, especially at the elementary and secondary

level, has been a community endeavor. The concept of public education began in the community and continuous support for public schools has been provided by the community.

(i) Although the States, and to some extent the Federal government, have been providing increased financial assistance for education, it has become clear that the solution to many of the most pressing problems facing our schools lies within the community which supports those schools.

(j) Too often required changes in the assignment of students to schools has been accomplished without the involvement of the community or with its involvement only after confrontations have occurred and community positions have been hardened.

(k) In other cases individuals from within the community have anticipated the problems associated with desegregation and have organized to face and resolve those problems. Rather than reacting negatively to the circumstances in which the community found itself, these individuals have found constructive means to contribute to improving strained community relations, to adjust to changing conditions, and in other ways to assure the continued successful operation of the public schools.

(l) These individuals, who have experienced the trials a community may face when the schools must be desegregated

and who have found ways to overcome those problems, are a unique national resource that can be of assistance to other communities that are now facing or have yet to face these trials.

Title I. Standards and Procedures in School Desegregation Suits

Sec. 101. Purpose: Application.

(a) The purpose of this Title is to prescribe standards and procedures to govern the award of injunctive and other equitable relief in school desegregation cases brought under Federal law, in order (1) to prevent the continuation or future commission of any acts of unlawful discrimination in public schools, and (2) to remedy the effects of past acts of such unlawful discrimination, including, by such means as are appropriate for the purpose, the present degree of concentration by race, color or national origin in the student population of the schools attributable to such acts.

(b) The provisions of this Title shall govern all proceedings for the award or modification of injunctive and other equitable relief, after the date of its enactment, seeking the desegregation of public schools under Federal law, but shall not govern proceedings seeking a reduction of such relief awarded prior to the date of its enactment except for proceedings brought under Section 107.

Sec. 102. Definitions.

For purposes of this Title:

(a) "local education agency" means a local board of public education or any other government agency or officer

of a political subdivision of a State responsible for, or exercising control over, the operations of one or more public elementary or secondary schools.

(b) "State education agency" means a State board of public education or any other State agency or officer responsible for, or exercising control over, the operations of one or more public elementary or secondary schools.

(c) "school system" means the schools and other institutions of public education within the jurisdiction of a local or State education agency.

(d) "desegregation" means the prohibition of unlawful discrimination and the elimination of the effects of such discrimination in the operation of the schools.

(e) "unlawful discrimination" means action by a local or State education agency or by any other governmental body, agency, or officer which, in violation of Federal law, discriminates against students on the basis of race, color or national origin in the operation of the schools.

(f) "State" means any of the States of the Union, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Panama Canal Zone.

(g) "transportation of students" means the assignment of students to public schools in such a manner as to require, directly or indirectly, the transportation of students, in

order to alter the distribution of students, by race, color, or national origin, among the schools, but does not include the assignment of any student to the school nearest or next nearest his or her residence and serving the grade he or she is attending, even if the local or State education agency provides transportation to enable the student to reach that school.

Sec. 103. Liability.

A local or State education agency shall be held subject

(a) to relief under Section 104 of this Title if the court finds that such local or State education agency has engaged or is engaging in an act or acts of unlawful discrimination; and

(b) to relief under Section 105 of this Title if the court finds that an act or acts of unlawful discrimination have caused a greater present degree of concentration, by race, color, or national origin, in the student population of any school within the jurisdiction of the local or State education agency than would have existed in normal course had no such act occurred; provided:

(i) that no order under Section 105 of this Title shall be based in whole or in part on an act or acts by a local, State or Federal agency or officer other than

the local or State education agency with jurisdiction over such schools unless the court further finds, on the basis of evidence other than the effects of such acts alone, that the act or acts were committed for the specific purpose of maintaining, increasing, or controlling the degree of concentration, by race, color, or national origin, in the student population of the schools; and

(ii) that nothing in this Title shall be construed as establishing a basis for relief against a local or State education agency not available under existing law.

Sec. 104. Relief - Orders prohibiting unlawful acts and eliminating effects generally.

In all cases in which, pursuant to Section 103(a) of this Title, the court finds that a local or State education agency has engaged or is engaging in an act or acts of unlawful discrimination, the court may enter an order enjoining the continuation or future commission of any such act or acts and providing any other relief against such local or State education agency as may be necessary and appropriate to prevent such act or acts from occurring or to eliminate the effects of such act or acts; provided, that any remedy directed to eliminating the effects of such act or acts on the present degree of concentration, by race, color or

national origin, in the student population of any school shall be ordered in conformity with Section 105 of this Title.

Sec. 105. Relief - Orders eliminating the present effects of unlawful acts on concentrations of students.

(a) In all cases in which, pursuant to Section 103(b) of this Title the court finds that an act or acts of unlawful discrimination have caused a greater present degree of concentration, by race, color or national origin, than would otherwise have existed in normal course in the student population of any schools within the jurisdiction of a local or State education agency, the court may order against such agency any appropriate relief to remedy the effects reasonably attributable to such acts; accordingly such relief shall be no more extensive than that reasonably necessary to adjust the composition by race, color or national origin of the particular schools so affected or, if that is not feasible, the overall pattern of student concentration by race, color or national origin in the school system so affected substantially to what it would have been in normal course, as determined pursuant to this Section, had no such act or acts occurred.

(b) Before entering an order under this Section the court shall conduct a hearing and, on the basis of such hearing, shall make specific findings concerning the degree

to which the concentration, by race, color or national origin, in the student population of particular schools affected by unlawful acts of discrimination presently varies from what it would have been in normal course had no such acts occurred. If such findings as to particular schools are not feasible, or if for some other reason relief cannot feasibly be fashioned to apply only to the particular schools that were affected, the court shall make specific findings concerning the degree to which the overall pattern of student concentration, by race, color or national origin, in the school system affected by such acts of unlawful discrimination presently varies from what it would have been in normal course had no such acts occurred.

(c) In any hearing conducted pursuant to subsection (b) of this Section the local or State education agency shall have the burden of going forward, by the introduction of evidence concerning the degree to which the concentration, by race, color or national origin, in the student population of particular schools, or the overall pattern of student concentration by race, color, or national origin in the school system, is reasonably attributable to factors other than the act or acts of unlawful discrimination found pursuant to Section 103(b) of this Title. If such evidence is introduced, the findings required by subsection (b) of this

Section shall be based on conclusions and reasonable inferences from all of the evidence before the court, and shall not be based on a presumption, drawn from the finding of liability made pursuant to Section 103(b) of this Title or otherwise, that the concentration, by race, color or national origin, in the student population of any particular school or the overall pattern of concentration in the school system as a whole is the result of acts of unlawful discrimination.

(d) If any order entered under this Section against a local or State education agency is based, in whole or in part, on an act or acts of unlawful discrimination by a local, State or Federal agency or officer other than the local or State education agency, the court shall state separately in its findings the extent to which the effects found and the relief ordered pursuant to the requirements of this Section are based on such act or acts.

(e) In all orders entered under this Section the court may, without regard to the other requirements of this Section, (1) approve any plan of desegregation, otherwise lawful, that a local or State education agency voluntarily adopts, and (2) direct a local or State education agency to institute a program of voluntary transfers of students from schools in which students of their race, color, or national origin are

in the majority to schools in which students of their race, color or national origin are in the minority.

Sec. 106. Voluntary action; local control.

All orders entered under Section 105 of this Title shall rely, to the greatest extent practicable and consistent with effective relief, on the voluntary action of school officials, teachers and students, and the court shall not remove from a local or State education agency its power and responsibility to control the operations of the schools except to the minimum extent necessary to prevent unlawful discrimination by such agency or to eliminate the present effects of acts of unlawful discrimination.

Sec. 107. Review of orders.

(a) In all cases in which a court-imposed requirement for transportation of students has remained in effect for a period of three years from the date of entry of the order containing such requirement or, in the case of all final orders entered prior to enactment of this Title, from the effective date of this Title, the court shall, on motion of any party, terminate the requirement unless:

(i) the court finds that the local or State education agency has failed to comply with the requirement and other provisions of the court's order

substantially and in good faith throughout the three preceding years, in which case the court may extend the requirement until there have been three consecutive years of such compliance; or

(ii) the court finds, at the expiration of such period and of any extension under (i) above, that the other provisions of its order and other remedies are not adequate to correct the effects of unlawful discrimination, determined in accordance with Section 105 of this Title, and that the requirement remains necessary for that purpose, in which case the court may continue the requirement in effect, with or without modification, until the local or State education agency has complied with the requirement substantially and in good faith for two consecutive additional years; and thereafter, in extraordinary circumstances resulting from failure or delay of other remedial efforts or involving unusually severe residual effects of unlawful acts, the court may continue the requirement in effect, as a transitional means of last resort, to such extent and for such limited periods as the court finds essential to allow other remedies to become effective.

(b) If a court-imposed requirement for transportation of students has terminated and thereafter the court finds --

(i) that the local or State education agency, subsequent to the termination, has failed to comply substantially and in good faith with other provisions of the court's order; or

(ii) that an act or acts of unlawful discrimination, as defined in Section 103(b), have occurred since the termination and have caused a greater present degree of concentration, by race, color, or national origin, than would otherwise have existed in normal course;

the court may, if no other remedy is sufficient, require transportation of students to such extent and for such limited period as may be necessary to remedy the effects found, pursuant to Section 105 of this Title, to be reasonably attributable to such failure or to such act or acts, and any such requirement shall be reviewed and subject to termination as provided in subsection (a) of this Section.

Sec. 108. Effect of subsequent shifts in population.

Whenever any order governed by Section 105 of this Title has been entered, and thereafter residential shifts in population occur which result in changes in student distribution, by race, color or national origin, in any school affected by such order, the court shall not require modification of student assignment plans then in effect in

order to reflect such changes, unless the court finds, pursuant to Section 105 that such changes result from an act or acts of unlawful discrimination.

Sec. 109. Intervention.

(a) The court shall notify the Attorney General of any proceeding to which the United States is not a party in which the relief sought includes that covered by Section 105 of this Title, and shall in addition advise the Attorney General whenever it believes that an order or an extension of an order requiring transportation of students may be necessary.

(b) The Attorney General may, in his discretion, intervene as a party in such proceeding on behalf of the United States, or appear in such proceeding for such special purpose as he may deem necessary and appropriate to facilitate enforcement of this Title, including the submission of recommendations (1) for the appointment of a mediator to assist the court, the parties, and the affected community, and (2) for the formation of a committee of community leaders to develop, for the court's consideration in framing any order under Section 105 of this Title, a five-year desegregation plan, including such elements as relocation of schools, with specific dates and goals, which would enable required

transportation of students to be avoided or minimized during such five-year period and to be terminated at the end thereof.

Sec. 110. If any provision of this Title, or the application of any such provision to any person or circumstance, is held invalid, the remainder of the provisions of this Title and the application of such provision to any other person or circumstances shall not be affected thereby.

Title II. National Community and Education Committee

Sec. 201. Purpose.

It is the purpose of this Title to create a nonpartisan national committee composed of citizens from various occupations and backgrounds, particularly individuals who have had experience in school desegregation activities from within a community, in order to provide assistance to communities that are engaged in or preparing to engage in the desegregation of their schools. With such assistance, it is expected that effective local leadership can be developed at an early stage of the desegregation process in order to facilitate that process, to assure that the educational advantages of desegregated education are fully realized, and to reduce or avoid public misunderstanding and disorder. The Committee will be a resource available to assist communities in anticipating and resolving difficulties encountered prior to and during desegregation. It is the intent of Congress that the Committee be composed of individuals who have demonstrated their concern for avoiding conflict and disruption in their communities during the desegregation of schools and who, without regard for their personal opinion with respect to such desegregation, have been involved in efforts within their communities to adjust to changing circumstances while

ensuring the continued successful operation of the public schools.

Sec. 202. Establishment of the Committee.

(a) Establishment. There is established in the Executive Branch of the Federal government a National Community and Education Committee (hereinafter referred to as the "Committee.").

(b) Members. The Committee shall be composed of not fewer than fifty nor more than one hundred members, ten of whom shall be appointed by the President and shall comprise the executive council of the Committee, and the remainder of whom shall be appointed by the executive council. All the members of the Committee shall be selected from among individuals of various occupations and backgrounds, including individuals previously involved within a community in activities related to the desegregation of schools. Members of the Committee shall be selected on the basis of their knowledge and experience in community matters, their ability to provide constructive assistance in preparing a community for the desegregation of its schools, and their ability to contribute in other ways to carrying out the functions of the Committee. Selection of members of the Committee shall be on a nonpartisan basis, and no more than one half of the members of the Committee at any one time shall be members of the same political party.

(c) Chairman and Vice Chairman. The President shall designate one of the members of the executive council as Chairman of the Committee and one member as Vice Chairman. The Vice Chairman shall act as Chairman in the absence or disability of the Chairman, or in the event of a vacancy in that office, and shall carry out such other duties as the Chairman or the executive council may direct. The terms of office of the Chairman and the Vice Chairman shall not exceed three years.

(d) Executive Council. The executive council of the Committee shall (1) establish general operating policies for the Committee, (2) approve all grants made pursuant to Section 204 of this Title, (3) appoint, for terms of from one to three years, not fewer than forty nor more than ninety individuals to be members of the Committee, and (4) carry out such other duties as the Chairman may direct. The term of office of members of the executive council shall be three years, except that of the members first appointed to the executive council (other than the Chairman and Vice Chairman) three shall serve for a term of one year, three for a term of two years, and two for a term of three years.

(e) Compensation of members. Each member of the Committee shall be compensated in an amount not to exceed that paid at level IV of the Federal Executive Salary

Schedule, pursuant to Section 5313 of Title 5, United States Code, prorated on a daily basis for each day spent on the work of the Committee, including travel time. In addition, each member shall be allowed travel expenses, including per diem in lieu of subsistence, as authorized by Section 5703 of Title 5, United States Code, for persons employed intermittently in the Government Service.

(f) Operation of the Committee; staff. The functions of the Committee shall, to the greatest extent possible, be carried out by the members of the Committee. The Chairman of the Committee is authorized to appoint, without regard to the provisions of Title 5, United States Code, governing appointments in the competitive service, or otherwise obtain the services of such professional, technical, and clerical personnel, including consultants, as may be necessary to --

(i) identify, document, and disseminate information concerning successful community efforts relating to desegregation;

(ii) coordinate and expedite the availability of Federal assistance in support of community efforts relating to desegregation; and

(iii) otherwise enable the Committee to carry out its functions.

Such personnel shall be compensated at rates not to exceed that specified at the time such service is performed for grade GS-18 in Section 5332 of Title 5, United States Code. The full-time staff of the Committee shall not exceed thirty individuals at any time.

Sec. 203. Functions of the Committee.

The functions of the Committee shall include, but shall not be limited to --

(1) consulting with leaders in the community and local groups in determining means by which such leaders and groups can, through early involvement in the development of, and preparation for, school desegregation plans, contribute to the desegregation process in such a way as to avoid conflicts and recourse to judicial procedures.

(2) encouraging the formation of broadly based local community organizations to develop programs designed to encourage comprehensive community planning for the desegregation of schools;

(3) providing advice and technical assistance to communities in preparing for and carrying out comprehensive plans to desegregate the schools;

(4) consulting with the Community Relations Service of the Department of Justice (established under Title X of the Civil Rights Act of 1964), the Office for Civil Rights

in the Department of Health, Education, and Welfare, the National Institute of Education, Office of Education, General Assistance Centers (funded under Title IV of the Civil Rights Act of 1964), the Civil Rights Commission, and State and local human relations agencies to determine how those organizations can contribute to the resolution of problems arising in the desegregation of schools within a community; and

(5) providing informal conciliation services for individuals, groups, and agencies within a community in order to resolve conflicts, reduce tensions, and develop acceptable means of desegregating schools without resort to administrative and judicial processes.

Sec. 204. Community grants.

(a) The Chairman of the Committee is authorized, upon receipt of an application in such form as he may prescribe and upon the approval of the executive council of the Committee, to make grants to private nonprofit community organizations in order to assist them in the initial stages of carrying out activities designed to accomplish the purposes of this Title.

(b) Grants made pursuant to this Section shall be in such amounts, not to exceed \$30,000, as the executive council of the Committee deems necessary to assist in the establishment

and early development of eligible community organizations. No organization may receive a grant under this Section for more than one year of operation.

(c) In determining whether to approve a grant to a community organization under this Title, the executive council of the Committee shall require an applicant to demonstrate that the organization has reasonable promise of making substantial progress toward achieving the purposes of this Title. Such demonstration shall include a showing of adequate financial or other support from the community.

(d) The executive council of the Committee shall not make a grant to two or more organizations within a community unless it determines that the activities of such organizations are sufficiently coordinated to ensure that their activities are not duplicative or inconsistent.

Sec. 205. Limitations on activities of the Committee.

It shall not be the function of the Committee --

- (1) to prepare desegregation plans;
- (2) to provide mediation services under the order of a court of the United States or of a State;
- (3) to investigate or take any action with respect to allegations of violation of law; or

(4) to participate in any capacity, or to assist any party, in administrative or judicial proceedings under Federal or State law seeking desegregation of schools.

Sec. 206. Cooperation by other departments and agencies.

(a) All executive departments and agencies of the United States are directed to cooperate with the Committee and furnish to it such information, personnel and other assistance as may be appropriate to assist the Committee in the performance of its functions and as may be authorized by law.

(b) In administering programs designed to assist local educational agencies and communities in planning for and carrying out the desegregation of schools, the Attorney General, the Secretary of Health, Education, and Welfare, and the heads of the agencies within that Department shall administer such programs, to the extent permitted by law, in a manner that will further the activities of the Committee.

Sec. 207. Confidentiality.

The activities of the members and employees of the Committee in carrying out the purposes of this Act may be conducted in confidence; and the Committee shall not disclose or be compelled to disclose, pursuant to judicial process or otherwise, any information acquired in the regular performance

of its duties if such information was provided to the Committee upon an assurance by a member or employee of the Committee that it would be so held.

Sec. 208. Authorization of appropriations.

(a) There are authorized to be appropriated \$2,000,000 for salaries and expenses of the Committee for the fiscal year ending September 30, 1977, and for each of the two succeeding fiscal years.

(b) For the purpose of making grants under Section 204, there are authorized to be appropriated to the Committee \$2,000,000 for the fiscal year ending September 30, 1977, and for each of the two succeeding fiscal years.

Sec. 209. Federal Community Assistance Coordinating Council.

(a) There is created in the Federal government a Federal Community Assistance Coordinating Council (hereinafter the "Council") which shall be composed of a representative or representatives of each of the following departments or agencies:

- (1) the Community Services Administration;
- (2) the Department of Health, Education, and Welfare;
- (3) the Department of Housing and Urban Development;
- (4) the Department of the Interior;
- (5) the Department of Justice; and
- (6) the Department of Labor.

The President may designate such other departments or agencies to be represented on the Council as he deems appropriate to carry out the functions of the Council.

The representative or representatives of each such department or agency shall be appointed by the head of the department or agency from among individuals employed by that department or agency who are familiar with, and experienced in the operation of, the programs and activities of that department or agency which are available to provide assistance for community relations projects, educational programs, and other community-based efforts which would help to reduce or eliminate the misunderstanding and disorder that could be associated with school desegregation. The head of each such department or agency shall appoint sufficient representatives to the Council to ensure that an individual with a working knowledge of each such program or activity in that department or agency is on the Council.

(b) It shall be the function of the Council to meet or consult with representatives of communities who are seeking Federal support for community relations projects, educational programs, and other community-based efforts to facilitate desegregation, in order to assist such communities in (1) designing projects or activities that demonstrate promise of assisting in those efforts, (2) determining which

Federal programs are available for such activities, and (3) completing the necessary applications and other prerequisites for appropriate Federal assistance.

(c) To the extent consistent with the law authorizing any such Federal assistance program, each department or agency listed in subsection (a) of this Section shall administer such program in a manner which will support the activities of the Council. Each such department or agency shall from time to time provide to the Council such additional personnel or other assistance as may be necessary to carry out the functions of the Council.

(d) There are authorized to be appropriated for the purpose of carrying out the duties and functions of the Council under this Section \$250,000 for the fiscal year ending September 30, 1977 and for each of the two succeeding fiscal years.