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Box 82, Folder 10, Forest Hills public housing project [New York],  
1972.



72-800-4  
New York Chapter

*M. Braveman*  
"FOR YOUR INFORMATION"

**THE AMERICAN JEWISH COMMITTEE**

Institute of Human Relations • 165 East 56 Street, New York, N. Y. 10022 • Plaza 1-4000 • Cable Wishcom, New York

January 12, 1972

Dear Mr. Mayor:

Forest Hills has already become a nightmare that will haunt the city and the nation for many years to come. It is not any longer a simple case of the value of "scatter-site housing" or low-income population distribution but a microcosm of what our nation must and will go through during the coming years.

The name-calling, rapidly deteriorating inter and intra-group relations, violent emotionalism and irrational fears are symptoms of grave urban and national social crisis. It should be apparent to all parties that the tensions will not go away of their own accord...that what is being expressed in Forest Hills has long-range implications for our city and our nation and might very well foreshadow mass conflict.

There are at least three basic issues to be considered: (1) the 108th Street project, (2) the future of scatter-site housing and public housing itself, wherever sited, and (3) restoring harmonious relations within our city. We submit that until the latter is accomplished by removing the issues from the streets, with the emotionalism and fear involved, not only will the future of scatter-site and public housing be jeopardized but it will be impossible to achieve a just solution to the dispute over the project itself.

It is obvious that there have been mistakes on all sides but a recitation of them will neither undo them nor re-establish harmonious and constructive relationships within our city. It is true that some efforts have been made in that direction and have for one reason or another not succeeded. Therefore, we must try other available techniques for the resolution of community conflict. It is in that connection that we make a positive proposal for action.

Many recent community conflicts have been successfully resolved

EDWARD D. MOLDOVER, President  
J. CLARENCE DAVIES, JR., Honorary President  
THEODORE ELLENOFF, Honorary President  
MERVIN H. RISEMAN, Honorary President  
HON. JAMES H. SCHEUER, Honorary President  
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DANIEL S. SHAPIRO, Vice-President  
PETER J. STRAUSS, Vice-President  
WILLIAM P. VOLIN, Vice-President

IRA F. WEISS, Treasurer  
MRS. JOSEPH A. BERNSTEIN, Secretary

HASKELL L. LAZERE, Director  
MARILYN BRAVEMAN, Director, Education  
LUZIE HATCH, Director, Membership Development

- 2 -

with professional guidance in a laboratory for crisis resolution. Included were such conflicts as are described in the attached Newsweek story. We offer to arrange immediately for the services of those same experienced professionals so that the Forest Hills controversy can be resolved.

We make this offer as an agency which has worked long years not only for equal rights and opportunities but for harmonious intergroup relations. Our efforts in the past many weeks have been directed to the amelioration of the complex community relations problems so evident in the present crisis. To that end, we have abstained from taking a position on the project itself because we feel that the intergroup health of this city is in fact a more continuing and overriding problem, basic to finding the solution to the present controversy as well.

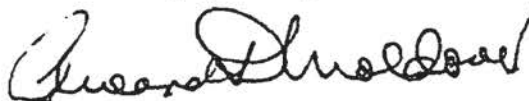
We extend this offer as a public service and as a further extension of our own efforts. We offer our facilities for a prompt initial discussion of the techniques involved with the experts whose services will be utilized. The success of this effort will depend on the cooperation and commitment of all involved. Your official position makes your immediate approval indispensable. An affirmative response from you will set the process in motion.

Your approval which includes pre-approval of the agenda would mean the following: (1) that you or your surrogate will participate in the process which will be conducted by Community Confrontation & Communication Associates, (2) that that person will stay through the entire process and (3) upon consensus there will be implementation of agreed-upon actions. A list of those invited to date is attached.

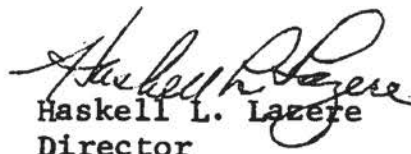
This proposal carries the endorsement of the New York Interracial Colloquy, which The American Jewish Committee sponsors along with the National Association for the Advancement of Colored People, the National Conference of Christians and Jews and the National Urban League.

Hon. John V. Lindsay  
City Hall  
New York, N.Y. 10007

Sincerely yours,



Edward D. Moldover  
President



Haskell L. Lazete  
Director

INVITED TO DATE - JANUARY 12, 1972

The Honorable John V. Lindsay  
Mayor of New York City

Emmanuel R. Gold  
New York State Assemblyman

Herbert J. Miller  
New York State Assemblyman

Arthur J. Connelly  
Deputy Chief Inspector, Police, Commanding

Honorable Benjamin S. Rosenthal  
Federal Congressman, Queens

Joseph DeVoy  
Chairman, Queens Community Board No. 6

Jerry Birbach  
President, Forest Hills Resident Association

Dr. Alvin Lashinsky  
President, Queens Jewish Community Council

Seymour Samuels  
President-Elect, Queens Jewish Community Council

Paul Sandman  
President, Forest Hills Neighbors Association

Rabbi I. Usher Kirshblum

Rabbi Ben Zion Bokser

Rabbi Louis Bernstein

Continued

INVITED TO DATE - JANUARY 12, 1972

Donald R. Manes  
President, Borough of Queens

Seymour Reich  
President, Queens Chapter of Bnai Brith

Joel Barkan  
President, Queens Division, American Jewish Congress

Livingston Wingate  
New York Urban League

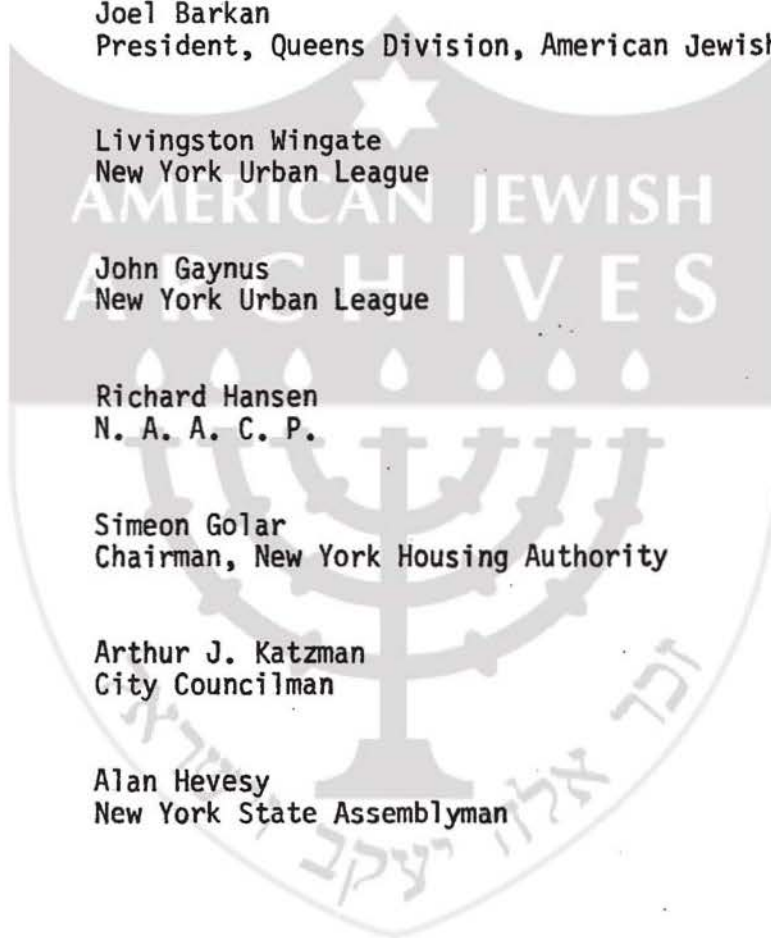
John Gaynus  
New York Urban League

Richard Hansen  
N. A. A. C. P.

Simeon Golar  
Chairman, New York Housing Authority

Arthur J. Katzman  
City Councilman

Alan Hevesy  
New York State Assemblyman





Bill Wingell—New York Times  
**Camden police assist a fallen comrade; above, Dr. Goldaber**

usually concrete, dramatic and in their own language. Some go back nearly 300 years, some go back to yesterday." One by one, the participants thrash out each complaint, sometimes to the point of exhaustion. Not surprisingly, the discussions often become highly emotional, but Goldaber allows violent talk to continue as long as there is communication. "Such a dialogue involves a leap across a cultural barrier," the sociologist says. "In the give and take people begin to see that there may be two rights. They are being educated to each others' points of view."

Yet Goldaber stresses that his confrontation sessions are not meant to be mere courses in sensitivity training, producing a few good vibrations for a few hours. Once the sessions are completed, he insists on receiving some recommendations for change from the participants themselves—and assurances that the lines of communication will stay open. In short, Goldaber doesn't offer any quick cures but he does seem to provide a service that many city officials can no longer afford to overlook. "I'm like a doctor," he says. "I give people a little direction, and they feel better."

### Is Curfew the Cure?

For cities plagued with juvenile crime, one age-old solution has been a nightly curfew to keep the kids off the street. The only problem is that such preventive measures just don't seem to work. In the first place, most of the cities with curfews find that the laws are mutually ignored by both the kids and the police. In the Boston suburb of Malden, for instance, the only people who seem to note the siren that goes off at 9 p.m.—the hour when all those under 16 must be off the street—are those who want to set their watches by the correct time. And even where curfews are strictly enforced, most appear to have little effect on crime rates. "I don't think our law really does any good," allows Wes Durkee, a juvenile officer in Portland, Ore., where those under 19 are sent inside at 10:15 on week nights. "The kid who's bent on trouble isn't going to worry about a little thing like a curfew."

Thus when city councilmen in Washington, D.C., sought to extend their own decade-old curfew last month, they embellished the measure with some tough new wrinkles. The proposed ordinance would not only make it illegal for juveniles under 17 to be on the streets from 11 p.m. to 5 a.m., but would forbid them to be outside during school hours as well unless they had written permission from school authorities. What's more, store owners who let such youths hang out on their premises during curfew hours would be subject to \$300 fines and ten-day jail sentences—and parents whose children violated the curfew

### Doctor to the Cities

The situation in Camden, N.J., had clearly reached the flash point. After two nights of looting and fire-bombing by angry Puerto Rican youths last week, Mayor Joseph M. Nardi Jr. imposed a curfew, and state police stood poised to enter the dingy city across the Delaware River from Philadelphia. There seemed little else the mayor was willing to do to ease the tension—until an aide to New Jersey Gov. William T. Cahill suggested a phone call to Dr. Irving Goldaber.

It was 4:30 in the morning when the 45-year-old sociologist received the urgent plea for help at his Long Island home. By 11 a.m., Goldaber—who is already credited with cooling all manner of disputes in some 30 cities—was aboard a helicopter chartered by the governor's office and headed for the Cherry Hill Inn outside Camden. Within minutes of his arrival, Goldaber had established the ground rules for his self-styled system of "laboratory confrontation," this time between Camden city officials and Puerto Rican community leaders. The following day, after a second confrontation session, the embattled participants announced "the start of a dialogue." Camden was quiet again—and Goldaber drove home, without ever having set foot in the riot-torn city. How had he done it? "Goldaber just kept everybody talking," recalled Mario Rodriguez, a state civil-rights commissioner. "He chaired the meeting without ever really taking part. In a very subtle, sophisticated way, he underlined the responsibility of the officials to the entire city."

**Mystical:** With little fanfare, the energetic troubleshooter has been "facilitating dialogue between adversary groups" for several years, and the success of his techniques seems to offer an almost mys-

tical promise of urban peace. An assistant professor of sociology at Brooklyn College, Goldaber formulated certain ideas about "managing conflict" while spending ten years on the staff of New York City's Commission on Human Rights. "I never talk about resolving conflict," he says. "Conflict is like blood, it's ever-present in the group body."

Finally Goldaber met Holly Porter, a 35-year-old social scientist who was chairing a citizens' committee for improving police-community relations in Grand Rapids, Mich. "I was a sociologist with a program in need of a city," he recalls. "She had the city in need of a program." Eventually, Goldaber and Mrs. Porter began designing a number of community-relations programs and, in 1967, they formally established Community Confrontation & Communication Associates, a private organization based in Grand Rapids. The CC&CA partnership is supplemented by eight associates—social scientists, educators and other specialists—who work in teams on confrontation projects. All have used essentially the same Goldaber system to settle problems ranging from a strike threat by black policemen in Dayton, Ohio, to a full-scale race riot in the resort town of Asbury Park, N.J.

**Dramatic:** First, Goldaber gathers the opinion leaders of each faction into a "neutral" meeting place and gets them to agree on a set of ground rules, such as speaking one at a time. That may sound elementary, Goldaber agrees, but it quickly introduces a mood of cooperation. "It's not like in the street," he says. "We have created a whole new set of conditions."

Once the rules are established, Goldaber calls on each side to write out a list of specific grievances on large cards that are then posted around the meeting room. "The complaints," he says, "are

# NEWS COMMITTEE

FROM THE

**THE AMERICAN JEWISH COMMITTEE** Institute of Human Relations, 165 E. 56 St., New York, N.Y. 10022, PLaza 1-4000

The American Jewish Committee, founded in 1906, is the pioneer human-relations agency in the United States. It protects the civil and religious rights of Jews here and abroad, and advances the cause of improved human relations for all people.

MORTON YARMON, Director of Public Relations

FOR RELEASE: THURSDAY, JAN. 13

NEW YORK, Jan. 12...Warning that the Forest Hills housing controversy may foreshadow "mass conflict" in New York City, the New York Chapter of the American Jewish Committee today offered to sponsor a "laboratory for crisis resolution" between the principals in the dispute to help settle the issues.

In a letter to Mayor Lindsay, the American Jewish Committee Chapter urged his endorsement for the proposal to meet the "overriding problem" of the intergroup health of the city.

The laboratory would involve gathering the opinion leaders of all factions in one room for airing their views on the grievances and arriving at a consensus for their solution.

The proposal for the use of professional specialists' help in resolving the issue has been endorsed by the New York Interracial Colloquy. The Colloquy is sponsored by the American Jewish Committee, the National Association for the Advancement of Colored People, the National Conference of Christians and Jews, and the National Urban League.

In the letter to the Mayor, Edward D. Moldover, President of the American Jewish Committee Chapter, and Haskell L. Lazere, its Director, proposed that the techniques employed by Community Confrontation and Communication Associates to settle racial disputes in Camden, Asbury Park, Grand Rapids, and elsewhere be employed in the current controversy. "We offer to arrange immediately for the services of those same experienced professionals so that the Forest Hills controversy can be resolved," Mr. Moldover stated.

Philip E. Hoffman, President; Max M. Fisher, Chairman, Executive Council; David Sher, Chairman, Board of Governors; Elmer L. Winter, Chairman, Board of Trustees  
Bertram H. Gold, Executive Vice President

Washington Office: 818 18th Street, N.W., Washington, D.C. 20006 • European hq.: 30 Rue la Boetie, Paris 8, France • Israel hq.: 9 Ethiopia St., Jerusalem, Israel  
South American hq.: San Martin 663, 2 P. (C), Buenos Aires, Argentina • Mexico: Av. Ejercito Nacional 533 #302-303 Mexico 5, D.F. CSAE 1707

Community Confrontation and Communication Associates is headed by Dr. Irving Goldaber, former Assistant Professor of Sociology at Brooklyn College and former Deputy Director of the New York City Commission on Human Rights, and Mrs. Holly Porter, a social scientist who has been active in police-community relations problems in Grand Rapids.

Mr. Moldover pointed out in his letter that the American Jewish Committee had not taken a position on the housing project. "Our efforts in the past many weeks have been directed to the amelioration of the complex community relations problems so evident in the present crisis," he declared. "The intergroup health of this city," he continued, is a more overriding problem than the project itself and is "basic for finding the solution to the present controversy."

Pointing up the dangers in allowing the present situation to fester, Mr. Moldover insisted that "Forest Hills has already become a nightmare...The name-calling, rapidly deteriorating inter and intra-group relations, violent emotionalism and irrational fears are symptoms of grave urban and national social crisis. It should be apparent to all parties that the tensions will not go away of their own accord... that what is being expressed in Forest Hills has long-range implications for our city and our nation and might well foreshadow mass conflict."

The American Jewish Committee leader cautioned that harmonious relations could not be restored within New York until the issues were removed from the streets. If this were not done, he added, "not only will the future of scatter-site and public housing be jeopardized but it will be impossible to achieve a just solution to the dispute over the project itself."

In urging the Mayor to endorse the proposal, Mr. Moldover said that the cooperation and the commitment of all parties concerned were instrumental to the success of the proposal. It could be initiated, Mr. Moldover concluded, only through an affirmative response by Mr. Lindsay.

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1/12/72  
#72-960-5  
AA, NYS, NEG/A, NEG/B, A, NPL, NPE, EJP, PP,  
CP, COL, REL,





FOR YOUR INFORMATION  
ISRAEL A. LASTER

**THE AMERICAN JEWISH COMMITTEE**

Institute of Human Relations • 165 East 56 Street, New York, N. Y. 10022 • PLaza 1-4000 • Cable Wishcom, New York

January 12, 1972

TO: Members of the Domestic Affairs Commission  
FROM: Mervin H. Riseman, Chairman

**AMERICAN JEWISH**

Enclosed are the minutes of the meeting of the Domestic Affairs Commission held Thursday evening, December 16, 1971. Also enclosed are policy statements adopted at that time.

Following are the dates of the Domestic Affairs Commission meetings for the remainder of the program year. Please reserve these dates on your calendar.

Thursday Evening	- February 24
Monday Evening	- April 10
Wednesday Evening	- May 3
Thursday Morning	- May 4 - (In conjunction with the Annual Meeting of the American Jewish Committee)
Thursday Evening	- June 8

MHR:bg  
Encls.

PHILIP E. HOFFMAN, President

Board Chairmen

MAX M. FISHER, National Executive Council

DAVID SHER, Board of Governors

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EMERY E. KLINEMAN, Treasurer

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MORRIS H. BERGREEN, Associate Treasurer

BERTRAM H. GOLD, Executive Vice-President

MORRIS B. ABRAM, Honorary President

LOUIS CAPLAN, Honorary President

IRVING M. ENGEL, Honorary President

ARTHUR J. GOLDBERG, Honorary President

JOSEPH M. PROSKAUER, Honorary President

NATHAN APPLEMAN, Honorary Vice-President

MRS. JACOB BLAUSTEIN, Honorary Vice-President

JACK A. GOLDFARB, Honorary Vice-President

JOSEPH KLINGENSTEIN, Honorary Vice-President

FRED LAZARUS, JR., Honorary Vice-President

JAMES MARSHALL, Honorary Vice-President

WILLIAM ROSENWALD, Honorary Vice-President

MAURICE GLINERT, Honorary Treasurer

JOHN SLAWSON, Executive Vice-President Emeritus

BERNARD ABRAMS, Hartford, Vice-President

ROBERT T. CUTLER, Philadelphia, Vice-President

MRS. RUTH R. GODDARD, New York, Vice-President

DAVID GOLDWASSER, Atlanta, Vice-President

ANDREW GOODMAN, New York, Vice-President

ARTHUR N. GREENBERG, Los Angeles, Vice-President

LEWIS S. GROSSMAN, Detroit, Vice-President

RAYMOND D. NASHER, Dallas, Vice-President

SAM RUBINSTEIN, Seattle, Vice-President

ALFRED I. SOLTZ, Cleveland, Vice-President

MAYNARD I. WISHNER, Chicago, Vice-President

THE AMERICAN JEWISH COMMITTEE

DOMESTIC AFFAIRS COMMISSION MEETING

DECEMBER 16, 1971

MINUTES

Present: Mervin H. Riseman, Chairman, Presiding

Nick Beilenson	Raphael D. Silver
Harold Bigler	Dr. John Slawson
George Cooper	Harry Steiner
Samuel Duboff	Arnold Yaskowitz
Theodore Ellenoff	
Mrs. Samuel Freedman	<u>Staff</u>
James Fuld	
Dr. Morton B. Glenn	Mrs. Marilyn Braveman
Arthur Kimmelfield	Samuel Freedman
Mrs. Ruth Lane	Alexander Greendale
Edward D. Moldover	Howard Kane
Mrs. Ethel C. Phillips	Israel Laster
Hon. Morris Ploscowe	Haskell Lazere
	Irving Levine

Mervin Riseman, Chairman of the Domestic Affairs Commission, welcomed members of the Housing Committee who attended the Domestic Affairs Commission meeting. (The Housing Committee met on the afternoon of the Commission meeting.)

The minutes of the DAC meeting of 10/29/71, held in conjunction with the National Executive Council meeting in Boston, Massachusetts, were accepted.

Decisions Reached: (1) Guidelines to Scatter-Site Public Housing -- The enclosed addendum to AJC's Position Paper on Strategies and Programs to Increase the Housing Supply for Those in Need, was adopted unanimously. (2) Busing (Integration) -- The enclosed statement previously approved by the National Education Committee, was adopted unanimously. (3) Shared-Time -- The enclosed statement previously approved by the National Education Committee, which implements the statement adopted by the National Executive Council on October 30, 1971, on the Community Relations Implications of AJC Policy on Aid to Private Education, was adopted unanimously.

## Housing

Raphael Silver, Chairman of the National Committee on Housing, reviewed the action taken by the National Executive Council on October 29, 1971, on the position paper presented to it by the DAC on "Strategies and Programs to Increase the Housing Supply for Those in Need" which was adopted by the DAC at its meeting held on October 28, 1971. He advised the DAC that the National Executive Council had adopted the position paper.

Mr. Silver then reviewed the action taken at the meeting of the National Housing Committee held that afternoon. The "Guidelines to Scatter-Site Public Housing," which was an addendum to the position paper, was thoroughly discussed by the Committee on Housing, and no changes in the form presented to the DAC were suggested. Mr. Silver reported that although AJC is on record in support of integrated housing, both racial and economic, it was agreed that implementation of such housing has, in scatter-site housing particularly, played a major role in polarizing the country. A further complicating factor for a Jewish agency relates to the fears and feelings of middle-class Jewish communities where scatter-site housing is being built. These Jewish communities are reacting as negatively as are other white and black middle-class ethnic groups to the presence of low-income public housing residents. Without sacrificing principle, AJC must nevertheless be sensitive to these concerns of middle-class Jewish communities, when their fears and concerns are legitimate. Also, scatter-site housing and its effect on subsidized housing in general has to be considered in light of AJC's Position Paper on Strategies and Programs to Increase the Housing Supply for Those in Need as adopted by the National Executive Council on October 30, 1971.

Discussion then focused on the 840 unit project now in its beginning construction stage in Forest Hills, Queens, New York, a predominantly middle-class Jewish community. Opposition to the project has made national news.

Mr. Silver then presented the Guidelines addendum to the DAC for adoption.

It was agreed that language be added to the document on page 6, paragraph 3, to the effect that approaches to public, private, civic and human relations agencies be made during the planning stages for scatter-site housing. It was also agreed that a section be included emphasizing the human relations aspects of the issue. The document, subject to the foregoing amendments, was adopted. Alexander Greendale, AJC's Director of Housing, was requested to incorporate the agreed upon amendments. It was suggested that the document then be sent to the chapters for their inputs and perhaps, if considered desirable, to the Board of Governors. Appreciation was expressed by members of the

Housing Committee and by Mervin Riseman, Chairman, on behalf of the DAC, for the outstanding efforts of Alexander Greendale in this difficult aspect of the housing program. (A copy of the Guidelines Statement on Scatter-Site Housing is attached.)

### Discrimination in Utilities

Harold Bigler reported on the activities of the Committee on Business and Industry. Mr. Bigler indicated that during the last year there was a shift in emphasis on the Executive Suite program from one which was research-oriented to that of implementation of major research done at the University of Michigan, Harvard, Cornell and UCLA. Executive Suite programs and activities now exist in twenty (20) cities where one of the most important functions is visitations to corporate executives in these cities. In 1971 the committee decided to update the 1963 utility report which caused such a furor within the AJC at that time. He advised the DAC of the findings of the new study on Discrimination in the Utilities Industry. The final report showed that of some 1,000 senior operating executives of the 50 largest utilities companies, only a handful were Jewish. An exception to this was Consolidated Edison of New York City, where 10 of the 46 senior executives are Jewish. Mr. Bigler then discussed the process involved in preparing for the release of the report and outlined a number of facets of the committee's work. (A copy of Mr. Bigler's report is available upon request.) A tribute and a vote of appreciation was extended to Samuel Freedman on behalf of the Committee and D.A.C.

### Shared-Time

Mr. Samuel Duboff, Chairman of the National Education Committee, reviewed the policy of the American Jewish Committee regarding Shared-Time and presented a program proposal prepared by the National Committee on Education. After discussion, a motion to adopt the program proposal as AJC policy was passed unanimously. (A copy of the program proposal as adopted by the DAC is attached.)

### Integration & Busing

Mr. Duboff then presented background on the development of the supplemental Guidelines on school integration. On March 16, 1971, the DAC reaffirmed a previous commitment to the goal of an integrated society with integrated schools wherever feasible, as a necessary component. At the National Executive Council meeting on October 29th, a resolution on the proposed changes in the United States Constitution was also adopted. While the resolution does not so state, it arose out of an alleged panic reaction to the current school busing controversy in Detroit, Mich.

The National Executive Council consensus was that this matter required immediate consideration and given top priority by the DAC. Mr. Duboff in reviewing the discussion of the National Education Committee stated that integration is the real policy

objective. Busing is only one of the many techniques among which choices must be made to accomplish this objective. Current debates about busing as though it were the principal objective to achieve have clouded understanding of school integration, rather than help to clarify it. To discuss integration in terms of busing and neighborhood schools alone removes it from the education and legal framework where it belongs and transfers it into the area of emotion and politics where it does not belong. Mr. Duboff read the following excerpt of the proposed Guidelines... The courts have not declared that a single desegregation technique is universally applicable to all systems, but have examined facts on a case-by-case basis. AJC should do the same.

We recognize practical difficulties, fears and emotions in integrating schools.

We also recognize the new and growing thrust for ethnic identity that exists in America today, and which may appear to be inconsistent with the goal of integration. We do not believe this is necessarily so. Indeed we believe that this thrust can be used in a manner which would foster a very positive concept of pluralism... After discussion of the statement, with minor editing suggestions, the statement was passed unanimously. (A copy of the Supplemental Guidelines on School Integration is attached.)

National Programmatic Institute on the Response to Violence Through Democratic Means

Marilyn Braveman reported that the American Jewish Committee co-sponsored a National Programmatic Institute on Political Violence with Catholic University Law School, which was held on October 21-23, 1971, at Airlie House in Warrington, Virginia. The meeting attracted a large number of outstanding specialists which included lawyers, judges, political scientists, sociologists, and community relations specialists. Topics dealt with included: The Potential for Political Violence in America; Contemporary Responses to Political Violence - Effective and Otherwise; Security and Invasion of Privacy; Public Order and Human Casualties; The Role of the Media; Winning Back the Disaffected; and, How to "Sell" middle-America on the Importance of Preserving the Bill of Rights. The Institute was made possible by a matching grant made available to the AJC. Sam Rabinove, AJC's legal counsel, directed and coordinated the Institute. (A report of the Institute and recommendations made, is available upon request.)

In response to questions by members of the DAC regarding the basic rationale and substantive issues dealt with by the conference, Irving Levine indicated that AJC believes that social injustice, political violence and erosion of the Bill of Rights are all intertwined and are all very bad for America. Liberty and security for American Jews cannot be divorced from liberty and security for everybody. This is the reason why AJC co-sponsored the Institute, which focused on the causes of political violence, not whether

violence is justified, but rather on how a democratic society such as ours ought to respond to it.

National Consultation on Poverty in the Jewish Community

Mervin Riseman reported on the Consultation on Poverty in the Jewish Community held on December 13-14, at the Institute of Human relations. The Consultation, which was made possible by a grant of funds from the Baron De Hirsch Fund, was directed by Ann Wolfe, AJC's Social Welfare Consultant. It was an activity of the National Social Welfare Committee of which Alex Holstein is Chairman. Mr. Holstein participated in the program. Bertram H. Gold, AJC's Executive Vice President, addressed the group on the nature of modern Jewish poverty in America. The meeting attracted 90 social and community welfare leaders and was an outstanding success in terms of the substantive issues dealt with and the influence which the attendees will have by virtue of their positions in national, state and municipal welfare activities. Among the topics dealt with were: Income Distribution of the Jewish Population in the United States; What is it Like to be Poor?; Observations on Poverty in the Big City; The Aged; The Jewish Child in Poverty: A Family Portrait; The Chassidic Community; The Marginal Jewish Worker. (A report of the Conference is available on request.)

The meeting was adjourned at 9:00 p.m.

Minutes prepared by  
Israel A. Laster  
Coordinator, Domestic Affairs Commission

1/6/72

Attachments

72-270-2

THE AMERICAN JEWISH COMMITTEE

GUIDELINES TO SCATTER-SITE PUBLIC HOUSING

(Addendum to AJC's Position Paper On  
Strategies & Programs to Increase The  
Housing Supply For Those In Need --  
adopted by the NEC, Boston, 10/29/71)

# # #

Adopted: National Housing Committee - 12/16/71  
Raphael D. Silver, Chairman  
Alexander Greendale, Director, Housing Division

Adopted: Domestic Affairs Commission - 12/16/71  
Mervin H. Riseman, Chairman  
Seymour Samet, Director, Social Action Department

## AJC's Housing Stance

Since 1949, AJC has issued housing statements and developed programs designed to eliminate discrimination and to further racial and economic integration. Its commitment along these lines continues.

## Battle of the 60's

Throughout the 60's, full and fair housing laws, as well as strong attacks by fair housing and civil rights groups against racial and economic discrimination, resulted in surprisingly little governmentally sponsored housing output. This was due to the fierce resistance put up by local residents and their officials. The resultant polarization contributed substantially to immobilizing federal, state and local housing programs under the Kennedy, Johnson and Nixon Administrations.

## AJC Forms a Housing Committee

Jews are metropolitan dwellers and are directly affected by polarization resulting from metropolitan tensions. The National Housing Committee (created in 1970) was charged by the National Executive Council to develop position papers, strategies and programs pointing to new approaches that might help break the logjam in housing and thus reduce tensions.

## American Neighborhood Life Styles

Neighborhoods in the large American cities (particularly in the Midwest and Northeast) have tended to be "same ethnic" (include black, brown, etc.) even when the ethnic moves up the economic ladder to a "better" neighborhood. Many American neighborhoods have some ethnic mix, but the mix is usually "same-class" mix.

Yet there are exceptions where the mix is economic as well as racial. Park Slope in Brooklyn is one such neighborhood. A brownstone area housing lower middle income and poor -- and racially mixed as well -- it attracted many young affluent whites who restored the brownstones and turned the neighborhood around. (The overwhelming majority do send their children to private schools, however.) This is also happening to some neighborhoods in Chicago, San Francisco and Boston.

For historical reasons, racial and economic housing mixes have worked best in the South. Dick Gregory, the black comedian, sums up the North-South housing situation brilliantly... "Up North whites say 'don't care how big they (black) get, just so long as they don't get too close.' Down South whites say 'don't care how close they get, just so long as they don't get too big'."



Most neighborhoods in America have traditionally resisted any new, incoming ethnics (the first Jews in Christian neighborhoods, for example), but have reserved their fiercest resistance to those of lower income, regardless of race or ethnicity.

Resistance to integration from another source is in the rising new ethnic separatism (blacks included) which expresses itself in ethnic pride and wants to identify with one's own, and to live with one's own.

### Scatter-site Public Housing -- What Is It?

The thesis underlying scatter-site public housing is that dispersal of the poor in small numbers into stable, middle-class neighborhoods, will have a positive affect upon them and help free them from the destructive bind which permeates so much of ghetto life. Scatter-site public housing is much smaller in size than most public housing complexes built in the ghetto areas of the large cities. It may also be "vest pocket", which might even consist of just one building. In some cities, scatter-site and vest pocket are used interchangeably.

### Scatter-site Public Housing -- Where Is It?

It is usually located in lower middle and middle class city and suburban communities, but may also be on the fringes of middle class communities.

### Public Housing -- A Capsule History

On the national scene, it may come as a surprise to many that most public housing programs are small in size, low in density and located outside the central cities.

In the larger American cities, however, public housing has generally been large in size and high in density. Public Housing's poor image has been fostered, in the main, by big city public housing--by the deteriorating and crime ridden projects such as the Pruitt-Igoes of St. Louis and the Bromley-Heaths of Boston which find their replicas throughout the country. At one time, however, public housing enjoyed much higher status. Originally designed for the working poor, public housing was successful in helping many of these stable poor move into the mainstream of American life. The New York City Housing Authority initially had more rigid admission standards than is presently the case. This was in marked contrast to cities that were more permissive in their admissions policy and that allowed more move-ins by the dependent poor. As a result, these projects had many problems. In recent years, New York City modified its public housing admissions

policy to admit more of the dependent poor. Many consider the increase of problems in New York City public housing to be a direct result of this policy.

### Results of the Scatter-site Program to Date

a) Outside the large central cities, the scatter-site program has been generally accepted.

#### Some Examples

1. The LHA (local housing authority) of Rockford, Illinois, has built 226 scatter-site housing units in every section of Rockford. This housing has been accepted by the surrounding residents.
2. The Akron, Ohio, Housing Authority has jurisdiction over the entire county and has cooperation agreements with two nearby suburbs in which it has built scattered public housing. There has been minimal protest to this housing.
3. Montgomery County, Maryland, an affluent county, has scattered its indigenous poor by constructing, leasing and purchasing homes undistinguishable from their surrounding private homes.
4. Greenburgh, Westchester County, will be scattering 115 public housing units over six locations. The residents of these six areas are prepared to accept these units.
5. Of medium-size cities, Rochester, New York, may have the most successful scatter-site public housing program with 835 units on 203 sites. Except for the apartments for the elderly, the rest of the housing units meld into the surrounding community.

b) Within the large central cities, scatter-site public housing has shown little movement because of the violent opposition it has generated.

#### Some examples:

1. Residents of "same class" integrated Avondale, a middle and upper middle income Cincinnati community, forced the city to drop a 48 unit public housing project scheduled for Avondale, then applied additional pressure to have the city council vote 8-0 to renegotiate its contract with the Cincinnati Metropolitan Housing Authority. Many black residents of Avondale led the protests.
2. Judge Austin of Chicago ordered the Chicago Housing Authority to scatter public housing over 13 middle income white Chicago neighborhoods. Mayor Daley condemned the order prior to the

mayoralty election. His opponent, liberal Republican Friedman, made equivocal statements on the issue and although he would have been beaten by Daley regardless, many believe his housing statements contributed substantially to his lopsided defeat. Since Judge Austin's order, not one unit of public housing has been built in Chicago.

3. Mayor Carl Stokes, commenting on the resistance of the black middle class to public housing in their Cleveland communities, stated: "If you think it's only whites who don't want low income housing projects in their neighborhoods -- baby, you're wrong!"

4. The angry protests by predominantly middle-class Jewish residents of Forest Hills, Queens, New York, to placing an 840 unit public housing project in its midst received nationwide publicity. Though fear of minorities coming into Forest Hills may be a factor, the size of the project itself -- three twenty-four story buildings that will tower above the rest of the immediate community -- violates the announced city policy on scatter-site housing, which is to fit projects into the style, size and density of the surrounding area.

The Forest Hills conflict was directly responsible for the defeat of a much smaller public housing project in Lindenwood, Queens, another middle-class Jewish community. This project had previously been approved twice by the Board of Estimate.

#### Success Stories For Scatter-site Housing

Scatter-site housing outside the large central cities is "alive and well" and will probably continue its healthy growth.

##### Some of the reasons are:

1. It is essentially low profile, low rise and low density.
2. It concentrates primarily on its indigenous poor, elderly, young marrieds and returning veterans.
3. Most of the subsidized homes are undistinguishable from the surrounding private homes.
4. It encourages home ownership in some areas.
5. The most successful home ownership programs provide a variety of services to the home owners including maintenance, budgeting, counseling, etc.

6. Planners of subsidized housing utilize the concept of flexible zoning (they do not build where they will meet great resistance).

7. The most successful subsidized housing programs are those that have involved the community in the planning stages.

### Failure Stories For Scatter-site Housing

Scatter-site housing within the large central cities is sickly, the prognosis not being too encouraging to date.

#### Some of the reasons are:

1. It has contributed substantially to slowing up or stopping governmentally sponsored housing, thus decreasing the housing supply for those in need at a time when even many middle income people are beginning to require some form of housing subsidy.
2. More than any other national housing program, it is creating polarization throughout much of the country. It has escalated minority-white divisiveness (including black-Jewish divisiveness).
3. It is terrifying the suburbanites whose exodus from the cities was stimulated in great part by the influx into the cities of poor blacks and other minorities. These suburbanites see scatterization as eventually being used by the cities to attempt to get them to accept many of the cities' poor. It is thus strengthening the positions taken by the restrictive suburban zonists.
4. It has politicized housing and made it a major issue in some key elections. It will, in all probability, play an even greater political role in the immediate years ahead. We must keep in mind that the suburbanite, 36% of the population, outnumber the city dweller, who represents only 30% of the population. The rural population, 34%, usually votes conservative and anti-city. Seventy per cent of the national population can, therefore, be considered anti-city on many issues.
5. It is contributing to the middle-class exodus from the city, particularly if the scatter-site project is too large to be contained by the middle-class community. In that respect, the city not only loses a middle-class neighborhood, but gains another resegregated ghetto.
6. It is not an all-inclusive program. Scatter-site housing is placed in lower middle and middle income neighborhoods, not

in the upper income neighborhoods nor in upper income suburbia. (As a blue collar worker in Warren, Michigan said to Secretary Romney: "...so subsidize this subsidized housing a little more and put it next to your home, then come back here.") Also, the scattering within middle income communities should be equitable. No one ethnic group should be asked to take a disproportionate share of scatter-site housing.

7. It is obfuscating and making more difficult the forthcoming housing battles of the 70's which will require that new housing be built in a variety of new settings utilizing new coalitions and new programmatic approaches. Much of this housing may even bypass the suburbs.

#### A Ten Point Guide To Scatter-site Public Housing

1. That cities plan scatter-site projects with middle class communities in such a way as to alleviate their fears. The community should be assured that its own poor, young marrieds, elderly and returning veterans will receive first priority -- that the project will be open to all city residents and not just specific groups.
2. That essential services will be provided as needed and not after the project opens. Services would include adequate provisions for schools, police protection, sanitation, etc.
3. That there be outreach to all the major groups in these communities during the planning stages and that the expertise of civic and community relations groups be utilized. Efforts to build scatter-site housing triggers intergroup concern which often escalates into confrontations by diverse ethnic, racial and religious groups. Scatter-site housing thus calls for more community relations efforts than any other current housing program. Human relations input should therefore be built into scatter-site housing, from conception-inception-completion to ongoing community involvement after the new tenants have moved in.
4. That the project be within the density and size scale of the rest of the community. This will undoubtedly increase the cost, but the "social" benefits derived from this building-to-scale is well worth the price.
5. That consideration should be given to greatly expanding subsidized moderate income housing with a sizeable percentage

of the units (20-25%) to be reserved for the poor. In general, moderate income housing enjoys much higher status than public housing.

6. That cities adopt an admissions policy for scatter-site housing that will reassure the community. Psychologists, social workers and sociologists have been able to identify families with severe problems. Many of these families have made life untenable for their neighbors. Providing them with therapy services has, on the whole, not been considered a successful approach to their problems. Society must seek better solutions for these families -- housing by itself cannot provide the answer. Unfortunately, these families have contributed in no small measure to the destruction of public housing.

7. That cities make strong provisions that when homes contiguous to the project go up for sale -- especially in the initial stage of project planning, building and occupancy -- that they be neither "blockbuster" inspired nor "blockbuster" bought. This has happened often in the past. It is at this crucial time that the stability of the neighborhood may be in jeopardy.

8. That innovative home ownership coop or condominium public housing be explored. The Columbus, Ohio, Housing Authority has successfully initiated high-rise home ownership. Home ownership appeals to the middle class and would win much favor among them. It calls upon self-help principles inherent in our tradition and national character.

(Excluding home ownership, self-help approaches in public housing are being pursued, and in many instances successfully. In a previously cited deteriorated public housing project -- Bromley-Heath in Boston -- the OEO provided funds for the tenants of five buildings to take on greater responsibilities. These buildings are now considered the best in the project, and project residents outside these buildings are clamoring to move into them whenever vacancies occur.)

9. That the concept of the Dayton, Ohio, Plan in providing for scatter-site housing be utilized. The political leadership in Dayton and its five surrounding counties each agreed to accept their share of the poor. The political leadership did an excellent educational job with respect to their constituencies. Community acceptance related to the fact that there was a plan. Most middle class whites flee from the poor because

they are convinced their neighborhood will quickly change and deteriorate. The Dayton Plan assured middle class suburban communities they would only be asked to absorb a specific number of poor -- and no more.

10. That all states should pass legislation that adopts the principal in recent Massachusetts legislation (Connecticut has an improved version), which allots a certain percentage of unused land in every jurisdiction for low and moderate income housing, thus sharing the responsibility on an equal community to community basis.

### Role for AJC Chapters

AJC Chapters should be on the alert for scatter-site public housing being planned by local administrations, especially those being planned for Jewish communities. Chapters should alert administrations of the need to involve civic and community relations agencies as well as the communities themselves in the beginning stages of scatter-site planning.

### Some AJC Programmatic Thrusts Related To Scatterization

The Housing Committee has begun to move into action both directly and indirectly on scatter-site housing based on the recommendations in its Position Paper adopted by the NEC.

1. It is in the project building stage on job-linked housing. Its national questionnaire addressed to corporate chief executives to elicit from them their evaluations of housing for the semi-skilled and unskilled is, in great part, related to scatter-site housing.
2. It is gathering data and developing surveys related to the housing needs of the "invisible" Jewish poor in conjunction with the Social Welfare Committee.
3. It is developing strategies to help maintain stable Jewish communities and is in the planning stage of selecting a specific number of Jewish neighborhoods for stabilization programs.
4. Through its highly acclaimed publication, Housing For The Other America - A 50 State Strategy, it is pointing the way to state strategy housing programs (including scatter-site housing) that encompasses legislation, land banking, financing, taxation, etc.

5. It prepared this paper, Guidelines To Scatter-Site Public Housing which was adopted by the Domestic Affairs Commission on December 16, 1971, as well as a condensed version, A Ten Point Guide For Scatter-Site Public Housing. Both papers are being selectively distributed to public officials, the press, and fair housing and civil rights groups.

6. It is playing a role in our Los Angeles chapter's planned New Town symposium to be held in June. An important component of New Town development is mixed housing.

7. AJC's research department has just completed a paper for the Housing Committee based on 1970 census data related to suburbia's poor. This paper will lay the groundwork for organizing metropolitan groups dealing with the housing needs of the poor and where this housing will be placed.

8. If and when Massachusetts Chapter 774 becomes operational, the Housing Committee and the Boston Chapter have tentative plans for writing a popular version of this law and giving it national distribution.

#### In Conclusion

Various forms and approaches to scatter-site housing will be an important part of the housing scene in the forthcoming years. AJC, in honoring its housing commitments, hopes to depolarize and defuse the scatter-site time bomb by developing strategies and programs that will provide more housing for both the Jewish as well as the broader American community.

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71-690-23



PROGRAM PROPOSAL - SHARED TIME  
ADOPTED BY THE DOMESTIC AFFAIRS COMMISSION  
December 16, 1971

The "Statement On The Community Relations Implications of AJC Policy On Aid To Private Education" adopted by the National Executive Council on October 30, 1971 says: "AJC considers the public school system to be one of the bulwarks of American democracy..." AJC also "believes that parents are entitled to select denominational (or other non-public schools for their children.")

Our policy permits Dual Enrollment or "Shared Time" programs within certain guidelines.

Such programs may strengthen the concept of pluralism under the aegis of the public schools, provide a structure for cooperation between public and non-public schools, and may be a means for resolving some of their financial problems of denominational schools.

To date, shared time programs have been the subject of only limited albeit increasing exploration. In communities which use them, their scope varies from narrow use of the public school merely for gym and certain vocational courses, to much broader arrangements involving half day use of the public school for a wider variety of substantive subjects (typically limited to science, math and other non-value laden subjects). Much room exists for wider experimentation and innovation.

The American Jewish Committee believe that the following safeguards must be met in implementing any shared time programs:

1. All such pupils must be under the exclusive jurisdiction of public school authorities while on public school premises.
2. All such pupils must be freely intermingled with regular school pupils in all classes and other activities provided for them by public schools.
3. All instruction must be given solely by public school personnel on public school premises during regular school hours.
4. All decisions regarding books, materials, curricular, schedules and homework, as well as any other administrative decisions which are customarily made in connection with the classes and other activities provided for such pupils in the normal operation of public schools today, must be under the exclusive control of public school authorities.
5. There shall be no religious tests for teachers or other personnel in the public school system.

6. No public school classes may be cancelled or curtailed because of the needs of any religious group, nor may any other accommodation to the needs of any religious group be made by public school authorities as a result of "shared time" programs, other than those accommodations normally made to pupils in the interest of the religious liberty of pupils.

7. Instrumentalities must be created within the public school system to oversee the implementation of each "shared time" program and to evaluate on a continuing basis its compliance with the above safeguards.

The following program proposals deserve early attention to implement AJC's commitment to "shared time" as an avenue for structuring cooperation between public and non-public schools.

I. For Immediate Action By AJC Chapters and Field Offices.

As soon as possible, prepare and distribute to chapters and field offices a kit of currently available information defining, describing, analyzing shared time so that they can:

1. Educate (and learn from) our own constituents about the advantages and problems of shared time.
2. Begin exploratory discussions about feasibility with public school and non-public school officials.
3. Meet with representatives of civic and religious organizations.
4. Form local alliances to encourage districts to prepare for the kinds of shared time programs we would support.
5. Utilize other strategy options to be recommended by the national conference, described in the next Section, including local or regional conferences aimed at obtaining broad based support.

II. National Conference on "Shared Time."

Convene an AJC sponsored national conference bringing together representatives of the national agencies which support the concept of shared time, public and non-public school officials and Board members who have had experience with shared time programs and other interested education officials to:

1. Define the conditions under which shared time programs are effective and feasible.
2. Describe and analyze the successful and unsuccessful programs.

3. Analyze the kinds of public policy changes required to institute shared time.
4. Develop additional models for innovative programming.
5. Publish the results of the above along with recommended strategies for AJC chapters and other local groups to obtain support for experimentation of appropriate local programs.

Approved by DAC  
12/16/71

M.B.



SUPPLEMENTAL GUIDELINES ON SCHOOL INTEGRATION

On March 16, 1971 the Domestic Affairs Commission reaffirmed a previous commitment to the goal of an integrated society with integrated schools wherever feasible as a necessary component.

There have been increasing efforts by the courts to attain more integration in schools, particularly in the North. At the same time, the President of the United States has strongly opposed the concept of busing and has said he would not permit the use of Federal desegregation funds to be used this way. In addition, there is a growing movement for a Constitutional Amendment which would bar forced busing. On October 31, 1971 the National Executive Council voted to oppose the technique of Constitutional Amendments as response to conflicts to which there are other remedies available.

Integration is the real policy objective. Busing is only one of the many techniques among which choices must be made to accomplish this objective. Current debates about busing as though it were the principal objective to achieve have clouded understanding of school integration, rather than help to clarify it. The fact is that 18 million pupils - 40% of the total public school population - are normally bused to and from school. To discuss integration in terms of busing and neighborhood schools alone removes it from the education and legal framework where it belongs and transfers it into the area of emotion and politics where it does not belong.

The courts have not declared that a single desegregation technique is universally applicable to all systems, but have examined facts on a case-by-case basis. AJC should do the same.

We recognize practical difficulties, fears and emotions in integrating schools.

We also recognize the new and growing thrust for ethnic identity that exists in America today, and which may appear to be inconsistent with the goal of integration. We do not believe this is necessarily so. Indeed we believe that this thrust can be used in a manner which would foster a very positive concept of pluralism.

\* \* \* \* \*

Our guidelines have already stated:

1. "While neighborhood schools are generally desirable in the early grades, and attempts to compel small children to travel long periods of time should generally be discouraged, preservation of the neighborhood school must not become a rigid and unyielding principle.

2. Problems of distance are not as crucial when older children are involved. School boards should be encouraged to integrate high-school populations on a city-wide basis, as far as possible.

3. It is important to combine academic achievement and physical safety in a positive human relations environment.

In cities which are in the process of complying with court-ordered desegregation, AJC chapters should work and see that the following be included in the development of an effective plan:

1. Firm commitment on the part of local authorities to obey the court order. The opposition of school board members and other city officials can only serve to encourage public opposition to any subsequent plans that are developed and lead to further intergroup tension.

2. Civic, church, parent, teacher and community groups representing all ethnic groups should be involved in the planning process, wherever possible, so that their experience, concerns and special knowledge of the needs of their community are reflected in any plan.

3. Details of a desegregation plan should not be released to the public before any strategy to support the plan has been developed. Since any plan will generate some opposition, an overall strategy for building support, meeting opposition and making appropriate modifications after public hearings, should be built in.

4. A desegregation plan could be used to obtain other gains in quality education, reduced class sizes, addition of specialists, change in curricular, etc.

To the extent that a court order permits latitude in an integration technique, and in communities where no crisis which narrows the range of choice yet exists, we believe the issue should be considered in the light of positive programs.

Children in the primary grades should spend at least part of one day a week in integrated experiences. This time should be expanded as children grow older.

There are many available techniques that have been providing sound and integrated educational experiences for younger children. These should be explored and expanded by school boards before a crisis develops, and must in all cases be accompanied by adequate local, state and federal funding.

Following are a few examples:

1. Through choice of a "buddy" class in a different school with a different racial and ethnic background, classes and their teachers would take turns visiting each other's school where they

would mutually decide upon and develop curriculum of interest to both groups. This has been successful in the Forest Hills, N. Y. school district.

2. Through joint use of facilities any given community has to offer -- (as distinguished from a day's trip or visit).

In addition to art, science and natural science centers, some of which have already geared themselves to children's use during school hours, the facilities and skills of university faculty and students, private industry (telephone, electric, computer, industrial and pharmaceutical companies, airports, newspapers, etc.) could be used by younger students at those centers, always with joint planning and follow-through by them and their teachers. These kinds of programs have been in effect in Philadelphia and are being planned in the Bronx, New York.

3. Through the kinds of programs where students in the same grade from several schools meet together for a specially designed course in ethnicity, concentrating on the students' own backgrounds and how this knowledge can be used to help in intergroup understanding, with follow-up in the students home schools. Again, this has been effective in Philadelphia.

4. Through the kind of programming, used at the Multi-Culture in San Francisco where children study together for part of the day and with their own racial or ethnic group for the rest of the day. Part of the time is reserved for a sharing of experiences among the groups.

These are only a few examples and we hope to explore similar programs as they develop.

Approved by DAC  
12/16/71

M.B.



Marc Tannenbaum

**THE AMERICAN JEWISH COMMITTEE**

Institute of Human Relations • 165 East 56 Street, New York, N. Y. 10022 • PLaza 1-4000 • Cable Wishcom, New York

January 20, 1972

TO: Members of the Board of Governors  
FROM: David Sher, Chairman

\*\*\*\*\*  
\* PALM BEACH BOARD INSTITUTE \*  
\* AND MEETING \*  
\* January 28-30 \*  
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We will begin our Institute sessions in Palm Beach at luncheon at 12:30 on Friday, January 28, and continue through luncheon on Saturday. In preparation for those discussions you may wish to review the minutes of the Glen Cove Institute last June. This time we will focus on such questions as lay-staff relationships, how decisions are made, and the sins of omission and commission in our communications system!

On Sunday morning, through luncheon, we will have a regular Board meeting. At that time, among other matters, we will hear a report from our Committee on Membership Eligibility Criteria, and consider the recommendations of the Domestic Affairs Commission on scatter-site housing and busing, background memoranda for which are enclosed herewith.

At luncheon we will have a special report from Richard Maass on the changing scene with respect to Soviet Jewry and its implications for our own programming.

I look forward to seeing you in Palm Beach.

DS:ef  
Encs.  
72-100-7

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- Board Chairmen
- MAX M. FISHER, National Executive Council
- DAVID SHER, Board of Governors
- ELMER L. WINTER, Board of Trustees
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(over)



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Approved by the Domestic Affairs Commission  
December 16, 1971

THE AMERICAN JEWISH COMMITTEE

A TEN POINT GUIDE FOR SCATTER-SITE PUBLIC HOUSING

Introduction

Jews are metropolitan dwellers and are directly affected by the polarization that results from metropolitan tensions. One of the high tension areas is housing. The shortage of housing and the scattering of public housing into middle-income communities has contributed in no small measure to intergroup confrontations by diverse ethnic, racial and religious groups. Scatter-site housing in particular requires more community relations efforts than any current housing program. The thesis underlying scatter-site housing is that by being dispersed into stable, middle-class communities, the poor will be helped to free themselves from the destructive bind which permeates so much of ghetto life. However, resistance from the middle-class communities throughout the country chosen for scatter-site public housing is fierce and unrelenting.

The American Jewish Committee has addressed itself to the conflicts that arise directly from our housing dilemma because of its concern for metropolitan Jewry in particular -- and all metropolitan dwellers in general -- and because it is a human relations agency that has, over the years, developed strategies and programs designed to depolarize and defuse divisive confrontations, and restructure them into more positive efforts.

As far back as 1949, AJC addressed itself to housing problems, and developed housing programs calculated to eliminate discrimination. At its 53rd Annual Meeting in 1960, AJC issued an urban-suburban Statement condemning restrictive zoning and housing segregation. In 1962, Irving Engel, Honorary President of AJC, testified before the Civil Rights Commission in Washington on housing discrimination in the District of Columbia and its suburbs. In 1966, AJC created the Department of Education and Urban Planning to deal with the desperate plight of the nation's cities. In a comprehensive policy statement (1967), AJC encouraged private and governmental efforts to promote housing integration, particularly as related to job opportunities which were beginning to open up in the suburbs. AJC testified before Congress on the Housing and Urban Development Act of 1968, urging that Congress stimulate the growth of balanced communities by offering meaningful incentives to both new and existing communities. In 1970, AJC created a National Housing Committee and charged it to deal directly with urban-suburban issues.

It is a matter of record that throughout the 60's, full and fair housing laws, as well as strong attacks by fair housing and civil rights groups against racial and economic housing discrimination, resulted in surprisingly little governmentally sponsored housing output. Housing shortages affect many of

the middle-class as well who are also in desperate need of governmental subsidies in order to buy into the housing market.

It is to get us back on the track of positive achievement that the Domestic Affairs Commission of the American Jewish Committee has adopted the following ten point guide for scatter-site public housing:

#### The Ten Points

1. Cities should plan scatter-site projects with middle-class communities in such a way as to alleviate their fears. The community should be assured that its own poor, young marrieds, elderly and returning veterans will receive first priority -- that the project will be open to all city residents and not just specific groups.
2. Essential services should be provided as needed and not after the project opens. Services should include adequate provisions for schools, police protection, sanitation, etc.
3. There should be outreach to all the major groups in these communities during the planning stages, and the expertise of civic and community relations groups be called upon and utilized.
4. The project should be within the density and size scale of the rest of the community. This may increase the cost, but the "social" benefits derived from this building-to-scale is well worth the price.
5. Consideration should be given to greatly expanding subsidized moderate income housing with a sizeable percentage of the units (20-25%) to be reserved for the poor. In general, moderate income housing enjoys much higher status than public housing.
6. Cities should adopt an admissions policy for scatter-site housing that will reassure the community. Psychologists, social workers and sociologists have been able to identify families with severe problems. Many of these families have made life untenable for their neighbors. Providing them with therapy services has, on the whole, not been considered a successful approach to their problems. Society must seek better solutions for these families -- housing by itself cannot provide the answer. Unfortunately, these families have contributed in no small measure to the destruction of public housing.

7. Cities should make strong provisions that when homes contiguous to the project go up for sale -- especially in the initial stage of project planning, building and occupancy -- they be neither "blockbuster" inspired nor "blockbuster" bought. This has happened often in the past. It is at this crucial time that the stability of the neighborhood may be in jeopardy.
8. Innovative home ownership co-op or condominium public housing should be explored. The Columbus, Ohio Housing Authority has successfully initiated high-rise home ownership. Home ownership appeals to the middle-class and would win much favor among them. It calls upon self-help principles inherent in our tradition and national character.
9. The concept of the Dayton, Ohio Plan in providing for scatter-site housing should be utilized. The political leadership in Dayton and its five surrounding counties each agreed to accept their share of the poor. The political leadership did an excellent educational job with respect to their constituencies. Community acceptance related to the fact that there was a plan. Most middle-class whites flee from the poor because they are convinced their neighborhood will quickly change and deteriorate. The Dayton Plan assured middle-class suburban communities they would only be asked to absorb a specific number of poor -- and no more.
10. All states should pass legislation that adopts the principal in recent Massachusetts legislation (Connecticut has an improved version), which allots a certain percentage of unused land in every jurisdiction for low and moderate income housing, thus sharing the responsibility on an equal community to community basis.

### Conclusion

For scatter-site public housing to succeed, cities and communities must learn to work cooperatively, and this entails compromise. Hopefully, the above ten points will provide guidelines to what we all desire -- a decent place to live for all Americans.

Adopted by the National Housing Committee  
and the Domestic Affairs Commission  
December 16, 1971

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The New York Board of Rabbis, 10 East 73rd St., New York, N.Y. - TR 9-8415

PLEASE RESERVE THE FOLLOWING IMPORTANT DATES:

Wed., Feb. 9 - 11:00 A.M. - Annual Meeting  
at NYBR offices  
10 East 73rd Street

Mon., Mar. 6 - 7:30 P.M. - Installation of Officers and  
Board of Governors, at the  
Waldorf Astorial Hotel.

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Please advise your congregants to watch these two special programs on Aliyah of  
American and Russian families:

CBS-TV -- Look Up and Live -- 10:30 to 11:00 A.M.

ISRAEL: NEW FACES -- Sunday, February 20th -- Part 1.

Sunday, February 27th -- Part 2.

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Founded 1881

# The New York Board of Rabbis, Inc.

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- An association of Orthodox, Conservative and Reform Rabbis in New York and vicinity.
  - Represents Judaism, protects religious rights of Jews, encourages Jewish education and philanthropy, and is a force for civic betterment.
  - Conducts a chaplaincy program in 200 hospitals, penal and correctional institutions, mental hospitals, youth shelters and homes for the aged, ministering annually to 300,000 men, women and children.
  - Sponsors the International Synagogue at John F. Kennedy Airport.
  - Conducts The Brith Milah Board of N.Y. (Ritual Circumcision) which certifies Mohelim.
  - Conducts the world's only school for Mohelim at The Mount Sinai Hospital.
- (The Chaplaincy and Brith Milah activities are made possible largely by a subvention from the Federation of Jewish Philanthropies of New York.)

RABBI HAROLD H. GORDON, *Executive Vice President*

FOR IMMEDIATE RELEASE

## RESOLUTION ON FOREST HILLS PROJECT UNANIMOUSLY APPROVED BY THE BOARD OF GOVERNORS OF THE NEW YORK BOARD OF RABBIS ON JANUARY 12, 1972.

The New York Board of Rabbis, mindful of the ethical dictates of the Jewish heritage, asserts its profound concern for the poor and afflicted in society. Jews have always extended themselves to the poor and underprivileged of all groups. We recognize, therefore, the obligation and necessity of providing low-income families with decent housing.

We believe, however, that housing projects should be planned in careful consultation with those who comprise the communities where they will be located and should take into consideration conditions pertaining to all aspects of community life. Their size and location should be such that they can be absorbed into the existing communities without drastically transforming their character. To do otherwise could defeat the aim of the projects and convert healthy local communities into new depressed areas riven by conflict and divisiveness.

In this context, we view with profound distress the frequency with which the charge of racism and bigotry is levelled against Jewish groups whenever, on grounds of principle and practicality, they find themselves in disagreement with other ethnic groups. The exclusion of such gratuitous charges from debate would allay the bitter polarization that has developed in intergroup relations.

The New York Board of Rabbis is deeply concerned over the tragic confrontation that has developed in Forest Hills. Since community control has been established as the basic pattern in other programs affecting the population of our city, we urge full consultation with the local residents with regard to this project.

Furthermore, to make such consultation possible, we ask for an immediate cessation of work on the project. This will provide the proper milieu to enable the local community to work out a satisfactory, equitable and constructive solution.

The leadership of The New York Board of Rabbis stands ready to assist in constructive deliberations on this and similar problems which are of vital concern to all the people of our city.

January 20, 1972

TEN JEWISH ORGANIZATIONS  
15 East 84 Street  
New York, N.Y. 10028

FOR IMMEDIATE RELEASE

NEW YORK, Jan. 19 -- Students and faculty of the City University were advised today by 10 major Jewish organizations of their right to refuse to answer a CUNY questionnaire about their race, religion and ethnic background.

The joint statement came in the wake of a CUNY request, addressed to the university's instructional staff and student body, to fill out forms listing their creed, color and national origin. The Jewish groups declared:

"Such inquiries raise the most serious questions regarding invasion of privacy and the possibility of serious misuse of information for discriminatory ends. Legally no individual can be required to give such information and may not be coerced to do so.

"We therefore advise all students and faculty members that it is their right to refuse to answer such questions."

Expressing their concern that many students and faculty members had not been made aware of this right, the Jewish organizations declared:

"We demand that the City University meet its responsibility fully and publicly to inform all students and faculty that no penalties can be imposed for such exercise of their rights."

The statement was signed by the following groups:

American Jewish Committee, New York Chapter  
American Jewish Congress, New York Metropolitan Council  
Anti-Defamation League of B'nai B'rith, New York Region  
American Zionist Federation, Brooklyn Division  
Brooklyn Board of Rabbis  
Brooklyn Jewish Community Council  
New York Board of Rabbis  
Queens Jewish Community Council  
Rabbinical Board of Flatbush  
Rabbinical Council of America, New York Affairs Committee  
United Zionist Revisionists of America