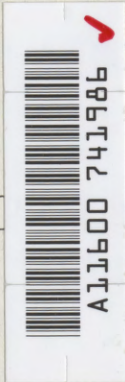


OVERSEAS TEACHERS PAY

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HEARING
BEFORE THE
COMMITTEE ON COMPENSATION
OF THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
EIGHTY-NINTH CONGRESS

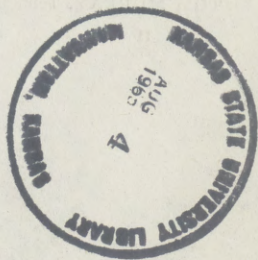
FIRST SESSION
ON

H.R. 6845

A BILL TO CORRECT INEQUITIES WITH RESPECT TO THE
BASIC COMPENSATION OF TEACHERS AND TEACHING POSI-
TIONS UNDER THE DEFENSE DEPARTMENT OVERSEAS
TEACHERS PAY AND PERSONNEL PRACTICES ACT

APRIL 13; MAY 13, 25, 1965

Printed for the use of the
Committee on Post Office and Civil Service



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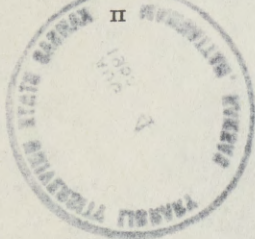
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OVERSEAS TEACHERS PAY

TUESDAY, APRIL 13, 1965

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMPENSATION OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 11 a.m., in room 219, Cannon House Office Building, Hon. Morris K. Udall (chairman of the subcommittee) presiding.

(H.R. 6845 follows:)

[H.R. 6845, 89th Cong., 1st sess.]

A BILL To correct inequities with respect to the basic compensation of teachers and teaching positions under the Defense Department Overseas Teachers Pay and Personnel Practices Act

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 4(a) (2) of the Defense Department Overseas Teachers Pay and Personnel Practices Act (73 Stat. 214; Public Law 86-91; 5 U.S.C. 2352(a) (2)) is amended to read as follows:

"(2) the fixing of the rates of basic compensation for teaching positions at the rates of basic compensation for similar positions of a comparable level of duties and responsibilities under the municipal government of the District of Columbia;"

(b) Section 5(c) of such Act (73 Stat. 214; Public Law 86-91; 5 U.S.C. 2353(c)) is amended to read as follows:

"(c) The Secretary of each military department shall fix the rates of basic compensation of teachers and teaching positions in his military department at the rates of basic compensation for similar positions of a comparable level of duties and responsibilities under the municipal government of the District of Columbia."

Sec. 2. The amendments made by this Act shall become effective at the beginning of the first school year which begins after the date of enactment of this Act.

Mr. UDALL. The subcommittee will come to order.

This is, in a sense, a historic occasion. The Post Office and Civil Service Committee, prior to this year, has not had standing subcommittees with legislative jurisdiction. By action of the committee, the Subcommittee on Compensation, which I have the honor to Chair, was created and this is the first hearing of this subcommittee on any legislative matter.

I might say that we have scheduled this special hearing today on the bill, H.R. 6845, in order to accommodate two representatives of the overseas dependent school system who would not be able to appear later in person without considerable expense. It is the custom and practice of the congressional committees, ordinarily, to hold hearings only after the executive departments and agencies concerned have had an opportunity to study the legislative proposals, and to submit official comments on those proposals. We are not in a position to hold the full-scale hearings because we have not yet received official administrative reports on this bill.

However, representatives of the Overseas Education Association were in town today on some other business and, solely and strictly as an accommodation to them, I took the liberty of scheduling this brief hearing this morning at which we will receive their testimony. I plan to announce some time in the next few weeks, and I would hope early in May, that we have the administrative reports, and that we will schedule further hearings to hear all those who wish to be heard.

We have had a number of requests from groups and organizations and individuals who want to be heard, but the hearings this morning, for the reasons I have indicated, will be limited entirely to the representatives of the Overseas Education Association here in Washington today.

H.R. 6845 is designed to correct inequities with respect to the compensation of these teachers, who are employed by the military departments under the Defense Department Overseas Teachers Pay and Personnel Practices Act, Public Law 86-91.

Public Law 86-91 was developed on the basis of extensive hearings held by our Civil Service Subcommittee in the European theater during the 84th Congress. It was intended to correct serious deficiencies in the operation of schools which had been set up by the Defense Establishment to provide adequate educational facilities for dependents of Government personnel, both military and civilian, engaged in our Government's foreign programs.

Like many of our best intentions, however, Public Law 86-91 simply has not worked out at all as either our committee or the teachers had expected. The overseas hearings, as well as our committee deliberations at the time, demonstrated that many of the usual civil service employment policies—and the Classification Act of 1949, in particular—were entirely unsuitable for the overseas dependents' school system, although up to that time they were being applied. Accordingly, the teachers were removed from the Classification Act coverage and from certain other customary civil service employment requirements.

In effect, broad administrative discretion was vested in the Department of Defense to set up an employment and pay system for these teachers which would be consistent with modern school practices in the United States. As to compensation, the only limitation was that salary rates should not exceed those paid in the District of Columbia school system.

As matters have worked out, it now appears clear that operations under this legislation have been to the serious disadvantage of our overseas teachers, and very probably to the effectiveness of the overseas school program, rather than to the advantage of both as was the intention. The teachers have been denied the very material benefits and improvements which have been brought about in the Classification Act pay system since the 86th Congress.

Failure to receive any consideration for major advances, such as the "comparability principle" adopted in Public Law 87-793, has been especially adverse to the interests and the morale of the teachers—and probably to the maintenance of the educational standards which dependents of our overseas personnel should have.

The subcommittee plans to schedule regular public hearings on H.R. 6845 after the Easter recess, with representatives of the U.S. Civil Service Commission, the Department of Defense, and possibly

other agencies to present the administration's views. Representatives of employee organizations concerned also will be given an opportunity to testify at the hearings.

Our witnesses this morning on behalf of the Overseas Education Association are Mr. Joseph B. Crawford, president, Mr. Cecil Driver, executive secretary, and Mr. Earl C. Berger, legal counsel.

Gentlemen, the subcommittee has been presented with a prepared statement which runs some 14 pages, and it is in front of every member. I assume that one of you will present the testimony, and be backed up on questions by the other representatives.

Now, let me say to you that we only have about 55 minutes for this hearing this morning. Most of that, I suspect, will be occupied if the statements were read in full. I in no way wish to influence your presentation, but I would suggest to you that if you wish to do so, you could simply have the statement inserted in the record as though it had been read in full, and then highlight or summarize the statement as you wish. This would leave a little more time for the questions that my colleagues on the committee might have, and the chairman himself might have. I am not demanding this or insisting on this. I am simply suggesting this as a way that might be more meaningful and helpful to the committee. We now recognize you, Mr. Crawford, to make whatever presentation you desire.

Mr. CRAWFORD. Thank you, Mr. Chairman.

STATEMENT OF JOSEPH B. CRAWFORD, PRESIDENT, OVERSEAS EDUCATION ASSOCIATION

Mr. CRAWFORD. I am the president of the Overseas Education Association. On my left is Mr. Driver, the executive secretary, Mr. Berger, our legal counsel, who is an attorney working in Europe, in Paris, and to my right is Mr. William Beebe, of the Washington firm of William & Glassie, who is also part of our group.

Mr. UDALL. We welcome all of you gentlemen and we are happy to have you with us.

Mr. CRAWFORD. Thank you. We accept your suggestion, and we ask that the prepared statements be entered in the record.

Mr. UDALL. Without objection, the statement of the Overseas Education Association, which consists of 14 pages, will appear in the record at this point as though it were read in full.

Mr. CRAWFORD. We also ask, Mr. Chairman, that the statement submitted by Dr. Davis of the National Education Association be inserted in the record.

Mr. UDALL. Without objection, the statement, consisting of some seven pages with various exhibits of the National Education Association, will be printed in the record in full, following the statement of the Overseas Education Association.

Mr. KREBS. I reserve the right to object to that. I think in fairness to all parties, we ought to agree on a common time for all the other organizations. The purpose in hearing the Overseas group is because of the difficulty in their getting back to testify at another time.

Mr. UDALL. The gentleman understands, of course, that the National Educational Association had no intention of testifying this morning. I indicated to them that we didn't have time, but on the gentlemen's suggestion, we will reserve that matter and take it up

later. The statement will either be inserted in the published hearings or we will call the NEA people to testify after we hear the other witnesses.

Mr. CRAWFORD. The reason we asked that the NEA testimony be inserted is because of the enlightening exhibits therein.

Mr. UDALL. I am sure that they will appear in the record at some point.

Mr. CRAWFORD. I also have a statement which is not in complete form, and I request that the committee accept this for inclusion in the record from Mr. Berger.

Mr. UDALL. Without objection, Mr. Berger's statement will appear in the record.

Mr. CRAWFORD. Thank you, sir.

STATEMENT OF EARL C. BERGER, LEGAL COUNSEL FOR THE OVERSEAS EDUCATION ASSOCIATION

Mr. BERGER. I am counsel for the Overseas Education Association, the professional organization of the majority of teachers employed by the Department of Defense in the overseas dependents schools, the overseas affiliate of the National Education Association. OEA is not a labor union. It is a professional organization of professional persons who wish to maintain high educational standards.

Your direction and order to the Department of Defense to pay these teachers basic compensation in relation to that paid stateside teachers has been disregarded by the Department of Defense for almost 6 years.

You entrust to the Department of Defense the responsibility of paying just compensation to the builders of Polaris submarines, missiles, and similar complicated tools. Yet the Department of Defense has been unable to ascertain or pay basic compensation for school teachers. More than that, it has directly questioned their right to be paid according to your formula in Public Law 86-91, and has allowed but one \$100 increase in 6 years, for schools years 1963-64, while at the same time it has paid all other Department of Defense employees the four increases you ordered for all other civilian employees including themselves, and including the teachers' supervisors, school clerical help, school janitors, but not school teachers.

There can be but one conclusion. The administrators of your law have a mental block or prejudice against schoolteachers. Why?

The fact is, the net result is, that the Department of Defense has repealed Public Law 86-91. My high school civics teacher told me that laws can only be made and repealed by Congress. Only the Supreme Court can challenge any law you make on the ground that it offends the Constitution; it cannot say you set salary schedules too high or too low. The Department of Defense seems to be supreme beyond the powers of the Supreme Court.

The teachers have been back and forth for 6 years, trying to reason with the Department of Defense, but without avail. You have made it known that if the Department of Defense would request a specific line item for teachers' salaries you would give any such specific budget request sympathetic consideration; but the Department of Defense declines to submit any such request.

Accordingly, the Department of Defense ought to be relieved of the responsibility for carrying out Public Law 86-91, and this chronic

condition of frustration will dissipate. This can be done either by rejecting any budget request that does not contain a specific line item for salaries, or, even better, simply amend Public Law 86-91 to read: Overseas teachers shall be paid the same scale of salaries as the teachers in the District of Columbia.

The National Education Association (our own affiliate and parent organization) has very reluctantly branded the overseas dependent schools as unsatisfactory. This is equivalent to the American Medical Association withdrawing approval of a county medical society, or withdrawing its approval of a hospital.

Any teacher who continues to teach in the overseas dependents schools prejudices his professional standing and future; many have resigned. Some 40 percent have resigned each year since Public Law 86-91 has been frustrated.

The children of the Armed Forces cannot afford to have their opportunities for admission to college prejudiced by continuing to study in a rejected school system. The children have become disillusioned with their Government, wanting to know why it is necessary for the teachers to sue their Government to be paid what Congress has ordered.

Come, let us sit down and reason together. By a stroke of the pen you can cure this illness. Thank you for your consideration.

Mr. CRAWFORD. Mr. Driver will now present the bulk of our testimony.

Mr. UDALL. The Chair recognizes Mr. Driver, and you may proceed.

Mr. DRIVER. Mr. Chairman and members of the Subcommittee on Compensation. I am very happy not to have to read this entire statement. I hope you won't think me officious if I do read certain portions, because I do want to accent and underline points which I am trying to present to this committee.

It is with pleasure and pride, as well as gratitude and relief, that we of the Overseas Education Association appear before you in support of H.R. 6845. We are pleased that you, Mr. Chairman, have undertaken to have Public Law 86-91 amended, and that you have called a meeting of this committee to hear our views. Mr. Crawford and I, as well as Mr. Berger, have traveled from Europe, and I came from Wiesbaden, for the specific purpose of supporting H.R. 6845. The sad history of Public Law 86-91, now almost 6 years old, vividly shows that for whatever reason, it has not provided overseas dependents' schoolteachers with the salary level required to recruit and retain qualified teachers for our overseas children. It is our firm belief that this amendment, which would require that salaries of overseas teachers be the same as those in the District of Columbia, would be an appropriate and conclusive way to deal with the same problem that was before Congress when it enacted Public Law 86-91 and which unfortunately is still a problem today in an even more aggravated way; namely, the fair treatment of the teachers in the overseas dependents schools.

In the next portion of my testimony I have gone back to give a little bit of the historic record and the background leading up to the law.

When a subcommittee of the Committee on Post Office and Civil Service, under the chairmanship of the Honorable Charles O. Porter, conducted hearings on H.R. 1871, and related bills, prior to the enactment of Public Law 86-91, the chairman expressed what he felt to be the views of appropriate military and school officials, as well as teachers, when he said that there was an "urgent need for prompt enactment of this legislation." Further, he stated the overall purpose of the bill when he said:

The legislation before the subcommittee will provide an improved system of personnel administration and compensation for schoolteachers and certain school officers and other employees of the dependents schools of the Department of Defense in foreign areas.

I now present in my statement the views of the Department of Defense. Stephen S. Jackson, Deputy Assistant Secretary of Defense, likewise, referred to the "factors" which were recognized in the District of Columbia school system when, in 1947, the Congress approved a Teachers Salary Act, and in 1951, a Sick and Emergency Leave Act, applying to teachers and other school personnel in the District. The same conditions which influenced the decision to provide these special pay and leave provisions for the District of Columbia schools prevail in the overseas dependents schools of the Department of Defense.

Mr. Jackson pointed out, in answering questions of members of the committee:

There will be an enhancing of the career status because of the elimination of these inequities and injustices and annoyances, and there will be, as was pointed out, an opportunity to recruit persons with degrees more readily because of the additional amount (extra compensation for extra degrees) which in turn will result to a degree in a better quality of people in certain fields. The basic reason, however, or the reason that concerned us mostly, was the fact that our people, these people that were serving our dependents, were not being treated properly or fairly.

Of more than passing interest, and I am now on page 4, was the fact that the European Congress of American Parents and Teachers, in the fall of 1959, urged the Department of Defense by resolution to adopt the District of Columbia pay scale for the overseas dependents' schools.

It is also of more than passing interest that ECAPT has again expressed support of the same principle contained in H.R. 6845. The chairman expressed a fact when he said that the pay comparability has not been extended to teachers.

I have also made some comparisons with what teachers would have been paid under the Classification Act. Pay for GS-7 positions has been raised almost \$1,100, at the base, since the law was passed, while pay of overseas teachers has been adjusted, at the base, only \$185. At the maximum, the disparity is even more apparent. As GS-7's today, using the conversion formula of 87½ percent which the Department of Defense utilized in converting teachers from the Classification Act to the law, pay of teachers would range from \$5,294 to \$6,869. As GS-9's, ratings which teachers have been allowed to hold since the passage of the law, the pay would range from \$6,318 to \$8,247. Thus, there would be a range of difference of almost \$3,000 under GS ratings.

Mr. Chairman, I have passed over most of the quotations. Administrative indifference to the law, which has been simultaneous with stress upon the need for individuals to observe our Nation's laws,

leaves overseas teachers bewildered, perplexed, and indignant. That our country should be placing increasing emphasis upon expanded educational opportunities, with better salaries and status for teachers, at the very time remuneration of overseas teachers does not allow for the recruitment and retention of adequate professional personnel seems ironic, when we consider that the children of our military forces are following the flag in defense of our country.

I have put down some of the present efforts our organization has made and which might also apply to some other professional organizations, such as NEA, to improve the overseas schools and to have the law implemented.

Since that time efforts of the Overseas Education Association to secure justice for overseas teachers have been unceasing, and they will go on until this fight for observance of Public Law 86-91 is won. In a long letter of December 28, 1964, many of the facts of this statement were presented to the Committee on Post Office and Civil Service and the Committee on Armed Services, of both Houses of the Congress.

My letter of December 3, 1963, to the Honorable Tom Murray, asking for an amendment such as that in H.R. 6845, and related bills, was quoted. By a letter of December 23, 1964, to many Congressmen I quoted my letter of the previous May to Representative Gerald Ford:

The roles of those members of our Government instrumental in dishonoring the law have been a discredit to our democratic society and Government. Those who either legislate or administer the laws should be the most zealous adherents of the doctrine that the rule of law is the very basis—the essence—of decency, democracy, and individual freedoms.

I hope that the Members of Congress who are interested in having all our laws obeyed, as well as those interested in better overseas schools, will now insist that the game of disobeying Public Law 86-91 must cease immediately.

This statement is intended to show a few of the many actions taken by our association in our unrelenting effort to have Public Law 86-91 implemented. I believe that it vividly demonstrates a sad fact—that the Department of Defense cannot be counted upon to insist upon honoring the law. The announced plan for fiscal year 1965 contemplates a \$300 adjustment in salaries, at a time when the salary determination procedures show that our large urban districts in the United States have average salary schedules ranging from \$5,270 to \$9,136. When one adds \$300 to our present scale of \$4,535, and then the same amount to our \$6,315, he realizes the travesty upon justice which has been perpetrated and perpetuated for the past 5 years. By what prerogative has the Department of Defense paid overseas school principals and other administrators under the Classification Act all their four salary increases since Public Law 86-91 was enacted, while refusing to request money which it has alleged to be necessary for implementation of the law and the salary determination procedures? We support with every bit of strength at our command for H.R. 6845, which this committee is considering. We strongly endorse the words of your chairman:

The needs of American employees abroad must not be overlooked, and the overseas teachers need our help and support.

It is gratifying, and very deeply appreciated, that this committee is considering the urgent needs of the overseas dependents schools.

Mr. UDALL. Thank you, Mr. Driver. Speaking for myself, I assure you that I intend, before the day is out, to read your statement

in full, and to acquaint myself with all of the background that you have covered. I think that you have summarized this statement excellently. We have a very conscientious subcommittee here, and I am sure that all the points you have raised will be covered by reading the statement.

Let me ask a few questions, and I will then yield to my colleagues on the committee. The way the system works now, as I understand it, is that the various schools are operated by the different military departments. You may have the Navy operating one, then the Army, and further on down the road, the Air Force. Is this correct? They are operated by the three services for their own people in the particular area?

Mr. DRIVER. The entire picture is complicated by the fact that the reorganization of last year was supposed to give the schools in Europe, Africa, and the Middle East to the Department of the Army, and the schools in the Far East to the Air Force. However, in Europe, we find that the Air Force still has certain controls over personnel. The Army, with its Directorate of the U.S. Dependents Schools has control over the curriculum, so you are correct. There is a certain responsibility delegated to each of the services.

Mr. UDALL. Now, it has been the policy of the Congress to simply appropriate a flat amount per pupil in these schools, which is then made available to the particular school in a particular area.

Mr. DRIVER. It is made available to the Department of Defense, sir. The Department of Defense then gives a certain amount to each of the areas.

Mr. UDALL. Does this vary? Will they give a large amount to a school in the high cost area—more than they will give a school located in an area where there are lower costs?

Mr. DRIVER. That does vary. They take out a certain amount for the areas such as the Panama Canal Zone, and they then pass it out to the various commands. For instance, in Europe this year, we find that the Army had \$266 per pupil at the beginning of the year. The Air Force had \$262. In February of this year, we find that the Department of Defense takes \$2 from the Army, gives it to the Air Force, so that they now have \$264 each.

Mr. UDALL. But DOD can allocate this money in any way it wishes among the different schools.

Mr. DRIVER. That is right.

Mr. UDALL. Then, you get down to a particular school; the superintendent of that school is a civilian employee of the Department of Defense, is this correct? He will be allocated a certain amount, depending upon the number of pupils and his particular situation—a flat amount to operate his portion of the overseas school district?

Mr. DRIVER. Let's say it is allocated to the superintendent at command levels. Within Europe, the money is sent to Air Force headquarters, and, also, to the Army schools.

Mr. UDALL. When you get down to a particular school, though, the superintendent will end up with the budget. He has a certain amount to run the school for a year, does he not?

Mr. DRIVER. That is true.

Mr. UDALL. And he can allocate this himself among salaries, facilities, and so forth.

Mr. DRIVER. No. The salaries are set by the Department of Defense. This is a unified thing.

Mr. UDALL. I hope you will pardon what seems to be a fundamental question. I want to make sure that we understand some of the specific details which are old hat to those of you who have dealt with it for many years.

Is there a flat rate for all teachers in a particular category throughout Europe, for example?

Mr. DRIVER. That is right, sir.

Mr. UDALL. And will this vary, depending on the command or the area of the world where this school is located?

Mr. DRIVER. It may vary slightly. In personnel, who are transferring from one portion of the world to another, they will continue under a GS rating, and then, it is held not to be fair to put them back under the teacher law, which would mean a reduction in pay, so there is a certain spot where a teacher is not doing any more than another, or myself, and I would get the same thing as the teacher at the top of the salary scale in Japan.

Mr. UDALL. All right. Now, if I take a job with the overseas school system, I would assume that I am allowed transportation expenses and certain other expenses in transferring from the United States to my assignment in Europe and rating. Is this correct?

Mr. DRIVER. That is correct.

Mr. UDALL. Is there any quarrel by your organization with these allowances and benefits?

Mr. DRIVER. We have no quarrel with that.

Mr. CRAWFORD. We also feel that because of the nature of our assignments that it would be most unusual if the teachers were not transported to the schools at Government expense.

Mr. UDALL. Does the teacher who signs up for overseas duty have a contract for a specific number of years, or can he leave his assignment at any time to return to the States?

Mr. DRIVER. The legal term used is the "Transportation agreement," whereby the teacher engages to go over and teach for a year. If the transportation agreement is broken, the teacher then has to pay for transportation both ways, plus transportation of household baggage and goods.

Mr. UDALL. And that agreement is ordinarily for what length of time?

Mr. DRIVER. We now go over for 2 years. But at the end of 1 year, the teacher has the option of returning to the United States.

Mr. UDALL. Your statement, in very striking fashion, highlights the rather large discrepancy between teacher's salaries in this country and the salaries paid to overseas teachers. One of the comments that I get in my mail from people who are opposed to this bill or similar legislation is that there is a vast area of fringe benefits—post exchange privileges, and other things of this sort, that overseas teachers are able to obtain—and that this area of fringe benefits more than makes up for the discrepancy you have pointed out. I think this is something that we will be hearing about as we proceed with the hearings on this bill.

Would you care to comment on this?

Mr. DRIVER. Yes, sir; very much so. We have objected most strongly to counting fringe benefits as part of overseas teacher's

compensation when no such deductions for compensation have been allowed for other Government personnel. There are two other related factors. One is that within the whole civil service classification structure, the average rating of the Government employees has gone up since the law was passed by about five-tenths of 1 percent rating. That is from about 6.9 to a 7.4. At the same time, teachers have come down, if we want to put them on a comparable GS rating, as far as rating is concerned, to about—Classification Act grade 5—perhaps in the middle of this pay grade, and there is another factor on this. That is, within the countries of Europe where I have been working since the law was passed, the average increase in the cost of living as computed by data presented by the Economic Counsel in Europe (OECD), has gone up about 30 percent.

Mr. UDALL. Well, now, here is a related question. What fringe benefits do these people point to in their criticism? What can a teacher get if he is stationed in Germany that a teacher in Atlanta or North Carolina or New Jersey can't get?

Mr. DRIVER. Well, they have pointed to medical benefits in the past 2 years, and the history of that is most interesting, for in some areas, teachers cannot even get dental work done.

Mr. UDALL. Presumably, you are entitled to go to the Army hospital if you serve in the area at that time.

Mr. DRIVER. Only if there is an availability of personnel after all military personnel and dependents have been taken care of. Now, the hospital rates are most interesting, for when the law was passed, teachers could go to the hospital for as little as \$5 per day, as well as other civilians. Since that time, the hospital rate has gone up and is supposedly comparable to rates in the United States; about \$42 per day.

Mr. UDALL. Do your teachers have a payroll deduction for a hospital and medical benefit plan, or are these services simply available and you pay for them?

Mr. DRIVER. It is through the Blue Cross-Blue Shield or Aetna. In a questionnaire we did this year, we found that many of the younger teachers just coming over do not elect to take out that insurance. About 25 percent of the teachers do not.

Mr. UDALL. All right. Besides medical benefits, hospitals, and so forth, what other fringe benefits are we talking about? What would you point to?

Mr. CRAWFORD. I have some remarks on this, because this is a very unfair argument to attempt to include fringe benefits as part of the basic compensation. The law is very specific on this, but in addition, when I mentioned that hospital rates are \$42 per day, it is of no concern to anyone, whether a person has hospitalization insurance or not, or whether it is made available. Such insurance is made available to any person who wishes to avail himself of it. I would like to refer to Mr. Driver's prepared statement. In 1962, the Department of Defense organized a committee of expert educators to visit the schools, and they wrote a report, which was called "The Department of Defense Overseas Dependents Schools: Recommendations for Improvement," and I quote:

In evaluating teachers' salaries some have argued that quarters allowances, commissary, exchange, and other fringe benefits should be added to base salaries of overseas teachers in making comparison with stateside school systems. The

Committee rejects this argument. This yardstick is not used in determination of salaries of other civilian personnel abroad. In fact, fringe benefits are specified as being additional and supplementary to base salaries. It would be manifestly unfair to single out teachers as the only civilian employees abroad who must consider fringe benefits as part of their basic salaries.

Mr. UDALL. You make the point there, then, that a secretary who is a GS-5, who goes abroad under the Classification Act and works at the base adjutant's office, gets all of these fringe benefits and no one argues that these should be deducted from her salary?

Mr. CRAWFORD. Yes, sir; and she also gets more money than I do. And you wanted to know what other fringe benefits we have. We have the opportunity to live in the bachelor officer quarters in most parts of the world. This consists of a room, which is frequently about 10 by 10, and there is a connecting toilet between two rooms. The teachers have the opportunity to cook in a kitchen which is usually 1 per floor, and it is shared by 25 or 30 other people. Many of these are located near motor pools where there is constant military movement. They do not offer the privacy and the so-called gravity-train type living that a lot of people would like the Congress to believe.

I assure you that these fringe benefits are not part of basic salary and cannot be considered so, and that I can live a whole lot better in the United States with U.S. fringe benefits than I can living abroad with our so-called fringe benefits.

Mr. UDALL. One final question, Mr. Driver, and this may be covered in your statement. To what extent has turnover been a problem? Have you developed figures on the percentages of the number of teachers who stay 1 year, or 2 years, and then leave?

Mr. DRIVER. Yes, sir; we have. When the survey report was made, we found that some 58 percent of the teachers were in their teaching assignments that year for 1 year—the first year. In other words, compounded on to the 37 percent turnover that year from the United States, there was an additional 21 percent internal turnover factor, which made the total of some 58 percent. For those people with 2 years or less within a particular job, the figure was some 81 percent, and this makes the problem of continuity of any educational program extremely difficult.

Mr. UDALL. Would you agree that continuity is important as far as the quality of teaching is concerned? Is it important to have teachers there for several years, dealing with students they know and dealing with situations they know about?

Mr. DRIVER. We think it is very important. This problem is particularly aggravated by the fact that the people who stay in the overseas program, and this is natural, tend to go to the more popular and larger cities, leaving the schools in the outlying districts with an 80 to a 100 percent turnover.

Mr. UDALL. The gentleman from North Carolina.

Mr. BROYHILL of North Carolina. Thank you, Mr. Chairman. I want to join the chairman in welcoming you to the committee, and say we are happy to have you and give you this opportunity to present your testimony. I only have one or two questions. Being new on this committee, I am not as familiar with this subject matter as the gentleman from Arizona, but I would like to ask about a figure you have read. Do I understand that the overseas teachers are paid a minimum of \$4,535 and a maximum of \$6,315?

Mr. DRIVER. That is substantially correct, sir, but at the same time, we have approximately 10 to 15 percent of our teaching personnel who are below this \$4,535; people who are two steps below. That is, they didn't have the required 2 years of teaching experience in the States, or the required educational training, or they got their jobs locally. We call these people local hires, or NTE's, but the figures quoted are applicable to those teachers recruited in the States who are then started off with 2 years' experience on our salary scale.

Mr. BROYHILL of North Carolina. How about the other side? Do you have anyone making over this amount?

Mr. DRIVER. No teacher under the teacher law makes more than that.

Mr. UDALL. It would be supervisory personnel?

Mr. DRIVER. It would.

Mr. CRAWFORD. Classification Act employees.

Mr. BROYHILL of North Carolina. Then I want to return to your testimony. I have not had an opportunity to read this statement in detail, but you are saying in this last paragraph that if the law had not been changed in 1959, that the teachers' salary range would be \$5,294 to \$6,869; is that correct?

Mr. DRIVER. No, sir. I am saying the range would go up to \$8,247. This higher figure is based upon the fact that within the civil service classification setup, some 20 percent of the teachers within the Indian Bureau, mostly holding masters degrees, have a GS-9 rating, and this is computed on the basis of the maximum.

Now, it is also based on the 87½ percent of the annual wage which this person would draw. That is, 87½ percent of \$9,410, which is the GS-9 maximum annual pay.

Mr. BROYHILL of North Carolina. No other questions.

Mr. UDALL. The gentleman from New Jersey.

Mr. KREBS. I, too, want to compliment the chairman on holding this hearing, and compliment you gentlemen for the presentation you made, and I am also sorry that there isn't more time, because I am sure that a lot of these points could have been developed more thoroughly and we could have better understood some of the problems that you are suffering from, but let me just ask a few questions.

No. 1, during your testimony or the reading of the prepared statement, you suggested that the Department of Defense actually oversaw the administration of this whole program through the Air Force, the Army, and the Navy; is that true?

Mr. DRIVER. That is true.

Mr. KREBS. In other words, the boss of the operation is the Defense Department.

Mr. DRIVER. That is true.

Mr. KREBS. You also referred to some special rates, and this is for my own understanding; where people who had been earning a higher salary were transferred into a job where the majority of the people on that job were being paid a lower salary than that person, would you say this is comparable to what are called red-circle rates?

Mr. CRAWFORD. Sir, I don't understand the term "red-circle rates."

Mr. KREBS. Well, I just wanted to make sure we are talking about the same thing.

Mr. CRAWFORD. But I would like to extend one moment, sir. Most of the time, when a person has been a Classification Act employee

as a GS-7, 8 or 9, or possibly even higher and becomes a teacher in dependent schools, he is converted then to the provisions of Public Law 86-91, and is given a rating, generally, of class I, and according to civil service regulations, if the person is reduced in rank, he must then, as closely as possible, have his salary adjusted so that a GS-9, converting into a class I would probably be on a higher step, regardless of his years of service as a class I.

Mr. KREBS. And something else was said that has me confused. You said that normally you signed a contract or had an understanding that you would serve in this foreign post for a year, and that if you chose to quit before the year expired, you had to pay your own expenses both ways, and then you suggested 2 years in relationship—I am confused whether it is 1 or 2 years.

Mr. DRIVER. Sir, it used to be 1 year for the Air Force people. The Army always had the 2-year rule, and now the Department of Defense has adopted the 2-year rule.

Mr. KREBS. So they chose the least favorable to the people involved?

Mr. DRIVER. It was an attempt to equate treatment of teachers with other Government personnel overseas. This is one of the so-called fringe benefits, if you want to call it that.

Mr. KREBS. I think I would argue with you whether that is a benefit or not. With respect to the cost of living—as my colleague on the committee just mentioned—we didn't have time to read or hear your total statement, but do you have any comparison in the cost of living in your statement?

The statement referred to follows:

Mr. DRIVER. I have not included it in here. I have sent comparisons to individual Congressmen, and I would be happy to send you a statement.

(The statement referred to follows:)

OVERSEAS EDUCATION ASSOCIATION,
Wiesbaden, Germany, May 27, 1965.

SUBCOMMITTEE ON COMPENSATION,
Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.

DEAR GENTLEMEN: During the course of hearings held on H.R. 6845, which you kindly held so that representatives of the Overseas Education Association could testify, the Honorable Paul Krebs requested certain information relative to increases in cost of living in Western Europe since 1959. In view of the disappointing statements of Mr. John Macy and Mr. Norman S. Paul, representing the Civil Service Commission and the Department of Defense, I have enlarged this statement beyond the original request, to include a résumé of materials I've presented to congressional committees in the past.

The statements of Mr. Macy and Mr. Paul merely illustrate the need for the amendment to Public Law 86-91, to insure that the will of the Congress must be implemented by the executive agency. We established, in our previous statement, the historical and legal background for the Teachers Pay and Personnel Practices Act; namely, that the Congress intended that a pay scale roughly equivalent to that of the District of Columbia be established and implemented. Such intent has not been carried out, and now we find the gentlemen referred to in this paragraph suggesting that a formula be established for comparing pay of teachers in ODS to that of teachers in stateside school districts of 5,000 or more students. Such a comparison would be virtually impossible to establish, and does nothing to insist that the Executive must carry out formulas for paying overseas teachers which have been established already.

Some pertinent facts for your consideration are:

I. Average pay of teachers in ODS is around \$4,900, as compared to more than \$6,200 for the United States.

II. Beginning pay of GS-7 personnel has been raised from \$4,980 to \$6,050 since 1960, with prospects of further increases good.

III. The average of our "comparable" school districts—100,000 population, or more, ranges from \$5,270 to \$9,136. By next fall next the average augmentation of salaries will average some \$1,100.

IV. Since the passage of Public Law 86-91 teachers under civil service GS ratings have been given ratings as high as GS-9, and an estimated 25 percent of teachers working for the Bureau of Indian Affairs enjoy such status and remuneration as the increased rating allows.

Public Law 86-91 and the salary determination procedures promised that overseas teachers would be paid "in relation to" those large urban school districts of the United States, with overseas pay roughly equal to the past year's pay for such districts.

Increases in remuneration of selected school districts

	Bachelor's 1959-60	Minimum 1964-65	Maximum 1959-60	1964-65
Los Angeles.....	\$4,730	\$5,500	\$9,000	\$11,000
San Diego.....	4,700	5,500	9,000	11,000
San Francisco.....	4,700	5,840	8,660	11,100
Washington.....	4,500	5,350	7,300	10,050
Chicago.....	5,000	5,300	8,750	10,450
Detroit.....	4,700	5,300	8,300	9,840
St. Louis.....	4,000	5,000	6,800	9,500
Philadelphia.....	4,200	5,300	7,000	9,000
Dallas.....	4,100	4,700	6,500	7,400
Milwaukee.....	4,550	5,275	8,100	9,275

PRICES AND SALARIES OVER THE PAST FEW YEARS

The Bureau of Labor Statistics shows that the consumers' price index stood at 107.6 in 1964, as compared to the 100 as represented by statistics for the 1957-59 period. During the period of time covered by the existence of Public Law 86-91 salaries in our "comparable" school districts have been boosted an average of 17 percent, exclusive of step increments. GS-rated personnel in the GS-7 through GS-9 brackets have enjoyed augmentations of pay averaging 20 to 25 percent. Industrial workers have been rewarded with a 20-percent increase in wages, exclusive of the handsome fringe benefits, as the gross national product has climbed. The average weekly pay of the industrial worker has increased from \$83.56 to \$101.15, from 1958 to 1964.

While the incomes of teachers and others in the United States have gone up and up, that of the overseas teachers has been stagnant, or retrogressing. Since some three-fourths of our 6,000 overseas teachers work in Western Europe, I have taken figures from the September issue of the General Statistics of the Organization for Economic Cooperation to show increases in wages and consumer prices from 1959 to 1962. Since these statistics cover a 10-year period from 1953, the figures for 1959 are above 100 percent.

	United States	Germany	France	Italy	Norway	United Kingdom	Nether- lands	Denmark
Consumers' price index:								
1959.....	108.9	109.9	128.9	112.8	120	120.0	118	117
1962.....	113.4	118.3	144.7	123.3	130	130.7	127	133
Percent increase.....	4.5	18.4	110.5	110.0	110	110.7	19	116
Hourly pay:								
1959.....	126.0	146.0	168.0	131.0	143	142.0	151	139
1962.....	137.0	194.0	213.0	169.0	174	170.0	186	218
Percent increase.....	11.0	348.0	345.0	338.0	331	338.0	335	345

¹ European increase: 11.5 (average).

² 1961.

³ European increase: (40 average).

Two or three pertinent observations need to be made from these facts:

1. Consumer prices have risen less than wages, in both the United States and Western Europe.
2. Consumer prices rose 4.5 percent in the United States, as compared to 11.5 percent for the countries of Europe. Since we have seen that the consumer prices in the United States rose from 4.5 percent in 1962 to 8 percent at present, it is a safe assertion to say that prices in Europe have gone from 11.5 percent to more than 20 percent. (I have written for more recent publications of OECD.)

FRINGE BENEFITS AND SALARIES OF PERSONNEL UNDER PUBLIC LAW 86-91

It was recently stated to your committee that in view of the fringe benefits of housing, transportation, and post exchange benefits, that a \$300 pay adjustment for overseas teachers would be adequate. It is very much to the point that as late as last fall a Department of Defense official wrote to me that no one in the DoD who knew anything about the overseas schools considered fringe benefits as part of the "basic compensation." Now Mr. Paul's statement: This statement, with the odd arithmetic it poses, only illustrates the imperative need for H.R. 6845, as it is now written.

Some persons have claimed, in the past, that hospital and medical treatment as one of the fringe benefits—for teachers, only. In the following table I have worked out cost increases for hospitalization insurance and BOQ fees, to show the declining purchasing power of overseas teachers. It is interesting to note that the \$300 adjustment would not restore the 1959-60 purchasing power at step 1 of the salary scale (\$300 is computed to \$278 of 1959-60 purchasing power).

In order to hold Blue Cross insurance today I must pay \$167.58 to cover my family, because of the hospital rates of \$42 per day. Since my family could have been covered by a well-known company for \$25 annually, when hospital rates were \$5 daily, I am now paying out \$142.58 in excess of what family rates were in 1959-60. For a single teacher to get full protection with Blue Cross the annual contribution from the teacher is \$62.10, as compared to an annual rate of \$10 when hospitalization rates were \$5 daily. As a result of such a steep increase, the Overseas Education Association learned, from a questionnaire return of some 400 teachers, that almost one-fourth of those surveyed did not have insurance.

Largely because of the rapidly increasing labor costs in Western Europe the BOQ (housing) fees which single teachers must pay average \$11 per month, from the same OEA questionnaire returns. Since the fees have doubled, approximately, over the past 5 years, the amount of money the single teacher pays out extra is \$66 annually. Thus, my extra expenses amount to \$142.58; those for single teachers total \$118. On one base this school year efforts of the OEA were successful in having BOQ rates lowered from \$20 monthly to \$10; on another, teachers were finally allowed to clean their own rooms rather than pay the fee of \$30 monthly.

Salaries 1959-60 compared to 1964-65, in purchasing power, including DOD proposed \$300

1959-60	1964-65	Purchasing power, present pay, with \$300 added			
		Married teacher	Single teacher	Married teacher	Single teacher
\$4,350	\$4,535	\$4,063	\$4,086	\$4,341	\$4,364
\$4,500	4,720	4,234	4,257	4,512	4,535
\$4,650	4,905	4,405	4,428	4,683	4,706
\$4,900	5,275	4,747	4,770	5,025	5,048
\$5,100	5,460	4,918	4,942	5,195	5,220
\$5,250	5,465	5,089	5,112	5,367	5,390
\$5,400	5,830	5,260	5,284	5,538	5,562
\$5,500	6,015	5,432	5,455	5,710	5,733

NOTE.—Considering the 8 percent in Consumer Index Prices in the United States the purchasing power of the dollar today is equivalent to 92½ cents, in terms of 1959-60 values.

OVERSEAS EDUCATION ASSOCIATION POSITION RELATIVE TO FRINGE BENEFITS

Since Mr. Norman Paul has again pointed to travel, housing, and post exchanges as part of overseas teachers' compensation, the Overseas Education Association would remind the DOD that such assumptions are clearly contrary to Public Law 86-91. Sections 7 and 8 of the law specifically grant these to teachers, as other laws grant them to other civilian employees working abroad, without their being computed as part of "basic compensation."

By what authority can the executive agency of Government subvert a law of the land, agreed to by the Congress? How can that agency, in counting fringe benefits at 10 to 20 percent of salary, rationalize the fact that an employee in a certain location might receive such benefits amounting to 5 percent of salary, while another person might be located in an area where such benefits could equal 20 percent of salary? In other words, the basic question is: Can the Government in taking from its employees, contrary to Public Law 86-91, subtract a lesser amount from one person than another? In Oslo teachers pay 65 cents for a gallon of gasoline; while in Germany they spend 25 cents. In Oslo I paid 85 cents, or more, per dozen eggs, while teachers in Germany, and other European countries where commissaries are located, were able to buy them at a price of 30 to 50 cents. Since we didn't have a post exchange in Oslo where clothes could be bought, my family had to purchase on the Norwegian economy.

By what authority does the executive agency of Government set up a salary schedule which penalizes teachers at the maximum more than those at the minimum steps (increments)? Example: \$4,535 versus \$5,270; \$6,315 versus \$9,136.

RECRUITMENT OF TEACHERS AND LONGEVITY OF SERVICE WITHIN ODS

Since the idea of a 5-year limitation on tours of duty for ODS teachers was injected into the hearings it might be appropriate for us to consider a few facts about recruitment. (Facts which were presented to the Subcommittee on Defense Appropriations for fiscal year 1964, plus reports, official and unofficial, for the past 2 years.)

Recruitment data, past 5 years

1961-62-----	9,463	1964-65-----	16,200
1962-63-----	10,911	1965-66-----	16,000
1963-64-----	11,444		

¹ About.

Because of the poor treatment given overseas teachers, including the unprofessional salary scale, and perhaps because of the National Education Association urgent advisory which informs stateside teachers of the conditions within ODS and the treatment of teachers, the number of teachers applying for positions has been declining very rapidly.

Two years ago it was stated to the House Subcommittee on Defense Appropriations that the supply of teachers was "one factor" in the pay scale. We have it on good authority that all teachers rated at least "average" by the interviewers this year, and teaching in grades 1 to 6, were offered positions in ODS; and that some 10 percent of those teachers applying were past the retirement ages for their school systems.

As regards length of service of ODS teachers, the average is 2.63, as of 2 years ago. It seems strange to talk of limiting tours to 5 years, when teachers come for only 2.63 years. Some 37 percent of our teaching force were new to the overseas dependents schools in 1962, as revealed by the DOD survey report "Overseas Dependents Schools: Recommendations for Improvement." Some 58 percent were new to their teaching assignments that year, when internal transfers are included. Teachers in their first or second year of teaching in ODS totaled 62 percent of the total number of teachers; while 80 percent were in their first 3 years of teaching. When only some 13.3 percent had more than 5 years of service, it seems incongruous that there should be so much concern expressed that a few might lose "contact with U.S. life." Rather, it would seem—and it has so seemed to two teams of educators which have made studies of problems and needs of our overseas dependents schools—that the imperative of our schools offering some continuity of educational programs to our youngsters is far more important than trying to take away any semblance of continuity, by a rigid rule that teachers must return to the United States after 5 years.

The Government has provided career employment for other civilian employees working abroad; it has discriminated against teachers, and while doing nothing

to work out exchange and leave-of-absence plans to secure enough highly qualified administrators and teachers, now wants to drive teachers out. Perhaps with the resignation of the Director of U.S. Dependents Schools, European Area, plus the forthcoming extremely high resignation rate of teachers who have been frustrated at every attempt to obtain a just salary scale and improved schools, a lesson will have been driven home.

It was extremely depressing to note that Mr. Norman Paul used the same old tiresome and wornout arguments about fringe benefits, in attempting to buttress his arguments that DOD will have provided justice to overseas teachers, if \$300 is added to our teachers' pay. I hope this short statement will disprove any such assertion.

Since Mr. Paul has asserted that Public Law 86-91 gave the Department of Defense discretion to set salaries as it desired, we of the Overseas Education Association are of the firm opinion that H.R. 6845 is absolutely necessary. The number of teachers the Department has to pay out of the limitation (per pupil) seems extraneous to the question of whether DOD has complied with Public Law 86-91. Since the admission has been made that there has not been compliance—only that there was administrative discretion to discriminate against teachers and the overseas schools—we believe it is time for the Congress to make mandatory implementation of Public Law 86-91, with the passage of H.R. 6845.

CECIL DRIVER, *Executive Secretary.*

Mr. KREBS. I would like to see it. I think it is most vital.

Mr. BERGER. I think I can give you a concrete example, I might say this: I have been associated with the overseas teachers since there was such an organization. I might tell you how it came about. At Easter, 1955, my three children were in the dependent schools. The teachers were notified that the schools were being closed and they were being furloughed without pay. I went to headquarters at Heidelberg and asked to see the finance officer. He said, "We have no money." I finally argued the thing with him and he found the money. That is how OEA came about. It developed at that time. The teachers have never asked for increased pay. They were not asking for it. Some little functionaries who are bound by regulations said it was unfair to give a year's salary to teachers who only taught for 10½ months out of the year. "Take them out of the Classification Act," and Public Law 86-91 resulted. In my opinion, Public Law 86-91 is eminently clear; not subject to any ambiguity. It is in two parts; one, basic compensation to stateside teachers; two, benefits. I live in Paris now, not in Heidelberg, and I live on the economy. I was paying \$235 for a one-bedroom apartment. The most acute problem in Europe is housing. Now, the teachers are not allowed that. See, they call me a rich man because I can pay \$235 for rent. I got a new landlord, and he raised me \$100 to \$335 and took away my garage space, and last November he raised it to \$435.

Mr. KREBS. May I ask you what your salary is?

Mr. BERGER. I am a lawyer. I get fees. No teacher has the income I have.

Mr. KREBS. What rents are teachers being charged if they live off the base?

Mr. BERGER. If they live off the base they go to places that are substandard at about \$130 a month, because that is their allowance; \$128, and that is a very important factor. They have to put up with really substandard things, and especially as Americans who are not used to that. I don't know whether you are acquainted with French plumbing, but anyhow, again we come back to your question, if I may take a piggyback ride on Mr. Driver's statement on the 1- and 2-year business; teachers in OEA, or ODS, or DOD have no tenure, and when they stay away from their stateside jobs they

prejudice their right to return. They don't have the same tenure or permanency that a person gets or a teacher gets at the end of 10 years in a State district. They have no school board to go to and complain. Now, I said what I inferred. I want to do more than infer that certain functionaries and administrators are tied up by regulations and rules, and they have frustrated Public Law 86-91. They have repealed 86-91 by not putting it into effect, and I say that it can be remedied very easily by H.R. 6845 or by the Appropriations Committee saying, "Submit a specific line item for salaries." That will eliminate any debate as to salaries. After all, at the Ford plant they enter into negotiations with unions for stipulated salaries for the workmen. That is their Public Law 86-91. They cannot say at the end of a pay period that they don't have enough money left to pay you a full salary. They couldn't do that. They would not be heard to say it, as the Department of Defense has said, "We can get 10 replacements for every vacancy." They would be called "dirty scabs" if they did such a thing, and that is just what they have said to us. Now, as a result, the teacher morale has suffered, and the student morale has suffered. The students want to know why their teachers have to sue their Government to get what the Congress said they should be paid. I emphasize that Public Law 86-91 is clear, unambiguous as to the formula, and it seems that if DOD has been unable to compute and pay salaries to teachers although it can for supervisors and it can for POLARIS submarines, but cannot for teachers. Therefore, I feel that they should be relieved of that and devote their attention to military strategy and say that this is the scale and there will be no debate. You set the scale for them. They are unwilling to do it, for some unknown reason.

Mr. KREBS. I want to thank you for your comprehensive statement. I have one more question. Some mention was made about the suggestion to add \$300 to both the minimum and maximum of the prevailing salary scale; let's assume that that happened and the minimum was \$4,835 per annum and the maximum \$8,615 per annum, how does this relate to minimum or maximum salaries of teachers in the District of Columbia?

Mr. DRIVER. In the District, the starting scale is \$5,350, so that it would still be some \$515 below the minimum. At the maximum, if we went up to \$6,615, we would still be some \$3,435 below.

Mr. CRAWFORD. The maximum for Washington, D.C., is \$10,050.

Mr. KREBS. \$10,050. All right. One suggestion. It's not a question. I would like to suggest, so that this thing can be thoroughly exposed, you ought to spend some time working on sort of a comparative analysis of the costs of living, because I think of talking in terms of x dollars is meaningless unless you relate it to something, and the thing you relate it to is the cost of living.

Mr. UDALL. Of course, the cost of living, I would suppose, would vary tremendously. It might have to have a very low level in Asia, but very high in Paris.

Mr. BERGER. But isn't it the thinking of Congress that the basic cost of living and salary are two different things?

Mr. KREBS. As far as I am concerned, you don't have an enemy on the committee. What we are trying to do is get the facts.

Mr. BERGER. I interrupted merely so that we wouldn't permit ourselves to be confused by this cost-of-living business. I say where-

ever a teacher teaches, he comes with certain professional ability and should be paid for that, regardless of the cost of living.

Mr. KREBS. I don't agree, but I see no point in getting into any philosophical discussion.

Mr. CRAWFORD. Sir, you will be interested in knowing, and I am sure you will agree with me, that we should follow an equal work, equal wage proposition, and that if various functionaries wish to include fringe benefits into basic compensation, then everyone should get all of them; all of our teachers do not receive housing allowances. If my wife were teaching, she would not receive a housing allowance, therefore it cannot be considered part of her basic compensation.

Mr. UDALL. Might I add, also, as I read Public Law 86-91, it was specifically expressed as the intent of Congress that overseas teachers were to be entitled to cost-of-living differential hardship post pay, quarters allowances, and the other usual fringe benefits. This is specifically provided.

Mr. CRAWFORD. "Each teacher shall receive" is in the law.

Mr. UDALL. If the gentleman from New Jersey is finished, let me raise one more question. Certainly my intention in these hearings, notwithstanding the fact that I have sponsored this bill, is to let all sides be heard. I have a rather caustic and hardhitting mimeographed letter and memorandum here from a gentleman named David B. Everett, who is apparently principal of one of these overseas schools, in which he refers to your organization and its members in rather unflattering terms. I think, to make the hearing complete, I would like to ask your consent to make this letter part of the record in this case, because it certainly sets forth a lot of serious charges. If there is no objection, it will be made a part of the record.

(No objection was heard.)

LETTER TO THE COMMITTEE FROM MR. DAVID B. EVERETT, PRINCIPAL, DEPENDENTS SCHOOL, POST OFFICE BOX 1281, APO NEW YORK, 09231

Sir: How about a voice in the wilderness beseeching an opportunity to present the other side of the story? I'm disgusted with headlines and routine reporting on the subjects of teacher's strikes, "inferior education," and "deplorable conditions." If this system is so bad, the unhappy ones can always go home. With malice toward none, may I hazard a few guesses?

We all feel so sorry for the poor, downtrodden teachers in such "hardship" areas as Madrid, Paris, Livorno, Ramstein, Wiesbaden, and Heidelberg. They do have it rough. Why some of them have suffered in these lush assignments for 6 or 7 years. And many have well-paid spouses on the GI payroll too. The rest of them have to be satisfied with assignments to Turkey, Crete, Ethiopia, Pakistan, or Libya, to mention a few. Why some teachers, living in shacks in France, can't even get to Paris. We, the "silent ones," often have difficulty in obtaining highly desirable assignments because some agitators are so firmly entrenched and so in control of the NEA, OEA, AFT and all the rest of the alphabets, they can't even be transferred, much less fired. They are the untouchables. They have iron-clad tenure not only in the system, but even in the host nation, the city, and even the school itself. No wonder so many fine teachers quit after a year or two. Eventually they discover the difficulty of being assigned to these swanky duty places because they don't have enough "points."

Some of the grippers in Madrid, for example, have even refused to circulate to their own dues paying members, a DOD statement which provides that personnel, even administrators, may be reassigned after 4 years in the same location. Why? Are they interested in the other teachers throughout the system who are justly entitled to a better assignment? Do you really think so? Are they interested in obtaining what could very well be better teachers for the children who happen to be living in these nicer locations? Could be. I suspect that some people are quite interested in feathering their own little beds of roses at the expense if need

be, of every other human in the system. Perhaps not, but I suggest that it's about time for a thorough house cleaning.

I wonder what would happen if the DOD completely abolished the overseas dependents school system effective June 12, 1965, and turned all records over to the school's officer and his NCOIC? All would have 60 days of absolute job retention. Fortunately for the children, 60 days won't be quite enough to get all the old gang back.

If this abolition really does take place, I, for one, will be happy to volunteer to go on official stateside recruiting duty during the summer, even while facing dismissal like all the rest. I suspect that there are many administrators who are going home on reemployment leave and who would accept the challenge. We "summer recruiters" would be able to recruit three or four fully qualified applicants for every job. (This happened last year especially after warnings and sanctions had been applied.) Every teacher who would be offered a job would have a degree (or two), and also 2 years of highly successful experience. No district in the States can top this. Furthermore, the new, and I hope the many of our older teachers who have done a fine job, will be top professional people who are not fearful of "Thou shalt nots" and all the rest of this unprofessional jargon. Let's leave the strikers back where they belong, however.

Isn't it about time we stopped sweeping termites under rugs? Termites undermine and destroy. They should be exterminated—legally, of course. December 9 may be "walkout," or "strike" or "get sick" day, but I suggest that the DOD close the schools on June 12 and call it "Kids Day."

If such a radical suggestion could be adopted, I recommend that each reader take time to listen to the strikers and to the moaning and groaning. You'll find that this school system with its recent and modern textbooks, its vitalized curriculum, its new and better organization, its very short hours (compared to stateside), its very small classes (compared to stateside), isn't so bad after all. You'll discover that this "deplorable" system with its free BOQ's with no light, gas, water, telephone, or heat bills to pay, its free off-base housing with extra cash for utilities, with no taxes to pay, and no insurance premiums, and the cheap gasoline for the Volkswagens which were purchased at a 35-percent discount, and the inexpensive shopping, and the reasonably priced dinners and beverages, and free medical care—in the sense that 95 percent of it all is restricted to outpatient treatment for only \$1 a call with more pills than one can carry home, has a lot to offer. You'll even discover that half-day sessions are always some place else, that districts back home are also short of specialists and don't have phonographs and movie projectors in every room either. You might even discover that this "deplorable" system, with its free trips all over the world in jet 707's, and free household furniture, including, to my personal knowledge, items such as silverware, vacuum cleaners and chinaware, this system with all the holidays (including those of the host nation), plus 2 weeks at Christmas and with a week off at Easter for little things like ski trips to Garmisch, a bull fight in Barcelona, or a wingding in Copenhagen—ah yes, you will find that the picture has suddenly changed. You might even discover, confidentially, of course, that kids coming from stateside have to work hard to "catch up" with us.

The entire profession should congratulate my staff of 41 elementary teachers here in this "lush" place called Libya. They voted a resounding "no," just a few hours ago, and up to this moment I have remained silent.

Isn't it about time that some individuals undertook some honest teaching for the sake of children, and not for personal interests? To repeat, if strikers and grippers don't like this terrible hardship job, they have only to ask their Government to send them home—first class, with all the baggage, souvenirs and all. When I cease to enjoy it over here I'll quit—but I will not blast the system, feign headaches, or strike against the Government.

DAVID B. EVERETT, *Principal.*

APRIL 8, 1965

Memo routing slip.

Hon. MORRIS K. UDALL:

I just checked your bill. If it passes, I will resign my GS-11 at \$9,535 and go back to teaching the third grade. As a teacher I will then be able to get to school at 8:30 a.m. and go home at 3 p.m. (instead of 7:30 to 5—and later). I'll even get 2 weeks off at Christmas and not lose annual leave. The same applies for 1 week at Easter, not to mention 3 months to go fishing in the summer. And all for exactly the same annual income. Won't it be funny when first grade teachers are earning

more than their supervisors? When they receive \$9,535 for a year's work (which is actually only 175 days at about 6 hours a day), all of life's problems will be solved.

Ah me.

Mr. UDALL. Let me ask you a couple of questions. The gentleman suggests in the memorandum that there was a question of tenure or seniority in regard to particular assignments. Is it true that if you want to stay in a particular school you can stay there regardless?

Mr. CRAWFORD. No, sir.

Mr. UDALL. What is the situation?

Mr. CRAWFORD. If you possess particular talents that are needed under given circumstances, you may be moved at any time.

Mr. UDALL. So that the memorandum is incorrect in suggesting that you can bump new teachers to the undesirable assignments and keep what he refers to as the "plush" assignments permanently if you want to do so?

Mr. CRAWFORD. Yes; but the trend was brought out by Mr. Driver that long-term teachers tend to gravitate to the more desirable locations, which can only be determined by the people themselves; not the location, because living in Paris is a tremendously expensive proposition, but the older teachers do move into more desirable areas and do stay, but not many years ago, the Paris schools suffered a turnover of about 50 percent, so it does not hold true with every location.

Mr. UDALL. Since I showed this letter to you gentlemen before the hearing, would you have any comments to make on the letter that Mr. Everett has written?

Mr. CRAWFORD. Yes, sir. I don't wish to be crude, but I must state that the comments there are stupid.

Mr. UDALL. Mr. Driver.

Mr. DRIVER. We have heard of some people who try to justify the failure of the Government to pay us legal salaries by the fact that some teachers have written letters which were not exactly grammatical. I heard of 1 letter with 36 errors being bucked down through the military chain of command with the requirement that the superintendent be called upon to justify it. I think this particular letter doesn't do any credit to administrators overseas as far as construction of the letter goes, but, also, I would like to point out that this letter does not express the views of either individual administrators or of the organization of administrators over there, so this is an individual case, and I would like to point that out.

Mr. UDALL. Gentlemen, I want to thank you for appearing before us this morning. We compliment you on this vigorous statement that the committee has before it. As I said earlier, we will continue these hearings as soon as we can find a suitable date and as soon as we receive the forthcoming administrative reports.

The subcommittee stands adjourned.

(Whereupon, at 12 noon, Tuesday, April 13, 1965, the subcommittee was adjourned.)

more than their counterparts. I have that because \$2,500 for a month's work (but it is actually only 17½ days of about 6 hours a day), all of it's payment will be deducted.

Mr. Dwyer: I am not a couple of questions. The gentleman across the hall is asking that there was a question of having a committee in regard to particular assignments as it is true that you want to stay in a particular school you can stay there regardless?

Mr. Dwyer: No sir.

Mr. Dwyer: What is the situation?

Mr. Dwyer: If you pass, particularly letters that are needed under your circumstances, you may be moved at any time.

Mr. Dwyer: So that the memorandum is necessary in suggesting that you can bring new teachers to the under-able assignments and keep where the letters as the school is generally permanently if you want to do so.

Mr. Dwyer: Yes; but the end was brought out by Mr. Dwyer that four years ago, teachers tend to continue to the more desirable jobs, those which can only be determined by the people themselves; not the location, because being in Paris is a tremendously expensive proposition, but the fact that teachers do move into more desirable areas and the fact that not many years ago, the Paris schools suffered a turnover of about 50 percent, so it does not hold true with every location.

Mr. Dwyer: Since I showed this letter to you gentlemen before the hearing would you have any comments to make on the letter that Mr. Dwyer has written?

Mr. Dwyer: Yes, sir. I don't wish to be crude, but I must state that the comments there are stupid.

Mr. Dwyer: Mr. Dwyer.

Mr. Dwyer: I have pointed out people who try to justify the failure of the Government to pay its legal debts by the fact that some teachers have written letters which were not really "memoranda." I heard of a letter with an error being pushed down through the military chain of command with the statement that the author should be called upon to justify it. I think that particular letter does not express the views of either individual administrators or of the organization of administrators over there, so this is an individual case and I would like to point that out.

Mr. Dwyer: I want to thank you for appearing before us this morning. We commend you on the vigorous statement that the committee has before it. As I said earlier, we will continue these hearings as soon as we can find a suitable date and as soon as we receive the forthcoming administrative report.

The subcommittee is adjourned.

(Whereupon, at 12 noon, Tuesday, April 18, 1965, the subcommittee was adjourned.)

OVERSEAS TEACHERS PAY

THURSDAY, MAY 13, 1965

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMPENSATION OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 215, Cannon House Office Building, Hon. Morris K. Udall (chairman of the subcommittee) presiding.

Mr. UDALL. The Subcommittee on Compensation will come to order for the further consideration today of the bill H.R. 6845 dealing with the compensation of overseas teachers. We are continuing our hearings this morning on this bill which is designed to correct inequities with respect to the basic compensation of teachers and teaching positions under the Defense Department Overseas Teachers Pay and Personnel Practices Act.

We held a special 1-day hearing on April 13 to accommodate certain representatives of the Overseas Dependents' School Teachers who were here from France and Germany on that day and could not appear later.

Public Law 86-91 was developed on the basis of extensive hearings held by our Civil Service Subcommittee in the European theater during the 84th Congress. It was intended to correct deficiencies in the operation of schools which had been set up by the Defense Establishment to provide adequate educational facilities for dependents of Government personnel, both military and civilian, engaged in our Government's foreign programs.

The overseas hearings, as well as our committee deliberations at the time, demonstrated that many of the usual civil service employment policies—and the Classification Act of 1949, in particular—were unsuitable for the overseas dependents' school system, although up to that time they were being applied. Accordingly, Public Law 86-91 removed the teachers from the Classification Act coverage and from certain other customary civil service employment requirements.

In effect, broad administrative discretion was vested in the Department of Defense to set up an employment and pay system for these teachers which would be consistent with modern school practices in the United States. With regard to compensation, the only limitation was that salary rates should not exceed those paid in the District of Columbia school system.

This public law has not worked out as was expected. Overseas teachers have not received any of the very material benefits and improvements which have been brought about in the Classification Act pay system since the 86th Congress. Failure to receive any consideration for major advances, such as the "comparability principle" adopted in Public Law 87-793, appears to many of us to have

been especially adverse to the interests and the morale of the teachers—and probably to the maintenance of the educational standards which dependents of our overseas personnel should have.

This morning we will have representatives of two of the departments and agencies, Hon. John W. Macy, Jr., Chairman of the U.S. Civil Service Commission, and the Honorable Norman Paul, Assistant Secretary of Defense. In addition, we will hear certain employee organizations scheduled in this order: Mr. Megel of the American Federation of Teachers; Mr. Kenneth Young, legislative representative, AFL-CIO; and Mr. John McCart, operations director, Government Employees' Council.

Certain statements also have been submitted for the record, and when we get some additional members here I will ask unanimous consent to have those inserted.

Our first witness will be Chairman Macy. You may come forward, sir. I understand you are accompanied by Mrs. Schwarzmann.

Mr. MACY. That is correct.

Mr. UDALL. You may come forward and sit with Mr. Macy if he prefers.

Mr. MACY. Yes, indeed.

Mr. UDALL. Our first witness is, in the judgment of the chairman of this subcommittee, one of the most distinguished public servants we have. He has always been an effective and helpful witness before our committee. We are happy to have you with us, Mr. Macy, and we look forward to having your views on this legislation.

STATEMENT OF HON. JOHN W. MACY, JR., CHAIRMAN, CIVIL SERVICE COMMISSION

Mr. MACY. Mr. Chairman, thank you very much. I want to commend you for your leadership in the compensation field not only with respect to this legislation, but other legislation which is of mutual interest to both the Congress and the executive branch.

I appreciate the opportunity of appearing before you this morning to discuss this proposed amendment which you have introduced to the salary provisions in the Defense Department Overseas Teachers Pay and Personnel Practices Act.

I might say as an insert there, Mr. Chairman, I note with some interest that in Public Law 86-91, that title I just read, is referred to as the short title. I am delighted I do not have to read the long one.

Although the Commission does not administer that statute, we are interested in its relationship to the overall Federal personnel program. We are especially desirous that insofar as practicable all Federal employees shall be compensated at salary rates which are reasonably comparable to those for similar work levels in non-Federal employment.

Since 1959, the positions of teachers at the Department of Defense overseas dependents' schools have been excepted from the Classification Act pay schedule which is generally applicable to Federal white-collar employees. Existing law now permits the rates for these teachers to be fixed and adjusted administratively "in relation to the rates of basic compensation for similar positions in the United States" but not in excess of those under the District of Columbia Teachers' Salary Act.

Before 1959, the positions of these overseas teachers were subject to the job evaluation and pay rates set forth in the Classification Act. Use of the annual salary rates under that act caused misunderstanding and dissatisfaction among the teachers primarily because they were paid only for the periods when their services were actually required, usually 9 or 10 months a year. In most cases, the teachers could not be paid for school recess periods, such as Thanksgiving, Christmas, and Easter, unless they had sufficient annual leave to carry them through the period. If they were on leave without pay, their overseas differentials and allowances, except the quarters allowance, were discontinued.

To relieve these and other difficulties arising from the application of certain pay and personnel statutes generally applicable to Federal white-collar employees, the Department of Defense asked Congress for authority to establish a personnel system for its overseas teachers which would be comparable to the systems found in the majority of public primary and secondary school jurisdictions in the United States. This authority was enacted in 1959 as the Defense Department Overseas Teachers Pay and Personnel Practices Act. The Commission supported that legislation. Its provisions are still basically sound.

The present problem of paying appropriate salaries to overseas teaching personnel is primarily one of finances. The Commission believes that an approach to the solution of this problem would be assisted if congressional intent with respect to the application of the comparability principle under the guidelines in the 1959 statute could be clarified. We suggest this intent be clearly spelled out in the law or in the legislative history.

Under the amendment proposed in H.R. 6845, salaries of overseas teachers would be statutorily raised to equal those for similar employment in the District of Columbia school system. While there is an apparent need for adjustments in the rates for these overseas teachers, I do not feel, Mr. Chairman, the enactment of this proposal would provide a desirable or practical solution to the existing problem. For one thing, if the rates of the District of Columbia Teachers' Salary Act were made mandatory and a per pupil limitation was imposed which did not adequately cover the much higher salaries, there would have to be a reduction in the overseas teaching staff or reductions elsewhere in the program to keep within the limitation.

Statutory salary rates under the District of Columbia Teachers' Salary Act are designed to meet the needs of this one particular school system. They are fixed at levels competitive with those in the major metropolitan areas and take into consideration unusual recruitment problems and teaching conditions which generally are not prevalent throughout the United States. These same considerations are not appropriate in determining the rates for teachers at overseas dependents' schools. Certainly the recruiting problems are not the same as those for the District of Columbia.

Over 90 percent of our Federal white-collar employees are now compensated under the statutory schedules of four major pay systems which are nationwide in application. In line with the salary policy adopted by Congress in 1962, the rates for these schedules are designed to be reasonably comparable to those for similar work levels in private enterprise. They are reviewed annually to determine the need for

adjustments to maintain comparability. For this purpose, we use national average salary data collected by the Bureau of Labor Statistics for 75 occupation work levels in 80 areas chosen to be representative of all U.S. metropolitan areas.

Mr. UDALL. Mr. Macy, I wonder if I may interrupt at this point. I have a personal problem. I am scheduled to testify on an important matter that was originally scheduled at my convenience, and I must leave for 20 or 30 minutes.

This gentleman, Mr. Matsunaga, is widely known for his fairness and ability as a presiding officer, and has agreed to pinchhit for me this morning. I will be back soon.

I would advise my colleague that as soon as Mr. Macy has completed and you or staff have completed questions the other witnesses I have already announced will be in the order: Mr. Paul, Mr. Megel, Mr. Young, and Mr. McCart. So you can proceed in this fashion, and I hope to be back rather quickly.

Mr. MACY. Thank you, Mr. Chairman.

Mr. UDALL. I apologize to the witnesses and others for having to leave because I am interested in the testimony.

Mr. MACY. Perfectly understandable.

Like other Federal employees, overseas teachers are not located in a single geographic area. They are in more than 200 different locations in 28 different countries; the size of the teaching staffs range from one in the smallest schools to about 110 in the largest. The teachers themselves, also like other Federal employees, are recruited nationwide. We know of no sound basis for relating the pay of these employees, or of any other Federal white-collar employees so diversely recruited and located, to the rates of any single municipality, State, or public enterprise. It would, we believe, be just as reasonable to fix the salary rates for officers and staff employees of the Foreign Service with the rates paid in a single city.

Tying the salaries of overseas teachers to rates for a single school system in a single city, as proposed in H.R. 6845, would be contrary to the comparability principles which Congress has prescribed for a vast majority of other white-collar employees in the United States and abroad. Existing pay provisions in the Overseas Teachers Pay and Personnel Practices Act, however, are consistent with those principles and contain basically sound and practical guides for fixing salaries for overseas teachers at rates which reflect average rates for similar teaching positions throughout the Nation. In applying these provisions, the Commission would favor using the average rates paid for similar employment by school systems in cities with populations of 5,000 and over. Under the present plan averages are derived from rates for school systems in cities over 100,000 population.

Although the Commission approves the objective of increasing salaries for overseas teachers, where such increases are justified and in accordance with a consistent policy we do not believe that the proposed amendment provides the appropriate method for meeting the problem.

In closing I would like to suggest that Congress, either in legislation or in the legislative history, go on record as supporting the rotation of overseas teachers at least every 5 years. This is particularly desirable to keep these teaching staffs from becoming "provincial" or too far removed from the American customs, beliefs, and way of life.

Mr. Chairman, I appreciate the opportunity to present these views on this bill. I believe it is important that we have this discussion of the salary situation with respect to overseas teachers, and I would be happy to answer any questions you may have concerning my statement or any other matters related to this issue.

Mr. MATSUNAGA (acting chairman). Mr. Macy, you state that the existent pay provisions are consistent with the averages for teachers throughout the Nation. Is that correct?

Mr. MACY. Yes. My statement, Mr. Chairman, is that Public Law 86-91 establishes a system which provides for the payment of salaries that are comparable to salaries being paid to teachers in a cross section of American public school systems. I believe that the principle and the device in the law and in its implementation is consistent with the general pay principle that was established by the Congress through years subsequent to the passage of this legislation in 1962.

The only suggested change that I have offered with respect to the method used is that it include more school systems down to the city of 5,000, rather than stopping at 100,000. But the basic principle in the law that is on the books appears to be the appropriate one which Congress has reaffirmed for all of the other pay systems in the salary format of 1962, and that the proposed amendment which would henceforth set the rates for overseas teachers solely on the basis of the salary schedule for the District of Columbia would appear to be unwise because the salary schedule for the District of Columbia has been designed by the Congress to meet the conditions with respect to teaching in this one municipality. Since teachers from all over the United States, all 50 of the States from large numbers of cities and towns and villages are recruited to serve their country overseas as dependent school teachers, it would appear to be more appropriate to maintain the present standard.

Mr. MATSUNAGA. How does the District of Columbia schedule compare to the national average?

Mr. MACY. The District of Columbia schedule is at the high end of the ranking of average salaries for public school teachers. The average for District teachers today is about \$7,350 and the national average for all schools is estimated by the National Education Association for 1964-65 as \$6,235. In other words, the District of Columbia average is over \$1,000 above the national average as estimated by the National Education Association.

Mr. MATSUNAGA. In computing the national average, do you take those school districts which you consider to be underpaying the teachers?

Mr. MACY. There is no value judgment as to under or overpayment. The Department of Defense compiles salary data from all communities with a population of 100,000 or more, then establishes averages based upon that data collection; so that data includes the high scales such as the District of Columbia, and it would include those at the lower end of the spread, and I have no examples of such systems.

Mr. MATSUNAGA. What is the range taken into consideration? Do you happen to know the lowest?

Mr. MACY. I believe you would get an authoritative answer to that from the Department of Defense people. I do not have that data at my fingertips.

Mr. MATSUNAGA. Now the teachers' salaries overseas, how do they compare with Federal civil servants with similar or like responsibilities?

Mr. MACY. The Civil Service Commission has generally classified teachers in elementary and secondary schools in grades GS-5 and GS-7. The principal examples are the schools run by the Bureau of Indian Affairs on Indian reservations, and the grade 7 would probably be the experienced teacher, and the GS-7 rate for a 10-month school year would be higher to the extent of about \$500 over the present average salary estimated by the Department of Defense for its overseas teachers.

Mr. MATSUNAGA. Do they start at GS-5 or do you start them at GS-7?

Mr. MACY. If they have a degree in teaching.

Mr. MATSUNAGA. Isn't that a requirement?

Mr. MACY. Yes; that is a requirement.

Mr. MATSUNAGA. A degree and 2 years' teaching experience?

Mr. MACY. I don't believe there is any teaching experience requirement.

Mr. MATSUNAGA. There is, isn't there?

Mr. MACY. If they have a GS-7 there must be teaching experience. A GS-5 is the individual with a degree without any experience. We refer to the grade 7 as the journeyman teacher rate in the Bureau of Indian Affairs.

Mr. MATSUNAGA. What does grade 7 start with?

Mr. MACY. The grade 7 starts at \$6,050 now. So the fourth step, which tends to be the average step, would be \$6,650.

Mr. MATSUNAGA. \$6,650?

Mr. MACY. Yes.

Mr. MATSUNAGA. So right now the beginning teacher overseas starts at what salary?

Mr. MACY. I was using an average salary. The average salary for the teachers overseas in fiscal year 1965, the present year, according to my data is \$5,030.

Mr. MATSUNAGA. It would fall considerably below a GS-7?

Mr. MACY. Yes; it would. We have to compute the GS-7 back to 9 or 10 months to get the actual comparability of rates. But I think that I could generalize by saying that if these positions had remained under the Classification Act and were in grade 7 they would be at a higher salary figure than they are at the present time.

Mr. MATSUNAGA. The teachers are considered professionals, are they not?

Mr. MACY. Yes.

Mr. MATSUNAGA. And the GS-7 is not considered professional?

Mr. MACY. Yes; that is the entry step.

Mr. MATSUNAGA. It is professional?

Mr. MACY. Yes. At the present time those with bachelor's degrees in a professional field are hired at grade 5. They are hired at grade 7 if they are in the upper third of their class, and they are hired at grade 7 if they have a master's degree.

Mr. MATSUNAGA. Now you have teachers of dependent schools operated by the military services within the United States. What are the rates of pay for these teachers?

Mr. MACY. I do not believe the Defense Department operates any schools with its own personnel within the United States. It is

my understanding that any schools that are operated by the Federal Government on military reservations at the present time are administered by the Office of Education.

Am I correct on that, Mr. Paul?

Mr. PAUL. Not entirely, Mr. Chairman. Our school systems in the United States which we operate at about 28 major installation are actually operated by us. We hire the teachers. Their salary rates are determined according to the salary rates in the locality, the county or the local area where they are located. But the Office of Education pays all the cost. They pay the bill, we run the school.

Mr. MATSUNAGA. For the record will you identify yourself?

Mr. PAUL. I am Norman Paul, Assistant Secretary of Defense.

Mr. MACY. So it is a joint operation with Defense actually operating but the Office of Education paying the bill.

Mr. MATSUNAGA. Generally how do the salaries compare with overseas teachers?

Mr. MACY. I believe that would be a question that Mr. Paul would be in a better position to answer. I don't know.

Mr. MATSUNAGA. What is the feeling about teachers overseas? Is it the feeling of the Civil Service Commission that they are adequately paid, underpaid, or overpaid right now under the present scale?

Mr. MACY. At the present time the scale being paid to the teachers abroad does not measure up to the average rates being paid in the cities that are included in the measurement. It is not possible for the Defense Department to pay the amount that that measure would indicate because of the per pupil limitation in the appropriation act. Until that per pupil limitation is raised, as the Defense Department is endeavoring to raise it at the present time, the Department is unable to increase these salaries in order to conform with the standard that is in the act.

Mr. MATSUNAGA. So that you do believe that the salaries ought to be increased?

Mr. MACY. I believe the salaries should be increased. Now the present budget of the Department of Defense has a request in it to raise the per pupil limitation to a sufficient amount to permit a \$300 increase on the average for teachers in the overseas dependent schools. This is a move to catch up with the comparability standard that was established in the 1959 act.

I very strongly support that action; and further, I feel that it is desirable as a matter of personnel policy for the Federal Government to move just as quickly as Congress will permit to pay the full comparability scale as required or as indicated in the act and as determined by the measurements made by the Department of Defense.

Mr. MATSUNAGA. I am glad that you think they are underpaid presently, because I feel they are sorely underpaid. I was a school-teacher myself and I enjoyed teaching. I would have remained a teacher if they had paid a living wage on which one can support a family.

Mr. MACY. You are engaged in important teaching where you are right now.

Mr. MATSUNAGA. Thank you. But I feel that next to the parents, the teacher is the most important person in one's life. You, I am sure, will agree with me that our lives were influenced by teachers.

Mr. MACY. I agree completely, and I am a refugee from teaching myself.

Mr. MATSUNAGA. You are?

Mr. MACY. I feel it is particularly important that we assure ourselves that we are being completely fair to the teachers who are carrying this important responsibility in teaching youngsters who are removed from their homeland and are in these foreign locations because of the dedicated service of their parents.

Mr. MATSUNAGA. You spoke of the pupil-teacher ratio in determination of salaries.

Mr. MACY. The per pupil dollar limitation imposed by the Appropriations Committee, yes, sir.

Mr. MATSUNAGA. If we were to set a basic minimum for all teachers to begin with so that the per pupil ratio would not fall below, and even if it did fall below, the teachers would still enjoy a basic minimum, would this be objectionable to you?

Mr. MACY. No; that would not be objectionable, except it seems to me that if you set some kind of limit, really it would be a maximum limit on the number of pupils per teacher. If you have that as one standard and on the other side you have the dollar limitation per pupil you are putting the Department of Defense in a very tight vise on this. In the average school system where a school board is acting in the interest of the community and they consider an adjustment in teachers' salaries they do it within a total school budget. If they want to raise salaries without increasing the budget they have to face the fact that they will increase the size of the individual classroom, the number of pupils per classroom. They have to make that decision. In most instances in order to keep from having too large a group of students with an individual teacher they will have to increase the budget to cover salary increases.

Mr. MATSUNAGA. Well, my thought was this: we would still, if the Department of Defense will raise the per pupil expenditure sufficiently—that is, not take the expenditures of the low-paying States, take a State like New York or California or other States as a guide rather than, say, the State of Mississippi, so that you can have adequate appropriation to meet your teachers' salaries, and in the event you don't do that and you take the lower per pupil expenditures—I don't know what the Department of Defense really does, but assuming that it takes the lower States per pupil expenditures as a standard. If in addition to that, we set a minimum basic salary for the teacher so that if the total appropriation based on per pupil expenditure would fall below being able to pay all teachers the basic minimum salary, then they could request an additional amount for the purpose of meeting teachers' salaries, if we by statute should provide for that it would be easier for the Department of Defense to make such request. How would this work?

Mr. MACY. I don't think I made myself clear with respect to the nature of the per pupil dollar limitation. First, this is imposed by the Appropriations Committee. I am sure the Department of Defense would prefer not to have it at all.

Second, I do not believe that it is based on any particular community per-pupil figure. I think it is derived as a control.

Third, I believe that as far as salaries are concerned that if the per-pupil limitation were either removed or raised, the workings of

the act now on the books would provide the appropriate salary level for teachers overseas. I don't feel that it is desirable to use selective locations in determining the comparable rate because these teachers are being recruited throughout the United States. They come from Mississippi as well as from New York, and the average rate is a reflection of teachers' salaries across the country. And as I believe the Department of Defense witness will testify, the Department even with these rates is not experiencing any difficulty in getting a surplus of qualified teachers to apply for these positions abroad.

So that this is not a supply-and-demand response. It is a matter of establishing a fair-pay policy based upon what is being paid across the country for similar professional skill.

It is my belief that if the limitation were taken off and the results of the Department's surveys were applied, there would not be need for any additional controls. I don't think you would need the minimum that you have proposed because you would be working annually with respect to nationwide averages that have been computed through the collection of data.

Mr. MATSUNAGA. Presently the request for appropriations includes just one sum, lumping teachers' salaries and everything else, does it not?

Mr. MACY. The per pupil limitation, as I understand it, includes all costs of education, includes teachers' salaries and textbooks and other services that are necessary to support the school operation.

Mr. MATSUNAGA. Now as I understand from my experience with the State governments, they submit requests on the basis of line items, teachers' salaries, so much. Now, why shouldn't this system be adopted?

Mr. MACY. I see no reason why it shouldn't. Again I think that those who are directly familiar with the manner in which the Department of Defense budget request is prepared can give you a more authoritative answer.

It is my understanding that they do list salary costs and other costs in the presentation that they make to the Budget Bureau and to the Congress, but that the Congress has decided that there should be this per pupil limitation on all costs, not just on salaries.

Mr. MATSUNAGA. But then without specific line items the teacher would not be protected in the event, say, that expenses in other areas happen to run over, then to take it out of the teachers' salary because they are not at all guaranteed any basic salary.

Mr. MACY. No, there is no guarantee. Again I think the desirable thing is to eliminate the per pupil limitation. I think it is unrealistic, I think it is unfair.

Mr. MATSUNAGA. All other Federal employees have their salaries determined by line items; is that correct? That is, in the presentment of the budget an agency will say wages and salaries so much?

Mr. MACY. Yes; usually there is an item on salaries and expenses for a given department, and the appropriation is made for salaries based upon the presentation of information concerning anticipated employment.

Mr. MATSUNAGA. So that in fairness to the overseas teachers we ought to have this same protection, shouldn't we?

Mr. MACY. I think in fairness to them the limitation should be removed. It seems to me this limitation is just as unreasonable as

putting some kind of unit limitation on some other kind of activity and insisting that salaries be controlled by that limitation.

Now on other white-collar salaries the Congress passes a statute and the agency has to pay the rate of pay that Congress authorizes, even if it means the agency has to reduce the number of people. The agency has to pay it, and the employee has a right of action against the administrator who fails to do so.

Mr. MATSUNAGA. Are you suggesting that maybe this committee ought to take steps in that direction and set salaries for overseas teachers?

Mr. MACY. No; I think you have set the mechanism for properly establishing these salaries, and I think you have properly delegated it to the Secretary of Defense who administers these schools.

The flaw in the system is that there is a control imposed by the appropriations process.

No; I would not advocate a return to the legislative process to set the schedule of rates. I think that the Congress was very wise in delegating this and in devising a salary and personnel system for the overseas dependent schools which is comparable to the salary and personnel systems that apply to school systems across the country.

Mr. MATSUNAGA. What disturbs me is the fact that we are holding hearings on overseas teachers' salaries indicates a failure of the system. We ought to institute a system which will work.

Mr. MACY. I am saying that there is a very simple device for making the system that Congress originally enacted function as it was intended, and that is the removal of the per pupil limitation. I do not feel that we need to legislate changes in this law. The need is to eliminate a control that inhibits the functioning of the law that Congress passed.

Mr. MATSUNAGA. Thank you very much.

Mr. MACY. Thank you, sir. It is a pleasure to appear before you.

Mr. MATSUNAGA. Mr. Morrison is scheduled to arrive here in a short time. He is the ranking member, and until his arrival the Chair will declare a short recess.

(Whereupon, at 10:40 a.m., the subcommittee recessed until 11:10 a.m.)

Mr. MORRISON (acting chairman). The subcommittee will come to order. I am sorry that we are having a few delays in operation this morning, but there are many pressing problems, as far as time is concerned, that some of the members of the subcommittee have had.

The next gentleman we will hear is the Honorable Norman S. Paul, Assistant Secretary of Defense for Manpower.

STATEMENT OF HON. NORMAN S. PAUL, ASSISTANT SECRETARY OF DEFENSE FOR MANPOWER

Mr. PAUL. Mr. Chairman and members of the subcommittee, I appreciate the opportunity to appear before this subcommittee today to discuss H.R. 6845, which would require that salaries of teaching positions in the overseas dependent schools of the Department of Defense be fixed at the rate of basic compensation of similar positions under the Municipal Government of the District of Columbia.

Before discussing the specific provisions of H.R. 6845, I would like to give the committee a brief outline of our experiences with Public

Law 86-91—with which you, Mr. Chairman, are particularly familiar—the Defense Department Overseas Teachers Pay and Personnel Practices Act.

This legislation, which was developed in cooperation with the House Post Office and Civil Service Committee and enacted in 1959, was intended to permit the establishment of pay and personnel practices for the teachers in the overseas dependent schools generally compatible to those found in school jurisdictions in the United States.

Prior to its enactment and implementation, the teachers were subject to the Classification Act, the Annual and Sick Leave Act, the Federal Employees Pay Act of 1945, and other legislation which was designed for application to regular full-time civil service employees. Their application to classroom teaching personnel had created a number of administrative problems because they were inappropriate for the school teaching situation.

Public Law 86-91 went into effect in January of 1960. With the exception of the salary problem that has developed, it has been a highly successful piece of legislation. It has eliminated practically all of the administrative difficulties which it was designed to correct and it has been most acceptable to teacher organizations and to individual teachers.

Two of the principal provisions of the law were the removal of teaching positions from coverage under the Classification Act of 1949 and the provision that the rates of compensation for such positions be set in relation to the rates of basic compensation for similar positions in the United States, not to exceed the teacher salary schedule of the District of Columbia. The legislative history of Public Law 86-91 is clear that teacher salary schedule of the District of Columbia was intended as a ceiling rather than a standard to be achieved as proposed in H.R. 6845.

In accordance with the provisions of Public Law 86-91, the Department of Defense established an administrative procedure for the school year 1960-61, the first full year in which the law was in operation, for relating the pay of its overseas teachers to an average of teacher salaries in school jurisdictions within the United States with a population of 100,000 or more. The procedure contemplated an annual review of the salaries of teachers in the United States and an appropriate adjustment of the overseas salary schedule in line with the data obtained as a result of this review.

However, our ability to apply this formula has been dependent upon congressional action on the provision in the Defense Appropriations Act which each year since the 1940's, I believe, establishes a dollar limitation on the per-pupil expenditure of funds for the education of dependents of Department of Defense personnel in overseas areas.

The first full school year for which Public Law 86-91 was in effect was in fiscal year 1961. In its budget for that year the Department of Defense requested that the limitation be increased by \$10 to \$275. The adjustment was to provide for teachers' salary increases and for additional expenditures because of increased costs for tuition fee schools, textbooks, and consumable supplies. The Congress approved the request and as a result the teachers' salary schedule for the 1960-61 school year was adjusted upward by an average of approximately 3½ percent.

Teachers salary schedules in the United States increased an average of approximately \$200 from school year 1959-60 to 1960-61. The Department of Defense budget was set in consideration of the need for a similar increase in the dependents schools teachers' salary and a request was made for the limitation to be increased by \$10 to \$285 for the fiscal year 1962. In the hearings before the Defense Subcommittee of the House Appropriations Committee, Department of Defense witnesses testified as to the need for this increase and that approximately \$7.50 of it was for the purpose of adjusting teachers' salaries.

The House Appropriations Committee reported out a bill denying the increase. The Senate Appropriations Committee recommended the increase, but in conference the figure was retained at \$275. Under the circumstances, we were unable to make an increase in the teachers' salary schedule for the 1961-62 school year.

In the following year teachers' salaries in the United States had further increased by an average of \$190. In view of this and the action taken by the Congress the preceding year, the Department of Defense budget was prepared to request an increase of \$10 to \$285. Department of Defense witnesses who appeared before the House Appropriations Committee testified that this \$10 would be used to grant an across-the-board increase of some \$200 reflecting increases which had taken place since the previous year and to meet rising costs. The Congress approved an increase of \$5, raising the limitation to \$280, which was adequate only to cover rising costs of tuition fee schools and textbooks and supplies. Again, no teachers' salary adjustment could be made.

By the following year teachers' salaries in the United States had again increased by approximately \$100. The Department of Defense requested an increase in the limitation of \$5 in the fiscal year 1964 budget, and Defense witnesses testified that if the increase was approved the teachers would be given a \$100 across-the-board increase. It was also testified that a number of changes in the administration of the dependents schools program were being made, that there was a possibility that certain economies could be effected, and that it was intended to grant such additional salary increases as became possible through these changes.

Congress approved an increase in the limitation, as requested, to \$285. The salary schedule for Public Law 86-91 employees was increased by \$100 but could not be raised above that figure.

In the President's budget for fiscal year 1965, a \$10 increase in the per pupil limitation was requested to enable the Department to effect a \$200 a year additional increase in the teachers' salaries. The House Appropriations Committee proposed a bill which did not include the increase. During the debate on the bill on the floor of the House, a Member introduced an amendment to provide the increase. Various members of the Appropriations Committee spoke in opposition and the amendment was rejected. Our proposed per pupil limitation for fiscal year 1966, this coming fiscal year, would permit a \$300 increase for the overseas teachers, and we have so testified before the House Appropriations Committee, but of course we have no decision as yet, Mr. Chairman.

The language of Public Law 86-91, which permits administrative determination of teacher salary schedules, combined with the congressional actions on the per pupil limitation, has been interpreted

by the Department of Defense (and de facto by the Congress) as meaning that the salary-fixing provisions of the law are not mandate for fixing teacher salaries by any specific formula.

Further, this is the position that the Department of Defense has taken in connection with the suit which was brought against the Department by the Overseas Education Association in the district court earlier this year. Incidentally, that suit was dismissed by the court but an appeal is now pending in the circuit court.

We believe that there are some distinctions between overseas dependents schools personnel, other Federal employees and teachers in the school jurisdictions in the United States which it is reasonable to consider. For example, we do not provide a career program for such teachers and do not believe it would be appropriate to do so. All dependent schools are in foreign countries and we do not have comparable positions in the United States to which we could rotate teachers after they have served several years overseas as we do with other employees. Despite the fact that we do not have a career program for dependent school teachers, a number have remained overseas for a considerable period of time. Some of these are among our finest teachers; others are not, and we are concerned that this continued and indefinite overseas employment is not generally in the best interest of the Government for essentially the same reasons that the Foreign Service finds it desirable to provide periodic rotation to the United States for its personnel. We are considering, together with the Civil Service Commission, establishing a time limit on the length of overseas employment in the dependents schools. Mr. Macy in his earlier testimony, Mr. Chairman, mentioned the possibility of a 5-year overseas teaching period.

A possibility for overseas employment for teachers for a reasonable period of time is a most attractive one. It offers them an opportunity for a unique educational experience and an opportunity to travel which is extremely valuable to their professional development. These opportunities, combined with transportation, free Government quarters, and other perquisites, have made the salary a secondary consideration for many extremely able applicants. We do not mean to imply that an adequate salary, and one set in consideration of salaries in the United States, is not desirable—indeed it is—but the Congress and the Department of Defense have recognized the importance of these other inducements.

In view of these considerations, the Department of Defense is opposed to the enactment of H.R. 6845. The some 6,000 teachers in the dependents schools are recruited throughout the United States from all geographical areas and from low, medium, and high pay areas. Accordingly, the salary formula should be essentially a national average.

The salaries of teachers in the District of Columbia are set by the Congress in consideration of circumstances in the District and the need for them to be competitive with other school jurisdictions in the Metropolitan Washington area. These salaries are among the highest in the Nation and must be so to enable the District to recruit and retain teachers. Such salaries are clearly not necessary or justified in the case of the overseas dependents schools.

Mr. Chairman, if I may digress just a second and refer to a remark in Mr. Macy's statement earlier this morning in which he said—and I feel this is particularly important to us—he said, and I quote:

I do not feel the enactment of this proposal would provide a desirable or practical solution to the existing problem. For one thing, if the rates of the District of Columbia Teachers' Salary Act were made mandatory and a per pupil limitation was imposed which did not adequately cover the much higher salaries, there would have to be a reduction in the overseas teaching staff or reductions elsewhere in the program to keep within the limitation.

Mr. Chairman, in my opinion, we could not possibly reduce our overseas teaching staff or cut back on the procurement of supplies which we are badly in need of without drastically interfering with the effectiveness of the system. I think it would be damaged very seriously if we were ever caught in that situation.

Mr. MORRISON. Could I ask a question at that point?

Mr. PAUL. Yes, sir.

Mr. MORRISON. As I understand it, your teachers are at a very minimum at this time. So actually if any curtailment were made it would just curtail the educational system overseas; is that correct?

Mr. PAUL. Yes, sir, we are operating on an average ratio of 25 pupils to 1 teacher. Now this is just about the national average in the United States as a whole. But we have special problems, Mr. Chairman, because we operate both large schools and very small schools.

For example, the Navy is operating a school on Midway Island. The only alternative to that would be not to let dependents accompany naval personnel to Midway Island, which in view of the time spent at sea by most naval personnel we don't think is fair to them. So they are there and their children are there, and they operate a rather small school which covers all 12 grades. In a school of that size, naturally our ratio can't be 25 to 1, because of all the different courses that have to be taught in a 12-year course, so that ratio is maybe 20 to 1 or 10 to 1. That in turn takes teachers away from the bigger school systems when we have to stick to the 25 to 1 average.

So I agree with you completely, we would be in very bad shape if we had to cut back our teachers.

Mr. MORRISON. Just as you explain, you can't use necessarily a slide rule approach and say that all schools come under the same category for the same requirements as you would in, we will say, a metropolitan area in this country, due to the fact, as you have just so expertly explained, that you have a difficult problem to overcome because of locations of personnel and requirements of personnel. Sometimes it is a very large group that has to be educated, and at the same time, as you just mentioned, we have small groups such as that in Midway. So I do not think that you can just say we will have x number of pupils to y number of teachers. You have to say rather, what do we need to properly educate these dependents overseas and at the same time how do we keep it at the very minimum?

Now with that in mind, in your opinion is it at a bare minimum today?

Mr. PAUL. Yes, sir, in my opinion it is.

Mr. MORRISON. And if it were curtailed it would do rather serious harm to whatever school was affected?

Mr. PAUL. Yes, sir, we are already facing problems of accreditation. I would say that we are running a good system. We are not

running a model or an ideal school system. If we are forced to curtail the teachers per pupil we run the danger of being a less than good school system, and I don't think this Government should tolerate any such move.

Mr. MORRISON. Well, I certainly am in accord and agreement with you because if these people were in the United States they would certainly get adequate schooling. On the other hand, they are away from the United States in the military and foreign service, and even the civilians are there because they are ordered to go there—because it is their duty to go there—and they have no choice. Actually they are told to be there, and they find themselves there not necessarily through any choice of their own. Now if they remained in this country their children would get an adequate education. So, just as you brought out, why—when the Government assumes the responsibility for sending them there—shouldn't the Government likewise assume the responsibility of giving them an adequate opportunity to educate their children just like they would have if they remained in the United States?

Mr. PAUL. Indeed, they should have that opportunity.

Mr. MORRISON. And that is the position that you take?

Mr. PAUL. Yes, sir.

Mr. Chairman, I just have one paragraph to complete my statement.

The oversea dependents schools of the Department of Defense have experienced very difficult growth problems, problems of school construction and, in some cases, shortages of supplies and equipment. These problems are very similar to those experienced in recent years by schools in the United States. However, on the whole we believe that our schools are doing a very good job and that the dependents of Department of Defense personnel are receiving an education comparable to that available at better schools in the United States. Studies made by various specialists, including our accreditation association, the North Central Association of Colleges and Secondary Schools, acknowledge certain deficiencies but confirm that statement. Incidentally, one strong point which is consistently pointed out is the generally high caliber of teachers.

Thank you very much.

Mr. MORRISON. Mr. Secretary, I think you certainly made a very fine contribution in the excellent statement which you made to the committee.

If I may observe by going back a few years, I was chairman of a study group that went to Europe. We made a rather exhaustive and comprehensive study of problems there affecting personnel in schools, and we found that those teachers over there were doing an excellent job. In many instances they were doing it under rather difficult circumstances, and had they not been dedicated people about their work, well, they wouldn't have brought about the results that were brought about. And likewise we found that in an overall comparability these schoolteachers had to have a great deal of dedicated spirit about them because as compared to the other jobs in the Federal Government or the overall pay of Federal Government employees, they were below actually comparable jobs.

Is that true today?

Mr. PAUL. Yes, I think they are below, Mr. Chairman. The full application of the formula which was developed under Public Law

86-91—and I know, Mr. Chairman, from my own knowledge how important you were in passing this very constructive piece of legislation—we have fallen behind. As I indicated in my prepared statement, we have been in a sort of a squeeze on this whole problem because of the application of the per pupil limitation versus the formula in the public law.

Under the formula developed by that law in order to make teacher positions comparable with those districts having 100,000 population in the United States, it would take an increase in salary of some \$785, I believe. We are requesting funds in our budget this year which would permit only a \$300 increase.

But we found as a practical matter, Mr. Chairman, in the immediately preceding years, that it has been very difficult to get the funds to permit larger increases. We are hopeful that Congress will grant the increase this year and that this will set a precedent which will allow us to close a gap which we acknowledge does exist.

Mr. MORRISON. Mr. Secretary, the committee certainly is grateful for your very excellent presentation. You have been most helpful, and we certainly appreciate your coming before the committee.

The next witness that the committee will hear is Mr. Carl J. Megel, the Washington representative of the American Federation of Teachers; accompanied by Mr. Kenneth Young, legislative representative, AFL-CIO; and Mr. John McCart, operations director, Government Employees' Council.

STATEMENT OF CARL J. MEGEL, WASHINGTON REPRESENTATIVE, AMERICAN FEDERATION OF TEACHERS

Mr. MEGEL. Thank you, Mr. Chairman. In the interest of time and expediency I brought with me Mr. McCart and Mr. Young, who will testify in supplementation. I will make the major presentation. I am honored and privileged to be here, Mr. Chairman, to bring the point of view of the classroom teacher in our overseas schools. I had the opportunity to visit those schools a year ago, and I know firsthand their problems and the difficulties they are experiencing.

Mr. Chairman and members of the subcommittee, my name is Carl J. Megel. I am the Washington representative of the American Federation of Teachers, a national organization of more than 100,000 classroom teachers, affiliated with the AFL-CIO.

Our organization embraces nearly 600 teacher locals, including locals of overseas teachers, organized into the International Council of the Overseas Federation of Teachers. This council is composed of locals of overseas teachers chartered by the American Federation of Teachers and consisting of nearly 2,000 members.

Representing the American Federation of Teachers, I am appearing before this subcommittee in behalf of the International Council of the Overseas Federation of Teachers in support of H.R. 6845. The purpose of this legislation is to correct inequities with respect to the basic compensation of teachers and teaching positions under the Defense Department Overseas Teachers Pay and Personnel Practices Act.

Many areas of information have been utilized in producing this brief. Most of the information came from questionnaires, interviews, and signed statements from overseas classroom teachers themselves, supplemented by my own personal inspection of overseas base schools.

While educational standards and teachers' salaries have shown some improvement in schools in the United States, this unfortunately is not true of our overseas Defense Department schools. Sufficient funds have not been appropriated to effectively operate our overseas school system.

The quality of the product which our overseas teachers can offer is declining, mainly because funds have remained practically unchanged while costs have increased enormously.

Accordingly, the interest of the American Federation of Teachers centers about two areas. Our first major concern is to improve the quality of education.

Our second major concern with which this brief is concerned relates to inadequate overseas teacher salary schedules. It is in these schedules where great discrimination and injustice occur.

The difficulty stems from the passage of legislation in 1959 which transferred overseas teachers from GS-7 employee classification and placed them in a separate category under Public Law 86-91. The salary inequities were not created by the Congress, which in an effort to improve overseas teachers' salaries, in good faith passed Public Law 86-91.

The unfortunate conditions are the result of failure to implement this law insofar as overseas classroom teachers' salaries are concerned and appropriation of funds therefor.

DISCRIMINATIONS AND INJUSTICES

The failure to implement Public Law 86-91 has resulted in overseas teachers' salary discriminations and injustices in relation to other Federal employees.

During the past 4 years all Federal employees have received regular salary increases. In contrast, overseas classroom teachers received only one increase of \$100 in 1964.

Mr. MORRISON. Can I interrupt you right there? You say they received \$100 in 1964. Now when prior to that—

Mr. MEGEL. 1961.

Mr. MORRISON. 1961. And how much was that?

Mr. MEGEL. I am sorry, I don't know that.

Mr. MORRISON. But they did receive one in 1961. They did not receive any further increase until 1964, and that was for \$100?

Mr. MEGEL. That is right.

Exhibit D shows actual dollar increases both at the minimum and maximum level for class 1 overseas teachers as compared to GS classifications; and you will see that we have \$100 for classroom teachers as compared to some of these increases that are quite enormous.

A class 1 overseas teacher has received an increase at the minimum and maximum of only \$100, whereas a GS-4 clerk-typist has received more than a \$700 increase at the minimum level and more than \$1,300 increase at the maximum level. These increases translate into the actual salary schedule as shown in exhibit E.

Today a class 1 overseas teacher, with 2 years' experience, and a required college degree, receives a starting salary of \$4,535. Today a GS-4 clerk-typist on step 2 with 2 years' experience, no college required, receives a starting salary of \$4,600. Today a GS-5 secretary on step 2 with 2 years' experience, no college required, receives a starting salary of \$5,000.

The salary schedules are all the more disparaging when class 1 overseas teachers' salaries are compared to Washington, D.C., and other Defense Department teaching personnel. Exhibit F shows the exact salaries of overseas teachers in these four categories.

We have here the four categories, the Department of Defense, which is our overseas teachers, Washington, D.C., Puerto Rico Air Force Department, and the Panama teachers. The Washington, D.C., Puerto Rico, and the Panama salary schedules are exactly alike; and you will see there that the beginning teacher overseas gets \$4,535, the beginning teacher in Washington gets \$5,350, the beginning teacher in Puerto Rico gets \$5,350, and the beginning teacher in Panama gets \$5,350.

Now even though the overseas teachers got the \$300 which the Department of Defense recommended, the beginning teacher would only get \$4,835 overseas, which is still \$515 below what the beginning teacher in Washington would get, what the beginning teacher in Puerto Rico would get, and what the beginning teacher in the Panama Canal Zone would get.

EQUAL PAY FOR EQUAL WORK

The disparity in these salaries is due entirely to the failure to implement the law.

Article 2 of section 4 of Public Law 86-91 states that the Secretary of Defense shall set—

the rates of basic compensation for teaching positions in relation to the rates of basic compensation for similar positions in the United States.

Nevertheless, the variations as shown in exhibit F exist as follows: The Panama Canal Zone classroom teacher receives a salary based on the Washington, D.C., classroom teachers salary and with prior teaching credit of up to 5 years.

This is also true of the Ramey Air Force Base in Puerto Rico. They get the same salary as Washington and adjustment up to 5 years. But the overseas teachers start at \$4,535 with no credit for any teaching experience, even though these teachers share the same functions and objections, the same level of responsibility, the same length of school year, the same requirements, and the same qualifications.

Article c, section 5, of Public Law 86-91 states:

(c) The Secretary of each military department shall fix the rates of basic compensation of teachers and teaching positions in his military department in relation to the rates of basic compensation for similar positions in the United States but no such rate of basic compensation so fixed shall exceed the highest rate of basic compensation for similar positions of a comparable level of duties and responsibilities under the municipal government of the District of Columbia.

It says that they shall be hired, but does not say that they shall not be even with them.

Further evidence of overseas teacher salary disparities are shown when we compare salaries of "similar positions in the United States."

The overseas school system enrolls more than 160,000 students and employs more than 7,000 teachers. It, therefore, is the ninth largest school system in the United States.

Exhibit G shows the comparison of school system of similar student population rank as follows: Baltimore ranks 7th; Cleveland, 8th;

overseas, 9th; Washington, D.C., 10th; Milwaukee, 11th; San Francisco, 12th; Dallas, 13th; and St. Louis, 14th.

Of the school systems that rank in this same area as Washington, D.C., in all of these only Dallas has a salary schedule lower than Washington, D.C., at the beginning level, and San Francisco and Milwaukee at a higher level; and at the upper level with maximum educational levels the teachers in Washington, D.C., are higher than those in all but San Francisco.

Now it may be said that the overseas teachers get many fringe benefits. Sections 7 and 8 of Public Law 86-91 make provisions for additional benefits for overseas teachers. However, such benefits as do exist are the same for all civilians. They are not considered a part of salaries for civilians and should not be so considered for teachers.

For instance, hospitalization. All civilians must now pay \$39.50 or more per day for inpatient treatment. Far from being a fringe benefit, which the teachers did have previously and was taken away from them, hospitalization is so expensive an item that most teachers will take their chances on the local economy rather than pay the \$39.50 or more per day which they can ill afford. There is only emergency dental care provided. Any other dental work must be done on the local economy at standards usually far below those of American dentists but at the same cost. Hospitalization is so expensive an item that it couldn't possibly be called a fringe benefit.

HOUSING ALLOWANCE

Only a few areas still have a housing allowance and this is never adequate to cover expenses involved. However, where it is granted, all civilians receive it; secretaries, superintendents, and others who have received raises during the last 4 years. In areas where it is not granted, teachers must live in the bachelor officers' quarters and these are often inadequate. To live in one room or to share one room or to share a bathroom with a number of other people when the bathroom is not even on the same floor is certainly a questionable benefit. Most housing facilities are without laundry or cooking facilities. Certainly this could not be considered as an attractive living quarters.

POST DIFFERENTIAL

There are only a very few areas such as Ethiopia, Korea, Peshawar, Pakistan, and the Azores that have a post differential. PX and commissary privileges are a misnomer. The only advantage the PX has is for a few select items such as cigarettes and liquor. For the limited selection, the lack of service, any oversea shopper would gladly exchange his PX privilege for a good department store with its wide selection of baby clothes, service for appliances and other necessary items. The commissary is considered a necessary function since Americans often find the food served on the economy below the health standards recommended by the base hospital authorities.

Teacher recruitment is declining in quality and quantity.

A report by the Department of Defense entitled "Overseas Dependents' Schools; Recommendations for Improvement," shows that in 1963 the percentage of teachers with high qualifications was declining. Recruiters for oversea teachers use a point system for

rating teachers. A well-qualified teacher with a master's degree is rated No. 5. Lesser qualified are rated 4, 3, 2, 1. Since 1963 the recruiters find a dwindling number of 5- and 4-point teachers willing to teach overseas. Today, much of the hiring is done from the 2- and 1-point categories.

DECLINING QUALITY

The report that there are 10 applicants for every oversea teaching position does not mean an abundant supply of teachers are available. Were it so the quality would not be decreasing as the above Defense Department report shows.

Were it so the Defense Department would not be involved in a desperate effort to secure oversea teacher applicants as shown in exhibit H, which was placed in the Honolulu Star-Bulletin and Advertiser, under date of Sunday, December 27, 1964, and many others. I have another article here from a London paper with ads for teachers.

RECRUITMENT RATIO

Any claim that teacher applicants exceed vacancies by a 10-to-1 ratio needs further clarification. In the first place, recruiters from the Air Force, Army, and Navy have been divided into competing teams. It is therefore possible for a teacher to apply to three or more recruiters, but if offered a job can accept only one position, thereby reducing the ratio.

Again, if the applications are broken down into categories, the ratio would be further reduced. One hundred applications from gym teachers would be worthless when a vacancy exists for a science or math teacher.

The slightly above poverty wage schedule for oversea teachers is affecting recruitment and the large turnover requires many applicants constantly. Only adequate salaries will attract competent teachers for the children of our military personnel, for as Secretary of Defense McNamara said:

We have no difficulty recruiting men for the services; the difficulty lies in recruiting quality and that costs money.

It is exactly the same with teachers.

OVERSEA PERMANENCY

Likewise it is a myth to state that oversea teachers become career employees. The following table of distribution of teachers by years of service in the oversea dependents' schools is taken from Defense Department testimony presented in hearings during the 88th Congress.

The years experience show that 61.2 percent of oversea teachers return at the end of 2 years, and that only 1.2 percent stay as much as 10 years.

This table shows that nearly two-thirds of all teachers who accept oversea teaching positions have returned at the end of the second year. Reports indicate that the vast majority of these teachers have become disillusioned, not only because of substandard wages, but because they are unable to experience the rich inner satisfaction which comes to a teacher who has given superior performance in a classroom.

In this brief we have presented data and information showing the need for adjustment for oversea teachers' salaries. We endorse and earnestly support the principles incorporated in H.R. 6845.

Fixing rates of basic compensation of teachers and teaching positions "at rates of basic compensation for similar positions of comparable level of duties and responsibilities under the municipal government of the District of Columbia," will, in our opinion, correct the present oversea teachers' salary inequities.

Our endorsement is in accordance with a resolution passed by the International Council of the Overseas Federation of Teachers.

In so doing, credit for prior teaching experience at the same level as is now provided in the salary schedule for Washington, D.C., teachers (Public Law 85-838, sec. 7a) should be specifically stated. At the present time, for the reason that the Defense Department provides no credit for previous teaching experience to the oversea teachers, teachers with 10 years of actual teaching receive the same salary as a beginning teacher on step 1.

Likewise, the salary schedule should coincide with the salary schedule of all other federally employed teachers in vertical range to step 13, which is 4 steps beyond the present schedule. At the present time, of course, if they rotate them in 5 years that would be useless.

We appreciate the efforts of sponsors of this legislation to eliminate overseas teachers' salary inequities. We sincerely urge the subcommittee's approval of H.R. 6845, including our amendments.

Now I would like to call on my friend, John McCart, to supplement my statement.

Mr. MORRISON. Before we hear from Mr. McCart, I would like to tell the gentleman that he has made a very valuable contribution to the hearing. His statement was excellent, well prepared, certainly to the point, and I think extremely informative. We have here some very valuable information which the committee can certainly look to in considering this legislation. I certainly would compliment you for this presentation.

Mr. McCart.

STATEMENT OF JOHN McCART, OPERATIONS DIRECTOR, GOVERNMENT EMPLOYEES' COUNCIL

Mr. McCART. Mr. Chairman, we supplied the subcommittee with a copy of our prepared statement, and with your permission I would like to have it included in the hearing.

Mr. MORRISON. Without objection, it is so ordered.

(The prepared statement of Mr. McCart follows:)

PREPARED STATEMENT OF JOHN A. McCART, OPERATIONS DIRECTOR, GOVERNMENT EMPLOYEES' COUNCIL, AFL-CIO ON H.R. 6845 (OVERSEA TEACHERS' SALARIES)

Mr. Chairman and members of the subcommittee. The Government Employees' Council, with 31 unions representing employees in the postal, classified and wage board services of the Federal Government, desires to urge your early, favorable consideration of H.R. 6845. Enactment of the bill will permit approximately 6,000 teachers in dependent schools in oversea areas to receive salaries consistent with the recent economic advance of employees in similar occupations in the Federal service and of their stateside colleagues in the teaching profession.

We desire to express sincere gratitude to you, Mr. Chairman, for introducing H.R. 6845 and to the subcommittee for arranging hearings on this significant proposal.

Initially, the teachers in the oversea schools were compensated under the Classification Act of 1949, as amended, which applies generally to Federal white-collar employees.

In 1959, the Defense Department requested that the method of fixing teachers' salaries be revised to permit the military departments to establish pay schedules consistent with the rates paid here in the United States. Congress concurred and enacted Public Law 86-91. The reason for this change in policy was rather simple. It was designed to provide salaries for oversea teachers reasonably competitive with stateside rates. In addition, the new law was intended to supply a standard which would enable the teacher to plan his annual income and remove confusion resulting from coverage of teachers under several pay statutes enacted to meet the needs of Federal workers employed on a year-round basis.

Unfortunately, these objectives have not been achieved.

In August 1960 the Department of Defense announced a policy implementing Public Law 86-91, which based the oversea salaries on rates in urban school jurisdictions of 100,000 or more population.

In order to control expenditures for operation of the oversea school system, Congress has felt it desirable since fiscal 1961 to place a limitation on the average amount available for educational purposes per student. Over a 5-year period, this "ceiling" has varied from \$275 to \$285 per pupil.

In that same period, the salaries of teachers assigned to these schools has increased by only 4 to 4½ percent.

We find that salaries of Federal employees compensated under the Classification Act of 1949 have been increased on four occasions between 1960 and the present. These pay adjustments occurred in 1960, 1962, and 1964. They applied also to administrators of the oversea school systems, whose rates of pay are fixed under the regular GS classification schedule.

The total average increase for the entire schedule was 21.6 percent. Contrasted with this total adjustment is a salary increment of less than 5 percent for teachers assigned overseas.

A special panel appointed by the President earlier this year is reported to have proposed to the President additional increases in Classification Act salaries, based upon pay adjustments for similar occupations in the private sector from 1963 to 1964.

Instructors in the Canal Zone schools are compensated under a different system than the teachers in question at this hearing. Their salaries are based upon those in effect for teachers in the District of Columbia school system. The same is true of other groups of teachers in Federal installations.

In July, 1960, a 7½-percent pay adjustment took effect for Canal Zone teachers. Another salary revision ranging from 3.7 to 29 percent was approved in January 1963. Finally, in July 1964 the pay of zone instructors was increased from 5.7 to 7.4 percent.

During these 5 years, the salaries of overseas teachers has risen from 4 to 4½ percent.

I have no desire to reiterate the justification for increasing the salaries of teachers in American schools outside the United States on the basis of economic need, because this has been explored quite adequately by Mr. Carl Megel, representing the American Federation of Teachers, and Mr. Kenneth Young of the AFL-CIO. But it is worth emphasizing that the present inadequate rates of these employees make it impossible for them to live in reasonable comfort available to other Federal workers, much less to invest in additional education at the graduate level. In recent years, particularly, acquisition of additional graduate credits and degrees has become essential in the teaching profession.

We urge that you accord prompt, favorable consideration to the plight of these thousands of public servants engaged in the vital role of preparing American children throughout the world for responsible citizenship in the years ahead.

Mr. Chairman, the council appreciates deeply this opportunity to acquaint you with the plight of the teachers working in overseas schools.

Mr. McCART. I would like to proceed with a few extemporaneous observations. First, Mr. Chairman, I and my colleagues are aware of the background of the enactment of Public Law 86-91 and the part your subcommittee played in the work preceding the enactment of that law. It seems to me it is a Magna Carta for overseas employees generally, not just teachers. Of course, incorporated in it was the feature with respect to teachers' salaries.

It seems quite clear, Mr. Chairman, that there is no problem whatsoever in recognizing that a problem exists with these overseas teachers' rates. All of the testimony that has been presented readily admits that the teachers are far behind the parade so far as salaries are concerned.

Mr. Paul's statement indicated that \$785 would be required to bring the teachers' salaries in line with what they should be. The Defense Department has requested sufficient funds in the per pupil limitation to provide only a \$300 increase.

Since the enactment of Public Law 86-91, the salaries of employees compensated under the Classification Act have increased approximately 21½ percent.

The President submitted to the Congress yesterday, in keeping with the 1962 Salary Reform Act, a recommendation for a further increase in the salaries of postal, classified, military, and other Federal workers, an average increase of about 3 percent. In the same 5-year period, overseas teachers have received increases averaging 4 to 4½ percent. In 1960-61 the increase was 3½ percent, and then the \$100 additional in 1964.

As Mr. Megel has indicated, there are other groups of teachers who are compensated under the District of Columbia system. In the Canal Zone the increases during the same period since the enactment of Public Law 86-91 have averaged approximately 27 percent. Oversea teachers have received an increase of 4 to 4½ percent.

Mr. Chairman, there doesn't seem to be much problem at all with the basic law. The problem is how we correct it. The administration proposes that the law now in effect remain, but they do not propose how to remedy the basic problem of bringing the teachers' salaries in line with comparable salaries stateside. They talk about removing the per pupil limitation. I think this is a fine idea, but it doesn't come to grips with the basic problem.

It is for this reason that our council supports H.R. 6845, and the proposal presented by Mr. Megel, which is identical, because it will, state specifically how the rates of pay of the overseas teachers are to be fixed and will require that those rates be paid. Then the Congress with the ordinary appropriations process, without any per pupil limitation or anything else, will provide whatever money it feels is necessary to defray the expenses of these salaries.

This, it seems to us, is the logical way to approach the problem.

One final point. Mr. Macy, representing the Civil Service Commission, objects to the bill because he feels that these rates should be based on a national average, and this seems to rest on a theory that the teachers are recruited from the various States in the Union.

Mr. Chairman, we do not believe that that is a rational basis for fixing pay because it just isn't part of our economy to pay people a wage on the basis of where they were recruited. You pay a person a wage based on money factors, principally what the average is in the community in which he is working at the time.

But more important, the relationship of the overseas teachers salaries to the District of Columbia schedule it seems to us is a rational, logical approach; it does not provide the maximum salary being paid to teachers in the United States, it does not provide the lowest salaries being paid to teachers in the United States. This yardstick is used by the Federal Government in fixing the pay of other teachers overseas.

We heartily subscribe to the proposal in H.R. 6845, Mr. Chairman, and we request early favorable consideration by the subcommittee.

Mr. MORRISON. Thank you, Mr. McCart, for your very excellent statement and the information that you have given the subcommittee.

Our next witness is Mr. Kenneth Young.

STATEMENT OF KENNETH YOUNG, LEGISLATIVE REPRESENTATIVE, AFL-CIO

Mr. YOUNG. Mr. Chairman, the AFL-CIO has also submitted a statement to the subcommittee, and we would request that the full statement be incorporated in the report. With your permission I would just like to read a few paragraphs from it.

Mr. MORRISON. Without objection, it is so ordered.

(The complete statement of Mr. Kenneth Young follows:)

PREPARED STATEMENT OF KENNETH YOUNG, LEGISLATIVE REPRESENTATIVE, AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS

Mr. Chairman, my name is Kenneth Young. I am a legislative representative of the AFL-CIO. I am very pleased to testify before this subcommittee in support of H.R. 6845—a bill that we in the AFL-CIO believe is badly needed to correct a serious injustice to our Nation's overseas teachers.

The AFL-CIO has a proud history of fighting for increased educational opportunity for America's youth. We strongly backed the Elementary and Secondary Education Act of 1965 and we congratulate the Congress on the passage of this vital and long overdue legislation.

But, the enactment of this new law does not—by any means—solve all of our Nation's educational problems. A case in point is the crisis confronting America's ninth largest school system—our overseas dependents' schools.

As testimony presented by our affiliate—the American Federation of Teachers—clearly demonstrates, the children attending these schools are, today, as educationally deprived as are the youngsters who will benefit from the Elementary and Secondary Education Act.

The AFL-CIO firmly believes that simple justice demands prompt attention for teachers at these overseas dependents' schools in the form of the legislation introduced by this subcommittee's chairman.

The AFL-CIO believes that both the quality of education and the salaries of teachers must be improved if the children attending these schools are to receive the same education that would have been available to them at home.

I would like to make a few comments concerning the inadequacy of present overseas teacher pay.

The AFL-CIO, as Congress well knows, firmly supports legislation covering prevailing wage rates. It seems to us that article 2, section 4, of Public Law 86-91 is in effect a Davis-Bacon clause. This article states that the Secretary of Defense shall set "the rates of basic compensation for teaching positions in relation to the rates of basic compensation for similar positions in the United States."

This is policy. Unfortunately, Congress has failed to implement this policy by providing the necessary appropriations. As a direct consequence, there is no prevailing wage for overseas teachers.

Defense Department teaching personnel have a salary range of from \$4,535 to \$6,315 annually compared to a range of from \$5,350 to \$10,050 for Washington, D.C., Puerto Rican Air Force Base, and Panama Canal Zone teachers.

It seems incredible to us that overseas teachers, who must have college degrees and 2 years of experience, have a starting salary of \$87 per week and receive less compensation than a GS-4 clerk-typist at step 2 whose qualifications are 2 years of experience and a high school education.

We do not consider the so-called overseas "fringes" to be salary supplements. These fringes merely attempt to make up for the benefits of the American economy that are unavailable overseas.

Let me cite a few examples:

Housing allowance is not considered a part of salary by any other Federal employee. Instead, it is an attempt to provide facilities comparable to those that could be enjoyed in the United States. Today only a few areas have such al-

lowances, with most teachers living in Government facilities. The present bachelor officers' quarters can hardly be considered a benefit, when we recognize that the residents of these quarters often share a bedroom, use a bathroom located on another floor, and may not have laundry and cooking facilities available. In addition, Government control of living quarters brings with it a limitation of personal freedom that makes the oversea teacher's home anything but his castle.

Post exchange privileges are not benefits, but an effort to provide some of the goods normally available at the hometown shopping center. Despite this effort, most post exchanges have limited supplies and choice. As a result, major purchases are not obtained through this source, but usually from U.S. mail order houses.

Medical and dental services are no longer free. Outpatient care is at least \$1 per visit, while civilians are paying from \$39.50 to \$42.50 per day for in-patient treatment. Although the outpatient treatment is reasonable, the high cost of hospitalization forces most of the teachers to utilize—and take their chances on—the local economy. Only emergency dental care is provided with all other dental work performed by local dentists at standards that are usually far below those of American dentists, but at the same cost.

Further compounding the economic disadvantages of overseas employment for our teachers is the lack of summer jobs to supplement their income. One of the publicized advantages of overseas teaching is the opportunity for travel, and thus broadening of educational experiences, but this so-called advantage loses meaning when the individual teacher is earning less than \$5,000 annually and is desperately seeking additional income to support his family.

It is our conviction that the low pay, the inability to supplement these earnings, and the lack of meaningful fringes all combine to work against the best interests of our more than 160,000 students in the overseas school system.

While there may be a sufficient number of teacher applicants for the overseas schools, we understand that there is an actual shortage in a number of specific categories. Further, the present recruiting program and compensation scale encourage young and relatively inexperienced teachers to apply instead of providing a real incentive for teacher quality. As a direct result, the students are denied the educational opportunity that would have been available to them in many parts of our country had their parents not been serving abroad.

The AFL-CIO is convinced that enactment of H.R. 6845, introduced by the chairman of this subcommittee, will go a long way toward helping both the teachers and the students. We would, however, recommend four changes in the proposed bill that will not only strengthen H.R. 6845's declared purpose of correcting inequities in overseas teacher pay, but will truly provide equal pay for equal work when the compensation of these teachers is compared with the compensation of teachers employed by the District of Columbia.

First, we would propose that overseas teachers receive the 5 years' prior service credit provided in Public Law 85-838 for teachers in the District of Columbia, Puerto Rico, and Panama.

Second, we would propose that the overseas teachers have the same 18 steps in their salary schedule presently functioning in the District of Columbia, Puerto Rico, and Panama.

Third, we believe that all salary increases granted to District of Columbia teachers should be made effective for overseas teachers on the same date.

And fourth, we believe that overseas teachers should be placed at the appropriate salary step, dependent upon their experience and educational background, as of the date this legislation becomes law.

Mr. Chairman, the AFL-CIO is pleased to support this badly needed legislation. There can be no question that our overseas teachers have been—and are—denied adequate salaries simply because the Congress has not appropriated sufficient funds to carry out its own announced policy.

Public Law 86-91 clearly spells out this policy. H.R. 6845 will translate this policy into practice.

Mr. Chairman, we congratulate you for introducing this bill. The AFL-CIO is convinced that its enactment will correct longstanding economic and moral injustices suffered by our overseas teachers.

Thank you.

Mr. MORRISON. You may proceed.

Mr. YOUNG. Mr. Chairman, we are pleased to testify before this subcommittee in favor of H.R. 6845.

The AFL-CIO firmly believes that simple justice demands prompt attention for teachers at these overseas dependents' schools in the form of the legislation introduced by this subcommittee's chairman.

We believe that both the quality of education and the salaries of teachers must be improved if the children attending these schools are to receive the same education that would have been available to them at home.

The AFL-CIO, as Congress well knows, firmly supports legislation covering prevailing wage rates. It seems to us that article 2, section 4, of Public Law 86-91 is in effect a "Davis-Bacon clause." This article states that the Secretary of Defense shall set "the rates of basic compensation for teaching positions in relation to the rates of basic compensation for similar positions in the United States."

This is policy. Unfortunately, Congress has failed to implement this policy by providing the necessary appropriations. As a direct consequence, there is no prevailing wage for overseas teachers.

It seems incredible to us that overseas teachers, who must have college degrees and 2 years of experience, have a starting salary of \$87 per week and receive less compensation than a GS-4 clerk typist at step 2 whose qualifications are 2 years of experience and a high school education.

I would like to support Mr. Megel's testimony dealing with the so-called fringe benefits. We also feel that these aren't really something that you add to the salary, as we mention in our statement.

Further compounding the economic disadvantages of overseas employment for our teachers is the lack of summer jobs to supplement their income. One of the publicized advantages of overseas teaching is the opportunity for travel, and thus broadening of educational experiences, but this so-called advantage loses meaning when the individual teacher is earning less than \$5,000 annually and is desperately seeking additional income to support his family.

It is our conviction that the low pay, the inability to supplement these earnings, and the lack of meaningful fringes all combine to work against the best interests of our more than 160,000 students in the overseas school system.

While there may be a sufficient number of teacher applicants for the overseas schools, we understand that there is an actual shortage in a number of specific categories. Further, the present recruiting program and compensation scale encourage young and relatively inexperienced teachers to apply instead of providing a real incentive for teacher quality. As a direct result, the students are denied the educational opportunity that would have been available to them in many parts of our country had their parents not been serving abroad.

Mr. Chairman, along with Mr. Megel, we also recommend the four amendments that he spelled out to this bill. Amendments that are supported by the overseas teachers, amendments that would in effect take care of the effective dates, take care of the steps in the salary scale, and provide for placement within the adequate salary steps.

As I said, we are pleased to support this legislation. We feel that there can be no question that our overseas teachers have been, and are, denied adequate salaries simply because the Congress has not appropriated sufficient funds to carry out its own announced policy. Public Law 86-91 clearly spells out this policy. H.R. 6845 will translate this policy into practice.

We congratulate the chairman of this subcommittee for introducing this bill and we are convinced that its enactment will correct long-standing economic and moral injustices suffered by our oversea teachers.

Mr. Chairman, I would like to add one note. In listening to the testimony this morning of the Secretary and looking over the fiscal years and the requests of the Department of Defense, it seems to me that this really spells out the problem of the oversea teachers. The Department has repeatedly asked for increases in the per pupil limitation. Most times it doesn't get it. Once it got it, but it only got part of what it wanted, and that money had to go for textbooks and supplies. We are well aware of the problems and the needs in this area. But as Mr. McCart said, it seems to us that at the present time the oversea teachers have no actual fixed salary schedule. They not only are behind teachers in this country, but they are falling further behind. One way to really catch up is to go for a large increase in appropriations, although history indicates that a sizable increase cannot be obtained. We feel that the only real way of remedying this problem is through the legislation now before the subcommittee.

Thank you, Mr. Chairman.

Mr. MORRISON. Mr. Young, you have certainly made a very excellent presentation. The committee wishes to compliment you along with the other gentlemen who have appeared with you. Your testimony will be of benefit to the committee in the final consideration of this legislation, and we certainly thank all three of you.

Mr. MEGEL. May I make one more comment?

Mr. MORRISON. Certainly.

Mr. MEGEL. On the proposal this morning about rotation, may I say that education is not a rotating process. We believe that stability in education requires experience in teaching. A 5-year rotation, as proposed by the Defense Department means that you get practically all of your teachers at the 1- and 2-year step—in other words, the beginning teachers. It also means that the teachers are at the very low rung of the salary schedule ladder and that they will never have a chance to get enough money to make a decent living.

Another major point is that we will certainly want to make sure that any rotation would not apply to teachers alone, but that such rotation would also apply to superintendents, principals, and other staff persons as well. The rotation process must not penalize the teachers alone. It also must apply to superintendents, principals, and all other staff personnel.

Mr. MORRISON. Thank you, gentlemen, for your excellent presentations.

There are several statements here that, without objection, shall be put into the record at this point.

(The statements referred to follow:)

THE AMERICAN LEGION,
April 26, 1965.

HON. TOM MURRAY,
Chairman, House Committee on Post Office and Civil Service, House Office Building,
Washington, D.C.

DEAR CHAIRMAN MURRAY: We are writing to you concerning H. R. 6845, a bill to correct inequities with respect to the basic compensation of teachers and teaching positions under the Defense Department Overseas Teachers Pay and Personnel Practices Act.

The American Legion believes that children of service personnel stationed abroad should have educational opportunities at least equivalent to the better type of school facilities and personnel available to children of civilians in the United States.

The enactment of H.R. 6845 should help to improve the present situation. In addition, the improvement of school facilities for children of service personnel should be a favorable factor in the overall effort to retain trained career personnel.

Enclosed is a copy of Resolution No. 656, adopted by the American Legion at its 1964 Annual National Convention in Dallas, Tex., on this subject. We would appreciate it if you would have this letter and the enclosed resolution incorporated in the printed record of hearings on H.R. 6845 and any similar legislation which may be considered.

With best wishes, I am,

Sincerely yours,

HERALD E. STRINGER, *Director*.

FORTY-SIXTH ANNUAL NATIONAL CONVENTION OF THE AMERICAN LEGION,
DALLAS, TEX., SEPTEMBER 22-24, 1964

Resolution No. 656.

Committee: Americanism.

Subject: Maintain an Adequate School System for Children of Military Personnel Stationed Abroad.

Whereas one of the major objectives of the American Legion's education and scholarship program is to take an active part in the development and maintenance of a school system that will serve the needs of all children at every level; and

Whereas our Nation's Overseas Dependents School System is the 10th largest American public school system and employs almost 7,000 educators and serves approximately 160,000 children of our military personnel abroad; and

Whereas studies indicate there is a high rate of teacher turnover due to inadequate salaries, a lack of specialized personnel, inadequate and unsafe facilities, lack of provisions for the teaching of handicapped or superior children and shortages of supplies and up-to-date textbooks: Now, therefore, be it

Resolved by the American Legion in national convention assembled in Dallas, Tex., September 22-24, 1964, That we take appropriate action to secure and maintain a school system for children of military personnel abroad that would provide educational opportunities equal to those found in the better public elementary and secondary public schools of the United States.

STATEMENT SUBMITTED BY MRS. EDWARD F. RYAN, VICE PRESIDENT, REGION I,
NATIONAL CONGRESS OF PARENTS AND TEACHERS

The National Congress of Parents & Teachers, comprising approximately 12 million memberships in 50 States, the District of Columbia, and the European Congress of Parents & Teachers, has consistently supported legislation and recommended appropriations to implement fully Public Law 86-91 which provides for the compensation of teachers in the overseas dependents schools of the Department of Defense.

The National Congress of Parents & Teachers supports H.R. 6845 which would amend the Defense Department Overseas Teachers Pay and Personnel Practices Act (Public Law 86-91) to set the rates of basic compensation for teachers in the District of Columbia as a standard for compensation of teachers in the overseas schools. We urge that this proposal offers an appropriate standard and means for the implementation of Public Law 86-91.

The 50,000 parents and teachers of the children in these schools comprise 1 of our 52 State branches, the European Congress of Parents & Teachers. Both on their behalf and that of the National Congress of Parents & Teachers, it is urged that the present compensation of the teachers in these schools is inadequate for the welfare of their children. This statement is based on the observations of a vice president of the National Congress of Parents & Teachers, Mrs. Edward F. Ryan of Manchester, Mass., during a tour of 14 representative dependents schools in Germany, Oslo, and London in October 1964.

The fiscal and civilian-space limitations on the schools are such that they are generally understaffed and overcrowded by stateside school standards. Teachers have the benefit of very little auxiliary staff such as guidance counselors, remedial reading or remedial math teachers, as are commonly available in stateside schools.

Under these circumstances, the quality of the work in any classroom depends basically on the quality of the teacher. Many are outstanding individuals; very often, in visiting these schools, the NCPT representative felt one could not help but be proud of the training and background our American teachers take abroad with them.

This strength is inevitably affected, however, by the lag in teaching salaries behind the standard set by the Department of Defense in August 1960. Department staff estimate this lag currently as \$800. Present salaries also show a lag of \$1,335 behind average stateside salaries, and \$1,365 or more behind comparable salaries in the District of Columbia.

Because the salary is not commensurate with the work involved, teachers are likely to apply for overseas posts for the learning experience, and for travel opportunity—that is, for temporary duty. As one principal said, "It is sometimes hard to tell a teacher from a tourist." This inevitably puts weaker individuals in some classrooms. It also results in a high turnover. While a handful of schools may boast a fairly stable teaching force—which is most beneficial for the school—in most schools the annual turnover ranges from 25 to 50 percent and in some cases even to 100 percent. It is hard for the principals, skilled and hardworking as many of them are, to build curriculum when the people involved do not look forward to next year and the year after in the same school.

Reports to NCPT indicate that the number of applicants for overseas posts seems to remain at a proportion of 3 to 1. This, however, does not indicate the degree of qualification. The Katzenbach report of 1962 cited a drop from 47 to 35 percent in the number of applicants with training above a bachelor's degree between 1959 and 1962. Several members of the recruiting team agreed emphatically that median levels of applicants in respect to qualifications have continued to drop, and that desirable applicants sometimes withdraw when informed of the salaries available, because they are lower than they can afford to take. The area headquarters staff said that in schools they visited in early October intermediate and even high school teachers had often been assigned to primary classes, so that school administrators had to spend a disproportionate amount of time helping such teachers learn their jobs, which interfered with the educational program. NCPT has been further informed that a large proportion of this year's applicants, while qualified, are young people with the minimal 2 years of experience. This cannot help but affect the quality and stability of the schools, and thus impair the education of very many children.

The National Congress of Parents and Teachers seeks for the dependents schools what we seek for American children everywhere—to remedy the great disparities in educational opportunity which exist in our schools. We shall be most grateful for the committee's favorable consideration of H.R. 6845.

NATIONAL CONGRESS OF PARENTS AND TEACHERS

THE U.S. DEPENDENTS SCHOOLS, EUROPEAN AREA, OCTOBER 15-19, 1964

Report of the National Congress Representative, Mrs. Edward F. Ryan

Parent-Teachers' Association concern for American children and families in the overseas services of the United States is of long standing, but we have not always been sufficiently well acquainted with their problems to give effective assistance. Therefore the invitation of the European Congress of American Parents and Teachers to the national president to assign the national representative to its 1964 fall conference for a longer visit than usual to the European area was particularly welcomed.

The visit covered a most exciting 2-week period: there were briefings by military and school authorities, conferences with teachers, administrators, and parents, and visits to 14 widely varying dependents schools, all conducted with the utmost kindness and cordiality. Every possible provision was made by the military command and by school authorities to give your representative opportunity to become as fully informed as time and capacity would permit, and observation and discussion have been supplemented with pertinent documentation, as well as a later interview with responsible staff in the Department of Defense.

The question most frequently asked during these visits and since return to the United States has been, "How good are the dependents schools?" This representative is unwilling to categorize any school, especially on so short a visit, but was

nevertheless deeply impressed with very many instances of clearly good teaching, often under difficulties, in all sorts of schools, with a beautiful variety of highly creative procedures, and with many evidences of strong professional background. In large measure one feels these schools are good.

Many pictures stand out in retrospect. It was good to see primary classes learning to read with less use of Dick and Jane than with large-writing compositions of their own interests and activities. It was good to find libraries well used, if sometimes short in certain categories. Circulation records showed such reading as 100 books per child per year, 4 and 5 books weekly. Many libraries spread a broad cross-section of the world in periodicals: Arab World, Foreign Affairs, Consumer Report, Current History, Atlantic Monthly, among many others, including often the PTA Magazine.

Social studies classes at all levels covered their wallboards impartially with clippings and pictures of the presidential campaign then in progress, under such captions as: "USA 1964" and "Our Democratic Government—The United States Is Our Home." Student subscriptions to the Paris editions of American newspapers supplemented Stars and Stripes and 3-weeks-delayed stateside papers in keeping discussion up to date.

Both original and reproduced artworks were used liberally throughout some schools, in both classrooms and corridors, to put taste and a natural feeling for composition within the familiar air of the children. Children's artwork was exhibited throughout most schools, from classrooms to principals' offices, some of it very fine. One high school boy had completed a manuscript of a children's story and picture book, of publishable quality.

It is part of the American climate, that the schools try hard to recreate for their youngsters that Halloween decorations were as prominent everywhere as though it were a national holiday approaching. Enormous witches presided over doorways, paper masks were handy to show the visitor; a gigantic black paper spider and its web stretched above the children from corner to corner of one room, and as one walked through the military housing it was easy to tell where there were children by pumpkins and witches in the windows.

Some schools made splendid use of host-nation opportunities. The schools in England used BBC broadcasts regularly in English and science classes, had the help of the originators of Cuisenaire rods from nearby University of Reading, and made regular trips for living Shakespeare and history in monuments. A high school German class from Wiesbaden, in one of many trips, visited German officials and the Bundesrat in Bonn and saw "Julius Caesar" in German. Children in the little school in Berchtesgaden not only enter freely into activities of the community but bring their German hosts to PTA meetings and parties.

Nevertheless, it was clear also that in general the schools are seriously understaffed. In all too many instances classes were too large for every child to have the learning opportunity he is entitled to, and the special services which might assist him were rather generally lacking or scant. For large groups of children moreover—the slow learner, the technically inclined, the bright but nonacademic—there was little of the special provision needed. There are no official kindergartens. Some schools had little art or music, and thereby lost to a degree the creativity such activity awakens for other learning. The offering of languages in the high schools was rather less overall than in comparable stateside high schools.

For such weaknesses none is more keenly concerned than the authorities involved. Military commanders, especially at the top, are deeply concerned for the schools, but are dealing with exigencies beyond their control. As for the school administrators, this representative was satisfied that extraordinary efforts are being made to achieve good education for as many children as possible through an incredibly complicated and cumbersome organizational structure.

The structure is inevitably complicated because the dependents schools are part of the U.S. military security mission, and the schools must be flexible to military movement. Where there is conflict in need for facilities or for money, the military mission must be served. Nevertheless, these are American children whom it is a part of our democratic responsibility to educate according to their individual needs; it seems to us in PTA that the United States is big enough to look after its security and its children both, wherever they are.

REORGANIZATION OF THE OVERSEAS DEPENDENTS SCHOOLS

Around the world the Department of Defense operates 285 schools in 28 nations with an enrollment of some 150,000 pupils and school personnel totaling about 7,500, of whom some 6,800 are teachers. These are divided into three areas for

administration: Atlantic, Pacific and European. The European area stretches from Morocco to Pakistan, from Scotland and Oslo to Ethiopia, and serves about 115,000 children.

Up to last July 1, each military service—Air Force, Army, Navy, or SAC—operated its own schools, no matter how close together an Air Force school and an Army school might be. Two years ago, in November 1962, the Department of Defense responded to a congressional suggestion and asked six outstanding civilian educators to visit the oversea dependents schools and make recommendations. The reverberations of their report (the so-called Katzenbach report) were still echoing through every briefing and almost every discussion that took place in the 2 weeks' visit.

These educators visited about 80 schools and reported a wide variation in quality of education. They cited as major obstacles to improvement: (1) insufficient funds and inflexibility in their use, (2) lack of coordinated leadership, (3) inadequate curriculum, and (4) low priority for schools in the Defense Establishment.

Their first recommendation was for unification of authority, and for this the Department of Defense has taken significant and far-reaching steps. Since July 1, 1964, the oversea dependents school system is operated from a central head in the Department of Defense with a director in each of the three areas overseas—Pacific, Atlantic, and European. Each area director and his staff are responsible for curriculum, but the personnel spaces, funds, and logistical support are still provided and controlled by the military services. Whether this is an interim or a permanent arrangement is still to be determined.

Even now, however, the result is not chaotic, for heroic efforts are being made to develop effective cooperation. Interservice feelings may be seen to exist, but are minimized. School versus military feelings were seen only in a few minor personnel, but everyone candidly recognizes that when a school budget is part of the military budget and a conflict of needs appears for the same funds, the military mission comes first.

It was said in various places, both at high military levels and by school principals and teachers, that there had been hope for a totally separate school organization, with separate budget and responsibility. There is still hope for separate budget and responsibility, but the expectation is that it will be administered in each area by one of the services, and in Europe this would be the Army as the largest establishment. The Pacific area schools would be under the Air Force, and the Atlantic area schools under the Navy. In the meantime the evidences are many of dedicated and effective effort to make the new mechanism run smoothly.

Each of the three new areas is divided into districts, and each district is given a superintendent and the beginnings, at least, of a supporting staff, who work with the principals and teachers in supplying and strengthening their schools.

At the time of this visit the reorganization had touched the individual schools mainly through the area-wide conference of administrators which was held in Berchtesgaden September 27 to October 1. This was planned, in the words of area Director Dr. Robert M. O'Kane, as "an educational tsunami or seismic tidal wave," and was described so warmly in so many places that it seems to have succeeded. Also, teachers in outlying schools said they looked forward to staff assistance in curriculum development. At headquarters in Karlsruhe the staff spoke with enthusiasm of visits to distant schools in Turkey, Crete, and Spain, and of working with their teachers. The staff were particularly pleased with the joint team recruiting possible for the first time this year, and there was also hope that the complicated supply system might be simplified and strengthened. In other words, although the schools are as yet little touched directly, there was an anticipatory glow among school people, a feeling that more closely coordinated leadership is soon to mean stronger support of educational services and better schools.

FINANCES: THE PER PUPIL LIMITATION

It is necessary to understand that in the Defense establishment the dependents' schools are essentially a part of the provision for the welfare and morale of American troops, like military housing or a post exchange. Nevertheless, the schools differ from other such provisions in that children are involved, who are individuals entitled to education as American citizens. Thus, there is a national obligation to provide schools comparable to the better schools in the States. The military commanders with whom this representative discussed the schools were clearly conscious of such an obligation.

The dependents' schools are chiefly supported by special funds appropriated by Congress to cover school personnel and those supplies which are especially pur-

chased for schools. These funds are divided among the three services by the Department of Defense according to relative need. Despite the reorganization to centralize leadership in curriculum, the reader will recall, school personnel, supplies, and facilities to support that curriculum are still provided by each military service separately.

In order to control more closely the expenditure for schools, Congress has for several years also set a "per pupil limitation" (PPL), which has varied in amount from year to year. For fiscal years 1960-61 (fiscal year 1961) and 1961-62 (fiscal year 1962) running from July 1 to July 1, the limitation was \$275 per pupil, \$280 for fiscal year 1963, \$285 for fiscal year 1964 and fiscal year 1965.

While not directly comparable, the average per pupil expenditures (ADA) for stateside schools in these years were \$390 for 1960-61, \$414 for 1961-62, \$432 for 1962-63, and \$455 for 1963-64. These are of interest because USDESEA¹ computations to develop comparable figures resulted in a per-pupil cost of \$395.80 against the stateside \$455 for fiscal year 1964.

The per pupil limitation must cover not only schools run by the military services but tuition charges where it is not possible to establish schools. There are many such places, but the most expensive tuition is paid for Air Force children sent to the schools run by the American community in Panama, at approximately \$750 per pupil. The per pupil limitation for other Air Force schools is correspondingly reduced.

For the current fiscal year, the Department of Defense has tentatively allocated a per pupil limitation of \$288 to the Department of the Army, worldwide—which is to include the salaries of the European area director and his staff—and \$275 to the Department of the Air Force. Of the latter figure \$277 is allocated to the Air Force in the Pacific, which includes the Pacific area director and his staff, and \$261 to the Air Force in Europe. In fiscal 1964, however, the Air Force Europe limitation was \$271, and both numbers of children and school costs have increased in the present year. While some authorities were reluctant to categorize this situation, others said very clearly that if this per pupil limitation allocation should stand, it will not be possible to run the schools for the full year with the present complement of personnel.

Because the total figure set for the limitation has been so low, there have been efforts on the part of Defense to persuade Congress to exclude such items as tuition payments, dormitory supervisors, and very small schools in small distant bases. These efforts have been unsuccessful.

It is awkward at best to administer schools under the per pupil limitation, as the Katzenbach report pointed out. It is late in the legislative session, ordinarily, when the appropriations are decided and the limitation figure is set, so that schools have opened well before the limitation for each command is determined. If one were to judge by recent years, this representative was told, the amount of the budget for the current school year would be known just before Christmas. The exact funds available, however, would not be known until the end of the school year, when the total of the fluctuating average daily membership is known, and may be multiplied by the per pupil limitation figure.

Actually the per pupil limitation can be regarded as no more than an accounting device to control school expenditures, and is in no sense a proper school support. Even Congress provides funds outside the per pupil limitation for such school costs as custodial services, native teachers for instruction in the host-nation language, travel costs, and living allowances for school personnel, and replacement of worn-out equipment. Buildings for school purposes are provided by base commanders out of military budgets, and so are many sorts of equipment which are not "school-unique," such as desks, office supplies, office machines, electrical equipment, gas stoves, and the like.

Some parts of a school organization which many of us take for granted, however, are entirely unprovided for, such as kindergartens, while current materials for teaching reading such as SRA materials, much equipment for teaching science, particularly in the junior high school grades, many testing materials, professional literature for school staff, though available through USDESEA channels, are most frequently provided, if at all, from nonofficial sources. PTA's, for instance, commonly raise budgets up to \$5,000 and even more devoted to school purposes.

School people are adapting very well to this extremely complicated method of conducting schools, but in some respects the per pupil limitation is so artificial a device that even the limited funds available cannot be used to the best advantage. There are times, this representative was told, when appropriated and unused

¹ U.S. Dependents' School, European area, the new combined system.

funds are not available for use because the need fell within the definition of the limitation and the limitation was used up; and there are other times when places for desired personnel are available, and no funds to hire them. Purchasing of supplies is at disadvantage when the amount of available funds is unknown, and when appropriated funds are frequently unavailable. The normal period from ordering supplies to delivery seems to vary from 3 to 12 months, and supplies come late in the year if they have necessarily been purchased late. On October 27 of this year, for instance, \$893,000 in supply requirements for 1965-66 were still unfinanced, according to the area logistics officer, and 8 to 10 carloads of school supplies were still coming in weekly which had been needed for the opening of school.

Thus through the limitation, and through keeping it at such a low figure, the schools are kept on short rations, and the education of many children is damaged in ways which school people cannot avoid. Further, when the school budget is part of the Defense budget, any cutback in military spending is a cutback for the schools. It should rather be recognized that a school system with so many small schools and the special problems of communications over millions of square miles cannot be adequately run on a less than normal budget, but must be allowed more than average per pupil costs if children are not to be shortchanged.

We would most urgently repeat the recommendations of the Katzenbach report of 2 years ago: (1) "That appropriations for the oversea dependents schools be increased to provide financial resources needed to make effective the educational improvements outlined * * * (2) that the per pupil limitation be eliminated and the financial requirements for the oversea dependents schools be a separate item in the budget of the Office of the Secretary of Defense."

THE TEACHER-PUPIL RATIO

Because the Department of Defense is extremely sensitive to the necessity of accounting accurately to Congress for the expenditure of its appropriations, a further administrative control of spending has been instituted in the form of a teacher-pupil ratio of 25 to 1. While this is nominally justified as an accepted classroom standard in American schools, in the dependents schools it is neither a standard nor an average, but an absolute limitation covering all personnel with classroom assignments. It has numerous ill effects.

It is impossible, for one thing, to staff a high school on a 25-to-1 ratio and keep accreditation. The European area high schools are accredited, and have in fact just been reevaluated and confirmed in accreditation by the North Central Association, but the varied curriculum for the high schools, offering the requisite number of electives, is balanced by overcrowded elementary classes.

Again, where the only school buildings available have very small rooms, these also must be balanced by overcrowding of normal-size classrooms. In 1 city in Germany, where 5 dependents schools comprise 1 supervisory unit, 2 were scattered in basement and Sunday school rooms holding 12, 18, and 20 children each; another school in a former German Army barracks crowded 22 and 24 children with desks wall to wall (there were vacant rooms here but no more teachers could be afforded under the ratio); the high school had a ratio of 21 to 1, and all of these were balanced by a classroom average of 31 in the 1 modern elementary school. In another city, classes of 39 and 40 were said to be common, balancing very small schools in outlying missile bases in the district. Last year, according to area Director Dr. O'Kane, 3,800 children were without the teachers they were entitled to because of overcrowded classes.

Special teachers and auxiliary staff are few in number. In most schools there are no additional teachers for remedial reading, art, music, or math, though frequently special talents turn up by luck among regular teachers. They are greeted with delight and given full opportunity. In one school in England an English teacher has made art one of the strongest areas in her school, and another English teacher in Oslo made possible a music program which would otherwise have been unavailable.

Guidance counselors and special education teachers are far too few. School administrators have to choose carefully where best to invest their few precious extra spaces under the ratio. Guidance counselors must give most of their time to college admissions, which present special problems at long distance. Both military commanders and school authorities are justifiably proud of the college admissions record of their high schools.

There is a growing uneasiness, however, as to what happens to the 20 to 50 percent of the students in various high schools who do not go on to further education. The schools are college oriented, partly because of military interest in

higher education, partly because college preparation is the cheapest form of education. Limited business education, industrial arts, and home economics are generally available, but teacher spaces for more extensive vocational education classes and funds for additional equipment are both lacking.

The problem is harder to deal with because it tends to evade visibility. The children are on 3-year tour with their fathers, and there is uncertainty both as to what becomes of the non-college-bound high school graduates and how many dropouts there are. As Dr. O'Kane put it to the PTA conference, "They may go home to drop out." Some effort has been made to survey the number of out-of-school youth of high school age, and some counselors are looking for possibilities of developing work-study programs, although regulations and other circumstances leave little employment available for youth. There remains grave question, however, as to how well we are preparing future citizens among these students.

A similar question relates to the special needs of handicapped children, whether physically handicapped, mentally retarded, or emotionally disturbed. One school in the European area, an Army school in Frankfurt, offers classes for physically handicapped children, and Army authorities are said to give "compassionate transfer" readily to those men whose children are eligible for these classes. Air Force children are taken to Frankfurt daily by staff car from nearby Wiesbaden.

The only provisions for "trainable" retarded children in the European area are two classes conducted in Wiesbaden on nonappropriated funds raised by a voluntary Air Force organization called CHAP (Children Have A Potential). CHAP funds also support, together with tuition fees, the only class for emotionally disturbed children in the European area, and also participate in several classes for "educable" retarded children. These are excellent classes, which have been able to move some children back into regular schoolwork, and have successfully launched others into adult life. There are also ungraded classes for certain types of retarded children in a number of Army schools which this representative did not see. These are supported partly by appropriated and partly by nonappropriated funds contributed by the base commander from PX profits and the like.

A school psychologist and assistant superintendent for pupil personnel services estimated during the PTA conference that perhaps a third of the children in the European schools with special needs might be receiving appropriate assistance. Some problems are those which might be expected statistically in any large group of families, and some are said to stem from the stresses of military life, such as an apparent large number of disturbed children in areas where troops receive intensified training.

Besides the shortage of qualified teachers and of funds, there is also the need for qualified personnel to identify the children. Experience to illustrate this point has been had by a splendidly staffed child guidance center established only last August with CHAP funds in the Air Force hospital in Wiesbaden. In the first 3 months of operation, 130 children were seen, 60 percent of whom were referred from the schools, and it was expected that this number would be greatly increased as information about the clinic reached Air Force medical and personnel offices throughout the area.

There are two other child guidance clinics in the European area, both connected with Army hospitals, one at Frankfurt with a psychologist and one at Landstuhl with a psychiatrist. While there is much informal cooperation among all these clinics and special classes, whether Army or Air Force, there is still a shortage of professional personnel and of means of communication. The clinical director at Wiesbaden was concerned with the unmet problem of children separated from the center by great distances. For instance, a group of children at a base in Italy, and another group in Spain, were said to need testing, but there was as yet no way to get to them with qualified personnel. If, he said, funds could be found to support travel for a team from the center, they could not only test the children but set up a program for them, which would be less expensive and disruptive than military transfer to the center for the family.

These programs have established a remarkable example, but broader efforts are needed, on appropriated funds. Two lines of approach have been opened: (1) mental health centers have been suggested as a way of centralizing services for all segments of the Armed Forces, and (2) an assistant superintendent for pupil personnel services has been authorized for each district to develop guidance, special education, health services, speech correction, and improvement programs.

TEACHERS SALARIES

The best publicized effect of the low per-pupil-limitation figure has been the failure of the overseas teachers to receive salary increases along with other overseas Government employees in recent years. The root of this problem seems to be an extremely unfortunate controversy between the Overseas Teachers Association and some Members of Congress over the purpose of Public Law 86-91, which was enacted at the request of OEA (Overseas Education Association) and its parent NEA in 1959.

The purpose of Public Law 86-91 seems to have been to move the overseas teachers from their previous general service rating (GS-7) to a special rating, general service, schedule A, on the basis that their terms of service are shorter and administered differently. Section 5 of the law also provides in effect that teachers' pay shall be fixed "in relation to the rates of basic compensation for similar positions in the United States * * * not to exceed the highest rate * * * under * * * the District of Columbia."

Since 1960-61 the per-pupil limitations have not been adequate to implement Public Law 86-91, and Defense staff now estimate the pay of overseas teachers as about \$800 behind the salary policy. NEA has given this lag wide publicity and warned its members about taking positions in the overseas schools. OEA members have written to Members of Congress in severe terms, while these same Members of Congress have taken the position, as quoted in the Congressional Record of April 22, 1964, that "teachers are receiving fair and proper consideration" as well as "important fringe benefits * * * a living quarters allowance * * * a post allowance * * * a separate maintenance allowance * * * medical care, transportation to and from the United States." A difference of opinion was cited in this same debate as to whether or not it was intended that the law bring teachers' salaries up to the level of those in the District of Columbia, and the prevailing opinion in that congressional committee was that it was not. It was also said that "there are about 10 applications for each job available," and that "a little turnover is a good idea."

Although NEA and OEA representatives themselves drew the bill which was enacted as Public Law 86-91, the law carries no financing provision, and it would seem more profitable for us to consider the salary question not on its legal merits but in terms of the needs of schools and of children. The per-pupil limitation is not directly tied to salaries, but there seems to be no question that the \$10 increase requested by the Department of Defense last spring for the current budget was rejected because it was expected that it would be used to raise teachers' salaries. The rejection curtailed curriculum development, provision of supplies, and needed services, as well as teachers' salaries.

We should also examine the points raised in the congressional committee debate against raising the salaries. The "fringe benefits" cited are received by all Government employees abroad, and are not taken into consideration in setting salaries of any group of employees other than teachers.

Second, the number of applications received for overseas teaching does not indicate degree of qualification. The Katzenbach report cited a drop from 47 to 35 percent in number of applicants with training above bachelor's degrees between 1959 and 1962. The several members of the recruiting team with whom this representative talked agreed emphatically that median levels of applicants in respect to qualifications had been dropping, and that places in certain categories were hard to fill, particularly primary teachers and librarians, which they attributed to the relatively lower salaries for overseas teachers. The recruiters spoke of desirable applicants who withdrew their applications when they learned of the salaries available, as lower than they could afford to take. The Air Force school director still had 15 places open at the end of October, mostly librarians. The headquarters staff said that in schools they visited in the early part of October intermediate and even high school teachers were often found with primary classes, so that the administration had to spend a disproportionate time helping such teachers learn their jobs, which interfered with the educational program.

Third, there was general agreement that present salaries are a handicap on retention. Good teachers often come for the learning experience of teaching abroad, as well as the opportunity for travel, not infrequently taking a large salary cut to do so—such excellent and valued teachers were pointed out to this representative—who then go home after the 2-year tour. The proportion of turnover varies, but in most places is high. One graphic illustration of what this may mean to a school program came unexpectedly in a contrast between two schools visited in different parts of the area.

Among the new educational programs being developed under the present administration is team teaching, and this representative made inquiry everywhere as to its progress. The first of these two schools is on a 2-year program of introducing team teaching with some degree of ungraded classes. A study was made, a plan developed, approved, and is now being presented to the teachers in an inservice program. By the time the plan is put into action, the principal added, there will probably have been a 50-percent turnover of the staff.

The second school has a situation unique in the European area, so far as could be learned, because the nearby host nation resources make life so interesting that teachers stay for many years, with turnover of perhaps 5 percent. When inquiry was made about team teaching here, the principal said, "Oh, yes, the teachers got together and started it by themselves."

A senior course in English is conducted by three teachers which includes lectures, reading, and discussion of the major works of world literature, from the "Iliad" and "Odyssey" through Greek drama, the "Aeneid," the "Divine Comedy," Chaucer, medieval drama, "Gilgamesh," "Song of Roland," "Nibelungenlied," Arthurian romances, Elizabethan drama, and "Paradise Lost." Other courses are taught by other teams of three teachers each in "U.S. Government," "Problems of Democracy," and "U.S. History" combined with American literature, each with subject matter of similar depth. A fifth course, in mathematics, is in preparation.

The students in this school respond to such exciting curriculum, for an astonishing two-thirds of its approximately 600 are taking 5 "solids," and an unusual 75 to 80 percent of its graduating classes go on to college.

Good and interesting individual teaching was going on in the first school, and morale was high. Indeed it occurred to this representative here, as it did elsewhere, to be proud of the training and background our American teachers bring abroad with them. In many cases it seemed that individual resources and creativity went far to make the schools good, and this is not to detract from the leadership of skilled and hard-working principals in many of these schools. It is easy to see, however, that their efforts to introduce better curriculum are far more effective when they can build in some degree of stability.

It should be added, perhaps, that there are differences among teachers. It seemed significant to this representative to find teachers still in some schools at 4 and 5 in the afternoon, yet it is apparently with reason that some get the name of being just "tourists." Effort for improvement, taking inservice training seriously, vary among teachers as anywhere else; but in general it was said that teachers are concerned for self-improvement, and concerned to build curriculum to meet these children's needs; and this, said one principal, "is the strength of the system."

But, he went on to say, they cannot afford to travel as much as they would like, nor as much as they should with this opportunity to broaden both their own horizons and those of their students. Although Members of Congress emphasized the provision of cost-of-living allowances and housing provision, these too are often less than adequate. Living "on the economy"; i.e., off the base, is said to be often more than a teacher can afford, and in some locations is not allowed. On the base, teachers have a low priority, and not infrequently are assigned rooms without cooking facilities, so that all meals have to be eaten outside, good for neither purse nor morale.

It should be clearly established that the dependents schools are run for the benefit of the children whose fathers are in national service, and that other considerations are secondary. Salaries and living conditions should be set with a view to securing both qualified staff and necessary stability. Schools should be able to compete for first-rate staff, as now they are not. The Department of Defense adopted a policy on August 22, 1960, that salaries should be established at rates equivalent to salaries paid teachers in U.S. urban school districts with populations of 100,000 and over, which would seem appropriate for the ninth largest American school system.

BUILDINGS

Buildings for school purposes are provided by the base commanders according to available facilities and according to other claims upon the military budget. Of the 14 schools visited in this 2-week period, 8 were in contemporary buildings constructed for school purposes, of which 5 were overcrowded. One of these had just been freed from double sessions, but was expected to return within the month. The others were in former German Army barracks, a former prison camp, base-

ments and attics of military housing, Sunday school rooms, quonset huts and neighboring small buildings (40 in all in this school of 600 students), and a warehouse recently vacated by the Quartermaster Corps for a new building nearby.

Despite a cheerfully painted interior which contrasted strongly with the dismal shell, the former warehouse had such poor acoustics that it echoed to ordinary conversation, and the walls of the corner room where the band practiced were hung with quilts to avoid disrupting classes. The principal himself had been responsible for turning this sizable building into a school, not only painting classrooms and corridors with some military help, but also planning and installing partitions. His PTA is one of those with an annual \$5,000 budget, which appeared to be gradually equipping the school.

Forty buildings were counted on the sketch map of one high school—some quonset huts, together with sheds and small frame buildings of all shapes and sizes. Some were connected by covered porches, but many were not. Each building contained one, two, three, or four rooms. Administration was in two buildings, the library in a building by itself, and the cafeteria in two buildings. An eighth grade of 30 students was in a building literally without windows, lighted by a cracked skylight. The room was said to be rather close and unpleasant in cold weather, and could be aired only when the children were out of the room, as the door opened directly outside. One building large enough to seat 200 to 300 students was used for team teaching, rallies, musical productions, and the like, but since the ceiling was not more than 8 feet high, the stage or lectern could not be elevated more than 2 feet above the floor.

Only the corner rooms of the former army barracks, which serve 1,100 children in grades 1 to 6, were large enough to allow children to move freely about the room and these, wisely, were assigned to the first and second grades. In other rooms, desks were lined up edge to edge against the far wall, with just room enough along the near wall for a thin teacher to move to the front of the room. The playground here was said to be a sea of mud when it rains, and the only space indoors for physical education was two adjoining rooms which were previously office space. Before that this space was used for teaching music, given up for office space, and not replaced. The library space was two small rooms, just enough for bookstacks and a few benches against the wall for children.

Some primary classes were seen in basement rooms which were said to "leak mud" when it rains. Other primary classes were in attics, isolated from one another, though part of a school.

The former prison camp was abandoned several years ago as unfit for children, but when another facility was closed as even worse it was reopened and now serves nearly 500 children. Its warren-like stone corridors and tiny rooms were amazingly cheerful with bright paint and children's artwork, but looked hard to heat, and indeed children were said to wear coats in the classrooms in cold weather. Rooms were of several shapes and sizes, long and narrow, small and square, an L-shaped, and the principal said no room assignments were made until the class sizes were certain. There was no real playground here; the half-dozen wings of low, drab building are about 20 to 25 feet apart, and each court between the wings serves some piece of equipment—a tether ball, a volley ball court, and the like. Across the alley behind the school is a coal yard, which has not kept the boys from setting a broad jump pit on a bank above the coal pile.

Three of the contemporary buildings visited served high schools, all of them crowded to the point of practically complete utilization of classroom space. This meant that teachers prepared lessons at home and in the teachers' rooms, anywhere but at their own desks. One of these high schools had been forced to take over the teen center next door for classrooms, which sends the young people to the American Community Center downtown. This disquiets the parents because of numerous German Bierstube in the neighborhood, for in Germany young people may be served at 16.

In one of the most attractive of all the schools visited, teachers spoke gratefully of their present facilities, recalling other schools where water had stood on the floor when it rained, and potbellied stoves in the middle of the classrooms, and still others which were sometimes excessively hot and sometimes so cold as to require coats and overshoes in the classrooms.

It has troubled many people that all schools in the European area lack the means for flexibility which are becoming common in American schools, whereby, for instance, spaces may be shifted for large- or small-group instruction. All walls in these schools are bearing walls; all are built practically without storage space, although teachers have installed a great deal. While superficially attractive, they are "a series of boxes, little suited for modern schools."

The reason is that all new buildings are constructed according to the specifications of the host nation, which presumably would eventually take them over. Thus schools in France are said to be suitable for hospitals, and in Germany are built to withstand possible bombing.

Currently it is said that no funds are available anywhere for new construction for reasons of economy, whatever the hardships. Funds are said to be available to each base commander which could cover one or two new classrooms, and Maj. Gen. Joe S. Lawrie told the PTA conference that PTA's should actively seek these funds when needed. At any military base, however, there are many competing demands for improving or erecting buildings, and schools are not only one of the many, but low in priority against military needs.

The mobility of troops has been another factor which makes commanders slow to undertake new construction. Dr. O'Kane has proposed the use of demountable classrooms, as funds permit, which can be moved where needed.

Custodial care of school buildings is a problem by itself, and sometimes most irksome. Several school principals felt it necessary to apologize for their schools, and indeed some floors looked like a city sidewalk. Cleaning of the schools is let on contract to host-nation contractors, subject not to the principal but to the base commander. One principal found his school still so dirty at opening day that he refused to open the school, and troops were sent in to clean it. It is not altogether clear whether the problem is wholly one of insufficient funds, or partly a shortage of labor, partly imperfect communication, and partly inadequate funds.

SUPPLIES

Most administrators are economical in supplying their schools, but the economy practiced in the oversea schools seemed to this representative to reach an extreme. If the storage shelves in the various schools are an indication, there is no excess, and "overage" for unexpected enrollment is kept within the 5 percent stated.

Textbooks are conservative, hard cover, lasting. New texts are selected in democratic fashion through curriculum committees and teachers' conferences, and are moved into one third of the Army schools each year, one fourth of the Air Force schools, over a 3- and 4-year period respectively. Never, said an area logistics officer, is there enough money to introduce a new program across the board, although this year is said to have been an exception for all Army schools in the introduction of Scott-Foresman texts in modern math, grades 1 through 6.

Two schools, perhaps, of those visited did not appear to have yet received the new math texts, although one third-grade teacher had contrived and was using materials of her own. One problem with introducing such a program as modern math arises from the turnover of teachers and the uncertainty as to previous experience with modern math among the teachers available. Altogether the whole process is delayed several years behind that of better schools in the States, which may raise difficulties for some of the students.

A different problem applies particularly to science texts which tend to become obsolescent rather quickly. Paperbacks are not a solution because of the difficulty of replacement. Textbooks are regarded as a solid purchase, for which a school is held accountable. Paperbacks, being paper, are regarded as expendable, and indeed do not usually outlast the first user, so that any group of paperback texts would have to become a yearly expenditure. Without larger funds for supplies, no school or supply people felt this in any degree a safe venture. The same difficulty applies to any individual expendable materials, such as some of the advanced materials in modern math, and even to daily newspapers for social studies and government classes, which are available only on group or private subscription.

For a great many extra materials the schools appeared to be dependent on PTA's. Most of the elementary schools, for instance, were using SRA (Science Research Associates) reading materials, all purchased by their PTA's. From the same source had come professional materials for school staff, science materials for junior high school classes, foreign language books for elementary classes, testing materials, various sorts of equipment, and even building materials were mentioned.

Headquarters curriculum coordinators said they felt unable to propose any program which might involve new materials. One principal found it impossible to order suitable science equipment for her junior high school classes. A combined elementary-high school building serving nearly 1,500 students was without a single dark curtain for audiovisual programs. All schools seemed to have some audiovisual equipment, though not all of it is always in working order,

and repairs were said to take months; thus, some classes are always doing without, for the extra tape recorder, the extra projector, was seldom to be had.

Much time was spent inquiring into the supply system. To the school principal, there are two basic sources of supply to support the instructional program. One source is a catalog about the size of a city phone book listing school-unique supplies and equipment available through USDESEA supply channels. From this, the school supply officer, who is an enlisted man assigned by the base, orders school supplies from a central depot according to the enrollment forecast and the desires of teachers and administrators. The second source of supply is through regular military channels and includes those items normally used by the military which may also be used in the school instructional program. Supplies in this latter category are budgeted in advance by the school, and requisitions are then submitted through military channels within budget ceilings established by USDESEA. Both categories of supplies are charged to the USDESEA overall appropriation fund budget. Thus, to some extent, the availability of funds within the budget determines the availability of supplies. Dark curtains, professional literature, audiovisual equipment, SRA materials, and others mentioned as desirable are all available, but in these cases were not obtainable within the budget.

The much-touted complication of this system seemed to present little real difficulty except to the inexperienced principal, teacher, or supply officer. Under the new administration, greater effort is being made to get school staffs to discuss their needs early. Supply officers were brought together for training conferences in each district this year, which is to be repeated annually. Some school principals did complain of logistics as a major problem, but after rather considerable discussion with several principals, supply officers, headquarters staff, area logistics officer (a military man), and the general supply officer in charge of the Karlsruhe warehouse, this representative feels that the main sources of difficulty are two: (1) lack of funds to order in variety, in sufficient quantities, or at the right time, and (2) lack of the right agency stateside to expedite filling of orders.

As was pointed out earlier in this report, carloads of regular school supplies were still coming into the Karlsruhe warehouse late in October for distribution to schools; this at a time when the warehouse should, it was said, have been concentrating on meeting emergency needs caused by unannounced transfer of troops—common, of course, to these schools. At this period, also, requirements were being computed for 1965-66 to be submitted as rapidly as funds become available. At this date, however, as was said above, known requirements to the amount of \$893,000 were still unfinanced.

The new administration is taking various measures to supply the schools more effectively within the existing framework. To improve the availability of audiovisual materials—a frequent source of irritation—all films, filmstrips, and related materials were called into area headquarters and divided into sets of similar content for each district, available to schools at need. Designs have been drawn for interchangeable-unit furniture—combinations of tables, cabinets, and shelving which are suitable for school use in libraries, science classrooms, and the like, but are not school unique and may therefore be purchased through military channels. Manufacture of these has been ordered.

It appeared in subsequent discussion in Washington that Defense staff are hopeful of even more satisfactory solutions than were ventured in USDESEA headquarters: a single, more direct supply system, and a variety of even five or six items from which individual teachers could order according to individual curriculum plans. Even such normal-sounding plans as these, however, must depend on more adequate funds than are now available.

SCHOOL NURSES

The lack of school nurses has been a source of concern to PTA's, and the amount of effort put to raising funds for this purpose on the part of the European PTA's has been a source of concern to national PTA. Under present circumstances there seems to be no contemplation of bringing school nurses into any category of school budget. Defense staff point out the availability of medical care on every base, and health education is regarded as a need which can well await the solution of more pressing problems.

There seems to be some difference of view as to how readily such care is available, however. Further, the amount of preventive attention given children seems uncertain, except for immunizations, which are fully required and provided. As for nutrition, hot school lunches are not given the Federal subsidy of surplus foods familiar to stateside schools. A 45-cent lunch was purchased by 25 percent

of the children in one school, and 50 to 60 percent in another school. The rest were "sackers."

A Wiesbaden PTA brought about the assignment of a nurse to the schools from the Surgeon-General's budget through a demonstration project in October, after numerous previous requests had failed. This was an eye and ear clinic carried out in the Aukamm Elementary School by a crew of 15 PTA members with the help of a nurse whose services were secured from the base hospital for the purpose. It was, in fact, just being completed at the beginning of this visit: 515 children were tested, with 20 to 25 percent found to have definite or suspected impairment. Medical and school authorities were impressed and glad to undertake procedures from this point, and not only was the same program to be carried out for the other Wiesbaden schools, but the nurse was assigned to a regular program for all five schools.

It was said that clinics of this sort were conducted by base hospitals for new students before the opening of school at some, not all, locations. On this visit the presence of a school nurse was identified at one other school, also from the Surgeon General's budget. It would appear that for the present this must be the source of a health education and testing program and that it is to be obtained through such means as PTA action.

THE HIGH SCHOOL DORMITORIES

The distances at which service families must necessarily live from available schools is a constant headache to military and school authorities, students and parents alike. In Paris the total distance school buses travel daily is said to reach from New York to San Francisco. Similar elaborate bus schedules with runs of 15 to 20 miles one way are usual in most of the dependent school systems.

In the high school years, however, a great many students live hundreds of miles from the nearest dependents high school. Dormitories have therefore been attached to schools in Ankara, Dreux, Lakenheath, Wiesbaden, Frankfurt, and Munich, which serve some 1,500(?) students. Some of these are 5-day dormitories, from which the students go home weekends. Others, such as Dreux, which serves students from Pakistan and Africa, are 7-day dormitories, from which students go home only for vacations.

The cost to families, which was a source of much discussion at the PTA conference, seems to be a minimum of \$55 a month per student, but can easily reach \$100. For enlisted men it was generally agreed this is a considerable burden, and, for several children, perhaps insupportable. In such instances some were said to have applied for compassionate transfer, but had so far been denied.

Groups of parents indicated further concern for the welfare of the students, both that dormitory supervision might be inadequate and that education away from family influence is of lesser quality. The alternative open to these parents is use of correspondence courses, for which a monitor is authorized from school funds for a minimum of 10 students, or a part-time monitor for 5. No diploma is given, and the record for completion is not very high. There is a problem in finding laboratory facilities for work in science. Students have been accepted from these courses, however, for Harvard, and other colleges.

The other alternative which is discussed is that in some locations it might be feasible to add the 11th and 12th grades to existing schools, if it were not for the 25 to 1 ratio and inadequate funds.

Fortunately the question is being explored. The PTA conference adopted a resolution which will encourage action, and it would appear that deep concern is felt in the military command as well as by school authorities.

CONCLUSION

It may have been noted that dependents school expenditures are under four separate limitations: appropriated funds, the per pupil limitation, the teacher-pupil ratio, and the ceiling for civilian employment. All other parts of the military mission are under only two: budget and civilian space ceilings. We would urge that the additional limitations hamper truly economic use of available funds and that more realistic budget controls should be substituted.

Secondly, it may be hoped that much more adequate funds will be appropriated to support the dependents schools. Stateside citizens cannot indefinitely expect a long-term security mission to be established without satisfactory provision for the families involved, nor expect their children to be educated by teachers going abroad either for adventure or on a charitable mission, as a sort of alternative to

the Peace Corps, as present salaries would suggest. As Dr. O'Kane said to the PTA conference, "A second-rate school system is no more tolerable to the American military community than second-rate defenses are to the Nation."

The good work going on in the dependents schools should be recognized, and the obstacles removed which now prevent quality education from reaching all children. The reorganization ordered by the Department of Defense, the staff appointed to carry it out, the cooperation given by the military command, have all put the schools on a sound program and earned generous support.

There is better work for PTA's to do than to raise funds for recognized school needs which should have come from American taxpayers. Families have an important role in the education of their children, and the military communities, like any others, have an appropriate role in the support of their schools. It is the work of the PTA's to educate both families and communities in the efforts and needs of the schools, to insist that these needs be met, and to bring parents and teachers together for the full development of each of their children. To slight this role or to keep PTA's from fulfilling it is to impair their education.

Finally, it is often said that as American education is one of the finest products of American life, so American schools abroad should be showpieces of our society. There is much truth in this. European educators have for some time shown keen interest in our schools in the States and are copying many of our practices. We may offer useful influence also in subtler things, the ways we bring our young people to maturity, able to think for themselves and to act intelligently, to cooperate with one another as occasion indicates, or to act alone, or to lead. It is one with which we may identify our Nation with pride, an appropriate part of our mission abroad.

STATEMENT OF DR. HAZEL DAVIS, ASSOCIATE DIRECTOR, RESEARCH DIVISION
OF THE NATIONAL EDUCATION ASSOCIATION

Mr. Chairman and members of the subcommittee, on behalf of the National Education Association, I wish to thank you for this opportunity to supplement the statement filed on April 13, 1965, and to answer any questions that members of the committee may have regarding that statement and its accompanying exhibits. With me is Mr. Robert W. McLain, NEA consultant in professional development and welfare, and NEA staff contact, Overseas Education Association.

The association is grateful to you, Mr. Chairman, and also to Representatives Matsunaga, Mink, Pelly, and Stratton, for introducing bills similar to yours. There appears to be a growing realization that the serious injustice suffered by the overseas dependents schools demands correction.

What I should like to do first is to state again what we see as the basic purpose of this legislation. Second, I wish to summarize the reasons why we believe the use of the District of Columbia salary standard for the overseas dependents schools is fully justified.

The basic purpose of H.R. 6845 is to clear away the confusion that for the past 4 years has attended the implementation of Public Law 86-91. The results have been bad for the teachers and bad for the pupils as well.

Public Law 86-91 removed teachers in the overseas schools from GS-7 of the Classification Act schedule and directed that they be paid salaries in relation to those of teachers in the United States. The legislative intent was clear that salaries should be comparable to those in good school systems in the United States. The Department of Defense accordingly put into effect in 1960-61 a salary schedule for overseas teachers that was based in part on a survey of 1959-60 schedules for teachers in 199 U.S. urban areas of 100,000 population and over. The overseas schedule did not, however, provide as many annual increments, nor salary differentials for advanced preparation that were as large, as were provided by the survey group. The salary procedures for the overseas dependents schools called for annual reviews of the survey data and adjustments when major changes occurred.

The Defense Department prepared a budget estimate for 1961-62 to provide for salary increases required by new survey data. The appropriation was not increased, however, and the Department of Defense, instead of promulgating the schedule required by Public Law 86-91 and its own interpretation thereof, and coming back for a deficiency appropriation, if needed, left the 1960-61 schedule in effect. As Secretary Paul said in his testimony on May 13, 1965, the Department of Defense has concluded that "the salary-fixing provisions of the law are not a mandate for fixing salaries by any specific formula."

From the close of the school year 1959-60, through the school year 1964-65, the average starting salary of the following three groups has increased as follows:

	Percent
Teachers in oversea dependents schools.....	4.3
Teachers in the survey group of U.S. school systems.....	18.6
Federal employees in GS-7 (formerly included oversea dependents schools teachers).....	21.5

When the teachers ask the Department of Defense for fair treatment, the answer is: "We have no money." When the teachers ask the Appropriations Committee for fair treatment, there is no answer. The teachers also have appealed to the judiciary for mandamus to require the Department of Defense to implement its own original interpretation of the meaning of the law. If the case is decided in their favor, as the teachers hope and expect, the Secretary of Defense can still interpret the standard either narrowly or broadly, even though its mandatory nature will no longer be in question. The recent unhappy history makes it plain that a fixed standard is needed.

The administrative officers of the oversea dependents schools work on a 12-month basis and are paid under the Classification Act. The Department of Defense has always found the money (within the appropriation that includes teachers' salaries) to pay all four of the pay raises given these officials since 1959-60.

The purpose of H.R. 6845, as we see it, is to provide as clear a mandate on the salaries of oversea teachers as the Classification Act now provides for other civilian employees.

The second point I would make is that the District of Columbia teachers' salary schedule is a desirable standard. Specifically:

1. The District of Columbia salary schedule is enacted by Congress for a unified school system of about the same pupil enrollment as the oversea schools.

2. The U.S. Government is using the District of Columbia schedule to pay teachers' salaries in another overseas area—the Panama Canal Zone. This is a clear precedent that deserves serious consideration.

3. The classified civilian employees of the Department of Defense all over the world are paid the same salary schedule as Federal civilians employed in Washington, D.C.

4. Public Law 86-91 originally mentioned the District of Columbia as a possible standard—overseas salaries were not to exceed those paid in the District. Under H.R. 6845 they still would not exceed but instead would equal those paid in the District.

5. The urgent need is for a definite standard. H.R. 6845 should make it clear that the intent of Congress is mandatory, and that the schedule should be implemented in full, including recognition for prior experience, on the same effective dates for the overseas teachers as for the District of Columbia teachers.

6. The District of Columbia salary schedule at present offers an approach toward a professional salary schedule. This has not always been the case and the overseas teachers will be accepting the hazard of slow adjustments in the future.

There appears to be some official concern that the schedule is too high. But the Federal Government does not find this schedule too high in the Panama Canal Zone, nor in its own Ramey Air Force School in Puerto Rico. Salaries in the Federal schools for American Indians may also be considered. As compared with a proposed starting salary of \$5,890 for the overseas teachers, who must have 2 years' prior experience, the beginning Indian-school teacher, with 1 year of experience required, is paid \$6,050 on a 12-month basis. After teaching a year in the Indian schools, the salary is \$6,250, which reduces to about \$5,500 on a school year basis. While the District of Columbia schedule is above the U.S. average, there are a great many higher schedules for teachers in the United States. There would seem every reason to seek above-average teachers for the children of U.S. servicemen abroad.

We know that funds are now insufficient to maintain adequate schools. We know that many of the children of officers and enlisted men overseas are being taught in oversized classes, in dilapidated buildings, from out-of-date textbooks, and by underpaid teachers, many of whom have had only 2 years of prior teaching experience. Surely these children are entitled to teaching of as high a quality as is offered to children in the District of Columbia schools. Salaries are what you use to buy quality in personal services, in teaching as in other occupations.

We believe that if the salary question can be settled by a firm mandate, the related problems of books and supplies will then fall into line. Previous testimony

has urged that the thing to do is to abolish the per pupil limitation as a means of budgeting for the overseas schools. Certainly that step is needed. As I understand it, however, a decision on that point is not before your committee. What you can do, I hope, is to persuade the Congress to settle clearly this basic question of establishing a clear, unquestionable, standard of fair compensation for a much mistreated segment of the professional personnel of the Department of Defense.

STATEMENT OF THE NATIONAL EDUCATION ASSOCIATION, REPRESENTED BY DR.
HAZEL DAVIS, ASSOCIATE DIRECTOR, RESEARCH DIVISION

There are more children in the Overseas Dependents Schools than there are in the schools of the city of Washington, or the city of Cleveland, or the city of St. Louis. Some are little children learning to read; some are about to graduate from high school and are hoping to enter college in the United States. All of them are in these schools because their fathers have followed the American flag to posts of duty overseas. These children depend on the U.S. Government for the educational opportunity that will help to determine their success or failure in college and in their adult lives.

Whether they attend school in crumbling quonset huts (as many of them do), or in satisfactory school buildings (as many of them do), the most important element in their schooling is the teacher. To organize a room full of children into a working group of learners is hard to do even when all conditions are favorable. It is doubly hard when the buildings are inadequate, when books and supplies are limited, where equipment is lacking or obsolete, and where classes are large. All of these conditions prevail in hundreds of classrooms overseas, and they should be corrected. But the most urgent need of all, and the need toward which H.R. 6845 is directed, is a corps of highly qualified, experienced, dedicated teachers.

At present nearly two-thirds of the teachers are in their first or second year of teaching in the overseas schools. A large proportion are in their first few years of teaching. Most of these young people do the best they can, I am sure, but they lack the background to do the work that would be possible if these schools could attract experienced teachers who could accept positions in the overseas schools without suffering a severe financial loss.

TEACHERS ARE UNDERPAID

At present these teachers are grossly underpaid. For example, the 1965 testimony on the Department of Defense appropriations reports that their average annual salary in fiscal 1964 was estimated at \$4,900.¹ There has been no increase in salaries of overseas teachers and the average in 1964-65 doubtless is still \$4,900. The average salary of all U.S. classroom teachers this school year is \$6,235.² Thus the present differential, on the average, is about \$1,335, or about 27 percent above the average for the overseas teachers.

When the comparison is limited to teachers in the 21 largest school systems (enrolling 100,000 pupils or more), we find that the average salary in 1964-65 is \$7,191, which is 47 percent higher than the average for the overseas teachers.³

If we make the comparison on the basis of salary schedules, we see that in the current school year, the starting salary of regularly appointed overseas teachers (with bachelor's degree and 2 years' teaching experience) was only \$4,535, as compared with an average of \$5,270, in 180 of the largest urban school systems.⁴

The maximum salary, for teachers with 6 years of preparation, who have received the maximum credit for experience in the Overseas Dependents Schools, is \$6,315; in the same group of large school systems the average is \$9,136. Thus the overseas teachers are below the average large-city schedule, by amounts ranging from \$735 to \$2,821, instead of being far above the average, which the unique position of the overseas schools would justify.

DISTRICT OF COLUMBIA SCHEDULE A SOUND BASIS FOR ODS SALARIES

The purpose of H.R. 6845 is to take a much-needed step forward to strengthen the teaching in the Overseas Dependents Schools. These American children

¹ Department of Defense appropriations, 1965, hearings, Senate, pt. 2, p. 534.

² NEA Research Division, Research Report 1964-R17, p. 5.

³ NEA Research Division, Research Report 1965-R5, in process.

⁴ Exhibit A, attached.

overseas have the right to good teaching, and this bill undertakes to help make it possible for the Overseas Dependents Schools to provide it.

The bill proposes that teachers overseas be paid on the same schedule as teachers in the District of Columbia. Several reasons for setting the overseas salaries at these levels may be stated.

1. There are two large school systems presently being paid under congressional appropriations. One is the Overseas Dependents School system, the other is the District of Columbia. The District of Columbia schedule is spelled out in detail by congressional enactment. It would seem both equitable and logical to provide the same schedule in both school systems.

2. A precedent exists in that the salary paid to teachers in the Canal Zone follows the District of Columbia schedule. Here are teachers overseas, in an agency under the direct supervision of congressional action, who are paid the salary rates established by Congress for teachers in the District of Columbia. When the District of Columbia schedule changes, the Canal Zone schedule changes, on the same effective date. This is the practice which H.R. 6845 would establish for teachers in the Overseas Dependents Schools.

3. The civilian employees of the Department of Defense overseas—secretaries, personnel officers, accountants, and others—are paid on the same salary schedule as is paid to the thousands of Federal workers employed in Washington, D.C. Teachers, too, should have the same relative economic status abroad as in the District of Columbia.

4. Public Law 86-91, which the present bill seeks to amend, already mentions the District of Columbia salary schedule as a possible salary standard for the overseas teachers. Apparently it was contemplated that by fixing salaries at rates comparable to those for similar positions in the United States, the salaries might prove to be higher than those paid in the District; and it was specified that the District schedule should not be exceeded.

5. There are advantages in a definite standard rather than in the more indeterminate standard provided in the present law. The Department of Defense has taken as a standard the salaries paid in urban areas of 100,000 population or more, numbering 199 systems in all. The survey committee which made recommendations for the improvement of the Overseas Dependents Schools in 1962, however, recommended that the basis of comparison should be the systems more directly similar to the Overseas Dependents Schools—those enrolling at least 100,000 pupils, and numbering only 21 in 1964-65.⁵

Experience has shown that the administration of the flexible standard provided for by Public Law 86-91 has led to controversy. The bill would eliminate a wide area of administrative discretion in setting the standards.

If an unequivocal standard is established, the Department of Defense must accept its obligation to pay the salaries of teachers according to the schedule, just as it accepts its obligation to pay the salaries of its school personnel who are under the Federal Classification Act.

6. The salary schedule for the District of Columbia has recently been revised by Congress and represents an approach toward professional salary levels. Many schedules, however, are much higher. A tabulation of 338 high-level schedules for teachers in 1964-65 included 214 which provided a starting salary for inexperienced teachers that was at least \$50 above the starting salary in Washington.⁶ There were 167 schedules that listed maximum salaries at least \$50 higher than the highest maximum attainable (after 18 years' service) in the District of Columbia. Among the 21 largest school systems, Washington ranks in the upper half. Exhibit B outlines the current schedules in the 21 large systems.

⁵ "Overseas Dependents Schools: Recommendations for Improvement," December 1962, p. 27.

⁶ NEA Research Division, urban research series, September 1964, p. 1.

DETAILS OF THE DISTRICT OF COLUMBIA SCHEDULE

The current salary schedule for classroom teachers in the District of Columbia may be summarized as follows:

For teachers with bachelor's degrees:

The beginning salary for inexperienced teachers is-----	\$5,350
There are two annual increments at \$270, leading to a salary for teachers beginning their 3d year of experience of-----	\$5,890
There are 10 additional annual increments at \$235 leading to a maximum of-----	\$8,240
There are 2 additional increments at \$555, at 3-year intervals, leading to a maximum, after 18 years, of-----	\$9,350

Teachers with master's degrees receive \$500 more than the above amounts.

Teachers with master's degree plus 30 credit hours receive \$200 more than those with master's degree only.

The complete array of salary steps, by preparation and by years of experience, is shown in exhibit C.

A feature of the District of Columbia schedule that will be of great value in recruiting for the overseas schools is that newly appointed teachers are given placement for approved prior teaching experience, up to step 6 of the schedule. Thus a teacher in the bachelor's degree salary class who had completed 5 years of experience in a city such as Detroit, and who would be eligible for a salary in Detroit of \$7,000, could afford to take a leave of absence to teach at step 6 of the overseas schedule with only moderate loss in salary. The present policy in the overseas schools is to require 2 years of experience, and to give salary credit only for those 2 years.

The granting of up to 5 years of prior experience credit to newly appointed teachers would demand, in fairness to teachers remaining in service, that the salaries of teachers previously employed be adjusted upward to recognize prior service in excess of 2 years, up through 5 years. The maximum additional allowance for any present teacher would be three increments of \$235 each.

An estimate has been made of the relative costs of the present schedule and of the District of Columbia schedule, as applied to the 5,850 teachers estimated in advance for the year 1964-65, using the distribution by years of experience in the overseas dependents schools reported by the Department of Defense.⁷

As shown in exhibit D the cost under the present schedule would total an estimated \$28.9 million. Under the District of Columbia schedule, giving service credit only for experience in the overseas dependents schools, the total is estimated at about \$38 million.

Making a very liberal estimate that an average of 2 years of prior experience per teacher should also be credited, a further expenditure of between \$2.5 and \$3 million might be needed.

In recent years, because of the extreme difficulty of recruiting experienced teachers, the age limit for overseas teachers has been lowered from 25 to 22 years, and the possibility of appointing well-prepared young teachers with no prior experience has even been discussed. The installation of the proposed schedule would almost certainly make it possible to reestablish the former age limit, and to elevate recruiting standards generally.

EDUCATIONAL OPPORTUNITY FOR AMERICAN CHILDREN OVERSEAS

In a recent address at the headquarters of the National Education Association, in recognition of Teacher Career Month, Vice President Humphrey reminded his hearers that a national poll had shown that educational opportunity for their children stood above any other domestic issue as a matter of deep concern to American citizens. Educational opportunity for their children is also a matter of deep concern to the American servicemen overseas and to their wives. They see precious years of their children's lives being spent in schools that are inadequately housed, inadequately supplied, inadequately staffed. The passage of this bill will bring a new day of educational opportunity to the children in these schools.

⁷ Department of Defense Appropriations, 1965, hearings, Senate, pt. 2, pp. 533, 535.

EXHIBIT A

Overseas teachers schedule and related salary schedules

(1) Salary class	(2) Schedule in DOD overseas school, 1964-65		(3) Salary schedule in District of Columbia schools, 1964-65		(4) Average schedule in 180 large urban school districts, 1964-65	
	Step	Amount	Step	Amount	Step	Amount
Bachelor's degree-----	(a)-----	¹ \$4,165	1-----	\$5,350	1-----	\$4,850
	(b)-----	1 ⁴ ,350	2-----	5,620	2-----	5,060
	1-----	4,535	3-----	5,890	3-----	5,270
	2-----	4,720	4-----	6,125	4-----	5,480
	3-----	4,905	5-----	6,360	5-----	5,690
	4-----	5,090	6-----	6,595	6-----	5,900
	5-----	5,275	7-----	6,830	7-----	6,110
	6-----	5,460	8-----	7,065	8-----	6,320
	7-----	5,645	9-----	7,300	9-----	6,530
	8-----	5,830	10-----	7,535	10-----	6,740
	9-----	6,015	11-----	7,770	11-----	6,950
			12-----	8,005	12-----	7,160
			13-----	8,240	13-----	² 7,366
			(x)-----	³ 8,795		
			(y)-----	³ 9,350		
Master's degree-----	(a)-----	1 ⁴ ,365	1-----	5,850	1-----	5,225
	(b)-----	1 ⁴ ,550	2-----	6,120	2-----	5,450
	1-----	4,735	3-----	6,390	3-----	5,675
	2-----	4,920	4-----	6,625	4-----	5,900
	3-----	5,105	5-----	6,860	5-----	6,125
	4-----	5,290	6-----	7,095	6-----	6,350
	5-----	5,475	7-----	7,330	7-----	6,575
	6-----	5,660	8-----	7,565	8-----	6,800
	7-----	5,845	9-----	7,800	9-----	7,025
	8-----	6,030	10-----	8,035	10-----	7,250
	9-----	6,215	11-----	8,270	11-----	7,475
			12-----	8,505	12-----	7,700
			13-----	8,740	13-----	7,925
			(x)-----	³ 9,295	14-----	² 8,146
			(y)-----	³ 9,850		
Master's degree plus 30-----	(a)-----	1 ⁴ ,465	1-----	6,050	1-----	5,822
	(b)-----	1 ⁴ ,650	2-----	6,320	2-----	6,077
	1-----	4,835	3-----	6,590	3-----	6,332
	2-----	5,020	4-----	6,825	4-----	6,587
	3-----	5,205	5-----	7,060	5-----	6,842
	4-----	5,390	6-----	7,295	6-----	7,097
	5-----	5,575	7-----	7,530	7-----	7,352
	6-----	5,760	8-----	7,765	8-----	7,607
	7-----	5,945	9-----	8,000	9-----	7,862
	8-----	6,130	10-----	8,235	10-----	8,117
	9-----	6,315	11-----	8,470	11-----	8,372
			12-----	8,705	12-----	8,627
			13-----	8,940	13-----	8,882
			(x)-----	³ 9,495	14-----	² 9,136
			(y)-----	³ 10,050		

¹ Steps (a) and (b) on DOD schedules are used only for teachers not possessing the minimum qualifications of 2 years' experience and required degree. Regular appointees begin at step 1. Step 1 on the DOD schedule is thus equivalent to step 3 on the other schedules shown.

² Final step includes adjustment (more or less than other increments) to reach average scheduled maximum in average number of steps.

³ Step (x) granted after 15 years of service and step (y) after 18 years.

EXHIBIT B

Salary schedules, 1964-65, in the overseas dependents schools and in the 21 largest U.S. school systems

School system and salary class	Enrollment, October 1963	Bachelor's degree or 4 years	Master's degree or 5 years	6 years	Doctor's degree or 7 years
(1)	(2)	(3)	(4)	(5)	(6)
Overseas dependents schools.....	155,791				
Salary for teachers on step 1, for which 2 years of prior experience are re- quired.....		\$4,565	\$4,735	\$4,835	
Maximum salary on annual increments.....		6,015	6,215	6,315	
Los Angeles, Calif.....	589,529				
Salary for teachers beginning 3d year of experience.....		5,910	6,360	6,950	\$7,510
Maximum salary on annual increments.....		8,250	8,990	9,670	11,100
San Diego, Calif.....	115,025				
Salary for teachers beginning 3d year of experience.....		6,050	6,600	7,700	
Maximum salary on annual increments.....		8,525	9,350	10,725	11,000
District of Columbia (Washington).....	137,718				
Salary for teachers beginning 3d year of experience.....		5,890	6,390	6,590	
Maximum salary on annual increments.....		8,240	8,740	8,940	
Maximum salary with extended service.....		9,350	9,850	10,050	
Dade County, Fla. (Miami).....	193,674				
Salary for teachers beginning 3d year of experience.....		4,940	5,390		5,840
Maximum salary on annual increments.....		7,600	8,050		8,950
Duval County, Fla. (Jacksonville).....	114,356				
Salary for teachers beginning 3d year of experience.....		4,360	4,610		
Maximum salary on annual increments.....		6,050	6,650		7,250
Atlanta, Ga.....	108,688				
Salary for teachers beginning 3d year of experience.....		5,016	5,472	5,928	6,384
Maximum salary on annual incre- ments.....		7,296	8,436	9,120	9,804
State of Hawaii (Honolulu).....	156,651				
Salary for teachers beginning 3d year of experience.....		4,668	4,896		
Maximum salary on annual incre- ments.....		6,240	6,876		
Maximum salary with extended serv- ice.....		7,224	7,968		
Chicago, Ill.....	536,025				
Salary for teachers beginning 3d year of experience.....		5,850	6,100	6,350	6,600
Maximum salary on annual incre- ments.....		7,700	8,200	8,950	9,450
Maximum salary with extended serv- ice.....		8,950	9,450	9,950	10,450
Indianapolis, Ind.....	100,097				
Salary for teachers beginning 3d year of experience.....		5,400	5,725	5,925	6,125
Maximum salary on annual incre- ments.....		8,000	9,000	9,650	10,050
Maximum salary with extended serv- ice.....		8,250	9,250		
New Orleans, La.....	101,515				
Salary for teachers beginning 3d year of experience.....		3,925	4,225		4,525
Maximum salary on annual incre- ments.....		5,925	6,825		7,125
Baltimore, Md.....	184,876				
Salary for teachers beginning 3d year of experience.....		5,400	5,750	6,100	6,400
Maximum salary on annual incre- ments.....		8,600	8,950	9,300	9,600
Baltimore County, Md. (Towson).....	101,825				
Salary for teachers beginning 3d year of experience.....		5,500	5,770	6,040	6,310
Maximum salary on annual incre- ments.....		9,000	9,450	10,080	10,620
Detroit, Mich.....	294,527				
Salary for teachers beginning 3d year of experience.....		5,900	6,200	6,500	6,800
Maximum salary on annual incre- ments.....		8,500	8,800	9,400	9,700
Maximum salary with extended service.....		8,650	8,950	9,550	9,850

EXHIBIT B—Continued

Salary schedules, 1964-65, in the overseas dependents schools and in the 21 largest U.S. school systems—Continued

School system and salary class	Enrollment, October 1963	Bachelor's degree or 4 years	Master's degree or 5 years	6 years	Doctor's degree or 7 years
(1)	(2)	(3)	(4)	(5)	(6)
St. Louis, Mo.	111,448				
Salary for teachers beginning 3d year of experience		\$5,500	\$5,750	\$6,000	\$6,250
Maximum salary on annual incre- ments		8,000	8,250	8,500	9,500
New York, N.Y.	1,045,554				
Salary for teachers beginning 3d year of experience		5,900	7,025	7,425	
Maximum salary on annual incre- ments		9,500	10,625	11,025	
Cleveland, Ohio	148,793				
Salary for teachers beginning 3d year of experience		5,400	5,700		
Maximum salary on annual incre- ments		8,350	8,950		
Maximum salary with extended service		9,250	9,850		
Philadelphia, Pa.	268,526				
Salary for teachers beginning 3d year of experience		5,900	6,100	6,100	6,100
Maximum salary on annual incre- ments		8,200	8,600	8,800	9,000
Memphis, Tenn.	110,031				
Salary for teachers beginning 3d year of experience		4,550	4,850	5,150	5,450
Maximum salary on annual incre- ments		6,650	6,950	7,250	7,550
Dallas, Tex.	137,850				
Salary for teachers beginning 3d year of experience		5,000	5,200		5,650
Maximum salary on annual incre- ments		6,800	7,100		7,400
Houston, Tex.	210,573				
Salary for teachers beginning 3d year of experience		4,800	5,000		
Maximum salary on annual incre- ments		6,500	7,150		
Milwaukee, Wis.	115,819				
Salary for teachers beginning 3d year of experience		5,940	6,178	6,416	6,652
Maximum salary on annual incre- ments		8,570	8,997	9,424	9,850

Source: Overseas Dependents Schools, Department of Defense Appropriation, 1965, Senate, pt. 2, p. 63 (enrollment); p. 533 (schedule). U.S. school systems, original salary schedules on file with NEA Research Division.

EXHIBIT C

*Public schools of the District of Columbia, salary schedule for classroom teachers,¹
effective July 1, 1964*

Salary step	Year of experience	Bachelor's degree	Master's degree	Master's degree plus 30 credit hours
(1)	(2)	(3)	(4)	(5)
1.....	1	\$5,350	\$5,850	\$6,050
2.....	2	5,620	6,120	6,320
3.....	3	5,890	6,390	6,590
4.....	4	6,125	6,625	6,825
5.....	5	6,360	6,860	7,060
6.....	6	6,595	7,095	7,295
7.....	7	6,830	7,330	7,530
8.....	8	7,065	7,565	7,765
9.....	9	7,300	7,800	8,000
10.....	10	7,535	8,035	8,235
11.....	11	7,770	8,270	8,470
12.....	12	8,005	8,505	8,705
13.....	13	8,240	8,740	8,940
	14	8,240	8,740	8,940
	15	8,240	8,740	8,940
14.....	16	8,795	9,295	9,495
	17	8,795	9,295	9,495
	18	8,795	9,295	9,495
15.....	19	9,350	9,850	10,050

¹ Includes: Attendance officer; child labor inspector; counselor, placement; librarian, elementary and secondary schools; librarian, teachers college; research assistant; school social worker; speech correctionist; coordinator of practical nursing; teacher, elementary and secondary schools; census supervisor; counselor, elementary and secondary schools; instructor, teachers college; instructor, laboratory school; and school psychologist.

EXHIBIT D

Relative costs of applying present and proposed salary schedule in overseas dependents schools

[Based on: Number of teaching positions, 5,850, estimated in May 1964 for the school year 1964-65 by the Department of Defense; ¹ Distribution of teachers by experience reported in May 1964 by the Department of Defense; ¹ Distribution of teachers by preparation estimated by the NEA Research Division; Salary schedule presently followed in the overseas dependents schools; ¹ Salary schedule presently followed in the public schools of the District of Columbia]

Item (1)	Years of experience in overseas schools (2)	Level of professional preparation			
		Bachelor's degree (3)	Master's degree (4)	Master's degree plus 30 hours (5)	Total (6)
Estimated number of oversea teachers, by preparation level and experience step.	1	1,524	544	109	2,177
	2	983	351	70	1,404
	3	512	183	36	731
	4	332	118	24	474
	5	201	72	14	287
	6	159	57	12	228
	7	110	39	9	158
	8	78	28	5	111
	9	78	28	5	111
	10	49	17	4	70
	11 or more	69	25	5	99
		4,095	1,462	293	5,850
Cost of applying salary schedule in effect in oversea dependents schools in 1964-65.	1	\$6,911,340	\$2,575,840	\$527,015	\$10,014,195
	2	4,639,760	1,726,920	351,400	6,718,080
	3	2,511,360	934,215	187,380	3,632,955
	4	1,689,880	624,220	129,360	2,443,460
	5	1,060,275	394,200	78,050	1,532,525
	6	868,140	322,620	69,120	1,259,880
	7	620,950	227,955	53,505	902,410
	8	454,740	168,840	30,650	654,230
	9	469,170	174,020	31,575	674,765
	10	294,735	105,655	25,260	425,650
	11 or more	415,035	155,375	31,575	601,985
		19,935,385	7,409,860	1,514,890	28,860,135
Cost of applying salary schedule in effect in District of Columbia schools in 1964-65 (teachers in 1st year of experience in oversea schools placed at step 3 of District of Columbia schedule).	1	8,976,360	3,476,160	718,310	13,170,830
	2	6,020,875	2,325,375	477,750	8,824,000
	3	3,256,320	1,255,380	254,160	4,765,860
	4	2,189,540	837,210	175,080	3,201,830
	5	1,872,830	527,760	105,420	2,006,010
	6	1,123,335	431,205	93,180	1,647,720
	7	803,000	304,200	72,000	1,179,200
	8	587,730	224,980	41,175	853,885
	9	606,060	231,560	42,350	879,970
	10	392,245	144,585	34,820	571,650
	11-13	230,720	87,400	17,880	336,000
	14-16	211,080	83,655	18,990	313,725
	17 or more	158,950	59,100	10,050	228,100
		25,929,045	9,988,570	2,061,165	37,978,780

¹ Department of Defense appropriations, 1965, Senate, pt. 2, pp. 533, 535.

STATEMENT OF THE OVERSEAS EDUCATION ASSOCIATION, REPRESENTED BY
CECIL DRIVER, EXECUTIVE SECRETARY

Mr. Chairman and members of the Committee on Federal Compensation, it is with pleasure and pride, as well as gratitude and relief, that we of the Overseas Education Association, Joseph B. Crawford, president, and Cecil Driver, executive secretary, appear before you in support of H.R. 6845. We are pleased that you, Mr. Chairman, have undertaken to have Public Law 86-91 amended, and that you have called a meeting of this committee to hear our views.

Mr. Crawford, our Overseas Education Association president, has come from Paris, and I have traveled from Wiesbaden, for the specific purpose of supporting H.R. 6845. The sad history of Public Law 86-91, now almost 6 years old, vividly shows that for whatever reason, it has not provided oversea dependents school teachers with the salary level required to recruit and retain qualified teachers for our oversea children. It is our firm belief that this amendment, which would

require that salaries of oversea teachers be the same as those in the District of Columbia, would be an appropriate and conclusive way to deal with the same problem that was before Congress when it enacted Public Law 86-91 and which unfortunately is still a problem today in an even more aggravated way; namely, the fair treatment of the teachers in the oversea dependents schools.

BACKGROUND OF PUBLIC LAW 86-91

When the Committee on Post Office and Civil Service, under the chairmanship of the Honorable Charles O. Porter, conducted hearings on H.R. 1871, and related bills, prior to the enactment of Public Law 86-91, the chairman expressed what he felt to be the views of appropriate military and school officials, as well as teachers, when he said that there was an "urgent need for prompt enactment of this legislation." Further, he stated the overall purpose of the bill when he said:

"The legislation before the subcommittee will provide an improved system of personnel administration and compensation for schoolteachers and certain school officers and other employees of the dependents schools of the Department of Defense in foreign areas."

It was stated:

"This legislation is a direct implementation of the unanimous recommendation of the House Post Office and Civil Service Committee in House Report No. 2109 of the 84th Congress. The legislation is based on information and evidence developed in oversea hearings held by this subcommittee in the 84th Congress, supplemented by cooperative studies by the subcommittee, the Office of the President, and the Department of Defense over the past several years. The bills will carry out an official recommendation submitted by the Department of Defense as a part of the President's legislative program. The report of the Department of Defense recommending enactment of this legislation will be placed in the record immediately following my statement. The Department has urged top priority for the consideration of these measures."

In Mr. Porter's own words:

"This legislation is designed to pattern the employment and compensation policies relating to teachers in our oversea schools along the lines of the existing program for teachers in the District of Columbia school system."

The Honorable Joel T. Broyhill, Republican member of the committee, strongly supported the bill for the reasons that oversea schools could be administered more in line with stateside school systems under the proposed bill than under the Classification Act.

Stephen S. Jackson, Deputy Assistant Secretary of Defense, likewise, referred to the "factors" which "were recognized in the District of Columbia school system when, in 1947, the Congress approved a Teachers Salary Act and, in 1951, a Sick and Emergency Leave Act, applying to teachers and other school personnel in the District. The same conditions which influenced the decision to provide these special pay and leave authorities for the District of Columbia schools prevail in the oversea dependents schools of the Department of Defense."

As a final endorsement of H.R. 1871, Mr. Jackson said:

"Enactment of this proposed legislation would overcome the serious objections to the present system; would place the schoolteacher personnel program of the Department of Defense on a par with that found in school jurisdictions inside the continental United States; and would greatly improve the attractiveness of teacher positions in the dependents schools of the Department. It will make it easier for the Department of Defense to employ the best teachers and should result in their longer retention."

Mr. Jackson pointed out, in answering questions of members of the committee:

"There will be an enhancing of the career status because of the elimination of these inequities and injustices and annoyances, and there will be, as was pointed out, an opportunity to recruit persons with degrees more readily because of the additional amount (extra compensation for extra degrees) which in turn will result to a degree in a better quality of people in certain fields. The basic reason, however, or the reason that concerned us mostly, was the fact that our people, these people that were serving our dependents, were not being treated properly or fairly."

The Overseas Teachers Association, later the Overseas Education Association, (OEA), supported the bill, with reservations. H.R. 1871 and S. 96 became Public Law 86-91 on July 17, 1959. Unfortunately, Public Law 86-91 was never implemented and the oversea teachers have been treated more shabbily since its enactment than before. Indeed, they would have been far better off financially had Public Law 86-91 never been passed.

EARLY DEVELOPMENTS

In order to determine how Public Law 86-91 has operated in comparison with the early expectations of the Department of Defense, we need only turn to a speech of Mr. Edward A. Sompayrac, Office of Manpower, who spoke the following October to a general assembly of the Overseas Teachers Association.

"We find that the maximum (salary) that is fixed that we get from a straight arithmetical average comes out just a little bit below the maximums that are established by the District of Columbia system."

Then—

"You will get something out of it, but you are not going to get sizable increases. On the pay scale, the initial salaries will not be much different than they are at the present time. The maximum salaries, however, should be considerably higher. The very common practice in the States is to have a much broader range of salaries in a given level or type of position, and we do intend to recognize this, and will provide these additional increments which will cover a wider range."

Further on he said:

"The law says that we will fix these rates in consideration of the rates paid in school jurisdictions in the United States. When this pronouncement here results in a major increase in rates in the United States, we certainly recognize it."

Then, the ever-present reference to the District of Columbia, when Mr. Sompayrac stated:

"Furthermore, the District of Columbia system was cited repeatedly as one that had a very good system and had many features which would like to be copied."

(This was in specific reference to the 75-day limitation on teacher leave.)

Of more than passing interest is the fact that the Conference of European Parents and Teachers, in the fall of 1959, urged the Department of Defense by resolution to adopt the District of Columbia pay scale for the overseas dependents schools. In April 1965 ECAPT has now expressed support of bill 6845.

ADMINISTRATION VERSUS IMPLEMENTATION OF THE LAW

In August 1960 the Department of Defense promulgated the salary determination procedures, which attempted to define the phrase "in relation to" of Public Law 86-91, as applied to salaries to be paid overseas teachers. The procedures have created problems which indicate that the improved and more definite standard offered by H.R. 6845 would simplify administration. To date, the standards under the procedures under Public Law 86-91 have not been meaningful.

For whatever reason—fringe benefits, desire to cause teachers to stay overseas only a short time, or an attempt to equate a supply of teachers with the salary scale—Public Law 86-91 has been much abused and dishonored. A study of pay scales of the overseas schools for the past 5 years as compared with the scale promised by the procedures, as well as a comparison with what would have been earned by teachers had they remained under the Classification Act, is most revealing.

Pay for GS-7 positions has been raised almost \$1,100, at the base, since the law was passed, while pay of overseas teachers has been adjusted, at the base, only \$185. At the maximum, the disparity is even more apparent. As GS-7's today, using the conversion formula of 87½ percent which the Department of Defense utilized in converting teachers from the Classification Act to the law, pay of teachers would range from \$5,294 to \$6,869. As GS-9's ratings, which teachers have been allowed to hold since the passage of the law, the pay would range from \$6,318 to \$8,247. Thus, there would be a range of difference of almost \$3,000 under GS ratings.

In comparison the pay scale for overseas teachers today creeps from \$4,535 to \$6,315, with adjustments since school year 1959-60 of \$185 at the base and \$465 at the top. By the procedures which the Department of Defense promulgated, the range should extend from \$4,695 to \$8,755.

An interesting fact about the Department of Defense, as related to the budget requests to the Congress, and subsequent refusals to adjust salaries of overseas teachers in line with the salary determination procedures, has been the admissions that such adjustments should be made. Last December, following serious unrest by teachers in the overseas dependents schools, from Germany to Japan, the Department of Defense sent out a fact sheet, which contains the following:

"Teachers' salary schedules in the United States increased an average of approximately \$200 from 1959-60 to 1960-61," and "In the following year teachers' salaries in the United States had further increased by an average of \$190,"

and "by the following year teachers' salaries in the United States had again increased by approximately \$100."

Since the salary figures of the Research Division of the National Education Association were the basis for the above statements—and those same figures show a further needed adjustment of \$157 over the past year, at the base—the average needed upward adjustment in oversea teachers' salaries would have been at least \$647. Yet, for the period in question there has been the one "pitiful handout" of \$100, and now we are promised \$300 for next year * * * if the Congress will vote the \$455 per pupil cost figure. There is no guarantee, with all the other myriad costs included, that even this amount will be forthcoming.

SCHOOL YEAR 1962-63

Repeated failure of the Department of Defense to honor the salary determination procedures, has brought protests from the National Education Association, the Overseas Education Association, and individual teachers. Following the intensive and extensive study of the Department of Defense schools in the fall of 1962 a report was issued, which was entitled, "Department of Defense Oversea Dependents Schools: Recommendations for Improvement." The committee of six prominent educators strongly recommended an upgrading within the Defense structure for those schools and the immediate implementation of the salary scale. Page 29 of the report reads:

"In recent months a substantial salary increase has been granted to Classification Act employees which include the administrators of the oversea dependents schools. This is the second such increase since Public Law 86-91 was enacted. It serves to enhance the feeling of being treated unfairly which the teachers have developed during the period of nonimplementation of the salary directives and which is bound to affect adversely the quality of instruction.

"The committee urges most strongly that the utmost effort be made to correct the current salary inequities. Budget requests and appropriations for 1963-64 should implement in full the salary directives based on Public Law 86-91.

"In evaluating teachers' salaries some have argued that quarters allowances, commissary, exchange, and other fringe benefits should be added to base salaries of oversea teachers in making comparison with stateside school systems. The committee rejects this argument. This yardstick is not used in determination of salaries of other civilian personnel abroad. In fact, fringe benefits are specified as being additional and supplementary to base salaries. It would be manifestly unfair to single out teachers as the only civilian employees abroad who must consider fringe benefits as part of their basic salaries.

"The committee's recommendation calls for recognition of professional preparation and experience similar to practices in the comparable large districts. This would mean a larger number of increments, greater recognition for the master's degree, for a sixth year of professional study, and salary placement for experience in addition to the 2 years now recognized in the oversea schedule."

Despite the strong teacher protests resulting from continued violation of the procedures, the Air Force Times of January 15, 1964, reported the following:

"Defense officials, while acknowledging that the teachers receive about \$500 a year less than those in comparable jobs in the United States, note that they have three applicants for every teaching job."

The article went on to say:

"Defense reportedly will give the teachers a \$200-a-year raise in fiscal year 1965."

At the same time the survey report was being given widespread publicity throughout the United States, and Dr. Katzenbach was talking about fringe benefits, Dr. William G. Carr, executive secretary of the National Education Association, wrote to Mr. Norman S. Paul, Assistant Secretary of Defense, on January 28, 1963:

"I have your letter of January 23, in which you ask for continued understanding and support for the most effective schools for overseas dependents. The proposal that the salary schedule for the teachers in the overseas schools be adjusted by an amount of only \$100 per year is contrary to the clear intent of the Congress, contrary to the whole spirit and purpose of the findings of the overseas school investigation, contrary to the recommendations of your own advisory committee."

On February 1, 1963, the National Education Association and the Overseas Education Association drew up the urgent advisory, as reported in a UPI story, which read: "William G. Carr, NEA executive secretary, said that teachers considering positions in the overseas dependents schools should be told about

'serious educational and salary problems,' which included 'unprofessional salaries for teachers.' "

SCHOOL YEAR 1963-64

The school year 1963-64 brought new protests from overseas educators, as the Overseas Education Association strongly criticized the continued indifference to the salary scale by the Department of Defense. After it had been decided that a \$100 upward adjustment should be made, across the board, the executive committee of the OEA decided to return the adjustments—to the President, the Treasury, and to the Department of Defense.

Teachers in one of our overseas schools wrote a strong letter of protest which reads:

"We feel that a pay raise is essential to the well-being of the overseas schools and teachers; however, the amount of the raise offered is certainly an insult to the dedication, ability, and service of the teachers in the Armed Forces' schools."

Hopes of overseas educators and parents that the overseas schools would be improved as a result of the Department of Defense survey report were quickly dashed, as expectations were not matched by achievements. Why were the hopes of teachers that finally the salary schedule would be implemented destroyed? Two arguments seem largely responsible: that teachers overseas receive fringe benefits and that a supply of teachers is adequate. Neither argument has any basis for recognition in Public Law 86-91 or the Procedures.

Despite the fact that Hon. John Macy, Chairman of the Civil Service Commission, was quoted in the Air Force Times (European edition) of June 20, 1962, as saying "it was not necessary to include fringe benefits for the study of civilian pay since they closely approximate what is given in those benefits to persons holding jobs in private industry," the Department of Defense was attempting to equate pay of overseas teachers with our stateside comparables by adding in such benefits. In February 1963 (Newsweek, Feb. 17, 1963), Dr. Edward Katzenbach, Department of Defense, was quoted as saying: "It's difficult to compare what teachers earn overseas with what they earn at home since abroad many have the benefit of PX privileges and lower medical and housing costs."

In the hearings before the Senate Defense Subcommittee, chaired by Hon. Richard Russell, Mr. Robert S. McNamara referred to the supply of teachers as "one factor" in the pay scale.

One year after the issuance of the survey report many members of our Government were continuing to equate overseas teachers' salaries with the average of the large urban districts in the United States by counting fringe benefits. Since President Dwight D. Eisenhower had actually signed the bill into law, I wrote to him protesting violation of Public Law 86-91. The answer from his executive assistant, Brig. Gen. Robert L. Schulz (retired) is most revealing:

"General Eisenhower asked me to send you information received from the Defense Department, in answer to your January 14 letter relating to overseas teachers' salaries. I am happy to advise that the Department plans to raise overseas teachers' salaries this year; the amount of the increase will be announced later.

"Defense says that fringe benefits are not included as part of overseas salaries. In answer to a congressional committee question, Mr. Katzenbach listed fringe benefits in addition to the base salaries, giving the impression that Defense counts these benefits as a part of the salary, but it does not."

SCHOOL YEAR 1964-65

Meanwhile, a salary adjustment of \$200 was proposed for 1964-65. Since this promised revision was \$300 behind the average as contemplated by the Procedures and overseas teachers were tired of the words—"I assure you that the Department of Defense is concerned that equitable salaries be provided for the teachers in the overseas dependents schools"—the National Education Association and the Overseas Education Association brought a legal action in Federal district court of Washington, D.C., seeking to compel the Secretary of Defense to implement Public Law 86-91. That case is now on appeal to the circuit court of appeals.

In the fiscal year 1964 hearings the Secretary of Defense, Mr. Robert S. McNamara had said:

"We have no trouble whatsoever in recruiting able, well-qualified teachers at the present salary structure for service abroad."

In the report for the 1965 hearings the Senate Subcommittee on Defense Appropriations said:

"The committee also believes that the present funding is sufficient to provide adequately for teachers' salaries, particularly in view of the fact that the Department has no difficulty whatever in recruiting qualified personnel."

Members of the House, in rejecting the Baldwin amendment to the appropriations bill which would have augmented the Subcommittee on Defense's per-pupil figure from \$285 to \$295, pointed to the same old supply-of-teachers argument and the same old fringe-benefits argument.

Administrative indifferences to the law, which has been simultaneous with stress upon the need for individuals to observe our Nation's laws, leaves overseas teachers bewildered, perplexed, and indignant. That our country should be placing increasing emphasis upon expanded educational opportunities, with better salaries and status for teachers, at the very time remuneration of overseas teachers does not allow for the recruitment and retention of adequate professional personnel seems ironic, when we consider that the children of our military forces are following the flag in defense of our country.

When our legal action was dismissed from district court in Washington, D.C., last November 12, teachers were more than perplexed—they were furious. For many, the problem of having the law implemented seemed to resolve itself into the belief that if the Government could violate Public Law 86-91, they could leave their educational duties on December 9. On November 28, I wrote to the Secretary of Defense, in a manner similar to statements made to many persons and groups in Europe: "The Government has treated its overseas teachers shabbily," and, then, "My quarrel is with my Government; not the children." Major news sources gave national prominence to the possibilities of teacher walkouts.

In a news release of the Overseas Education Association, the following statements were contained:

"When some individual teachers speak of a walkout on December 9, all teachers are reminded of the stern penalties of Public Law 84-330. However, educators in overseas schools cannot be subject to 84-330 indefinitely, if Mr. McNamara is to remain above Public Law 86-91. If teachers have a professional responsibility to their students, and a moral and legal obligation to obey all our country's laws—and they most assuredly do, these same teachers who pledge themselves to high standards of the teaching profession and adherence to Public Law 84-330, which denies the withholding of services to persons working for the Government, they have every right to expect the Department of Defense to work speedily for the complete implementation of Public Law 86-91 * * *."

THE PRESENT EFFORT

Since that time efforts of the Overseas Education Association to secure justice for overseas teachers have been unceasing, and they will go on until this fight for observance of Public Law 86-91 is won. In a long letter of December 28, 1964, many of the facts of this statement were presented to the Committee on Post Office and Civil Service and the Committee on Armed Services, of both Houses of the Congress. My letter of December 3, 1963, to Hon. Tom Murray, asking for an amendment such as that in H.R. 6845, and related bills, was quoted.

By a letter of December 23, 1964, to many Congressmen I quoted my letter of the previous May to Representative Gerald Ford:

"The roles of those members of our Government instrumental in dishonoring the law have been a discredit to our democratic society and government. Those who either legislate or administer the laws should be the most zealous adherents of the doctrine that the rule of law is the very basis—the essence—of decency, democracy, and individual freedoms."

Then,

"I hope that the Members of Congress who are interested in having all our laws obeyed, as well as those interested in better overseas schools, will now insist that the game of disobeying Public Law 86-91 must cease immediately."

This statement is intended to show a few of the many actions taken by our association in our unrelenting effort to have Public Law 86-91 implemented. I believe that it vividly demonstrates a sad fact—that the Department of Defense cannot be counted upon to insist upon honoring the law. The announced plan for fiscal year 1965 contemplates a \$300 adjustment in salaries, at a time when the salary determination procedures show that our large urban districts in the United States have average salary schedules ranging from \$5,270 to \$9,136. When one adds \$300 to our present scale of \$4,535, and then the same amount to our \$6,315, he realizes the travesty upon justice which has been perpetrated and

perpetuated for the past 5 years. By what prerogative has the Department of Defense paid overseas school principals and other administrators under the Classification Act all their four salary increases since Public Law 86-91 was enacted, while refusing to request money which it has alleged to be necessary for implementation of the law and the salary determination procedures?

We support with every bit of strength at our command H.R. 6845 which this committee is considering.

We strongly endorse the words of your chairman:

"The needs of American employees abroad must not be overlooked, and the overseas teachers need our help and support."

It is gratifying, and very deeply appreciated, that this committee is considering the urgent needs of the overseas dependents schools.

Mr. MORRISON. That winds up the committee's business at this session, and the committee will stand adjourned until May 25, when it will convene again to further hear testimony on this legislation.

(Whereupon, at 12:07 p.m., the subcommittee recessed, to reconvene on May 25, 1965.)

OVERSEAS TEACHERS PAY

TUESDAY, MAY 25, 1965

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMPENSATION OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 215' Cannon House Office Building, Hon. Morris K. Udall (chairman of the subcommittee) presiding.

Mr. UDALL. The Subcommittee on Compensation will come to order.

The business this morning is to continue the hearings on H.R. 6845, a bill to correct inequities with respect to the basic compensation of teachers and teaching positions under the Defense Department Overseas Teachers Pay and Personnel Practices Act. I may say that in reviewing the testimony we have had to date, and particularly that of the administration witnesses a week ago, it is clear to the chairman at least that overseas teachers salaries are far below the level that they should be in accordance with the principles of Public Law 86-91. The crux of the problem, I think our hearings have indicated so far, is the per-pupil limitation which has been fixed in the appropriations acts. Ultimately, I suppose, the Appropriations Committee may well play a part in correcting this inequity, but our subcommittee proposes to continue and resolve this issue as soon as we reasonably can.

Two Members of the House have requested permission to testify this morning. They are the Honorable Samuel S. Stratton, a Member of the Congress from New York, who introduced H.R. 7921; the Honorable Thomas M. Pelly of Washington, who has a companion bill, H.R. 6939. They have advised the staff this morning that they will be unable to appear in person, but without objection, these Members will file for the record statements on the legislation before it. Hearing no objection, it is so ordered.

(The statements referred to follow:)

PREPARED STATEMENT OF HON. SAMUEL S. STRATTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, I am happy to present this statement in behalf of legislation to require that salaries of teachers in the Defense Department's dependent schools overseas be equal to the average rates paid to teachers holding comparable positions of responsibility in school jurisdictions within the United States.

The distinguished chairman of the subcommittee, Mr. Udall, has introduced such legislation in H.R. 6845, and I have sponsored a companion bill, H.R. 7921.

Both as a former schoolteacher and as a member of the Armed Services Committee, I have long been concerned with the problem of pay for our Defense Department's schoolteachers overseas. As you are doubtlessly aware, legislation was passed by Congress in 1959 which took teachers in these dependent schools

overseas out of the regular classified civil service structure. The reason for this action was that their positions were professional, and therefore somewhat more difficult to evaluate and grade than would be the case of regular civil service personnel. Needless to say, had these teachers remained in the classified civil service they would have been eligible for all the regular pay increases which have come to civil service employees since 1959. In order to assure these teachers that they would not suffer financially from this change, however, the understanding and assurance was given that periodic adjustments in the pay of these teachers would be made by the Defense Department so as to keep their pay scales comparable to those of teachers in the continental United States confronting similar responsibilities.

Unfortunately, since that time nothing has been done to provide this upward adjustment of pay for these overseas teachers, while teachers' pay under civil service has moved steadily upward. Last year the Defense Department finally did provide an across-the-board increase of \$100 per year for these teachers, and the Defense budget for the coming fiscal year includes a proposal for another \$300 increase, also across the board. Of course, the decision of the Appropriations Committees on this proposal has not yet been made.

In any event, this boost too, although more generous, does not really begin to meet the comparability status which the teachers were assured in 1959 would be the basic objective of the Defense Department in its dealings with them.

Consequently, Mr. Chairman, whatever the Appropriations Committees may eventually do this year, I believe we should not further delay taking the action necessary to put this informal 1959 commitment into hard legislative language. This is the purpose of the bill before you, and of my companion measure, and I wholeheartedly endorse it.

I had occasion this fall, Mr. Chairman, to visit a number of our bases overseas and to consult with the dependent schoolteachers themselves at that time on this problem. Mr. Chairman, I am convinced that their case is a sound one and a just one. The services have long prided themselves on their ability to provide conditions overseas for families of career personnel adequate enough to persuade these people to make the armed services a permanent career. In this connection, certainly the education of the children of career personnel is an absolutely vital element, just as valuable and perhaps even more so, than commissaries, say, or housing, and so forth.

If the Department of Defense and its individual services are going to provide this kind of education, obviously it must not be provided at cut rates. The responsibilities of teaching the children of service personnel are certainly comparable to the responsibility of teaching children elsewhere. In the long run, if the salaries of teachers in our dependent schools overseas are neglected and kept below those paid to teachers in comparable positions elsewhere, the education of our service dependents will inevitably suffer, and thus our ability to attract and keep qualified individuals in the career service will also suffer. It is as simple as that.

Mr. Chairman, perhaps the most impressive argument of all, however, is the fact that while every other employee in Government has received some kind of a pay increase since 1959, even Members of Congress themselves, the overseas teachers have been forgotten. We can no longer wait, it seems to me, upon the generosity of the Defense Department or of the committees on defense appropriations. The requirement of equity must be incorporated into the law itself.

I therefore urge the committee to report this legislation favorably to the House and to urge its speedy enactment into law.

PREPARED STATEMENT OF HON. THOMAS M. PELLY, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF WASHINGTON

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to present this statement in support of what I consider to be a very vital piece of legislation.

As the author of H.R. 6939, which is an identical bill to H.R. 6845, I strongly support this legislation pertaining to the pay of overseas teachers. This legislation would correct inequities with respect to the basic compensation of our teachers overseas. These educators help to comprise the Nation's ninth largest school system, serving approximately 160,000 children of our military stationed abroad.

Public Law 86-91, enacted in 1959, transferred overseas teachers from GS-7 employee classification and placed them in a separate category. The salary

inequities were not created by the Congress, which in an effort to improve the salaries passed Public Law 86-91.

The unfortunate conditions are the results of failure to implement this law insofar as oversea classroom teachers' salaries are concerned. A favorable report and passage by the Congress of H.R. 6845 would carry out the original intent of Congress in this matter.

The 160,000 children in our oversea schools are being shortchanged because adequate salaries are necessary to attract and retain good teachers. Indeed, the report of the Department of Defense entitled: "Overseas Dependents' Schools: Recommendations for Improvement," shows that in 1963 the percentage of teachers with high qualifications was declining. The Department uses a point system for rating teachers. A well-qualified teacher with a master's degree is rated No. 5. Lesser qualified are rated 4, 3, 2, and 1. Since 1963 the Department finds a dwindling number of 5- and 4-point teachers willing to teach overseas. Today much of the hiring is done from the 2- and 1-point categories. This point is why I say that American children in oversea schools are being shortchanged. They deserve well-qualified teachers and unless we act to bring teachers' salaries up to where they belong the children will continue to be the ones that suffer.

In conclusion, let me emphasize the need of prompt action on this bill. I would hope it could be enacted into law before the 1965-66 school year.

Again, I thank the committee for the privilege of presenting my views on this important matter.

Mr. UDALL. Our first witness will be Mr. Ernest N. Mannino, Director of the Office of Overseas Schools, Department of State. Will you come forward, sir? We are happy to have you with us this morning. Are you accompanied by anyone?

Mr. MANNINO. No, I am not, sir.

Mr. UDALL. Do you have a prepared statement?

Mr. MANNINO. No. I do not have one. I have a few comments I would like to make.

Mr. UDALL. We are happy to have you, and you may proceed as you see fit, sir.

STATEMENT OF ERNEST N. MANNINO, DIRECTOR, OFFICE OF OVERSEAS SCHOOLS, DEPARTMENT OF STATE

Mr. MANNINO. I would like to say initially that the Department of State, in its oversea schools program, does not have regulations or schedules for teachers' salaries overseas. Our program is an assistance program to elementary and secondary schools, which are independent, nonprofit, nondenominational, American-sponsored schools overseas. This assistance is in the form of grants and services by the Department. We do not operate schools overseas. Therefore, we do not hire or pay salaries of teachers or administrators. We do have dependents of the Department's employees serving overseas, who presently attend approximately 25 Department of Defense, Government-operated schools at various posts. Therefore, it is important to us that when these children are attending these schools they have competent staffs, so they can get the educational opportunities necessary while overseas.

The State Department policy has been to encourage all schools where State Department employees' dependents are enrolled to pay staff salaries which will allow the oversea schools to attract and retain competent professionals, both teachers and administrators. It would seem sound to us—and we have said this to schools that we have given assistance to—to compensate U.S. teachers serving overseas at a level comparable with what teachers are receiving in the United

States. This essentially, sir, is what our position has been up to this point.

Mr. UDALL. We appreciate your comments. About how many students would you say there are who are dependents of State Department employees and officials overseas that are attending Defense Department schools? Do you have a figure on that?

Mr. MANNINO. There currently are approximately 400 children of State Department employees in 24 schools.

Mr. UDALL. And how many would be attending the other type of nonprofit schools to which you contribute money?

Mr. MANNINO. There are about 11,000 Government dependent children. This would be not only State Department but AID, USIA, and others, let us say, dependents of nonmilitary personnel serving the U.S. Government overseas.

Mr. UDALL. The gentleman from North Carolina.

Mr. BROYHILL. No questions.

Mr. UDALL. The gentleman from Hawaii.

Mr. MATSUNAGA. No questions.

Mr. UDALL. Thank you, Mr. Mannino. We appreciate your contribution.

The next witness is Vincent E. Jay, executive vice president of the Federal Professional Association.

STATEMENT OF VINCENT E. JAY, EXECUTIVE VICE PRESIDENT, FEDERAL PROFESSIONAL ASSOCIATION

Mr. JAY. Thank you, sir. It is an honor and a privilege to be here. The association greatly appreciates the fact that this situation is being examined by this committee.

Essentially, the Federal Professional Association wishes to go on record as supporting H.R. 6845. We have a great deal of empathy for the situation of teachers overseas, simply as members of the time-honored profession of teaching. As the chairman and other members of this committee are aware, the Federal Professional Association has consistently supported the principle of comparability for all professionals, and we support this bill, which would establish oversea teachers' salaries, at least comparably to those of the teachers of the District of Columbia.

It just seems that, at a time when the administration and others are so concerned about improving and strengthening the educational systems in this Nation, certainly we ought to do as much as we possibly can for oversea schools. Attending these schools are the children of our military, civil service, and Foreign Service personnel who are protecting the interests of our Nation. They are children who have great potential. Certainly they deserve the best teachers we can supply and the teachers ought not to be subject to substandard salaries.

Essentially, Mr. Chairman, this is the basis of our plea and our representation on behalf of the teachers overseas.

Mr. UDALL. I thank you, Mr. Jay, and I want to say it is a particularly refreshing thing and a commendable thing for an organization of your kind, which probably does not have many teachers among its members, to take an interest in other professional groups and other groups of Federal employees, and to take the time and effort to come

forward and approve legislation of this kind. We appreciate it very much.

The gentleman from North Carolina.

Mr. BROYHILL. You support the bill introduced by the chairman of this subcommittee, H.R. 6845, in total, is that correct, sir?

Mr. JAY. Yes, sir.

Mr. BROYHILL. And you support the provisions of this bill tying the oversea teachers' pay to the level of the District of Columbia pay scale—teacher pay scale?

Mr. JAY. Yes, sir. We feel that this is a reasonable standard of comparability. There has been a great deal of effort to make our Nation's Capital an example for the rest of the Nation to follow in terms of education, as well as in other considerations. We can improve our image overseas by following the example of our Nation's Capital.

Mr. UDALL. The gentleman from Hawaii.

Mr. MATSUNAGA. Assuming further, Mr. Jay, a suggestion has been made that the proper scale ought to be one based on a national average rather than on the Washington, D.C., scale; what is your view on that?

Mr. JAY. You could argue that perhaps the teachers in the Nation's Capital ought to receive salaries that equal the average of the Nation. I do not recommend that. The Nation's Capital ought to be exemplary for the rest of our Nation.

Mr. MATSUNAGA. Carrying that further, would you say that the Government ought to be setting the pace for private industry and not the other way around?

Mr. JAY. For many years the Government has set the pace in various areas of labor-management affairs and in civil service. In recent years, I think the Government has fallen behind, as statistics show. I would submit that the Government ought at least not to lag too far behind. In certain of these areas of utmost concern, there has been an increasing lag over the years, where we ought to have provided leadership.

Mr. MATSUNAGA. No further questions.

Mr. UDALL. Counsel will correct me if I am wrong, but the present Defense Department regulations, as I understand it, fix as a minimum the average pay in cities of 100,000 or more.

Thank you, Mr. Jay. We appreciate your coming.

Our final witness this morning will be Dr. Hazel Davis, associate director of research, National Education Association. We have before the subcommittee members, Dr. Davis, a prepared statement I take it you are submitting to us this morning. Do you care to read it or do you wish to summarize it? You may proceed in any way you think would be most effective.

STATEMENT OF DR. HAZEL DAVIS, ASSOCIATE DIRECTOR OF RESEARCH, NATIONAL EDUCATION ASSOCIATION; ACCOMPANIED BY ROBERT McLAIN, PROFESSIONAL DEVELOPMENT AND WELFARE CONSULTANT, NATIONAL EDUCATION ASSOCIATION

Dr. DAVIS. I should like, if I might, to read excerpts from it. I would like to say that with me is Mr. Robert McLain, who is NEA consultant in professional development and welfare.

Mr. UDALL. We are happy to have you with us today, Mr. McLain.

Dr. DAVIS. One of our reasons for coming at this time was to give opportunity for answering the questions that the committee might have with respect to the previous statement or to this statement.

I should like to say also that the association is particularly grateful to Representatives Matsunaga, Mink, Pelly, and Stratton for introducing bills similar to your own, Mr. Chairman, and we are also grateful for the testimony in favor of H.R. 6845 by a number of other organizations, including the American Legion, the National Congress of Parents and Teachers, the AFL-CIO, the AFT, the Government Employees' Council, and the Federal Professional Association.

What we would like to do this morning is briefly make two points. One is to state again what we see as the basic purpose of this legislation, and that is to clear away the confusion that for the past few years has attended the implementation of Public Law 86-91. The results have been bad for the teachers and they have been bad for the pupils as well.

I would like to call attention to the fact that through the failure of the Department of Defense to ask for a deficiency appropriation in order to meet the standards of Public Law 86-91, the standards were not met. It has come to the point now where the Assistant Secretary of Defense says that they have concluded that the salary fixing provisions of the law are not a mandate for fixing salaries by any specific formula. As the law is now interpreted by the Defense Department there is no legal standard for paying these teachers any given amount.

I would like to call your attention particularly to three percentages. Since the school year 1959-60, after which date the teachers were under Public Law 86-91, the average starting salary of teachers in the overseas dependent schools has increased only 4.3 percent, whereas teachers in the survey group of large U.S. school systems has increased 18.6 percent, and the starting salaries of Federal employees in GS-7, where teachers were formerly employed, is 21.5 percent.

Basically, the history of this legislation is that a fixed standard is needed for the salaries of teachers in the overseas schools, and so we would say that the purpose of H.R. 6845 is to provide as clear a mandate on the salaries of overseas teachers as the Classification Act now provides for other civilian employees.

I would like to recapitulate, if I may, the reasons why we feel that the District of Columbia teachers' salary schedule is a desirable standard.

This schedule is enacted by Congress for a unified school system of about the same pupil enrollment as the overseas schools. The U.S. Government is using the District of Columbia schedule to pay teach-

ers' salaries in another large overseas area—the Panama Canal Zone. This is a clear precedent that we think deserves consideration. The classified civilian employees of the Department of Defense all over the world are paid the same salary schedule as Federal civilian employees in Washington, D.C. Public Law 86-91 originally mentioned the District of Columbia as a possible standard. Overseas salaries were not to exceed those paid in the District. Under H.R. 6845 they still would not exceed but instead would equal those paid in the District.

The need is urgent for a definite standard. H.R. 6845 should make it clear that the intent of Congress is mandatory and that the schedule should be implemented in full, including recognition for prior experience, on the same effective dates for the overseas teachers as for the District of Columbia teachers. If I might add a point there, Mr. Chairman, if there is any doubt in the minds of the members of the committee that the present language of the bill carries these safeguards, I hope that language will be added to make sure that the safeguards mentioned above are included.

The District of Columbia salary schedule at present offers an approach toward a professional salary schedule, and this has not always been the case. The overseas teachers will be accepting the hazard of slow adjustments in the future. The salary schedule for the District of Columbia has not ordinarily moved every year. There may be lengthy lapses in time before there is an adjustment.

There appears to be some official concern that the schedule is too high, but it is not too high in the Canal Zone. It is not too high in the Ramey Air Force Base in Puerto Rico. Incidentally, there have been some rather serious problems arisen because when teachers who taught at the Ramey Air Force Base transferred to overseas schools they continued to receive their former salary, which creates morale problems with the other overseas teachers who are being paid at the lower salary.

Then we might consider also the salaries that we pay in the Federal schools for Indians. As compared with the proposed starting salary of \$5,890 for the overseas teachers, the teachers who must have 2 years' prior experience, the beginning Indian-school teacher is paid \$6,050 on a 12-month basis. Only 1 year's prior experience is required. After teaching a year in the Indian schools, the salary is \$6,250, which reduces to about \$5,500 on a school-year basis. This would mean that the teachers in the overseas schools would be paid a starting salary only slightly higher than is now being paid for the same period of time in the Indian schools.

While the District of Columbia schedule is above the U.S. average, there are a great many higher schedules for teachers in the United States, and there would seem every reason to seek above-average teachers for the children of U.S. servicemen abroad.

We know that the funds are now insufficient to maintain adequate schools in the overseas installations. We know that many of the children of officers and enlisted men overseas are being taught in oversized classes, in dilapidated buildings, from out-of-date textbooks, and by underpaid teachers, many of whom have had only the 2 years of prior teaching experience. Surely these children are entitled to teaching of as high a quality as is offered to the children in the District

of Columbia schools. Salaries are what you use to buy quality in personal services, in teaching as well as in other occupations.

We believe that if the salary question can be settled by a firm mandate, the related problems of books and supplies will then fall into line. Previous testimony has urged that the thing to do is to abolish per pupil limitation as a means of budgeting for the overseas schools. Certainly that step is needed. But as I understand it, a decision on that point is not before your committee. What you can do, I hope, is to persuade the Congress to settle clearly this basic question of establishing a clear, unquestionable, standard of fair compensation for a much mistreated segment of the professional personnel of the Department of Defense.

Mr. UDALL. Thank you, Dr. Davis. Your testimony has been helpful, and I particularly want to commend you for the effort and work that have gone into the preparation of the exhibits which are attached to the statement submitted. I think you have given us a lot of the statistical information that the committee will need to justify any action the members might see fit to take.

Do I understand from your testimony that teachers in categories we are talking about were formerly at the GS-7 level?

Dr. DAVIS. Yes, they were.

Mr. UDALL. And that Federal employees, be they clerks, typists, or other people who are now in the GS-7 level, whatever the responsibilities are, have had pay raises since 1959-60 of about 21 percent, where teachers have had an increase of about 4 percent?

Dr. DAVIS. That is right.

Mr. UDALL. We had testimony here earlier that, compared with teachers having similar responsibilities in some of the larger cities in the States, overseas teachers are \$600 or \$700 behind on the salaries they receive. Do you concur with that?

Dr. DAVIS. The average salary of teachers in the very large school systems, about 20 of them comparable in pupil enrollment, this year is \$7,195.

Mr. UDALL. And so these people are—

Dr. DAVIS. Far below. It was testified at the last hearing that the average salary in the overseas schools is now, I believe, \$5,000.

Mr. UDALL. So my figure of \$600 or \$700 would be quite low.

Dr. DAVIS. It is a very substantial underestimate. It is \$600 or \$700 below in starting salaries, but the average salaries are very different, because nearly all of the overseas teachers are in the first or second year of experience on the overseas schedule—about two-thirds of them are—whereas in school systems typically the average teacher has been employed 12 or 13 years, so they are nearer the upper levels of their salary schedule, which, of course, runs much higher.

Mr. UDALL. Do I understand from your statement that the Air Force operates a school in Puerto Rico? This is a Defense Department-operated school?

Dr. DAVIS. I only know there is such a school and that the teachers there are paid on the same schedule as the teachers in the District of Columbia. I suppose, because Puerto Rico is not overseas, but is a part of the United States, that they do not operate an overseas dependent school. If they were to pay them the same salaries as the local teachers in Puerto Rico, the salaries would be extremely low, even lower than in the overseas dependent schools.

Mr. UDALL. They get the same kinds of salaries as in the District of Columbia?

Dr. DAVIS. Yes, the same ones.

Mr. UDALL. And teach the same kind of children that you would find in France or Germany or Japan; namely, children of Air Force officers, Navy, and officers of the State Department?

Dr. DAVIS. Just the same as the SAC schools in Spain.

Mr. UDALL. And the Indian teachers in the schools that are operated by the Bureau of Indian Affairs do not have to depend on any kind of per pupil limitation?

Dr. DAVIS. As I understand it, they are budgeted for just as any other employees would be. They have a very fine program in the Indian schools, in that the teachers are employed on a 12-month basis, but they have opportunity to use the summer months for advanced study if they wish to, and then the ones who are not studying teach in summer schools and help with curriculum programs, but they teach the same regular school term that the overseas teachers do.

Mr. UDALL. Do you see any logic or justification for the Federal Government saying that they will pay the regular rate for teachers in the Air Force schools in Puerto Rico and the Indian schools, and saying that in similar schools for dependents overseas we will pay them whatever we can scrounge out of a per pupil limitation?

Dr. DAVIS. It has seemed to us for a number of years that that is a very indefensible situation. The Overseas Education Association and the National Education Association have been arguing against it ever since 1961-62.

Mr. UDALL. Mr. Broyhill.

Mr. BROYHILL. No questions.

Mr. UDALL. Mr. Matsunaga.

Mr. MATSUNAGA. Dr. Davis, do the overseas teachers operate on a 9-month or 10-month basis or is it a year basis?

Dr. DAVIS. It is the regular school term of about 9 months of schooling, but then there is time for the teachers to come and go from overseas.

Mr. McLAIN. The length of the school year for the children, I believe, is about 185 days. The teachers themselves are on duty an additional 10 or 12 days in addition to the days the children are in school, so it is about a 10-month school year, a normal situation.

Mr. MATSUNAGA. Is there any opportunity given the teacher during the 2-month period to do other work to earn money on the side?

Mr. McLAIN. The teachers who are in the overseas situations used to be able rather freely to teach in the summer schools operated by the three services, but not in recent years because of the lack of funds to operate the schools. For example, this year there will be no summer schools at all, at least in the European area. Last year I believe something like 10,000 children were enrolled—my figure may be a little high—in the Army summer schools in Europe. Now these children will have no opportunity for that schooling, and the teachers will have no opportunity for employment.

The teachers would not have an opportunity to be employed in the local economy, in the host nation countries, so that they could not have the opportunity to, as we say here, "moonlight" because of our international agreements. This is something often overlooked,

and I am glad you raised this question. They cannot supplement their income in a nonschool capacity as teachers might have to do here, as I always used to do when I taught school, for example, I had to work in the summer.

Mr. MATSUNAGA. And the comparison made here, Dr. Davis, is adjusted to the 10-month or 12-month period?

Dr. DAVIS. Yes. I gave you the figures, for example, on the Indian schools.

Mr. McLain would like to make a further statement.

Mr. McLAIN. May I make a few remarks, Mr. Chairman?

Mr. UDALL. Yes.

Mr. McLAIN. I would like to say very briefly two things. One has to do with the history of setting the teachers' pay apart from the regular GS system, and another has to do with the kind of teachers we have in the overseas schools now.

As I understand it, shortly after 1950, when it became realized that indeed Americans were going to have to remain abroad, steps were taken by the Federal Government, particularly the Department of Defense, to adjust the salaries and personnel practices of the Federal employees who were employed in host nation countries. The teachers comprised a rather large group, and because of their particularly different situation, working a 10-month year, they were among the last, if not the last, of the Defense Department employees whose salary and personnel practices were to be adjusted and brought in line with what we might consider normal stateside practices.

There were hearings held overseas. Several Congressmen and Department of Defense and other Government officials interviewed teachers over there, and others, and Public Law 86-91 resulted from this effort to finally create for this large last segment of Defense Department employees a reasonable standard. I am sure the Defense Department at the time that the law was being promulgated and the salary determination procedures were being written intended to deal fairly and to follow the desired course of history which I just described.

It seems to me that 20 years after the war—at least the war we called World War II—we ought to have arrived at the point which even the Defense Department recognized it had not arrived at in the early and middle fifties and by 1959, but we are not there at all, 20 years later. These schools have been in existence for a long time, and it would appear as if our commitments abroad are going to remain commitments abroad.

The second thing briefly I would like to say is something about the characteristics of the teachers. I have had the mixed pleasure of visiting many of these schools in the European area. I have not visited the schools in the Far East. I visited schools in many countries several times and have talked to hundreds and hundreds of teachers, both individually and in groups. My feeling is that many of the oversea teachers are quite superior. I have also met a number of oversea teachers whom I would not want in my local school system. I think a low salary scale, which is the one that is in existence now, does something to the teachers whom I describe in my own terms as ugly, ugly Americans, not the good ugly American. I am not arguing against higher salaries. What I am saying is that I think an effort to pay higher salaries will bring in greater numbers of a higher caliber of

teacher, along with higher standards, which we have been recommending to the Department of Defense both informally and formally for many years—for example, some kind of rotation of the teachers. The Department of Defense has recognized this and did promulgate a marvelous program a few years ago, whereby any teacher, provided funds were available—and funds have been in most cases—would in the summer be returned to the United States at Government expense and then take approved college courses to keep up. I am referring to this because it was referred to in a statement by one of the administration officials, who spoke about the fact that he did not think teachers should remain abroad forever without coming back here from time to time, as if to say that we had not recognized this problem. We do recognize this problem.

I could say that higher salaries, coupled with higher standards of evaluation and retention, will do a great deal for these schools, and it is time it was done.

I might say that for myself, because this is the first time I have had an opportunity to speak, that I am very grateful to you and very grateful to the other members of the committee who have sponsored bills, and members of the committee who have taken an interest as well in setting this thing aright two decades after the war. I hope you are successful.

Mr. UDALL. Thank you very much, Mr. McLain. You have not only warmed the heart of the chairman this morning but started off my day in good fashion. I think your two points are excellent and are most helpful. We thank you.

The next witness is Mr. G. E. Pierce, president, International Council of Overseas Federation of Teachers.

Mr. Pierce.

STATEMENT OF G. E. PIERCE, PRESIDENT, INTERNATIONAL COUNCIL OF OVERSEAS FEDERATION OF TEACHERS, AFFILIATED WITH THE AMERICAN FEDERATION OF TEACHERS (AFL-CIO) AND THE GOVERNMENT EMPLOYEES' COUNCIL

Mr. PIERCE. The International Council of Overseas Federation of Teachers, officially recognized by the Department of Defense, strongly endorses H.R. 6845 in its original version and in its amended version, even though the latter produces a lesser salary. The reason for the endorsement of the amended version of H.R. 6845 is that the salary scale for overseas teachers would be placed on a mandatory basis, rather than the arbitrary schedule that presently exists.

The ICOFT also recommended that three additional amendments be added to H.R. 6845:

(a) Overseas teachers be placed upon the same scale as the Washington, D.C., teachers in regard to additional degrees. At present under the Department of Defense salary schedule, the master's degree pays an additional \$200, while in Washington, D.C., it pays \$500.

(b) Overseas teachers be paid for years of experience. As it stands today, a teacher with 10 years' experience in the United States begins with the same salary as a beginning teacher in the overseas schools who has 2 years' stateside experience.

(c) In the overseas schools the highest salary level attainable by a teacher is step 9 (with a master's degree this comes to \$6,400). In Washington, D.C., the highest step is 13 with longevity increases at steps 15 and 18. This should be the same in overseas schools.

Mr. UDALL. Thank you, Mr. Pierce.

This concludes the scheduled witnesses this morning, and the Chair, having had no other requests for witnesses to appear, proposes to close the hearings at this time unless there are people in the room, members of the great public or taxpayers, who wish to be heard. We will close the hearings, and I suppose no other subcommittee on the Hill can make the statement that it has finished its work at 10:35 this morning.

I will say for the record that we have concluded the open public hearings at this point, and it is the intention of the Chair within the next few days, when we can find a convenient time, to call the subcommittee together for executive consideration of the various bills that are before us.

There being nothing further to come before the subcommittee we will stand adjourned subject to the call of the Chair.

(Whereupon, at 10:38 a.m., the subcommittee recessed, subject to the call of the Chair.)



