Y 4
. L 11/2
EI 2/2/
966/PT.6

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1966

GOVERNMENT
Storage

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

S. 3046

TO STRENGTHEN AND IMPROVE PROGRAMS OF ASSISTANCE FOR OUR ELEMENTARY AND SECONDARY SCHOOLS

S. 2778

TO AMEND THE ACT PROVIDING FINANCIAL ASSISTANCE TO LOCAL EDUCATIONAL AGENCIES FOR THE EDUCATION OF CHILDREN OF LOW-INCOME FAMILIES IN ORDER TO PROVIDE FINANCIAL ASSISTANCE FOR THE EDUCATION OF ORPHANS AND OTHER CHILDREN LACKING PARENTAL SUPPORT

S. 2928

TO AMEND TITLE IV OF THE CIVIL RIGHTS ACT OF 1964 IN ORDER TO AUTHORIZE THE COMMISSIONER OF EDUCATION TO PROVIDE TECHNICAL ASSISTANCE AND GRANTS TO SCHOOL BOARDS IN SUPPORT OF PROGRAMS DESIGNED TO OVERCOME ANY RACIAL IMBALANCE IN THE PUBLIC SCHOOLS

S. 3012

TO PROVIDE GRANTS TO THE STATES FOR THE STRENGTHENING OF ADULT EDUCATIONAL PROGRAMS

APRIL 1, 4, 5, 19, 26, AND 27, 1966

PART 6

Printed for the use of the Committee on Labor and Public Welfare

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1966

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

S. 3046

TO STRENGTHEN AND IMPROVE PROGRAMS OF ASSISTANCE FOR OUR ELEMENTARY AND SECONDARY SCHOOLS

S. 2778

TO AMEND THE ACT PROVIDING FINANCIAL ASSISTANCE TO LOCAL EDUCATIONAL AGENCIES FOR THE EDUCATION OF CHILDREN OF LOW-INCOME FAMILIES IN ORDER TO PROVIDE FINANCIAL ASSISTANCE FOR THE EDUCATION OF ORPHANS AND OTHER CHILDREN LACKING PARENTAL SUPPORT

S. 2928

TO AMEND TITLE IV OF THE CIVIL RIGHTS ACT OF 1964 IN ORDER TO AUTHORIZE THE COMMISSIONER OF EDUCATION TO PROVIDE TECHNICAL ASSISTANCE AND GRANTS TO SCHOOL BOARDS IN SUPPORT OF PROGRAMS DESIGNED TO OVERCOME ANY RACIAL IMBALANCE IN THE PUBLIC SCHOOLS

S. 3012

TO PROVIDE GRANTS TO THE STATES FOR THE STRENGTHENING OF ADULT EDUCATIONAL PROGRAMS

APRIL 1, 4, 5, 19, 26, AND 27, 1966

PART 6

Printed for the use of the Committee on Labor and Public Welfare



U.S. GOVERNMENT PRINTING OFFICE
63-285 O WASHINGTON : 1966

COMMITTEE ON LABOR AND PUBLIC WELFARE

LISTER HILL, Alabama, *Chairman*

PAT MCNAMARA, Michigan
WAYNE MORSE, Oregon
RALPH YARBOROUGH, Texas
JOSEPH S. CLARK, Pennsylvania
JENNINGS RANDOLPH, West Virginia
HARRISON A. WILLIAMS, JR., New Jersey
CLAIBORNE PELL, Rhode Island
EDWARD M. KENNEDY, Massachusetts
GAYLORD NELSON, Wisconsin
ROBERT F. KENNEDY, New York

JACOB K. JAVITS, New York
WINSTON L. PROUTY, Vermont
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
PAUL J. FANNIN, Arizona

STEWART E. MCCLURE, *Chief Clerk*
JOHN S. FORSYTHE, *General Counsel*
STEPHEN KURZMAN, *Minority Counsel*

SUBCOMMITTEE ON EDUCATION

WAYNE MORSE, Oregon, *Chairman*

LISTER HILL, Alabama
PAT MCNAMARA, Michigan
RALPH YARBOROUGH, Texas
JOSEPH S. CLARK, Pennsylvania
JENNINGS RANDOLPH, West Virginia
ROBERT F. KENNEDY, New York

WINSTON L. PROUTY, Vermont
JACOB K. JAVITS, New York
PETER H. DOMINICK, Colorado

CHARLES LEE, *Professional Staff Member*
ROY H. MILLENSON, *Minority Clerk*

CONTENTS

APRIL 27, 1966—Continued

STATEMENTS

Page

American Association of School Administrators, prepared statement 2484
American Jewish Committee, prepared statements 2142, 2185
Americans United for Separation of Church and State on Shared Time, prepared statement entitled "The Truth About Shared Time" 2164
Baptist Joint Committee on Public Affairs, prepared statement 3132
Brown, Hon. Edmund G., Governor of the State of California, prepared statement 2210
Flast, Mrs. Florence, president, United Parents Associations, prepared statement 2394
Gibboney, Richard A., commissioner of education, State of Vermont, prepared statement 2150
Isenberg, Robert M., executive secretary, Department of Rural Education, National Education Association, prepared statement 2147
Kelley, Dean M., director, Commission on Religious Liberty, National Council of the Churches of Christ in the U.S.A., prepared statement 2156
La Noue, George R., Teachers College, Columbia University, prepared statement 2125
Laufenberg, Francis, assistant superintendent of schools (business), Long Beach Unified School District, Long Beach, Calif 2123
Leavitt, Jerome E., professor of education, Portland State College, Portland, Oreg., prepared statement 2413
Mock, Dr. Samuel E., Detroit, Mich., prepared statement 2560
Murray, Leonard H., chairman, Citizens Council on Delinquency and Crime of Minnesota, prepared statement 2404
Oregon Education Association, prepared statement 2410
Rappaport, Dr. Joseph, executive director, United Parents Associations, prepared statement 2397
Simons, William H., president, Washington Teachers' Union, prepared statement 2187
Stockburger, Cassandra, director, National Committee on the Education of Migrant Children, National Child Labor Committee, prepared statement 2124

ADDITIONAL INFORMATION

S. 3046, statements and correspondence relative to 2359
S. 2928, statements and correspondence relating to 2180
S. 2778, statements and correspondence relating to 2176
Articles entitled:
"Statistic of the Month, Enrollment in Elementary and Secondary Schools, Fall 1955 to Fall 1975," from American Education, April 1966 2565
"Effects of Ethnic Group Concentration Upon Educational Process, Personality Formation, and Mental Health," by Charles A. Pinderhughes, M.D., from the National Medical Association Journal, September 1964 2195
Communications from:
Kunkle, Paul H., board secretary, St. Thomas Township School District, St. Thomas, Pa., to Senate Committee on Labor and Public Welfare, March 9, 1966 2259
Pogue, Thomas T., executive director, Economic Opportunity Corp., Millville, N.J., with attachment, March 18, 1966 2418

Communications to:

Alexander, Robert L., State-Federal coordinator, Governor's office, Columbia, S.C., from: Page

Cater, Douglass, Washington, D.C., February 28, 1966 2256

Garrett, Gordon H., North Charleston, S.C., March 9, 1966 2256

Anderson, Hon. Clinton P., a U.S. Senator from the State of New Mexico, from:

De Layo, Leonard J., superintendent of public instruction, New Mexico Department of Education, Santa Fe, July 16, 1966 2415

Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from:

Bell, T. H., State superintendent of public instruction, Utah State Board of Education, Salt Lake City, Utah, February 2, 1966 2243

Smith, T. O., superintendent, Ogden City Schools, Ogden, Utah, February 4, 1966 2242

Bible, Hon. Alan, a U.S. Senator from the State of Nevada, from:

Manning, R. H., first assistant superintendent, Nevada Department of Education, Carson City, Nev., April 6, 1966 2373

Brewster, Hon. Daniel B., a U.S. Senator from the State of Maryland, from:

Fletcher, E. L., superintendent, Maryland Training School for Boys, Baltimore, Md., March 22, 1966 2177

McKeldin, Theodore R., mayor, Baltimore, Md., April 18, 1966 2178

Byrd, Hon. Robert C., a U.S. Senator from the State of West Virginia, from:

Kingery, John D., assistant superintendent, Roane County Schools, Spencer, W. Va., January 3, 1966 2359

Lowery, T. A., superintendent, Jefferson County Schools, Charles Town, W. Va., April 20, 1966 2374

Preston County, W. Va., Board of Education, Kingswood, W. Va., April 19, 1966 2375

Trail, Sherman C., superintendent, Raleigh County Board of Education, Beckley, W. Va., March 25, 1966 2359

Cannon, Hon. Howard W., a U.S. Senator from the State of Nevada, from:

Manning, R. H., first assistant superintendent, Nevada Department of Education, Carson City, Nev., April 6, 1966 2373

Chairman, Senate Committee on Education and Labor, from:

Childs, Martha D., superintendent, and others, Daggett School District, Daggett, Calif., March 14, 1966 2257

Cornogey, Mrs. Wayne, Gilchrist, Oreg., from:

Gubser, Joy Hills, assistant superintendent, Oregon State Department of Education, Salem, Oreg., February 24, 1966 2416

Curtis, Hon. Carl T., a U.S. Senator from the State of Nebraska, from:

Morrison, Hon. Frank B., Governor, State of Nebraska, Lincoln, Nebr., with attachment, April 1, 1966 2373

Dodd, Hon. Thomas J., a U.S. Senator from the State of Connecticut, from:

Sanders, William J., commissioner of education, Hartford, Conn., April 21, 1966 2386

Fannin, Hon. Paul J., a U.S. Senator from the State of Arizona, from:

Bradshaw, Ray J., administrator,a nd others, Page Schools, February 17, 1966 2245

Carpenter, W. S., superintendent, Ganado Public Schools, District No. 19, Ganado, Ariz., February 17, 1966 2245

Lewis, Fred R., superintendent, Whiteriver Elementary School, District No. 20, Whiteriver, Ariz., February 8, 1966 2262

Martin, William S., Window Rock School District No. 8, Fort Defiance, Ariz., February 21, 1966 2246

Fong, Hon. Hiram L., a U.S. Senator from the State of Hawaii, from:

Tsui, Sik Kum principal, and others, Olomana School, Kailua, Hawaii, March 14, 1966 2177

Hart, Hon. Philip A., a U.S. Senator from the State of Michigan, from:

Arnold, Urey B., superintendent, Richmond Community Schools, Richmond, Mich., April 28, 1966 2387

Brumbaugh, Donald S., superintendent, Norway-Vulcan area schools, Norway, Mich., April 29, 1966 2387

McConnell, Dan, superintendent, Paw Paw public schools, Paw Paw, Mich., April 29, 1966 2388

Communications to—Continued
Hill, Hon. Lister, a U.S. Senator from the State of Alabama, from:
Page
Shriver, Sargent, Director, Office of Economic Opportunity, Washington, D.C., June 2, 1966 2563
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, from:
Boone, Shelley S., superintendent of public instruction, the Board of Public Instruction for the County of Polk, Bartow, Fla., with attachment, March 31, 1966 2382
Hall, Joe, superintendent, Dade County Public Schools, Miami, Fla., April 7, 1966 2377
Seay, John W., superintendent of public instruction, Board of Public Instruction, Marion County, Ocala, Fla., April 15, 1966 2384
Williams, Ray L., superintendent of public instructions, Board of Public Instruction, Lee County, Fort Myers, Fla., April 12, 1966 2381
Howe, Hon. Harold, II, Commissioner of Education, Department of Health, Education, and Welfare, Washington, D.C., from:
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon, March 11, 1966 2431
Jordan, Hon. Len B., a U.S. Senator from the State of Idaho, from:
Engelking, D. F., State superintendent of public instruction, Idaho Department of Education, Boise, Idaho, April 25, 1966 2388
Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts, from:
Allen, James E., Jr., the University of the State of New York, the State Education Department, Albany, N.Y., April 26, 1966 2209
Gibbons, Ray, director, United Church of Christ, Council for Christian Social Action, with attachment, New York, N.Y., May 4, 1966 2207
Moore, Rt. Rev. Paul, Jr., suffragan bishop, Diocese of Washington, Mount Saint Alban, Washington, D.C., May 3, 1966 2207
Speiser, Lawrence, director, Washington office, American Civil Liberties Union, Washington, D.C., April 26, 1966 2209
Sullivan, Neil V., Ed. D., superintendent of schools, Berkeley Unified School District, Berkeley, Calif., April 27, 1966 2209
Kuchel, Hon. Thomas H., a U.S. Senator from the State of California, from:
Broom, Wendell, district superintendent, Soledad Union School District, Soledad, Calif., May 2, 1966 2389
Formhals, Robert W., California School Boards Association, Sacramento, Calif., April 26, 1966 2390
Tarvin, Stratton L., district superintendent, Hanford Joint Union High School, Hanford, Calif., April 29, 1966 2390
Lausche, Hon. Frank J., a U.S. Senator from the State of Ohio, from:
Craig, Clifford O., superintendent, Licking Heights Local School District, board of education, Summit Station, Ohio, March 16, 1966 2363
McCarthy, Hon. Eugene J., a U.S. Senator from the State of Minnesota, from:
Bevis, Donald D., Minneapolis Public Schools, Minneapolis, Minn., Dec. 27, 1965 2572
Lappegaard, Ray, commissioner of corrections, State department of corrections, St. Paul, Minn.:
February 3, 1966 2176
March 11, 1966 2176
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico, from:
Gray, Gary O., supervisor of special education—institutions, State of Maryland, Department of Education, Baltimore, Md., March 21, 1966 2178
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon, from:
Adamson, Bernard, superintendent of schools, Benton School District No. 7–J, Alsea, Oreg., March 24, 1966 2214
Alexander, Dr. Milnor, legislative secretary, Women's International League for Peace and Freedom, Washington, D.C., April 26, 1966 2194

Communications to—Continued
Morse, Hon. Wayne—Continued
Page
Alford, Albert L., Acting Assistant Commissioner for Legislation, Department of Health, Education, and Welfare, Office of Education, Washington, D.C., March 23, 1966 2432
Altman, Mrs. Marie, Springfield, Oreg., May 3, 1966 2562
Anderson, Harry R., Assistant Secretary of the Interior, June 6, 1966 2570
Aune, Muriel D., February 24, 1966 2259
Baldwin, Lee E., superintendent, Union High School District No. 2, Burns, Oreg., February 22, 1966 2226
Barkhurst, M. R., superintendent-principal, Elkton Public Schools, Elkton, Oreg., February 18, 1966 2234
Benbaset, Mrs. Gladys S., New York, N.Y., March 25, 1966 2408
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, with attachment 2362
Benson, Lawrence N., school board chairman, et al., Bonneville School District No. 46, Bonneville, Oreg., February 25, 1966 2224
Blackwell, Keith Marie, clerk, Grant County School District No. 17, Long Creek, Oreg., February 18, 1966 2222
Blake, Richard E., town manager, town of Stratford, Stratford, Conn., February 24, 1966 2254
Bolen, Lee, administrative assistant, Sweet Home School District No. 55, Sweet Home, Oreg., February 16, 1966 2237
Boyle, Chester A., superintendent, Sisters Public Schools, District No. 6, Sisters, Oreg., March 2, 1966 2219
Briscoe, Charles A., assistant superintendent, Alameda Unified School District, Alameda, Calif., March 9, 1966 2253
Brock, Elbert P., superintendent, Malheur County School District No. 15, Vale, Oreg., February 22, 1966 2227
Brogoitti, S. E., chairman, State Board of Education, State of Oregon, State Department of Education, Salem, Oreg., April 13, 1966 2212
Brown, James V., superintendent/principal, Nestucca Union High School, District U. 3, Cloverdale, Oreg., February 16, 1966 2237
Burns, James O., Gilliam County, Condon, Oreg., February 25, 1966 2222
Clark, James, superintendent of schools, Agawam School Department, Agawam, Mass., with attachment, January 18, 1966 2421
Coburn, Joseph L., San Marcos, Calif., March 12, 1966 2252
Cohen, David, legislative representative, Americans for Democratic Action, Washington, D.C., May 6, 1966 2191
Coles, Robert, M.D., Harvard University, University Health Services, Cambridge, Mass 2191
Conroy, Jim, assistant superintendent, Klamath County School District, Klamath Falls, Oreg., February 17, 1966 2228
Conway, Jack T., executive director Industrial Union Department, Washington, D.C., April 27, 1966 2193
Coultas, Walter, superintendent, Los Rios Junior College District, Sacramento, Calif., March 22, 1966 2254
Cox, Leon, executive director, National Association of Real Estate Brokers, Inc., Washington, D.C., April 26, 1966 2203
Dahl, Gerald L., secretary and staff consultant, Citizens Council on Delinquency and Crime, Minneapolis, Minn., April 22, 1966 2404
Davis, Florence N., clerk, Seneca Elementary School, District No. 47, Grant County, Seneca, Oreg., March 7, 1966 2215
De Layo, Leonard J., superintendent of public instruction, New Mexico, Department of Education, Santa Fe, February 21, 1966 2415
Deller, M. C., superintendent, Roseburg Public Schools, Roseburg Public Schools, Roseburg, Oreg., April 13, 1966 2407
Dummer, Francis H., superintendent, Detroit Schools, Marion-Linn County, District 123–J, Detroit, Oreg., February 16, 1966 2229
Durfee, Ingrid, clerk, Umatilla Public Schools, District No. 6, Umatilla, Oreg., February 18, 1966 2233
Earl, Richard R., superintendent-clerk, Chenowith Public Schools, School District No. 9, Wasco County, The Dallas, Oreg., February 17, 1966 2233
Edmondson, Mrs. Zelda, Butte Falls Public Schools, District No. 91, Butte Falls, Oreg., March 2, 1966 2218

Communications to—Continned
Morse, Hon. Wayne—Continned
Page
Ellenbogen, Theodore, Acting General Counsel, Department of Health, Education, and Welfare, including attachment, June 20, 1966 2566
Erickson, Kenneth, superintendent, Corvallis School District No. 509J, Corvallis, Oreg., March 3, 1966 2216
Geyer, Ray L., superintendent, Maconaquah School Corporation, Bunker Hill, Ind., April 13, 1966 2251
Growdon, Mrs. Wm. A., Americanism chairman, Clairemont Junior Women's Club, La Jolla, Calif., March 1, 1966 2255
Hakanson, John, director, Department of Research, Oregon Education Association, Portland, Oreg., May 5, 1966 2409
Hale, Glenn D., superintendent, Eagle Point public schools, district 9, Jackson County, Eagle Point, Oreg., February 18, 1966 2228
Hampton, Lynn O., assistant superintendent-clerk, The Dalles public schools, Wasco County School District No. 12, The Dalles, Oreg., February 15, 1966 2239
Hartman, Hugh, superintendent, Redmond grade school, district No. 2, Redmond, Oreg., February 22, 1966 2223
Hartley, Henry H., superintendent of schools, North Bend public schools, North Bend, Oreg.:
February 9, 1966 2241
February 14, 1966 2241
February 16, 1966 2238
Harvey, Mrs. Benson H., et al., Massachusetts Council of Churches, Boston, May 17, 1966 2189
Haworth, Richard D., superintendent, Powder Valley public schools, school district No. 8J, Union and Baker Counties, North Powder, Oreg., February 21, 1966 2229
Haynie, Dr. W. F., superintendent, Portales municipal schools, Portales, N. Mex., April 19, 1966 2179
Heibel, Gerald L., superintendent, district No. 15 public schools, Days Creek, Oreg., February 18, 1966 2239
Held, Adolph, president, Jewish Labor Committee, New York, N.Y., April 28, 1966 2192
Hoff, Walt V., superintendent, Echo public schools, district 5, Umatilla County, Echo, Oreg., February 15, 1966 2238
Jeffrey, Fannie P., executive director, National Council of Negro Women, Inc., Washington, D.C., April 28, 1966 2193
Johnson, Mrs. Albert D., San Diego, Calif., March 8, 1966 2253
Johnson, Alfred C., superintendent, et al., Lane County School District No. 117, Westfir, Oreg., February 17, 1966 2230
Johnson, John R., superintendent, Consolidated District No. 4, Knappa, Astoria, Oreg., February 18, 1966 2240
Keener, Gerald, chairman, citizenship committee, Eugene Education Association, Eugene, Oreg., March 11, 1966 2215
Knotts, Richard B., superintendent of schools, school district No. 30, Warrenton, Oreg.:
February 15, 1966 2313
February 16, 1966 2313
Larive, A. O., superintendent of schools, Hermiston public schools, district No. 8, unified, Hermiston, Oreg.:
February 15, 1966 2240
February 7, 1966 2241
Larsen, Vernon S., chairman, education committee, Astoria Chamber of Commerce, Astoria, Oreg., April 29, 1966 2211
Leaming, Edward, chairman, board of directors, Eagle Point public schools, Eagle Point, Oreg., April 1, 1966 2412
Lewis, Graydon A., president, Kent Junior High School PTA, Landover, Md., March 10, 1966 2257
McCarter, A. B., supervising principal, Big Spring School District, Newville, Pa., February 24, 1966 2251
McSorley, Rev. Richard T., S.J., member, board of directors, the Catholic Interracial Council of D.C., Georgetown University, Washington, D.C., May 8, 1966 2190
Macnair, Luther Knight, executive secretary, Civil Liberties Union of Massachusetts, Boston, May 12, 1966 2190

Communications to—Continued
Morse, Hon. Wayne—Continued
Martin, Claude, superintendent of schools, Mapleton Public Schools, District No. 32, Lane County, Mapleton, Oreg., February 19, 1966 — Page 2230
Marshall, James, president, and others, National Association of State Directors of Special Education:
April 26, 1966 — 2393
April 26, 1966 — 2406
Marshall, L. W., superintendent, Forest Grove Union High School, Forest Grove, Oreg., Jan. 27, 1966 — 2572
Minear, Leon P., superintendent, public instruction, State department of education, Salem, Oreg.:
March 1, 1966 — 2217
April 1, 1966 — 2422
May 6, 1966 — 2411
Mitchell, Matthew, D.D.S., Washington, D.C., April 25, 1966 — 2190
Murphy, Edward V., superintendent, Escondido Union School District, Escondido, Calif., February 25, 1966 — 2259
Murray, Donald T., superintendent, Stanfield School District No. 61, Stanfield, Oreg., February 18, 1966 — 2232
Nash, Thomas A., superintendent, Spray Public Schools, Spray, Oreg., June 28, 1965 — 2573
Needels, Mary C., legislative chairman, Community Teacher's Association, Consolidated School District No. 1 (Hickman Mills), Kansas City, Mo., March 14, 1966 — 2252
Newby, Comdr. John H., U.S. Naval Reserve, Omaha, Nebr., March 8, 1966 — 2257
Nielsen, Lloyd C., superintendent-elect, Monongalia County Schools, Morgantown, W. Va., April 26, 1966 — 2405
Obitz, C. S., dean of adult education, Lane Community College, Eugene, Oreg., May 9, 1966 — 2563
Orgain, Mrs. Faye, clerk, Prospect Schools, District No. 59, Prospect, Oreg., February 17, 1966 — 2239
Parks, Paul, chairman, Boston branch, NAACP's education committee, Boston, Mass, April 21, 1966 — 2191
Pasley, Modine, May 3, 1966 — 2562
Pate, Leonard L., superintendent, Grant County School District No. 4, Prairie City, Oreg., February 18, 1966 — 2231
Phillips, Stuart S., superintendent of schools, Oakland Public Schools, Oakland, Calif., with attachments, May 2, 1966 — 2263
Pinderhughes, Charles A., M.D., Veterans' Administration, Boston, Mass., April 26, 1966 — 2194
Pinkett, Flaxie M., president, D.C. Citizens for Better Public Education, Inc., Washington, D.C., March 11, 1966 — 2258
Pope, Gregory J., New York State assemblyman, April 26, 1966 — 2405
Potter, David R., district superintendent, Morrow County Schools, District No. R–1, Lexington, Oreg., March 2, 1966 — 2225
Rabe, Jack, chairman, preparation for principalship, Michigan Association of Elementary School Principals, with attachment, East Lansing, Mich., January 20, 1966 — 2419
Rafferty, Max, California Department of Education, Sacramento, Calif., February 15, 1966 — 2260
Ramsay, William W., coordinator, State of New Jersey Department of Education, Trenton, N.J., with attachments, April 12, 1966 — 2399
Rappaport, Joseph, executive director, United Parents Associations of New York City, Inc., New York, N.Y., with attachments, May 10, 1966 — 2394
Red, James O., principal, Hines Grade School, School District No. 30, Hines, Oreg., February 17, 1966 — 2232
Rees, Errol C., superintendent, Multnomah County Intermediate Education District, Portland, Oreg., March 2, 1966 — 2218
Rhoda, Carl V., superintendent, et al., Oakridge School District 76, Oakridge, Oreg., February 17, 1966 — 2234
Richardson, Elliot L., Lieutenant Governor, Commonwealth of Massachusetts, Boston, May 13, 1966 — 2180
Ringoen, Richard M., president, Arapahoe County School District 6, Littleton, Colo., March 2, 1966 — 2255

Communications to—Continued
Morse, Hon. Wayne—Continued
Page
Sample, Tex S., director, department of social relations, Massachusetts Council of Churches, Boston, April 27, 1966 2193
Sayre, Athol R., superintendent of schools, Elgin public schools, Elgin, Oreg., February 16, 1966 2236
Schlechte, William P., district superintendent and secretary to board of trustees, Vista Unified School District, Vista, Calif., February 11, 1966 2260
Seeborg, Roy R., superintendent, Astoria School District No. 1C, Astoria, Oreg., February 17, 1966 2236
Shannon, William G., assistant executive director, American Association of Junior Colleges, Washington, D.C., April 19, 1966 2245
Slater, Henry L., superintendent-principal, Burns public school, Burns, Oreg., February 23, 1966 2226
Smith, M. J., superintendent, Lane County School District 71, Lowell, Oreg., February 17, 1966 2237
Smith, Stewart H., superintendent, Butte Falls public schools, District No. 91, Butte Falls, Oreg., March 3, 1966 2216
Sparrow, T. R., board of education, Wyandotte, Mich., April 20, 1966 2409
Spelts, Robert R., superintendent, Douglas school system, Ellsworth Air Force Base, S. Dak., February 9, 1966 2251
Stanbro, Duane, superintendent, Burnt River High School, Baker County School District 30J, Unity, Oreg., February 22, 1966 2223
Starns, A. E., superintendent, Harney County IED, county school superintendent, Harney County, Burns, Oreg., February 28, 1966 2221
Steingut, Stanley, New York State assemblyman, vice chairman of Joint Legislative Committee on Mental Illness and Retardation, Albany, N.Y., April 26, 1966 2405
Stevens, Charles R., district clerk, Grant Union High School, John Day, Oreg., February 16, 1966 2236
Stillman, John S., national chairman, American Veterans Committee, Washington, D.C., May 9, 1966 2189
Sweetland, Monroe, NEA legislative consultant, Western States, National Education Association, Washington, D.C., April 6, 1966 2423
Taylor, Marcella, clerk, Pleasant Hill public schools, district No. 1, Creswell, Oreg., March 18, 1966 2215
Tenold, Earl, clerk, Petersburg Elementary School, School District 14C, Wasco County, The Dalles, Oreg., February 21, 1966 2224
Tobin, W. J., clerk-assistant superintendent, Hood River County School District No. 1, Hood River, Oreg., February 28, 1966 2220
Tompkins, Ellsworth, executive secretary, National Association of Secondary-School Principals, Washington, D.C., May 13, 1966 2411
Towler, E. D., superintendent, Clatsop County schools, Clatsop County Intermediate Education District, Astoria, Oreg., March 4, 1966 2219
Trilling, Leon, professor of aeronautics and astronautics, MIT, Cambridge, Mass., April 22, 1966 2203
Vaughan, Marion, Springfield, Oreg., May 4, 1966 2562
Vopat, Tom, superintendent, administrative district No. 3, Arlington, public schools, Arlington, Oreg., February 22, 1966 2226
Walk, Ronald D., La Grande public schools, Union County District No. 1, La Grande, Oreg., March 2, 1966 2220
Wenzel, Joseph, principal, Reedville Elementary School, district No. 29, Aloha, Oreg., February 4, 1966 2421
Weston, Mrs. Wilma G., Springfield, Oreg 2562
Wiemers, Mrs. Betty A., district clerk, Lane County School District 71, Lowell, Oreg., February 18, 1966 2239
Wilcox, Everett E., superintendent, California School for the Blind, Berkeley, Calif., July 13, 1965 2572
Williams, Nile G., superintendent, Fern Ridge public schools, Lane County District 28J, Veneta, Oreg., February 17, 1966 2240

Communications to—Continued
Morse, Hon. Wayne—Continued
Wise, Wayne T., superintendent, et al., Pearsall public schools, Pearsall, Tex., May 2, 1966 — Page 2250
Wohlers, Pat, curriculum supervisor, David Douglas Public Schools, Portland, Oreg., February 24, 1966 — 2575
Woodroofe, Robin, clerk, Umatilla County, school district No. R29, Athena, Oreg., February 21, 1966 — 2231
Woods, Thomas E., chairman, advisory committee, Oregon State Department of Education, Salem, Oreg., February 18, 1966 — 2414
Wright, Nolan J., president, San Diego Taxpayers Association, February 23, 1966 — 2258
Wyers, Norman L., Jackson County Intermediate Education District, Medford, Oreg., March 4, 1966 — 2418
Murphy, Hon. George, a U.S. Senator from the State of California, from:
Doyle, F. W., deputy superintendent, California State Department of Education, December 29, 1965 — 2571
Lawson, F. Melvyn, superintendent, Sacramento City Unified School District, Sacramento, Calif., April 5, 1966 — 2385
Nebraska Congressional Delegation, from Nebraska Board of Education, Lincoln, Nebr., April 4, 1966 — 2370
Pell, Hon. Clairborne, a U.S. Senator from the State of Rhode Island, from:
Boyle, John K., superintendent of schools, Smithfield Public Schools, Esmond, R.I., February 28, 1966 — 2248
Kelly, Phillip L., superintendent, Chariho Regional High School District, Wood River Junction, R.I., March 4, 1966 — 2246, 2247
Morenzoni, Edward T., superintendent of schools, Westerly, R.I., March 2, 1966 — 2246
Potenza, Robert A., superintendent of schools, North Smithfield, R.I., School Department, Slatersville, R.I., March 2, 1966 — 2247
Taylor, Clarence S., City of Warwick Public Schools, March 2, 1966 — 2248
Trainor, Henry F., superintendent of schools, Tiverton Public Schools, Tiverton, R.I., March 1, 1966 — 2247
Pickle, Hon. J. J., a Representative in Congress from the State of Texas, from:
Carruth, Irby B., Austin Independent School District, Austin, Tex., April 19, 1966 — 2409
Prouty, Hon. Winston L., a U.S. Senator from the State of Vermont, from:
Mathewson, Philip H., president, Vermont State Superintendents' Association, Montpelier, Vt., April 22, 1966 — 2386
Ramsey, Dr. William W., coordinator, State Department of Education, Trenton, N.J., from:
Hepner, Albert, president, Fairfield Township Board of Education, Fairton School, Fairton, N.J., March 25, 1966 — 2416
Scott, Hon. Hugh, a U.S. Senator from the State of Pennsylvania, from:
Marland, S. P., Jr., superintendent, Pittsburgh Public Schools, Pittsburgh, Pa., March 28, 1966 — 2372
Simpson, Hon. Milward L., a U.S. Senator from the State of Wyoming, from:
Griffith, Maurice F., Natrona County High School District and School District No. 2, Casper, Wyo., March 24, 1966 — 2363
Smathers, Hon. George A., a U.S. Senator from the State of Florida, from:
Hall, Joe, superintendent, FEA Department of County Superintendents, March 28, 1966 — 2366
Smiley, John H., county superintendent, board of public instruction, DeLand, Fla., January 18, 1966 — 2361
Tipton, Ray, executive secretary, Dade County Public Schools, Miami, Fla., April 7, 1966 — 2365
Sweetland, Monroe, NEA Legislative Consultant, Western States, Washington, D.C., from:
Fasold, Jesse V., deputy superintendent, Oregon State Department of Education, Salem, Oreg., with attachment, March 23, 1966 — 2424

Communications to—Continued
Symington, Hon. Stuart, a U.S. Senator from the State of Missouri, from:
Yeokum, C. F., superintendent, Belton Public Schools, Belton, Mo., February 2, 1966 — Page 2249
Talmadge, Hon. Herman E., a U.S. Senator from the State of Georgia, from:
Nix, Jack P., State superintendent of schools, Georgia State Department of Education, Atlanta, Ga., April 28, 1966 — 2386
Tydings, Hon. Joseph D., a U.S. Senator from the State of Maryland, from:
Sensenbaugh, James A., State superintendent of schools, Maryland State Department of Education, Baltimore, Md., March 14, 1966 — 2364
Cooperative School Service Center at the University of Massachusetts, Amherst, Mass., a resolution — 2421
"Education's Most Crucial Issue," an address by Harold Howe II, U.S. Commissioner of Education, Department of Health, Education, and Welfare, Before the Founders Day Convocation, Teachers College, Columbia University, New York City, May 3, 1966 — 2181
Los Angeles, Calif., City Board of Education, proposed amendments to Public Law 89-10 — 2391
Memorandum from Department of Health, Education, and Welfare, Office of the Secretary, on S. 3046 (Elementary and Secondary Education Amendments of 1966)—Senator Morse's letter of May 20, 1966—Whether grants to Interior Department under the bill would be usable to carry out the policy of § 205(a)(2) of P.L. 81-874 (enacted by P.L. 89-10, title I) as applied to education of children in sectarian schools for Indians notwithstanding 25 U.S.C. 278 — 2566
Public Law 874 amendments, statements and correspondence relative to — 2210
Publications:
"Federal-State-Local Cooperative Arrangements in Statistics," (working paper No. 1) statements on programs and problems of Federal-State-local cooperative arrangements for selected statistical activities, Bureau of the Budget, February 1966 — 2433
"Quality Education in Oakland, Guidelines for Improving Educational Opportunity," Oakland Public Schools, Oakland, Calif., February 1966 — 2275
"What Everyone Should Know About Financing Our Schools," National Education Association — 2497
Resolutions:
Lassen County, Calif., Board of Education — 2392
Madera County, Calif., Board of Education — 2393
Mariposa County, Calif., Board of Education — 2389
National Association of State Boards of Education — 2407, 2485
Oregon State Legislative Tax Study Committee — 2212
San Luis Obispo County, Calif., Board of Education — 2392
Selected tables:
State participation under title X (sec. 1009) National Defense Education Act — 2482
Title III, Elementary and Secondary Education Act, operation of, from the Department of Health, Education, and Welfare, Office of Education — 2485–2496
Utah Society of Superintendents' Position on Changes in the Federal Programs — 2243

CONTENTS

PARTS 1–6

	Page
Text of bills:	
S. 3046	2
S. 2778	37
Departmental reports:	
Bureau of the Budget	62
Department of Health, Education, and Welfare	62
S. 2928	40
S. 3012	46
Departmental reports:	
Bureau of the Budget	61
Department of Health, Education, and Welfare	61
Office of Economic Opportunity	2563
Section-by-section analysis of S. 3046	307

CHRONOLOGICAL LIST OF WITNESSES

April 1, 1966

Gardner, Hon. John W., Secretary of Health, Education, and Welfare; accompanied by Ralph K. Huitt, Assistant Secretaryof Health, Education, and Welfare for Legislation; Harold Howe II, Commissioner of Education; Arthur L. Harris, Associate Commissioner for Elementary and Secondary Education, U.S. Office of Education; Samuel Halperin, Deputy Assistant Secretary of Health Education, and Welfare for Legislation; Albert L. Alford, Acting Assistant Commissioner for Legislation, U.S. Office of Education; John Hughes, Director, Division of Program Operations, U.S. Office of Education; and Edwin Yourman, Assistant General Counsel, Department of Health, Education, and Welfare -- 298

Fannin, Hon. Paul J., a U.S. Senator from the State of Arizona -- 358

Anderson, Hon. Harry R., Assistant Secretary of the Interior for Public Land Management -- 361

Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts -- 365

April 4, 1966

Anderson, Harry R., Assistant Secretary of the Interior for Public Land Management, accompanied by James E. Officer, Associate Commissioner of Indian Affairs; and Madison Coombs, Acting Chief, Branch of Education, Bureau of Indian Affairs -- 455

Howe, Hon. Harold, II, U.S. Commissioner of Education, accompanied by Arthur Harris, Associate Commissioner of Education, Bureau of Elementary and Secondary Education; Albert L. Alford, Acting Assistant Commissioner of Education, Office of Legislation; Samuel Halperin, Deputy Assistant Secretary of Health, Education, and Welfare for Legislation; and Hendrik Gideonse, program planning and development officer, Bureau of Research -- 470

Stimbert, E. C., superintendent of schools, Memphis, Tenn.; Dr. John W. Letson, superintendent of schools, Atlanta, Ga.; William H. Curtis, superintendent of schools, Manchester, Conn.; and Dr. Martin Essex, superintendent of schools, Akron, Ohio; a panel representing the American Association of School Administration -- 762

Cooper, Hon. John Sherman, a U.S. Senator from the State of Kentucky -- 785

Moss, Hon. Frank E., a U.S. Senator from the State of Utah -- 786

Shepoiser, Lawrence H., superintendent of schools, Unified School District No. 259, Wichita, Kans -- 793

Brownell, Dr. Samuel M., superintendent of schools, Detroit, Mich.; Dr. Laurence Paquin, superintendent of schools, Baltimore, Md.; Dr. Joseph Manch, superintendent of schools, Buffalo, N.Y.; William H. Barbour, Jr., controller, Los Angeles City School District; and Dr. George R. Balling, assistant superintendent of schools, Chicago, Ill., public schools— Page 807

Doran, Dr. Adron, chairman, NEA Legislative Commission; president, Morehead State College, Morehead, Ky.; and Dr. J. Warren Hitt, deputy State commissioner of education, Austin, Tex., accompanied by Dr. James L. McCaskill, executive secretary, Legislative Commission, National Education Association— 917

APRIL 5, 1966

Megel, Carl J., Washington representative, American Federation of Teachers, AFL–CIO— 983

Stevens, Frank A., supervisor of school libraries, State Department of Education, Albany, N.Y.; John Rowell, director of school libraries, State Department of Public Instruction, Harrisburg, Pa.; Dr. Gene Schwilck, principal and superintendent, secondary district, Oak Park-River Forest High School, Oak Park, Ill.; Miss Roberta E. Young, school library supervisor, State Department of Education, Denver, Colo.; and Miss Germaine Krettek, associate executive director, American Library Association— 1004

Hartke, Hon. Vance, a U.S. Senator from the State of Indiana— 1080

Murphy, Hon. George, a U.S. Senator from the State of California— 1091

Stevens, Frank A., John Rowell, Dr. Gene Schwilck, Miss Roberta E. Young, and Miss Germaine Krettek, American Library Association—Resumed— 1097

Carstenson, Dr. Blue, chairman, Senior Members Council, National Farmers, Union, Washington, D.C.; Arthur Crabtree, State Department of Education, Trenton, N.J.; James R. Dorland, assistant director, Division of Adult Education Services, National Association for Public Schools Adult Education, Washington, D.C.; Lowell A. Burkett, executive director, American Vocational Association, Washington, D.C.; Dr. Eugene I. Johnson, executive director, Adult Education Association, Washington, D.C.; Dr. Leonard Nadler, council professor of adult education, and professor of adult education, American University; Dr. Wilmer Bell, director of adult education, Baltimore City public schools, Baltimore, Md.; and Dr. William Harley, president, National Association of Educational Broadcasters, Washington, D.C— 1112, 1263

Gruening, Hon. Ernest, a U.S. Senator from the State of Alaska— 1282

APRIL 19, 1966

Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico— 1286

Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah— 1293

Madison, Blaine M., North Carolina commissioner of juvenile correction and president of the National Association of Training Schools and Juvenile Agencies— 1305

Fuller, Dr. Edgar, executive secretary, Council of Chief State School Officers, Washington, D.C— 1307

Sparks, Dr. Harry M., superintendent of public instruction, Commonwealth of Kentucky— 1334

Pfeffer, Dr. Leo, special counsel, American Jewish Congress— 1419

Koteen, Mrs. Bernard, member of National Board, National Council of Jewish Women— 1423

APRIL 26, 1966

Bartlett, Hon. E. L. (Bob), a U.S. Senator from the State of Alaska— 1429

Biemiller, Andrew J., director, department of legislation, American Federation of Labor and Congress of Industrial Organizations, accompanied by Larry Rogin, director, department of education, AFL–CIO— 1431

Pierce, Frank H., county attorney, Richmond County, Ga., on behalf of the National Association of Counties, accompanied by C. D. Ward, general counsel, National Association of Counties— 1445

Briggs, Dr. Paul W., superintendent of schools, Cleveland, Ohio— 1452

Hicks, W. B., Jr., executive secretary, Liberty Lobby, Washington, D.C— 1471

Page
Pike, Rolland W., assistant superintendent, Los Alamitos school district, California 1473
Lawrence, Richard H., legislative and special projects coordinator, Los Angeles City school districts, California 1477
Jordan, Hon. Len B., a U.S. Senator from the State of Idaho 1654
Donohue, Very Rev. Msgr. James C., director, department of education, National Catholic Welfare Conference, accompanied by W. R. Consedine, director, legal department 1674
Rose, Oscar, moderator, superintendent of schools, Midwest City, Okla.; Charles Quinn, acting director of federally aided programs, division of financing, State department of education, Albany, N.Y.; Woodwrow J. Darden, county superintendent, Brevard County, Titusville, Fla.; William Simmons, assistant superintendent of schools, Detroit, Mich.; John Eater, superintendent of schools, Rantoul City schools, Rantoul, Ill.; Richard Taylor, superintendent of Westside schools, Colorado Springs, Colo.; Ralph Hood, superintendent of schools, Brunswick, Ga.; Bluford F. Minor, assistant superintendent of schools, business services division, San Diego Unified School District, San Diego, Calif.; Walter McKee, superintendent of schools, Montgomery, Ala.; Charles A. Briscoe, business manager, Alameda school district, Alameda, Calif.; J. M. Hanks, superintendent of Ysleta schools, Ysleta independent school district, El Paso, Tex.; W. H. Moore, State department of education, Little Rock, Ark.; and Grant Pinney, superintendent of schools, China Lake public school district, China Lake, Calif 1677, 1682
Hortin, James F., chief, Technical Operations Branch, U.S. Office of Education 1682
Pinney, Grant, superintendent of schools, China Lake public school district, California 1690
Simmons, William, assistant superintendent of schools, Detroit, Mich 1697
Darden, Woodrow, J., county superintendent, Brevard County, Titusville, Fla 1702
Taylor, Richard, superintendent of Widefield-Security schools, Colorado Springs, Colo 1709
Hood, Ralph E., superintendent, Glynn County schools, Brunswick, Ga 1713
Quinn, Charles J., assistant director for federally aided programs, division of educational finance, State education department, Albany, N.Y 1719
Hanks, J. M., superintendent of schools, Ysleta independent school district, El Paso, Tex 1724
Minor, Bluford F., assistant superintendent of schools, business services division, San Diego unified school district, San Diego, Calif 1726
Eater, J. W., superintendent of schools, Rantoul, Ill 1745
McKee, Walter T., superintendent of schools, Montgomery, Ala 1750
Briscoe, Charles A., business manager, Alameda unified school district, Alameda, Calif 1753

APRIL 27, 1966

Lynch, Very Rev. Msgr. John, Diocesan School Office, Rutland, Vt 1759
Cannon, Hon. Howard W., a U.S. Senator from the State of Nevada 1764
Church, Hon. Frank, a U.S. Senator from the State of Idaho 1769
Geer, William, executive secretary, Council for Exceptional Children, Washington, D.C., and Dr. Maynard Reynolds, Department of Special Education, University of Minnesota, Minneapolis, Minn 1784
Metcalf, Hon. Lee, a U.S. Senator from the State of Montana 1801
Murphy, Hon. George, a U.S. Senator from the State of California 1811
Magnuson, Warren G., and Henry M. Jackson, U.S. Senators from the State of Washington 1815
Pearson, Hon. James B., a U.S. Senator from the State of Kansas 1821
Gurney, Hon. Edward J., a Representative in Congress from the State of Florida 1824
Petrozzi, Charles R., chairman, National Committee for Multi-Handicapped Children 1825
Boggs, Mrs. Fitzhugh W., chairman, committee on Governmental Affairs, National Association for Retarded Children, Inc 1841
Sherer, Rabbi Morris, executive vice president, Agudath Israel of America 1848
Kirk, Samuel A., professor of education and psychology, director, Institute for Research on Exceptional Children, University of Illinois 1852

Paine, Richmond S., M.D., neurologist to Children's Hospital of the District of Columbia, and professor of pediatric neurology, George Washington University School of Medicine, Washington, D.C. Page 1860
McCarthy, Jeanne McRae, Ph. D., director of special services, Schaumburg Community Consolidated School Disrict 54, Cook County, Ill. 1865
Williams, Hon. Harrison A., Jr., a U.S. Senator from the State of New Jersey 1875
Kennedy, Hon. Edward M., U.S. Senator from the State of Massachusetts 2058
Johnson, Theron A., administrator, Division of Intercultural Relations, New York State Department of Education 2070
Cohen, Oscar, national program director, Anti-Defamation League of B'nai B'rith 2074
Curtin, Thomas J., deputy commissioner of education, Commonwealth of Massachusetts 2081
Petteys, Mrs. Anna C., vice chairman, Colorado Board of Education 2093
Bell, Mrs. Alison, legislative staff, American Association of University Women; accompanied by Mrs. Sherman Ross, member, National Legislative Program Committee 2107

STATEMENTS

American Association of School Administrators, prepared statements 765, 2484
American Jewish Committee, prepared statements 2142, 2185
American Library Association, Statement on Standards for the Binding of Library Books 1106
Americans United for Separation of Church and State on Shared Time, prepared statement entitled "The Truth About Shared Time" 2164
Anderson, Hon. Harry R., Assistant Secretary of the Interior for Public Land Management 361
Anderson, Harry R., Assistant Secretary of the Interior for Public Land Management, accompanied by James E. Officer, Associate Commissioner of Indian Affairs; and Madison Coombs, Acting Chief, Branch of Education, Bureau of Indian Affairs 455
Baptist Joint Committee on Public Affairs, prepared statement 3132
Bartlett, Hon. E. L. (Bob), a U.S. Senator from the State of Alaska 1429
Bell, Mrs. Alison, legislative staff, American Association of University Women, accompanied by Mrs. Sherman Ross, member, National Legislative Program Committee 2107
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah 1293
Prepared statement 1293
Biemiller, Andrew J., director, department of legislation, American Federation of Labor and Congress of Industrial Organizations, accompanied by Larry Rogin, director, department of education, AFL–CIO 1431
Prepared statement 1436
Boggs, Mrs. Fitzhugh W., chairman, Committee on Governmental Affairs, National Association for Retarded Children, Inc 1841
Prepared statement 1844
Briggs, Dr. Paul W., superintendent of schools, Cleveland, Ohio 1452
Prepared statement 1455
Briscoe, Charles A., business manager, Alameda unified school district, Alameda, Calif 1753
Prepared statement 1756
Brown, Hon. Edmund G., Governor of the State of California, prepared statement 2210
Brownell, Dr. Samuel M., superintendent of schools, Detroit, Mich.; Dr. Laurence Paquin, superintendent of schools, Baltimore, Md.; Dr. Joseph Manch, superintendent of schools, Buffalo, N.Y.; William H. Barbour, Jr., controller, Los Angeles City School District; and Dr. George R. Balling, assistant superintendent of schools, Chicago, Ill., public schools 807
Prepared statement 898
Burkett, Lowell A., executive director, American Vocational Association, prepared statement 1280
Cannon, Hon. Howard W., a U.S. Senator from the State of Nevada 1764

Carstenson, Dr. Blue, chairman, Senior Members Council, National Farmers Union, Washington, D.C.; Arthur Crabtree, State Department of Education, Trenton, N.J.; James R. Dorland, assistant director, Division of Adult Education Services, National Association for Public Schools Adult Education, Washington, D.C.; Lowell A. Burkett, executive director, American Vocational Association, Washington, D.C.; Dr. Eugene I. Johnson, executive director, Adult Education Association, Washington, D.C.; Dr. Leonard Nadler, council professor of adult education, and professor of adult education, American University; Dr. Wilmer Bell, director of adult education, Baltimore City public schools, Baltimore, Md.; and Dr. William Harley, president, National Association of Educational Broadcasters, Washington, D.C. 1112, 1263
Prepared statement 1267
China Lake elementary school district, Naval Ordnance Test Station, China Lake, Calif., prepared statement 1693
Church, Hon. Frank, a U.S. Senator from the State of Idaho 1769
Clark, Dr. Kenneth, professor of social psychology, City College of New York, prepared statement 2066
Cohen, Oscar, national program director, Antidefamation League of B'Nai B'Rith 2074
Cooper, Hon. John Sherman, a U.S. Senator from the State of Kentucky 785
Crabtree, Arthur P., past president, Adult Education Association of the United States, prepared statement 1274
Curtin, Thomas J., deputy commissioner of education, Commonwealth of Massachusetts 2081
Curtis, William H., superintendent of schools, Manchester, Conn., prepared statement 778
Darden, Woodrow J., county superintendent, Brevard County, Titusville, Fla 1702
Prepared statement 1705
Donohue, Very Rev. Msgr. James C., director, department of education, National Catholic Welfare Conference, accompanied by W. R. Consedine, director, legal department 1674
Doran, Dr. Adron, NEA Legislative Commission; president, Morehead State College, Morehead, Ky.; and Dr. J. Warren Hitt, deputy State commissioner of education, Austin, Tex., accompanied by Dr. James L. McCaskill, executive secretary, Legislative Commission, National Education Association 917
Dorland, James R., assistant executive secretary, National Association for Public School Adult Education, prepared statement 1276
Eater, J. W., superintendent of schools, Rantoul, Ill 1745
Prepared statement 1746
Fannin, Hon. Paul J., a U.S. Senator from the State of Arizona 358
Fellendorf, George W., executive director, Alexander Graham Bell Association for the Deaf, Inc., prepared statement 1847
Flast, Mrs. Florence, president, United Parents Associations, prepared statement 2394
Fuller, Dr. Edgar, executive secretary, Council of Chief State School Officers, Washington, D.C. 1307
Gardner, Hon. John W., Secretary of Health, Education, and Welfare; accompanied by Ralph K. Huitt, Assistant Secretary of Health, Education, and Welfare for Legislation; Harold Howe II, Commissioner of Education; Arthur L. Harris, Associate Commissioner for Elementary and Secondary Education, U.S. Office of Education; Samuel Halperin, Deputy Assistant Secretary of Health, Education, and Welfare for Legislation; Albert L. Alford, Acting Assistant Commissioner for Legislation, U.S. Office of Education; John Hughes, Director, Division of Program Operations, U.S. Office of Education; and Edwin Yourman, Assistant General Counsel, Health, Education, and Welfare 298
Geer, William, executive secretary, Council for Exceptional Children, Washington, D.C., and Dr. Maynard Reynolds, Department of Special Education, University of Minnesota, Minneapolis, Minn 1784
Prepared statement 1798
Gibboney, Richard A., commissioner of education, State of Vermont, prepared statement 2150
Gruening, Hon. Ernest, a U.S. Senator from the State of Alaska 1282

Page
Gurney, Hon. Edward J., a Representative in Congress from the State of Florida 1824
Hanks, J. M., superintendent of schools, Ysleta independent school district, El Paso, Tex 1724
Prepared statement 1724
Hartke, Hon. Vance, a U.S. Senator from the State of Indiana 1080
Hicks, W. B., Jr., executive secretary, Liberty Lobby, Washington, D.C 1471
Hitt, J. Warren, deputy commissioner of education, Texas Education Agency, prepared statement 978
Hood, Ralph E., superintendent, Glynn County schools, Brunswick, Ga 1713
Prepared statement 1715
Hortin, James F., Chief, Technical Operations Branch, U.S. Office of Education 1682
Howe, Hon. Harold, II, U.S. Commissioner of Education, accompanied by Dr. Arthur Harris, Associate Commissioner of Education, Bureau of Elementary and Secondary Education; Dr. Albert L. Alford, Acting Assistant Commissioner of Education, Office of Legislation; Dr. Samuel Halperin, Deputy Assistant Secretary of Health, Education, and Welfare for legislation; and Dr. Hendrik Gideonse, program planning and development officer, Bureau of Research 470
Prepared statement, including additional material 470–645
Isenberg, Robert M., executive secretary, Department of Rural Education, National Education Association, prepared statement 2147
Johnson, Theron A., administrator, Division of Intercultural Relations, New York State Department of Education 2070
Jordan, Hon. Len B., a U.S. Senator from the State of Idaho 1654
Kelley, Dean M., director, Commission on Religious Liberty, National Council of the Churches of Christ in the U.S.A., prepared statement 2156
Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts 365, 2058
Kirk, Samuel A., professor of education and psychology, director, institute for research on exceptional children, University of Illinois 1852
Koteen, Mrs. Bernard, member of National Board, National Council of Jewish Women 1423
Krettek, Miss Germaine, associate executive director, American Library Association, prepared statement 1108
La Noue, George R., Teachers College, Columbia University, prepared statement 2125
Laufenberg, Francis, assistant superintendent of schools (business), Long Beach Unified School District, Long Beach, Calif 2123
Lawrence, Richard H., legislative and special projects coordinator, Los Angeles City school districts, California 1477
Leavitt, Jerome E., professor of education, Portland State College, Portland, Oreg., prepared statement 2413
Letson, Dr. John W., superintendent, Atlanta public schools, Atlanta, Ga., prepared statement 771
Lynch, Very Rev. Msgr. John, Diocesan School Office, Rutland, Vt 1759
McCarthy, Jeanne McRae, Ph. D., director of special services, Schaumburg Community Consolidated School District, 54 Cook County, Ill 1865
McKee, Walter T., superintendent of schools, Montgomery, Ala 1750
Prepared statement 1751
Madison, Blaine M., North Carolina commissioner of juvenile correction and president of the National Association of Training Schools and Juvenile Agenices 1305
Magnuson, Hons. Warren G., and Henry M. Jackson, U.S. Senators from the State of Washington 1815
Manch, Dr. Joseph, superintendent of schools, Buffalo, N.Y., prepared statement 896
Megel, Carl J., Washington representative, American Federation of Teachers, AFL–CIO 983
Metcalf, Hon. Lee, a U.S. Senator from the State of Montana 1801
Supplemental statement 1809
Minor, Bluford F., assistant superintendent of schools, business services division, San Diego unified school district, San Diego, Calif 1726
Prepared statement 1728
Mock, Dr. Samuel E., Detroit, Mich., prepared statement 2560
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico 1286
Moss, Hon. Frank E., a U.S. Senator from the State of Utah 786

Page
Mueller, F. Eugene, superintendent, San Bernardino City unified school district, San Bernardino, Calif. 1673
Murphy, Hon. George, a U.S. Senator from the State of California 1091, 1811
Murray, Leonard H., chairman, Citizens Council on Delinquency and Crime of Minnesota, prepared statement 2404
National Education Association, prepared statement on Adult Education Act 1277
Oregon Education Association, prepared statement 2410
Paine, Richmond S., M.D., neurologist to Children's Hospital of the District of Columbia, and professor of pediatric neurology, George Washington University School of Medicine, Washington, D.C. 1860
Prepared statement 1860
Paquin, Laurence G., superintendent of public instruction, Baltimore city public schools, Baltimore, Md., prepared statement 895
Pearson, Hon. James B., a U.S. Senator from the State of Kansas 1821
Petrozzi, Charles R., chairman, National Committee for Multi-Handicapped Children 1825
Prepared statement 1830
Petteys, Mrs. Anna C., vice chairman, Colorado Board of Education 2093
Pfeffer, Dr. Leo, special counsel, American Jewish Congress 1419
Prepared statement 1422
Pierce, Frank H., county attorney, Richmond County, Ga., on behalf of the National Association of Counties, accompanied by C. D. Ward, general counsel, National Association of Counties 1445
Pike, Rolland W., assistant superintendent, Los Alamitos school district, California 1473
Pinney, Grant, superintendent of schools, China Lake public school district, California 1690
Quinn, Charles J., assistant director for federally aided programs, division of educational finance, State education department, Albany, N.Y. 1719
Prepared statement 1721
Rappaport, Dr. Joseph, executive director, United Parents Associations, prepared statement 2397
Reynolds, Dr. Maynard C., president, Council for Exceptional Children, prepared statement 1788
Rose, Oscar, moderator, superintendent of schools, Midwest City, Okla.; Charles Quinn, acting director of federally aided programs, division of financing, State department of education, Albany, N.Y.; Woodrow J. Darden, county superintendent, Brevard County, Titusville, Fla.; William Simmons, assistant superintendent of schools, Detroit, Mich.; John Eater, superintendent of schools, Rantoul City schools, Rantoul, Ill.; Richard Taylor, superintendent of westside schools, Colorado Springs, Colo.; Ralph Hood, superintendent of schools, Brunswick, Ga.; Bluford F. Minor, assistant superintendent of schools, business services division, San Diego unified school district, San Diego, Calif.; Walter McKee, superintendent of schools, Montgomery, Ala.; Charles A. Briscoe, business manager, Alameda school district, Alameda, Calif.; J. M. Hanks, superintendent of Ysleta schools, Ysleta independent school district, El Paso, Tex.; W. H. Moore, State department of education, Little Rock, Ark.; and Grant Pinney, superintendent of schools, China Lake public school district, China Lake, Calif. 1677, 1683
Prepared statement 1683
Ross, Mrs. Sherman, on behalf of Dr. Lois H. Roth, area representative, education, and Dr. Victoria Schuck, chairman, Legislative Program Committee, of the American Association of University Women 2108
St Germain, Hon. Fernand J., a U.S. Representative in Congress from the State of Rhode Island 1670
Schwilick, Dr. Gene L., superintendent-principal of Oak Park and River Forest High School, Oak Park, Ill., before the Subcommittee on Education, prepared statement 1107
Shagaloff, Miss June, director for education, National Association for the Advancement of Colored People, prepared statement, with attachments 2085–2093
Shepoiser, Lawrence H., superintendent of schools, Unified School District No. 259, Wichita, Kans. 793
Prepared statement, jointly with Gwendel A. Nelson 797
Sherer, Rabbi Morris, executive vice president, Agudath Israel of America 1848
Prepared statement 1850

Page
Simons, William H., president, Washington Teachers' Union, prepared statement 2187
Simmons, William, assistant superintendent of schools, Detroit, Mich 1697
Prepared statement 1700
Snider, Robert C., assistant executive secretary, Department of Audio-visual Instruction, National Education Association, prepared statement 782
Sparks, Dr. Harry M., superintendent of public instruction, Commonwealth of Kentucky 1334
Prepared statement 1396
Speiser, Lawrence, director, Washington Office, American Civil Liberties Union, prepared statement 2111
Stevens, Alden, president, Association on American Indian Affairs 1671
Stevens, Frank A., supervisor of school libraries, State Department of Education, Albany, N.Y.; John Rowell, director of school libraries, State Department of Public Instruction, Harrisburg, Pa.; Dr. Gene Schwilck, principal and superintendent, Secondary District, Oak Park-River Forest High School, Oak Park, Ill.; Miss Roberta E. Young, school library supervisor, State Department of Education, Denver, Colo.; and Miss Germaine Krettek, associate executive director, American Library Association 1004, 1097
Stimbert, E. C., superintendent of schools, Memphis, Tenn.; Dr. John W. Letson, superintendent of schools, Atlanta, Ga.; William H. Curtis, superintendent of schools, Manchester, Conn.; and Dr. Martin Essex, superintendent of schools, Akron, Ohio; a panel representing the American Association of School Administrators 762
Prepared statement 763
Stockburger, Cassandra, director, National Committee on the Education of Migrant Children, National Child Labor Committee, prepared statement 2124
Taylor, Richard, superintendent of Widefield-Security schools, Colorado Springs, Colo 1709
Prepared statement 1712
Venn, Grant, superintendent of Wood County schools, Parkersburg, W. Va., prepared statement 971
Ward, C. D., general counsel, National Association of Counties, supplemental statement 1451
Washington State Superintendent of Public Instruction's Office, prepared statement 1816
Williams, Hon. Harrison A., Jr., a U.S. Senator from the State of New Jersey 1875
Willis, Dr. Benjamin C., general superintendent of schools, Board of Education, Chicago, Ill 822
Supplemental statement 826

ADDITIONAL INFORMATION

S. 3046, statements and correspondence relative to 2359
S. 2928, statements and correspondence relating to 2180
S. 2778, statements and correspondence relating to 2176
Advisory Council on State Departments of Education, annual report 653–736
Members of 654
American Library Association, biographical material of panel members:
Stevens, Frank A., panel moderator, New York State Education Department, Albany, N.Y 1001
Rowell, John, Department of Public Instruction, Commonwealth of Pennsylvania 1002
Schwilck, Gene L., superintendent-principal of Oak Park and River Forest High School, Oak Park, Ill 1002
Young, Roberta E., school library supervisor, Colorado State Department of Education, Denver, Colo 1003
Articles entitled:
"Behold, This Is New," from Catholic Library World, March 1966 1010
"Education Of Handicapped Children And Youth", a conference report, Department of Health, Education, and Welfare, August 11 and 12, 1965 395
"Education: The Talk of Wall Street," chapter of book published by the National School Public Relations Association, 1966–67 1328

Articles entitled—Continued
"Effects of Ethnic Group Concentration Upon Educational Process, Personality Formation, and Mental Health," by Charles A. Pinderhughes, M.D., from the National Medical Association Journal, September 1964 — Page 2195
"Electronic Equipment in Education, a Brief Summary," submitted by the Oak Park and Forest High School, Oak Park, Ill — 1103
"Gardner Calls for End to De Facto Segregation—Secretary Urges United States To Aid Local Officials in Integrating Schools," from Baltimore (Md.) Sun, November 15, 1965 — 368
"Governmental Financing of Public and Private Education," by Dr. Edgar Fuller, executive secretary, Council of Chief State School Officers, Washington, D.C. Baldwin Lecture for 1966 at the Northeast Missouri State Teachers College, Kirksville, Mo., February 1, 1966 — 1317
"How To Put 2½ Tons of Research Into One Handy Little Box," from American Education, February 1966 — 288
"Libraries Say Prices Fixed," an Associated Press article from the Christian Science Monitor — 1079
"Statistic of the Month, Enrollment in Elementary and Secondary Schools, Fall 1955 to Fall 1975," from American Education, April 1966 — 2565
"The Book Bind: Information Explosion Swamps Print Shops—Shipment Delays Rise—Publishers, Authors, Students Affected; Cleveland Stores Miss 500 Christmas Sales—Shabby Work on the Animals," from Wall Street Journal, March 10, 1966 — 1109
Budget for fiscal year 1967, excerpts from the appendix, Office of Education, Department of Health, Education, and Welfare, pp. 421–435 — 92
Communications from:
Hansford, Dr. Byron W., commissioner of education, Colorado State Department of Education to—
Evans, Representative Frank E., August 16, 1965 — 2102
Petteys, Mrs. Anna C., May 10, 1966 — 2104, 2105
Kunkle, Paul H., board secretary, St. Thomas Township School District, St. Thomas, Pa., to Senate Committee on Labor and Public Welfare, March 9, 1966 — 2259
Massaro, Nicholas R., assistant superintendent, Roaring Fork School District, Colorado, to Mr. Arthur Ludka, Colorado State Department of Education, March 9, 1966 — 1312
Melcher, John W., director, Bureau for Handicapped Children, Wisconsin State Department of Public Instruction, to Senate Subcommittee on Education, April 22, 1966 — 1784
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon, to:
Gardner, Hon. John W., Secretary of Health, Education, and Welfare, May 20, 1966 — 466
Knotts, Richard B., superintendent of schools, District No. 30, Warrenton, Oreg.:
March 10, 1966 — 335
April 14, 1966 — 336
Udall, Stewart L., Secretary of the Interior:
May 20, 1966 — 465
May 23, 1966 — 468
Pogue, Thomas T., executive director, Economic Opportunity Corp., Millville, N.J., with attachment, March 18, 1966 — 2418
Rothenberg, Leon, research director, Federation of Tax Administrators, Chicago, Ill., to C. D. Ward, National Association of Counties, April 29, 1966 — 1451
Communications to:
Alexander, Robert L., State-Federal coordinator, Governor's office, Columbia, S.C., from:
Cater, Douglass, Washington, D.C., February 28, 1966 — 2256
Garrett, Gordon H., North Charleston, S.C., March 9, 1966 — 2256
Anderson, Hon. Clinton P., a U.S. Senator from the State of New Mexico, from:
Leonard J. De Layo, superintendent of public instruction, New Mexico Department of Education, Santa Fe, July 16, 1966 — 2415

Communications to—Continued
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from:
Bell, T. H., State superintendent of public instruction, Utah State Board of Education, Salt Lake City, Utah, February 2, 1966 — Page 1300, 2243
Boren, William R., superintendent of schools, Weber County School District, Ogden, Utah, February 4, 1966 — 1298
Eyre, Sherman G., superintendent, Logan City Schools, Logan, Utah, March 15, 1966 — 1299
Haws, J. C., superintendent, Box Elder County School District, Brigham City, Utah, January 21, 1966 — 1297
Holt, G. Harold, superintendent, et al., Davis County School District, Farmington, Utah, January 17, 1966 — 1295
Jones, D. Gary, superintendent, Daggett County School District, Manila, Utah, February 1, 1966 — 1299
Rosenhall, A. L., executive secretary, Granite Education Association, Inc., Salt Lake City, Utah, March 4, 1966 — 1299
Smith, T. O., superintendent, Ogden City Schools, Ogden, Utah, February 4, 1966 — 1296, 2242
Bible, Hon. Alan, a U.S. Senator from the State of Nevada, from:
Manning, R. H., first assistant superintendent, Nevada Department of Education, Carson City, Nev., April 6, 1966 — 2373
Brewster, Hon. Daniel B., a U.S. Senator from the State of Maryland, from:
Fletcher, E. L., superintendent, Maryland Training School for Boys, Baltimore, Md., March 22, 1966 — 2177
McKeldin, Theodore R., mayor, Baltimore, Md., April 18, 1966 — 2178
Byrd, Hon. Robert C., a U.S. Senator from the State of West Virginia, from:
Kingery, John D., assistant superintendent, Roane County Schools, Spencer, W. Va., Jan. 3, 1966 — 2359
Lowery, T. A., superintendent, Jefferson County Schools, Charles Town, W. Va., April 20, 1966 — 2374
Preston County, W. Va., Board of Education, Kingswood, W. Va., April 19, 1966 — 2375
Trail, Sherman C., superintendent, Raleigh County Board of Education, Beckley ,W. Va., March 25, 1966 — 2359
Cannon, Hon. Howard W., a U.S. Senator from the State of Nevada, from:
Manning, R. H., first assistant superintendent, Nevada Department of Education, Carson City, Nev., April 6, 1966 — 2373
Chairman, Senate Committee on Education and Labor, from:
Childs, Martha D., superintendent, and others, Daggett School District, Daggett, Calif., March 14, 1966 — 2257
Church, Hon. Frank, a U.S. Senator from the State of Idaho, from:
Bieker, James W., superintendent, Potlatch Public Schools, District No. 285, Potlatch, Idaho, March 30, 1966 — 1776
Bird, T. C., superintendent, Boise Public Schools, Boise, Idaho, March 30, 1966 — 1779
Blakeley, Don, superintendent, public schools, Joint School District No. 304, Kamiah, Idaho, March 8, 1966 — 1773
Brown, Charles A., district superintendent, Joint School District No. 365, Grand View, Idaho, March 31, 1966 — 1778
Burns, Robert A., superintendent of schools, School District No. 101, Bonners Ferry, Idaho, March 31, 1966 — 1775
Carnie, George M., superintendent, Joint School District No. 233, Hagerman, Idaho, March 30, 1966 — 1774
Coll, Ford, board chairman, School District No. 59, Firth, Idaho, February 28, 1966 — 1774
Ellis, Ruhlon M., superintendent, School District No. 25, Pocatello, Idaho, March 29, 1966 — 1782
Evans, Jerry L., superintendent, Public Schools District No. 422, Cascade, Idaho, March 8, 1966 — 1780

Communications to—Continued
Church, Hon. Frank, from—Continued
Page
Farley, Calvin H., superintendent, School District No. 274, Harrison, Idaho, March 31, 1966 1776
Hawkins, Andy, superintendent, Joint School District No. 41, St. Maries, Idaho, March 4, 1966 1777
Hinds, George H., superintendent, Public Schools, Joint School District No. 182, Mackay, Idaho, March 4, 1966 1777
Hughes, LeRoy, superintendent, Board of Trustees, School District No. 193, Mountain Home, Idaho, March 4, 1966 1771
Meyer, Camden B., superintendent of schools, Joint Class A District No. 331, Rupert, Idaho, March 31, 1966 1779
Smith, Andrew L., superintendent, Independent School District No. 1, Lewiston, Idaho, April 18, 1966 1772
Snow, Max, superintendent of schools, Fremont County No. 215, Joint School District A–215, St. Anthony, Idaho, March 29, 1966 1778
Spencer, Irvin W., superintendent, Joint School District No. 181, Challis, Idaho, March 8, 1966 1773
Stoddard, I. T., superintendent, School District No. 55, Blackfoot, Idaho, April 1, 1966 1775
Thienes, Carolyn, Hayden Lake, Idaho, March 9, 1966 1774
Williams, Arnold, secretary of state, State of Idaho, Boise, March 22, 1966, with enclosure 1782
Cornogey, Mrs. Wayne, Gilchrist, Oreg., from:
Gubser, Joy Hills, assistant superintendent, Oregon State Department of Education, Salem, Oreg., February 24, 1966 2416
Curtis, Hon. Carl T., a U.S. Senator from the State of Nebraska, from:
Morrison, Hon. Frank B., Governor, State of Nebraska, Lincoln, Nebr., with attachment, April 1, 1966 2373
Dodd, Hon. Thomas J., a U.S. Senator from the State of Connecticut, from:
Sanders, William J., commissioner of education, Hartford, Conn., April 21, 1966 2386
Fannin, Hon. Paul J., a U.S. Senator from the State of Arizona, from:
Bradshaw, Ray J., administrator, and others., Page Schools, February 17, 1966 2245
Carpenter, W. S., superintendent, Ganado Public Schools, District No. 19, Ganado, Ariz., February 17, 1966 2245
Lewis, Fred R., superintendent, Whiteriver Elementary School, District No. 20, Whiteriver, Ariz., February 8, 1966 2262
Martin, William S., Window Rock School District No. 8, Fort Defiance, Ariz., February 21, 1966 2246
Fong, Hon. Hiram L., a U.S. Senator from the State of Hawaii, from:
Tsui, Sik Kum, principal, et al., Olomana School, Kailua, Hawaii, March 14, 1966 2177
Fussell, Clyde G., superintendent of schools, Barre, Vt., from Msgr. John A. Lynch, Rutland, Vt., August 19, 1965 1763
Gardner, Hon. John W., Secretary of Health, Education, and Welfare, from Senator Javits, February 18, 1966 1883
Hart, Hon. Philip A., a U.S. Senator from the State of Michigan, from:
Arnold, Urey B., superintendent, Richmond Community Schools, Richmond, Mich., April 28, 1966 2387
Brumbaugh, Donald S., superintendent, Norway-Vulcan area schools, Norway, Mich., April 29, 1966 2387
McConnell, Dan, superintendent, Paw Paw public schools, Paw Paw, Mich., April 29, 1966 2388
Hill, Hon. Lister, a U.S. Senator from the State of Alabama, from:
Shriver, Sargent, Director, Office of Economic Opportunity, Washington, D.C., June 2, 1966 2563
Holden, Dr. A. John, Department of Education, Montpelier, Vt., from Msgr. John A. Lynch, Rutland, Vt., August 19, 1965 1763

Communications to—Continued
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, from:
Boone, Shelley S., superintendent of public instruction, the Board of Public Instruction for the County of Polk, Bartow, Fla., with attachment, March 31, 1966 — Page 2382
Hall, Joe, superintendent, Dade County Public Schools, Miami, Fla., April 7, 1966 — 2377
Seay, John W., superintendent of public instruction, Board of Public Instruction, Marion County, Ocala, Fla., April 15, 1966 — 2384
Williams, Ray L., superintendent of public instruction, Board of Public Instruction, Lee County, Fort Myers, Fla., April 12, 1966 — 2381
Howe, Hon. Harold, II, Commissioner of Education, Department of Health, Education, and Welfare, Washington, D.C., from:
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon, March 11, 1966 — 2431
Jordan, Hon. Len B., a U.S. Senator from the State of Idaho, from:
Armitage, John S., superintendent, Joint Independent School District No. 342, Culdesac Consolidated Schools, Culdesac, Idaho, April 1, 1966 — 1667
Arms, Mrs. Walter, secretary, Spirit Lake Home School Organization, Spirit Lake, Idaho, March 8, 1966 — 1668
Banks, R. M., superintendent of schools, School District 291, Salmon, Idaho, March 1, 1966 — 1663
Bird, T. C., superintendent, Boise Public Schools, Boise, Idaho, February 28, 1966 — 1661
Blakely, Don, superintendent of schools, Joint School District 304, Pukaniam, Idaho, February 25, 1966 — 1657
Brown, Charles A., District Superintendent, Joint School District No. 365, Grand View, March 1, 1966 — 1663
Burns, Robert A., Superintendent of Schools, Boundary County School District No. 101, Bonners Ferry, Idaho, March 31, 1966 — 1669
Carnie, George M., Joint School District No. 233, Hagerman, Idaho, March 4, 1966 — 1667
Clark, Charles L., Superintendent of Schools, Joint School District No. 93, Idaho Falls, Idaho, February 25, 1966 — 1657
Coy S. Clay, superintendent, School District No. 271, Coeur D'Alene, Idaho, February 28, 1966 — 1662
Duncan, Verne A., superintendent, Butte County Public Schools, 'Arco, Idaho, February 25, 1966 — 1658
Ellis, Rulon M., superintendent, School District No. 25, Pocatello, Idaho, March 2, 1966 — 1662
Engelking, D. F., State Superintendent of Public Instruction, et al., State of Idaho, Department of Education, Boise, February 21, 1966 — 1656, 2388
Farley, Calvin H., superintendent, Kootenai School District No. 274, Harrison, Idaho, February 28, 1966 — 1666
Farmin PTA, Sandpoint, Idaho, March 29, 1966 — 1669
Harada, Deto, School District No. 59, Firth, Idaho, February 28, 1966 — 1664
Hawkins, S. A., Joint School District No. 41, St. Maries, Idaho, February 25, 1966 — 1659
Hinds, George H., superintendent, Mackay Public Schools, Joint School District No. 182, Mackay, Idaho, February 25, 1966 — 1665
Hobbs, Donald J., superintendent, Shelley Public Schools, Joint School District, No. 60, Shelley, Idaho, February 28, 1966 — 1664
Hughes, Leroy, superintendent, School District No. 193, Mountain Home, Idaho, February 19, 1966 — 1664
Malcolm, A. J., superintendent, Prairie Public Schools, Cottonwood, Idaho, February 25, 1966 — 1657
Marcum, R. Laverne, Superintendent, February 25, 1966 — 1658
Rodemack, Ira, superintendent, Garden Valley Schools, School District No. 71, Garden Valley Idaho, February 26, 1966 — 1666
Ross, David, superintendent, School District 161, Dubois, Idaho, February 25, 1966 — 1657

Communications to—Continued
Jardon, Hon. Len B., from—Continued
Page
Smith, Andrew L., superintendent of schools, Independent School District No. 1, Lewiston, Idaho, February 25, 1966 1660
Snider, John A., Idaho School Trustees Association, Moscow, Idaho, March 3, 1966 1668
Spencer, Irvin W., superintendent, Joint School District No. 181, Challis, Idaho, February 25, 1966 1664
Stanley, Philip A., superintendent, School District No. 394, Avery, Idaho, February 28, 1966 1663
Thomas, William, superintendent, American Falls Public Schools, American Falls, Idaho, March 4, 1966 1659
Vopat, Earl, District Superintendent, School District No. 241, Grangeville, Idaho, March 2, 1966 1662
Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts, from:
Allen, James E., Jr., the University of the State of New York, the State Education Department, Albany, N.Y., April 26, 1966 2209
Gibbons, Ray, director, United Church of Christ Council for Christian Social Action, with attachment, New York, N.Y., May 4, 1966 2207
Moore, Rt. Rev. Paul, Jr., suffragan bishop, Diocese of Washington, Mount Saint Alban, Washington, D.C., May 3, 1966 2207
Speiser, Lawrence, director, Washington office, American Civil Liberties Union, Washington, D.C., April 26, 1966 2209
Sullivan, Neil V., Ed. D., superintendent of schools, Berkeley Unified School District, Berkeley, Calif., April 27, 1966 2209
Hunt, Prof. Herold C., Harvard University Graduate School of Education, Cambridge, Mass., April 19, 1966 2066
Killion, Walter L., business manager, Livermore Joint Union High School District, Livermore, Calif., from:
Senator George Murphy 1813
Representative Don Edwards 1814
Representative Glenard P. Lipscomb 1814
Kuchel, Hon. Thomas H., a U.S. Senator from the State of California, from:
Killion, Walter L., business manager, Livermore Joint Union High School District, Livermore, Calif., April 20, 1966 1812
Broom, Wendell, district superintendent, Soledad Union School District, Soledad, Calif., May 2, 1966 2389
Formhals, Robert W., California School Boards Association, Sacramento, Calif., April 26, 1966 2390
Tarvin, Stratton L., district superintendent, Hanford Joint Union High School, Hanford, Calif., April 29, 1966 2390
Lausche, Hon. Frank J., a U.S. Senator from the State of Ohio, from:
Craig, Clifford O., superintendent, Licking Heights Local School District, board of education, Summit Station, Ohio, March 16, 1966 2363
Lynch, Msgr. John A., diocesan superintendent of schools, Rutland, Vt., from A. John Holden, Jr., Montpelier, Vt., August 25, 1965 1762
McCarthy, Hon. Eugene J., a U.S. Senator from the State of Minnesota, from:
Bevis, Donald D., Minneapolis Public Schools, Minneapolis, Minn., December 27, 1965 2572
Lappegaard, Ray, Commissioner of Corrections, State department of corrections, St. Paul., Minn.:
February 3, 1966 2176
March 11, 1966 2176
Metcalf, Hon. Lee, a U.S. Senator from the State of Montana, from:
Miller, Harriet, State superintendent of public instruction, Helena, Mont.:
April 25, 1966 1804
April 5, 1966, with attachment 1807
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico, from:
Gray, Gary O., supervisor of special education—institutions, State of Maryland, Department of Education, Baltimore, Md., March 21, 1966 2178

Communications to—Continued
Murphy, Hon. George, a U.S. Senator from the State of California, from:
Page
Barker, Lowell F., President-Superintendent, Merced College, Merced Junior College District, Merced, Calif., March 3, 1966 1095
Bradshaw, R. H., President, Riverside City College, Riverside, Calif., Feb. 18, 1966 1094
Collins, J. J., District Supt. and President, Yuba College, Yuga County Junior College District, Marysville, Calif., March 8, 1966 1096
Conrad, Walter, President, Allan Hancock College, Santa Maria, Calif., March 23, 1966 1095
Doyle, F. W., deputy superintendent, California State Department of Education, December 29, 1965 2571
Faul, George J., President, Monterey Peninsula College, Monterey, Calif., Feb. 25, 1966 1093
Fruehauf, Hubert, President, et al., Napa Junion College, Napa, Calif., March 23, 1966 1096
Killion, Walter, L., business manager, Livermore Joint Union High School District, Livermore, Calif.:
April 20, 1966 1812
March 25, 1966 1812
Lawson, F. Melvin, Superintendent, Sacramento City Unified School District, Sacramento, Calif., April 5, 1966 2385
Rice, George A., Jr., Assistant Superintendent, Business, Los Rios Junior College District, March 2, 1966 1093
Tabor, Glenn D., Superintendent, Santa Ana Unified and Junior College Districts, Santa Ana, Calif., February 23, 1966 1094
Weaver, Harold M., President, and District Superintendent, Sierra College, Rocklin, Calif., March 3, 1966 1094
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon, from:
Adamson, Bernard, superintendent of schools, Benton School District No. 7–J, Alsea, Oreg., March 24, 1966 2214
Alexander, Dr. Milnor, legislative secretary, Women's International League for Peace and Freedom, Washington, D.C., April 26, 1966 2194
Alford, Albert L., Acting Assistant Commissioner for Legislation, Department of Health, Education, and Welfare, Office of Education, Washington, D.C., March 23, 1966 336, 2432
Altman, Mrs. Marie, Springfield, Oreg., May 3, 1966 2562
Anderson, Harry R., Assistant Secretary of the Interior:
June 6, 1966, with attachments 468
June 6, 1966 2570
Carstenson, Dr. Blue, chairman, Legislative Policy Committee, Adult Education Association, with attachment 1269
Aune, Muriel D., February 24, 1966 2259
Baldwin, Lee E., superintendent, Union High School District No. 2, Burns, Oreg., Feburary 22, 1966 2226
Barkhurst, M. R., superintendent, principal, Elkton Public Schools, Elkton, Oreg., February 18, 1966 2234
Benbaset, Mrs. Gladys S., New York, N.Y., March 25, 1966 2408
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, with attachment 2362
Benson, Lawrence N., school board chairman, et al., Bonneville School District No. 46, Bonneville, Oreg., February 25, 1966 2224
Blackwell, Keith Marie, clerk, Grant County School District No. 17, Long Creek, Oreg., February 18, 1966 2222
Blake, Richard E., town manager, town of Stratford, Stratford, Conn., February 24, 1966 2254
Bolen, Lee, administrative assistant, Sweet Home School District No. 55, Sweet Home, Oreg., February 16, 1966 2237
Boyle, Chester A., superintendent, Sisters Public Schools, District No. 6, Sisters, Oreg., March 2, 1966 2219
Briscoe, Charles A., assistant superintendent, Alameda Unified School District, Alameda, Calif., March 9, 1966 2253
Brock, Elbert P., superintendent, Malheur County School District No. 15, Vale, Oreg., February 22, 1966 2227

Communications to—Continued
Morse, Hon. Wayne, from—Continued
Page
Brogoitti, S. E., chairman, State Board of Education, State of Oregon, State Department of Education, Salem, Oreg., April 13, 1966 2212
Brown, James V., superintendent/principal, Nestucca Union High School, District U. 3, Cloverdale, Oreg., February 16, 1966 2237
Burns, James O., Gilliam County, Condon, Oreg., February 25, 1966 2222
Clark, James, superintendent of schools, Agawan School Department, Agawam, Mass., with attachment, January 18, 1966 2421
Coburn, Joseph L., San Marcos, Calif., March 12, 1966 2252
Cohen, David, legislative representative, Americans for Democratic Action, Washington, D.C., May 6, 1966 2191
Coles, Robert, M.D., Harvard University, University Health Services, Cambridges, Mass 2191
Conroy, Jim, assistant superintendent, Klamath County School District, Klamath Falls, Oreg., February 17, 1966 2228
Conway, Jack T., executive director, Industrial Union Department, Washington, D.C., April 27, 1966 2193
Coultas, Walter, superintendent, Los Rios Junior College District, Sacramento, Calif., March 22, 1966 2254
Cox, Leon, Jr., executive director, National Association of Real Estate Brokers, Inc., Washington, D.C. April 26, 1966 2203
Dahl, Gerald L., Secretary and staff consultant, Citizens Council on Delinquency and Crime, Minneapolis, Minn., April 22, 1966 2404
Davis, Florence N., clerk, Seneca Elementary School, District No. 47, Grant County, Seneca, Oreg., March 7, 1966 2215
De Layo, Leonard J., superintendent of public instruction, New Mexico Department of Education, Santa Fe, February 21, 1966 2415
Deller, M. C., superintendent, Roseburg Public Schools, Roseburg, Oreg., April 13, 1966 2407
Dummer, Francis H., superintendent, Detroit Schools, Marion-Linn County, District 123–J, Detroit, Oreg., February 16, 1966 2229
Durfee, Ingrid., clerk, Umatilla Public Schools, District No. 6, Umatilla, Oreg., February 18, 1966 2233
Earl, Richard R., superintendent-clerk, Chenowith Public Schools, School District No. 9, Wasco County, The Dalles, Oreg., February 17, 1966 2233
Edmondson, Mrs. Zelda, Butte Falls Public Schools, District No. 91, Buttee Falls, Oreg., March 2, 1966 2218
Ellenbogen, Theodore, acting general counsel, Department of Health, Education, and Welfare, including attachment, June 20, 1966 2566
Erickson, Kenneth, superintendent, Corvallis School District No. 509J, Corvallis, Oreg., March 3, 1966 2216
Geyer, Ray L., superintendent, Maconaquah School Corporation, Bunker Hill, Ind., April 13, 1966 2251
Growdon, Mrs. Wm. A., Americanism chairman, Clairemont Junior Women's Club, La Jolla, Calif., March 1, 1966 2255
Hakanson, John, director, Department of Research, Oregon Education Association, Portland, Oreg., May 5, 1966 2409
Hale, Glenn D., superintendent, Eagle Point public schools, district 9, Jackson County, Eagle Point, Oreg., February 18, 1966 2228
Hampton, Lynn O., assistant superintendent-clerk, The Dalles public schools, Wasco County School District No. 12, The Dalles, Oreg., February 15, 1966 2239
Hartman, Hugh, superintendent, Redmond grade school, district No. 2, Redmond, Oreg., February 22, 1966 2223
Hartley, Henry H., superintendent of schools, North Bend public schools, North Bend, Oreg:
February 9, 1966 2241
February 14, 1966 2241
February 16, 1966 2238

Communications to—Continued
Morse, Hon. Wayne, from—Continued
Page
Harvey, Mrs. Benson H., et al., Massachusetts Council of Churches, Boston May 17, 1966 2189
Haworth, Richard D., superintendent, Powder Valley public schools, school district No. 8J, Union and Baker Counties, North Powder, Oreg., February 21, 1966 2229
Haynie, Dr. W. F., superintendent, Portales municipal schools, Portales, N. Mex., April 19, 1966 2179
Heibel, Gerald L., superintendent, district No. 15 public schools, Days Creek, Oreg., February 18, 1966 2239
Held, Adolph, president, Jewish Labor Committee, New York, N.Y., April 28, 1966 2192
Hoff, Walt V., superintendent, Echo public schools, district 5, Umatilla County, Echo, Oreg., February 15, 1966 2238
Jeffrey, Fannie P., executive director, National Council of Negro Women, Inc., Washington, D.C., April 28, 1966 2193
Johnson, Mrs. Albert D., San Diego, Calif., March 8, 1966 2253
Johnson, Alfred C., superintendent, et al., Lane County School District No. 117, Westfir, Oreg., February 17, 1966 2230
Johnson, John R., superintendent, Consolidated District No. 4, Knappa, Astoria, Oreg., February 18, 1966 224C
Keener, Gerald, chairman, citizenship committee, Eugene Education Association, Eugene, Oreg., March 11, 1966 2215
Knotts, Richard B., superintendent of schools, school district No. 30, Warrenton, Oreg.:
February 15, 1966 2313
February 16, 1966 2313
February 22, 1966 335
April 21, 1966 337
Larive, A. O., superintendent of schools, Hermiston public schools, district No. 8, unified, Hermiston, Oreg.:
February 15, 1966 2240
February 7, 1966 2241
Larsen, Vernon S., chairman, education committee, Astoria Chamber of Commerce, Astoria, Oreg., April 29, 1966 2211
Leaming, Edward, chairman, board of directors, Eagle Point public schools, Eagle Point, Oreg., April 1, 1966 2412
Lewis, Graydon A., president, Kent Jr. High School PTA, Landover, Md., March 10, 1966 2257
McCarter, A. B., supervising principal, Big Spring School District, Newville, Pa., February 24, 1966 2251
McSorley, Rev. Richard T., S.J., member, board of directors, the Catholic Interracial Council of D.C., Georgetown University, Washington D.C., May 8, 1966 2190
Macnair, Luther Knight, executive secretary, Civil Liberties Union of Massachusetts, Boston, May 12, 1966 2190
Marshall, L. W., superintendent, Forest Grove Union High School, Forest Grove, Oreg., Jan. 27, 1966 2572
Martin, Claude, superintendent of schools, Mapleton Public Schools, District No. 32, Lane County, Mapleton, Oreg., February 19, 1966 2230
Marshall, James, president, and others, National Association of State Directors, of Special Education:
April 26, 1966 2393
April 26, 1966 2406
Minear, Leon P., superintendent public instruction, State Department of Education, Salem Oreg.:
March 1, 1966 2217
April 1, 1966 2422
May 6, 1966 2411
Mitchell, Matthew, D.D.S., Washington, D.C., April 25, 1966 2190
Murphy, Edward V., superintendent, Escondido Union School District, Escondido, Calif., February 25, 1966 2259
Murray, Donald T., superintendent, Stanfield School District No. 61, Stanfield, Oreg., February 18, 1966 2232

Communication to—Continued
Morse, Hon. Wayne, from—Continued
Page
Nash, Thomas A., superintendent, Spray Public Schools, Spray, Oreg., June 28, 1965 2573
Needles, Mary C., legislative chairman, Community Teachers' Association, Consolidated School District No. 1 (Hickman Mills), Kansas City, Mo., March 14, 1966 2252
Newby, John H., Commander, USNR., Omaha, Nebr., March 8, 1966 2257
Nielsen, Lloyd C., superintendent-elect, Monongalia County Schools, Morgantown, W. Va., April 26, 1966 2405
Obitz, C. S., dean of adult education, Lane Community College, Eugene, Oreg., May 9, 1966 2563
Orgain, Mrs. Faye, clerk, Prospect Schools, District No. 59, Prospect, Oreg., February 17, 1966 2239
Parks, Paul, chairman, Boston Branch, NAACP's Education Committee, Boston, Mass., April 21, 1966 2191
Patrick, C. W., President, San Diego City Schools, San Diego Junior Colleges, San Diego, Calif., April 24, 1966 1735
Pasley, Modine, May 3, 1966 2562
Pate, Leonard L., superintendent, Grant County School District No. 4, Prairie City, Oreg., February 18, 1966 2231
Phillips, Stuart S., superintendent of schools, Oakland Public Schools, Oakland, Calif., with attachments, May 2, 1966 2263
Pinderhughes, Charles A., M.D., Veterans' Administration, Boston, Mass., April 26, 1966 2194
Pinkett, Flaxie M., president, District of Columbia Citizens for Better Public Education, Inc., Washington, D.C., March 11, 1966 2258
Pope, Gregory J., New York State assemblyman, April 26, 1966 2405
Potter, David R., district superintendent, Morrow County Schools, School District No. R–1, Lexington, Oreg., March 2, 1966 2225
Rabe, Jack, chairman, Preparation for principalship, Michigan Association of Elementary School Principals, with attachment, East Lansing, Mich., January 20, 1966 2419
Rafferty, Dr. Max, State of California, Department of Education, Sacramento:
February 15, 1966 1773
February 15, 1966 2260
Ramsay, William W., coordinator, State of New Jersey Department of Education, Trenton, N.J., with attachments, April 12, 1966 2399
Rappaport, Joseph, executive director, United Parents Associations of New York City, Inc., New York, N.Y., with attachments, May 10, 1966 2394
Red, James O., principal, Hines Grade School, School District No. 30, Hines, Oreg., February 17, 1966 2232
Rees, Errol C., superintendent, Multnomah County Intermediate Education District, Portland, Oreg., March 2, 1966 2218
Rhoda, Carl V., superintendent, et al., Oakridge School District 76, Oakridge, Oreg., February 17, 1966 2234
Richardson, Elliot L., Lieutenant Governor, Commonwealth of Massachusetts, Boston, May 13, 1966 2180
Ringoen, Richard M., president, Arapahoe County School District Six, Littleton, Colo., March 2, 1966 2255
Sample, Tex S., director, department of social relations, Massachusetts Council of Churches, Boston, April 27, 1966 2193
Sayre, Athol R., superintendent of schools, Elgin Public Schools, Elgin, Oreg., February 16, 1966 2236
Schlechte, William P., district superintendent and secretary to board of trustees, Vista Unified School District, Vista, Calif., February 11, 1966 2260
Seeborg, Roy R., superintendent, Astoria School District No. 1C, Astoria, Oreg., February 17, 1966 2236
Shannon, William G., assistant executive director, American Association of Junior Colleges, Washington, D.C., April 19, 1966 2245

Communications to—Continued
Morse, Hon. Wayne, from—Continued
Page
Simons, William H., president, Washington Teachers' Union, April 26, 1966 2064
Slater, Henry L., superintendent-principal, Burns Public School, Burns, Oreg., February 23, 1966 2226
Smith, M. J., superintendent, Lane County School District 71, Lowell, Oreg., February 17, 1966 2237
Smith, Stewart H., superintendent, Butte Falls Public Schools, District No. 91, Butte Falls, Oreg., March 3, 1966 2216
Sparrow, T. R., board of education, Wyandotte, Mich., April 20, 1966 2409
Spelts, Robert R., superintendent, Douglas School System, Ellsworth Air Force Base, S. Dak., February 9, 1966 2251
Stanbro, Duane, superintendent, Burnt River High School, Baker County School District 30J, Unity, Oreg., February 22, 1966 2223
Starns, A. E., superintendent, Harney County IED, county school superintendent, Harney County, Burns, Oreg., February 28, 1966 2221
Steingut, Stanley, New York State assemblyman, Vice Chairman of Joint Legislative Committee on Mental Illness and Retardation, Albany, N.Y., April 26, 1966 2405
Stevens, Charles R., district clerk, Grant Union High School, John Day, Oreg., February 16, 1966 2236
Stillman, John S., National Chairman, American Veterans Committee, Washington, D.C., May 9, 1966 2189
Sweetland, Monroe, NEA legislative consultant, Western States, National Education Association, Washington, D.C., April 6, 1966 2423
Taylor, Marcella, clerk, Pleasant Hill Public Schools, District No. 1, Creswell, Oreg., March 18, 1966 2215
Tenold, Earl, clerk, Petersburg Elementary School, School District 14C, Wasco County, The Dalles, Oreg., February 21, 1966 2224
Tobin, W. J., clerk-assistant superintendent, Hood River County School District No. 1, Hood River, Oreg., February 28, 1966 2220
Tompkins, Ellsworth, executive secretary, National Association of Secondary-School Principals, Washington, D.C., May 13, 1966 2411
Towler, E. D., superintendent, Clatsop County Schools, Clatsop County Intermediate Education District, Astoria, Oreg., March 4, 1966 2219
Trilling, Leon, professor of aeronautics and astronautics, M.I.T., Cambridge, Mass., April 22, 1966 2203
Vaughan, Marion, Springfield, Oregon, May 4, 1966 2562
Vopat, Tom, superintendent, Administrative District No. 3, Arlington Public Schools, Administrative District No. 3, Arlington, Oreg., February 22, 1966 2226
Walk, Ronald D., La Grande Public Schools, Union County District No. 1, La Grande, Oreg., March 2, 1966 2220
Wenzel, Joseph, principal, Reedville Elementary School, District No. 29, Aloha, Oreg., February 4, 1966 2421
Weston, Mrs. Wilma G., Springfield, Oreg 2562
Wiemers, Mrs. Betty A., district clerk, Lane County School District 71, Lowell, Oreg., February 18, 1966 2239
Wilcox, Everett E., superintendent, California School for the Blind, Berkeley, Calif., July 13, 1965 2572
Williams, Nile G., superintendent, Fern Ridge Public Schools, Lane County District 28J, Veneta, Oreg., February 17, 1966 2240
Wise, Wayne T., superintendent, et al., Pearsall Public Schools, Pearsall, Tex., May 2, 1966 2250
Wohlers, Pat, curriculum supervisor, David Douglas Public Schools, Portland, Oreg., February 24, 1966 2575
Woodroofe, Robin, clerk, Umatilla County, School District No. R29, Athena, Oreg., February 21, 1966 2231
Woods, Thomas E., chairman, advisory committee, Oregon State Department of Education, Salem, Oreg., February 18, 1966 2414

Communications to—Continued
Morse, Hon. Wayne, from—Continued
Page
Wright, Nolan J., president, San Diego Taxpayers Association, February 23, 1966 2258
Wyers, Norman L., Jackson County Intermediate Education District, Medford, Oreg., March 4, 1966 2418
Nebraska Congressional Delegation, from Nebraska Board of Education, Lincoln, Nebr., April 4, 1966 2370
Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, from:
Boyle, John K., superintendent of schools, Smithfield Public Schools, Esmond, R.I., February 28, 1966 2248
Kelly, Phillip L., superintendent, Chariho Regional High School District, Wood River Junction, R.I., March 4, 1966 2246, 2247
Morenzoni, Edward T., superintendent of schools, Westerly, R.I., March 2, 1966 2246
Potenza, Robert A., superintendent of schools, North Smithfield, R.I., School Department, Slatersville, R.I., March 2, 1966 2247
Taylor, Clarence S., City of Warwick Public Schools, March 2, 1966 2248
Trainor, Henry F., superintentendent of schools, Tiverton Public Schools, Tiverton, R.I., March 1, 1966 2247
Pearson, Hon. James B., a U.S. Senator from the State of Kansas, from:
Norton, Dr. M. Scott, superintendent of schools, Salina, Kans., February 3, 1966 1823
Yeargan, Gordon A., superintendent of schools, Leavenworth, Kans., February 9, 1966 1822
Pickle, Hon. J. J., a Representative in Congress from the State of Texas, from:
Carruth, Irby B., Austin Independent School District, Austin, Tex., April 19, 1966 2409
Prouty, Hon. Winston L., a U.S. Senator from the State of Vermont, from:
Mathewson, Philip H., president, Vermont State Superintendents' Association, Montpelier, Vt., April 22, 1966 2386
Ramsey, Dr. William W., coordinator, State Department of Education, Trenton, N.J., from:
Hepner, Albert, president, Fairfield Township Board of Education, Fairton School, Fairton, N.J., March 25, 1966 2416
Scott, Hon. Hugh, a U.S. Senator from the State of Pennsylvania, from:
Marland, S. P., Jr., superintendent, Pittsburgh Public Schools, Pittsburgh, Pa., March 28, 1966 2372
Simpson, Hon. Milward L., a U.S. Senator from the State of Wyoming, from:
Griffith, Maurice F., Natrona County High School District and School District No. 2, Casper, Wyo., March 24, 1966 2363
Smathers, Hon. George A., a U.S. Senator from the State of Florida, from:
Hall, Joe, superintendent, FEA Department of County Superintendents, March 28, 1966 2366
Smiley, John H., county superintendent, board of public instruction, DeLand, Fla., January 18, 1966 2361
Tipton, Ray, executive secretary, Dade County Public Schools, Miami, Fla., April 6, 1966 2365
Sweetland, Monroe, NEA Legislative Consultant, Western States, Washington, D.C., from:
Fasold, Jesse V., deputy superintendent, Oregon State Department of Education, Salem, Oreg., with attachment, March 23, 1966 2424
Symington, Hon. Stuart, a U.S. Senator from the State of Missouri, from:
Yeokum, C. F., superintendent, Belton Public Schools, Belton, Mo., February 2, 1966 2249

Communications to—Continued
Talmadge, Hon. Herman E., a U.S. Senator from the State of Georgia, from:
Nix, Jack P., State superintendent of schools, Georgia State Department of Education, Atlanta, Ga., April 28, 1966 — Page 2386
Tydings, Hon. Joseph D., a U.S. Senator from the State of Maryland from:
Sensenbaugh, James A., State superintendent of schools, Maryland State Department of Education, Baltimore, Md., March 14, 1966 — 2364
Wattenburger, Ralph T., superintendent, Livermore Joint Union High School District, Livermore, Calif., from Representative Don Edwards — 1814
Yarborough, Hon. Ralph, a U.S. Senator from the State of Texas, from:
Clinton, Robert L., superintendent, Snyder Consolidated Independent Schools, Snyder, Tex., Jan. 25, 1966 — 742
Compilation of Senate statements from the Congressional Record, 2d session, 89th Congress — 66–245
Cooperative School Service Center at the University of Massachusetts, Amherst, Mass., resolution — 2421
"Education's Most Crucial Issue," an address by Harold Howe II, U.S. Commissioner of Education, Department of Health, Education, and Welfare, Before the Founders Day Convocation, Teachers College, Columbia University, New York City, May 3, 1966 — 2181
Educational Research Information Center (ERIC) — 287
Hart, Hon. Philip A., a U.S. Senator from the State of Michigan, opening remarks at Senate Antitrust and Monopoly Subcommittee hearings on price-fixing of library books — 1112
Kentucky attorney general, Robert Matthews, opinion relating to Public Law 89–10, Elementary and Secondary Education Act of 1965, sent to Dr. Harry M. Sparks, Kentucky State Department of Education, December 17, 1965 — 1313
Los Angeles, Calif., City Board of Education, proposed amendments to Public Law 89–10 — 2391
Massachusetts statute on racial imbalance — 2066
Memorandums from:
Allan, Richmond F., Associate Solicitor, Indian Affairs, U.S. Department of the Interior — 466
American Friends Service Committee, NAACP Defense and Educational Fund, to Secretary of Health, Education, and Welfare John W. Gardner, on report of the implementation of title VI of the Civil Rights Act of 1964 re school desegration — 1884
Department of Health, Education, and Welfare, office of the Secretary, on S. 3046 (Elementary and Secondary Education Amendments of 1966)—Senator Morse's letter of 5/20/66—Whether grants to Interior Department under the bill would be usable to carry out the policy of section 205(a)(2) of Public Law 81–874 (enacted by Public Law 89–10, title I) as applied to education of children in sectarian schools for Indians notwithstanding 25 United States Code 278 — 2566
Miller, Harriet, superintendent of public instruction, State of Montana, on major issues concerning meeting the Federal Government's increasing need for information — 1805
NAACP Legal Defense and Educational Fund, Inc., to Secretary of Health, Education, and Welfare John W. Gardner, on report of implementation of title VI of the Civil Rights Act of 1964 re hospital discrimination — 1943
New York State Education Department, on school library services under title I, Elementary and Secondary Education Act of 1965 programs — 1008
Orr, Calvin R., to Dr. Byron W. Hansford, on in-school work training programs — 2101

Page

Memorandums from the Office of Education, Department of Health, Education, and Welfare, on:
- Funds requested under title IV of the Civil Rights Act ... 370
- Imperfections in impacted area program ... 352
- Participation of handicapped children in title I programs ... 341
- Proportion of funds for handicapped ... 1874
- Proposal to transfer Operation Headstart to the Office of Education ... 796
- Proposed exclusion of property for purposes of Public Laws 815 and 874 which is outleased and subject to taxation ... 1450
- Purchase of "religious" books for school libraries ... 1311
- Number of illiterate children from poverty families in Texas ... 981
- Residence effect on special educational programs ... 815
- State agency approval under title III, ESEA ... 792

Memorandum on: Effect of President Johnson's proposed 1967 Federal budget slashes of New York's land-grant university (Cornell University) ... 349

Public Law 874 amendments, statements and correspondence relative to ... 2210

National Advisory Council on the Education of Disadvantaged Children, report of ... 752–761
- Membership of ... 752

Proposed amendments to:
- Title IV of Public Law 89–10 offered by Superintendent Harry M. Sparks of Kentucky and Executive Secretary Edgar Fuller of the Council of Chief State School Officers ... 1327
- Title V of Public Law 89–10 offered by Dr. Edgar Fuller of the Council of Chief State School Officers ... 1332

Prouty, Hon. Winston L., recommendations on education legislation ... 339
- Departmental comments, on ... 340

Publications:
- "Almanac, 1966," public school education, National Association for Public School Adult Education ... 1115
- "American Education and the Search for Equal Opportunity," National Education Association ... 923
- "Chicago and the Chicago Public Schools: Maps and Charts Showing Racial Composition and Selected Data, 1950–60" ... 851
- "Federal-State-Local Cooperative Arrangements in Statistics," (working paper No. 1) statements on programs and problems of Federal-State-local cooperative arrangements for selected statistical activities, Bureau of the Budget, February 1966 ... 2433
- "Guidelines: Special Programs for Educationally Deprived Children," ESEA of 1965, title I, Office of Education, Department of Health, Education, and Welfare ... 1345
- Los Angeles city schools, Los Angeles, Calif.:
  - "Adult Education Classes, Day and Evening," 1965–66 ... 1514
  - "Cambria Adult School," catalog for fourth quarter, 1966 ... 1501
  - "Catalog of Authorized Subjects, Adult Schools" ... 1535
  - "Jefferson Adult School, Spring Schedule," 1966 ... 1483
- "Pacesetters in Innovation," description of first projects approved, title III, Elementary and Secondary Education Act of 1965, supplementary centers and services program, Office of Education, Department of Health, Education, and Welfare, February 1966 ... 479–595
- "Quality Education in Oakland, Guidelines for Improving Educational Opportunity," Oakland Public Schools, Oakland, Calif., February 1966 ... 2275
- "Revised Statement of Policies for School Desegregation Plans Under Title VI of the Civil Rights Act of 1964," Department of Health, Education, and Welfare, Office of Education, March 1966 ... 2013
- "Salaries and Related Information," Colorado Public Schools, school year 1965–66, Colorado State Department of Education ... 1019
- "What Everyone Should Know About Financing Our Schools," National Education Association ... 2497

Questions of Senator Javits regarding S. 2928 ... 1465

Report on allocations for programs authorized under Public Law 89–313 in behalf of the handicapped ... 746

Page

Resolutions:
Lassen County, Calif., Board of Education 2392
Madera County, Calif., Board of Education 2393
Mariposa County, Calif., Board of Education 2389
National Association of State Boards of Education 2407, 2485
Oregon State Legislative Tax Study Committee 2212
San Luis Obispo County, Calif., Board of Education 2392
Responses of:
Curtin, Thomas J., deputy commissioner, Department of Education, Commonwealth of Massachusetts to questions submitted by Senator Javits 1878
Gardner, Hon. John W., Secretary of Health, Education, and Welfare, to questions submitted by Senator Javits, including attachments 2007
Lawrence, Richard H., coordinator, legislation and special projects, Los Angeles City Board of Education, to questions submitted by Senator Morse 1479
National Education Association, to questions submitted by Senator Edward M. Kennedy 919
Responses of the Office of Education to questions submitted by:
Senator Javits 246
Senator Morse 285
Senator Yarborough 285
Selected tables:
Adult basic education, estimated distribution of legislative authorizations for fiscal year 1967, fiscal year 1968, fiscal year 1969 1089
Supplemental 1090
Budget changes in elementary and secondary educational activities 333
Department of Health, Education, and Welfare, Office of Education, history of 1966 and 1967 appropriations 319–331
Estimated amounts for dependent and neglected children aged 5 through 17 in various types of institutions in 1960 and for children under 21 years of age in foster family homes in 1965, if included in title I, Public Law 89–10, fiscal year 1967 1289–1291
Estimates by State directors of adult basic education of enrollments as of March 1, 1966, survey conducted by National Association for Public School Adult Education 1280
Estimated distribution of legislative authorizations for supplemental adult education, fiscal years 1967, 1968, and 1969 1090
Schools for the handicapped benefiting by funds allocated to State agencies under the provisions of Public Law 89–313 (on the basis of tentative or final allocations as of May 13, 1966) 389
State participation under title X (sec. 1009) National Defense Education Act 2482
Table 1.—Estimated amounts and percent distributions for 5 to 17 population in low-income families, under title I, Public Law 89–10, fiscal year 1967, State by State 295
Table 2.—Estimated amounts and percent distributions, for 5 to 17 population in low-income families, under title I, Public Law 89–10, fiscal year 1967, State by State 296
Table I.—Elementary and Secondary Education Amendments of 1966 (S. 3046, Mar. 7, 1966) 283
Table II.—Estimated number of handicapped children in the 5–17 population (July 1, 1964) and estimated amount based on 50 percent estimated current expenditure per A.D.A., 1964–65 284
Title III.—Elementary and Secondary Education Act, operation of, from the Department of Health, Education, and Welfare, Office of Education 2485–2496
Utah Society of Superintendents' Position on Changes in the Federal Programs 2243

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1966

WEDNESDAY, APRIL 27, 1966—Continued

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

(The following material consists of statements on hand and correspondence ordered to be entered in the hearing record:)

PREPARED STATEMENT OF FRANCIS LAUFENBERG, ASSISTANT SUPERINTENDENT OF SCHOOLS (BUSINESS), LONG BEACH UNIFIED SCHOOL DISTRICT, LONG BEACH, CALIF.

Honorable chairman and members of the subcommittee, the Long Beach Unified School District has, over the years, been greatly affected by the impact of Federal expenditures. The Long Beach Naval Shipyard, Douglas Aircraft Company, North American Aviation and other defense contractors in the Long Beach area have all had a great influence on school enrollments.

PUBLIC LAW 874 AND 815

The legislation which preceded Public Law 874 and Public Law 815 was based almost completely on the principle of need in that the Federal payment was calculated by determining the deficit of a given school district budget after all other available state and local funds were applied. This deficit then became the Federal payment to the schools. While this plan met the dire emergency need of World War II, it subjected the local authorities to an excess of control over the total local school budget by the Federal Administrating Agency which, of course, seriously affected the educational program. This type of legislation was reenacted or extended until it became obvious that a more careful study should be made of the Federal responsibility to the education of children whose parents were employed by the Federal government. This study was undertaken by a special Sub-Committee of the House which held hearings throughout the country taking testimony and observing deplorable conditions under which the school districts affected were required to operate an educational program. The original Public Laws 874 and 815 resulted from this study and I believe have proved to be a fair and equitable plan for the Federal government to meet its responsibility. As you know, they have been amended and extended each two-year period since, and we urgently need your support in seeking another two-year extension of Public Law 874 in order to prevent the drastic budget problems caused when salary, staffing and expansion problems must be discussed while a large item of income is uncertain. We have previously delayed salary decisions until late in October, pending the renewal of Public Law 874.

Long Beach has been listed as containing one of the ten poverty areas existing in Los Angeles County and is participating in the Elementary and Secondary Education Act. ESEA funds, however, are for *extension* of program and in no way replace impact funds.

We urge that the required 416 million dollars be provided in order to continue to fully finance the program. Any reduction means an immediate reduction in educational services since we have no other sources of income.

Thank you for this opportunity to present this testimony to your committee representing Mr. W. Odie Wright, Superintendent of the Long Beach Unified School District.

PREPARED STATEMENT OF CASSANDRA STOCKBURGER, DIRECTOR, NATIONAL COMMITTEE ON THE EDUCATION OF MIGRANT CHILDREN, NATIONAL CHILD LABOR COMMITTEE

This statement is submitted by Cassandra Stockburger, Director of the National Committee on the Education of Migrant Children, a program division of the National Child Labor Committee. NCEMC was organized to stimulate the development of education programs for migrant children and to serve as an information and clearinghouse service on new developments, program needs, reports, curriculum, resources, etc.

The National Child Labor Committee is a non-profit organization founded in 1904 and incorporated by Act of Congress in 1907. Its policies are determined by a board of trustees consisting of distinguished men and women in education, religion, industry, labor, finance, law, and social welfare. Financial support comes primarily from contributions from nearly 10,000 members throughout the country.

EDUCATION OF MIGRANT CHILDREN

Studies of migrant children over the past 15 years have shown almost all migrant children to be retarded in age-grade placement. Their educational experience is characterized by chaotic records, and a serious lack of continuity. Their attendance is irregular and characterized even at their home bases by late enrollment and early withdrawal. This chain of events often leads to early dropouts.

In the course of his elementary education a migrant child may enroll in as many as 40 different schools in a number of states. Because of this hapazard educational experience, the child becomes discouraged with his own progress.

Other factors which contribute to the migrant child's failure to enter or stay in school are child labor, low educational motivation within the family, racial or ethnic discrimination, lack of basic knowledge of how to participate in the school society and rejection in the school because of poor clothing, uncleanliness, and location of residence.

More than 450,000 migratory farm workers were employed in the 47 states in 1965. It is believed there were as many as 200,000 children involved in these migrations. In 46 of these states workers were present during parts of the regular school term.

The pattern of migrant children's education has been largely on a hit or miss basis. It has consisted of:

1. Late entry and early leaving at home base.
2. Possible enrollment in upstream schools for a few weeks in the spring and fall. (This depended on enforcement of school attendance laws or the parent's initiative.)
3. Summer schools of 4 to 6 weeks—these have both remedial and cultural enrichment programs.

For almost half a century a few organizations and individuals have urged that action be taken to alleviate the deplorable conditions under which those families who engage in migratory agricultural work are forced to live. The past three years have seen unprecedented action taken by the U.S. Congress. However, this action has been aimed largely at treating the malady and not destroying the cause. Funds made available have been pitifully meager.

The needs of migrant children are fantastically great, but they can be met. It is a long awaited day when the U.S. Congress recognizes that migrant children are not being adequately educated—along with hundred's of thousands of other children in isolated or poor school districts in this nation. Therefore, we would commend the Congress for taking note of the needs of these children.

However, we are concerned that the proposed amendments to the Elementary and Secondary Education Act (S. 3046) related to the education of migratory children of migratory agricultural workers will encourage the continuation of the hit or miss education patterns of the past.

OPPOSITION TO SEGREGATED PROGRAMS

We are opposed to the establishment of any education program which will result in the placement of migrant children into separate and segregated programs except on a temporary basis for special remedial work under a definite plan to move these children into regular classes as rapidly as possible. While we recognize the tremendous administrative problems encountered in heavily

impacted areas, our primary concern must be for the child and not the solution of administrative problems.

Because it would result in further isolation and is also impractical because of migration patterns and the high incidence of crew composition turnover, we would be opposed to the use of any funds for mobile classrooms where the intent is to follow a crew up the stream.

We urge that much attention be given to coordination of education programs for migrant children on an interstate basis and on an interagency basis to include health and welfare services.

We would strongly recommend that the education programs under III–B of the EOA of 1964 not only be coordinated but that they meet the same requirements for aid as other programs under the Elementary and Secondary Act.

We are committed to the concept that education is a responsibility of the public school systems. The education of migrant children will not be accomplished outside of our public schools. Therefore we feel it is not in the best interest of the total education of migrant children to, in effect, relieve a state from the responsibility on the basis of unwillingness or inability.

QUESTIONS NEED FOR SPECIAL MIGRANT PROGRAM

We enthusiastically support the concept of federal aid for migrant education and recognize that without this assistance many communities cannot educate all the migratory children who come to their community. However, we again would question that a special program is needed. It would seem infinitely more desirable to include a requirement in the Elementary and Secondary Education Act that migrant children be included in all approved plans from states who have migrant children.

We would urge that sufficient funds be made available to the homebase communities to enable them to carry out experimental programs which would provide foster family homes or dormitory-type care for the children during the months when parents migrate. This would permit the children to complete a full term in one school. The children could then be provided with special programs during the summer months which would enable them to progress more successfully in the regular classroom.

Again, we are grateful that the education needs of migrant children have been recognized, but in so doing let us not further isolate them from the communities nor create more of the same ineffective programs. Let us dare to believe we can find a solution and that our public schools with added financial support can provide the competent and dedicated staff and facilities to meet the needs of all our children.

PREPARED STATEMENT OF GEORGE R. LA NOUE, TEACHERS COLLEGE, COLUMBIA UNIVERSITY

My name is George R. La Noue and I am Assistant Professor (designate) of Government and Education, Teachers College, Columbia University. In addition, I am a member of the Commission on Religious Liberty of the National Council of Churches and a member of the national Committee on Church and State of the American Civil Liberties Union. Several times in recent years I have appeared as a witness for both the NCC and the ACLU. Although I continue to support them and they me, I have decided this time to file separate testimony. There are two reasons for this decision. The proposal to extend PL 89–10 for four years raises general questions about the administration of federal programs about which neither the NCC nor the ACLU has policies and specific questions about church-state relations that require detailed consideration beyond existing organizational statements.

For several years now my research has focused on the question of how parochial school students might constitutionally benefit from public programs. In 1963, I wrote an article called "Federal Concern for Educational Quality for Non-Public School Students" for the House Committee on Education and Labor's publication *Pioneer Ideas in Education*. The article was later reprinted and distributed by the National Conference of Christians and Jews. I was an early advocate of shared time (dual enrollment) and supported that proposal during the hearings on that subject in 1964. In that same year, I published in the *Journal of Public Law* an article titled "The Child Benefit Theory Revisited: Transportation, Textbooks and Medical Care." In that article I defended "the child benefit theory" against the prevailing legal opinion and specifically suggested that textbooks might be distributed to parochial school students using an expanded public library

system. Finally, Dean Kelley of the NCC and I have written a legislative history of PL 89–10 at the request of The Institute of Church and State of Villanova Law School. That article called "Church-State Settlement in the Federal Aid to Education Act" is being published in the 1965 issue of *Religion and the Public Order* (University of Chicago Press).

I make reference to these things only to indicate that I have been grappling with these problems for some time and that I supported the fair extension of benefits to parochial school students long before PL 89–10 was drafted. Consequently, the criticisms I make of the current administration of PL 89–10, I do not make lightly. Yet criticism cannot be avoided since we are being asked to support an expansion and extension of the Act for four more years. At the end of that period, the Act's administrative patterns will be virtually irreversible short of litigation.

PROBLEMS OF GENERAL ADMINISTRATION

Some of the problems in PL 89–10 have constitutional significance and some do not. The non-constitutional problems, however, may have a considerable bearing on the educational effectiveness of the Act and I wish to discuss those problems first.

The title I formula

The allocation formula in Title I of PL 89–10 is based on the assumption that there is a correlation between low family incomes and educational deprivation. This is a rough generalization at best, but lacking a national educational achievement test, it may be the best formula we could devise. There is in it, however, a flaw which dilutes the Act's effectiveness. PL 89–10 as amended by HR 13160 permits a local public school district to qualify for a Title I grant if it has in it a minimum of 100 children from low income or ADC families or if 3% of the district's children meet the formula's standards. In the latter case, at least 10 children would have to be eligible. I submit that these standards are too low. Already it is estimated that 90 to 95% of the public school districts in the country are eligible for Title I funds, although it seems inconceivable that that many districts are seriously affected by poverty.

Let me illustrate my point. The families in the New Jersey suburban community in which I live have an average income of above $15,000—one of the highest averages in this nation. The public school system, in which my wife is a teacher, is consistently rated one of three best in the state. It is very improbable that any child is educationally-deprived in this very school-oriented suburban community. Yet the school system is receiving $44,600 under Title I presumably because a few more than 100 of the roughly 7,000 children in the system meet the formula standards. With these funds, 10 teachers who have special skills have been hired for the second semester to work with the "educationally-deprived" children of this already affluent and superior school system. Now you may say that this situation wasn't exactly what Congress had in mind when Title I was passed but no harm is done. Unfortunately this is not true. Teachers with these special skills are in very short supply. Wealthy suburban communities already have great advantages in hiring. The Title I funds increased the "have" school system's ability to take still more of the best teachers from the "have not" schools in the urban and rural depressed areas. Consequently, I propose that the standards for district allotments under Title I be raised and be expressed solely in terms of percentages. A system with 7,000 students has little difficulty in absorbing 100 students from low income families. Whatever disadvantages they might have would be in their home environment not in their schooling. What the minimum percentage of low income families should be before a school district is eligible for Title I funds is matter for research and experimentation. I would guess 5 to 7 per cent is a more realistic indicator of the level at which family low income begins to seriously affect a school system. Raising the standards of district eligibility is particularly useful because the Administration proposes to raise the low income measurement from $2,000 to $3,000. I think $3,000 is probably a more realistic measurement of poverty, but unless accompanied by a raising of the floor for school district eligibility, the overall program will be further diluted. I am not against spending more money for Title I. I only want to see the money go where there is the most need. There would, of course, be certain political costs in eliminating some districts from the program to focus on others.

The escalation of Federal programs

In my current position, I have the opportunity to view both public administrators and college administrators prepare application for PL 89–10 programs.

I, personally, prepared part of a Title IV application. Without any intention to do so, a dysfunctional pattern, one might even say a vicious circle, has been created.

The Administration comes to Congress arguing that great and immediate educational needs exist and Congress responds with a massive new program. But how fast can more than $1,000,000,000 of new funds and programs be absorbed into the system? The final appropriations are not made for several months after the passing of the legislation; the regulations and guidelines have to be written; the program's concepts have to be understood in almost 30,000 public school districts and in this case also by thousands of private school administrators. Yet, the Office of Education feels, as administrators traditionally do, that the full appropriation must be spent in the first year, lest questions be raised about the original request for the program. Consequently, pressure is put on local administrators to meet impossible deadlines in submitting project applications for only half-understood programs. An administrator cannot innovate on command, but he can always spend money, and he dares not hold back. Running throughout consideration of project application is the thought, sometimes spoken sometimes not, that if my school does not get its share of the funds, School B or C will and that will upset our competivite balance of power. Furthermore, if we are left out, what will the Board of Trustees or the School Board say. The local administrator must submit something, so faculty and staff are called together to help in the task of finding plausible ways of spending the federal funds. Competition, of course, can be beneficial, and it is an old American tradition to solve our problem by throwing money at them. We can probably afford to waste a little money in the initial years of a program, if the long-range results are satisfactory. But it is terribly difficult to give back federal money, and we can ill-afford poorly conceived and premature project applications that when funded freeze valuable personnel and energy. Even more, when in the haste to allocate federal funds, constitutional issues as brushed aside and distribution patterns are considered only in terms of efficiency (as I will show is the case with Title II), the whole purpose of the legislation is placed in jeopardy.

For these reasons, I urge this Committee to undertake studies of the difficulties in implementing large-scale federal educational programs. The Office of Education is to be commended for its emphasis on planning grants in implementing Title III. That program seems to be achieving its purposes. But administrative problems and mistakes are not so easy to admit, and I would hope this Committee would give some attention to the speed and nature of administrative implementation of federal education programs. Perhaps it would be possible to construct a model or pattern for a more gradual escalation of these programs. Certainly studies could provide us with more information about the educational system's ability to rationally absorb money and innovation than we now have.

The dual library system

This Committee has long been concerned about strengthening public community libraries. The Library Services and Construction Act of 1964 are responsible for a new era in public libraries. In addition, of course, Title II of PL 89–10 provides additional library material for students and teachers.

As a teacher and researcher I have a vital interest in good library services. Consequently, I have been amazed and disturbed to learn that a curious sort of rivalry exists between school librarians and community librarians. I do not know the source or the degree of this lack of communication and failure of cooperation, but I do know it exists and that it is bad for the community and bad for the schools. It is particularly important that this Committee be aware of this situation as it plans overall library policy. We cannot afford two parallel competing and mutually exclusive public library systems.

In most areas in the United States, the public community library and the public school library are almost completely separate. They are generally financed under different budgets (although the same taxpayer supports both); they have different borrowing procedures; they do not coordinate their purchasing and they do not catalogue each other's books. With such separate administrative procedures one might believe they serve different communities. Indeed, some librarians seem to assume that they do. A Bureau Chief of the Office of Education went so far as to state a few weeks ago that "Community libraries serve adults and school libraries serve children." Consequently, it was impossible, in her opinion, to expect cooperation. Factually, of course (if it were ever true), this generalization is thirty years behind the times. Not only are our schools increasingly the centers of adult education, but community

libraries often have special children's collections, and their "adult" collections are regularly used by students for homework and recreational reading. The distinction between what high school students require for their work and what an adult requires in library services is rapidly disappearing because of new teaching methods and higher standards in the schools.

To continue two separate and non-cooperative systems of public libraries is unnecessary and wasteful. Unfortunately, the current pattern of strengthening school libraries in one Act and community libraries in another Act merely compounds the problem.

What should be the role of the school library as a major depository for library resources? The libraries of some New England prep schools are superior to many small college libraries. To set such a goal for public school libraries is unrealistic at best. Obviously, every school should have some kind of library; but how large, how varied and how accessible should it be? Under present circumstances, the decision to put a book, a film strip or a record in a public school library is a decision to limit access to that item. Public school libraries are normally closed after school, on weekends, during vacations, and (unless there is a summer school) all summer long. Furthermore, if you are a student or teacher from another public school, a private school, or an adult, borrowing privileges come ordinarily only after extended negotiation, if at all. Limited access to some items is defensible in terms of educational goals, but we should carefully scrutinize the need for such restrictions on public property.

Consequently, I recommend that this Committee undertake studies on the coordination of public community libraries and public school libraries. We are moving into a period when to be an educated man will require more independent study and more continuous study than ever before. This trend will severely tax our library facilities; therefore, we must do our best to expand, coordinate and, most of all, make accessible our library resources.

CHURCH-STATE PROBLEMS

Title II

The problem of lack of coordination in library services is particularly severe in Title II because it contributes to an already difficult constitutional situation. This dilemma can best be understood by tracing the concept of the "child benefit theory" and textbooks.

The constitutional rationalization for this theory goes back to the *Cochran* v. *Louisiana State Board of Education*, 281 U.S. 370 (1930). In that case the Supreme Court unanimously and cursorily upheld one of Huey Long's welfare laws which provided free textbooks to every child in the state. The law was originally attacked in the Louisiana Court as an establishment of religion. Losing that claim 4 to 3, the case was appealed to the Supreme Court principally on the assumption that the law constituted "a taking of private property for a private use" in violation of the 14th Amendment. The First Amendment was *not* at issue. Nevertheless, Chief Justice Hughes' opinion in upholding the law cited the following passage from the Louisiana Court decision:

> One may scan the act in vain to ascertain where any money is appropriated for the purchase of school books for the use of any church, private, sectarian or even public school. The appropriations were made for the specific purpose of purchasing school books for the use of the school children of the state, free of cost to them. It was for their benefit and the resulting benefit to the state that the appropriations were made. True, these children attend some school, public or private, the latter, sectarian or non-sectarian, and that the books are to be furnished them for their use, free of cost, whichever they attend. *The schools, however, are not the beneficiaries of these appropriations. They obtain nothing from them, nor are they relieved of a single obligation, because of them.* The school children and the state alone are the beneficiaries.

The *Cochran* case, then, provides a very limited precedent on which to base Title II. It was not a First Amendment case; it was clearly a welfare law; only textbooks were loaned and only students, not teachers, were involved. Yet, most state courts have refused to accept even this limited precedent when faced with similar textbook laws.[1]

The next relevant case, *Everson v. Board of Education*, 330 U.S. 1 (1947), provides even a narrower precedent. In this First Amendment decision, the Su-

[1] Of the other state courts to consider the practice of supplying textbooks to school students, only Mississippi in *Chance* v. *Mississippi State*, 200 S. 706 (1941) has upheld it. On the other hand, Maine, *Donahue* v. *Richards*, 38 Me. 376 (1854); New York *Judd* v. *Board of Education*, 15 N.E. 2nd 576 (1938); South Dakota, *Haas* v. *Independent School District*, 9 N.W. 2nd 707 (1943); New Mexico, *Zellers* v. *Huff*, 236 P. 2nd 949 (1961); Oregon, *Dickman* v. *School District*, 366 P. 2d 533 (1961) have ruled against the practice.

preme Court, by a 5 to 4 vote, found a law providing reimbursement to the parents of parochial school children for rides to school on the municipal bus lines to "approach the verge" of constitutional powers. Yet this law, so narrowly upheld, did not provide for state-wide plans for strengthening the parochial school transportation system or even for the loaning of publicly-owned buses to parochial schools. The law stopped far short of the current administrative patterns of Title II.

In addition to the constitutional law cases, there is the practical fact that in every community in this country students and teachers from parochial schools may walk into a local public liberty and—no questions asked—use normal borrowing privileges to obtain books to supplement their study and their work. The practice seems perfectly constitutional, but presumably the borrowers do not abuse the system by using it to permanently stock their private libraries.

Starting, then, from the narrow base of community library practice and the legal precedent that the lending of secular textbooks to all children did not violate the Fourteenth Amendment, Title II grew and grew and grew.

The root of the problem was in the Office of Education's conception and presentation of Title II to Congress. No evidence was made that substantial numbers of students were going without textbooks or that students and teachers in parochial schools were being deprived of their legitimate access to public community libraries or that these libraries were inadequate. Instead, the case was made that the libraries within and belonging to public and private schools were weak or non-existent. The possibility that public community or regional libraries might be supplementing the weak school libraries was unexplored. From the beginning, the Office of Education saw Title II primarily in terms of strengthening public and private school libraries. Although this was never completely spelled out, it is evident that the Office thought in terms of grants of books that would become permanent private school library possessions. When asked how the Office intended to distribute books to parochial schools in those instances where federal administration was necessary, the HEW witness replied that the parochial school would order books from the publisher; the publishers would send the books to the parochial school and the bill to the Office of Education. What could be administratively simpler or more efficient or more unconstitutional?

It did not take this Congress long to discover the flaws in the Administration's concept of Title II. Very early in the hearings it became clear that the books would have to be loaned and not granted. The concept of loans only began to solve the problem, however, for there are all kinds of loans, including the ninety-nine year lease and other fictions. Once it was decided that the title to all materials would remain in public hands, the next issue concerned the distribution system and whether loans would be made to private institutions or to their students and teachers. Long and vigorous discussions on that subject took place in the Congress. The "child benefit theory," however, began to emerge as the integrating theory for the whole legislation. By the time the Senate Committee Report emerged, a consensus had formed to the effect that:

> The committee has taken care to assure that funds provided under this title will not inure to the enrichment or benefit of any private institution by providing that—
>
> (1) Library resources, textbooks, and other instructional materials are to be made available to children and teachers and not to institutions;

Furthermore, the Committee suggested:

> In some instances the State might see fit, in conformance with State law, to utilize or establish a central public depository within a school district or within an area to serve more than one school district from which all elementary and secondary schoolchildren and teachers could "check out" library resources, textbooks, and other instructional materials under procedures which would assure the State authority an appropriate accounting for the use of the material and its proper return for reassignment when the material had served the prescribed period for its use . . . *With the strict conditions which have been imposed by the committee on the operation of Title II in principle, its operation would not be different from the conduct of a public library program which makes available on a loan basis, library materials, unrestricted as to content, to both public and private school students.*

This language is also found verbatim in the House Committee Report (pp 13–14).

Even the Department of Health, Education and Welfare appeared to accept the idea that the loans would be made to students and teachers not to institutions. A portion of a letter from HEW appears in the Senate Committee report as follows:

As originally introduced, title II of H.R. 2362 authorized the making of grants for the acquisition of books and instructional materials for the use of children and teachers in "public and nonprofit private elementary and secondary schools." The House deleted the word "nonprofit," thereby extending the benefits of title II to *all* children in private schools.

The purpose of this amendment was to assure that under title II, which is designed *to benefit children and not schools*, certain children would not be discriminated against merely because they attend a private vocational, trade, or other school which meets State standards but is operated for profit.

Although the floor debate on the Bill focused very little on Title II, the child benefit theory was clarified and reinforced. One might reasonably have expected then that the Title II loans would go to students and teachers and not to institutions, as the Committee Reports state.

Nevertheless, the first drafts of the Title II regulations circulated by the Office of Education last summer failed to include any child benefit concept. The regulations were ambiguous about distribution systems, and there was no trace of the Congressional stipulations. The first draft of the guidelines was even worse. It clearly stated that private school administrators were to decide which books they wanted for *their school libraries* and then that they were to submit a project application so that the items could be ordered. The presumption was, and still is, that the materials (though marked public property) would, for all practical purposes, belong to a particular private school. Strong protests were made to the Office of Education, particularly by those organizations which supported the final passage of PL 89–10 in the good faith that the Committees meant what they said in their Report. Consequently, the relevant part of the Committee Reports was inserted verbatim into the final draft of the Title II regulations, but there was no indication of how the loans-to-the-student-and-teacher-not-the-institution principle might be applied. Furthermore, the offending passage about project applications from parochial school administrators was deleted from the guidelines, but the concept of strengthening parochial school libraries remained throughout the publication and in the sturcture of the application forms. In short, the symbols had been juggled but nothing was really changed. All three of the plans which the guidelines currently suggest contemplate dividing the funds between schools. The Congressional suggestion that the public library pattern might prove useful has been totally ignored; and there is no evidence of it anywhere in the guidelines.

I have had the opportunity to read abstracts of all state plans thus far approved and to talk to the administrators in the Office of Education directly responsible for those plans. Unfortunately the plans are vague at the critical points and the administrators defensive. Nevertheless, it is quite possible to determine that most of the plans are not reasonable reflections of the "child benefit theory" or of Congress' reported intent.

In almost every state the funds are being divided among school systems, in most cases on some version of a per capita formula. In about ten states, after the division of funds is made, the books will be shipped to the parochial schools by a state agency. In Nebraska and Oklahoma, a state-sanctioned private agency apparently will distribute the parochial schools' books. In all other states, local public school districts will distribute all materials. In this later group a pattern of making loans to students and teachers rather than to institutions could conceivably be implemented, although only two or three state plans indicate that this is being considered. When the books are shipped from the state capital, it's hard to imagine a workable non-institutional loan system.

There are several reasons why the pattern has taken this shape. In the first place, the production of regulations and guidelines and the other materials needed to begin PL 89–10 programs severely taxed the Office of Education's resources. Much of the work was done by borrowed staff drafted into task forces. These groups often proved unfamiliar with the legislative history of the Act. Major errors were made in interpreting Titles I and III as well as II. The states, too, were under pressure. Only a few of them had surveys of library resources, so per capita allotments were largely used. It was felt that the books must be gotten out even if some of them went to the wrong places. Besides, the per capita allotment formula is probably good politics. As for distribution, only a few states had an existing administrative system equipped for making loans to private school students and teachers. The Congressional suggestion that public libraries might be utilized was never relayed to them, so administrative efficiency became the decisive factor. Since no funds for local administration were provided, local public libraries were reluctant to take on additional burdens.

What will the Title II programs look like in five years if they have not yet been ruled unconstitutional? They will vary a great deal, of course. In some cities, Milwaukee, for example, a public library approach is being used to distribute materials to public and private school teachers and students. Perhaps other areas will adopt that pattern, but it seems doubtful unless they receive some stimulus. Most of the systems will operate as follows. The funds will be allotted between schools on the basis of enrollment, *school* economic resources, or existing *school* libraries. After receiving his allotment figure, the parochial school administrator will then draw up an order based on his estimation of what he needs to strengthen his library. The materials available in community libraries will be considered irrelevant and he will order with the expectation that the materials will remain in the parochial school library. The order will then be sent to a local, regional, or state public authorities for processing. The books will be screened to make certain they are secular; the order will be sent with payment to the publisher; the books will be stamped "public property" and shipped to the parochial school; and an inventory sheet will be placed in the public authority's filing cabinets. After five years, the parochial school will have shelf after shelf of publicly-owned books on "indefinite" or "permanent" loan. Since the books will not be centrally catalogued, students and teachers from other schools will be unable to borrow these public materials. When public officials with rubber stamps marked "public property" acquiesce in this sort of arrangement, it only compounds the Act's constitutional problems. Not every system will look like this, but unless the regulations and guidelines are changed a great many will.

Suppose one takes the Committee Report seriously that—

> 1. Library resources, textbooks, and other instructional materials are to be made available to children and teachers and not to institutions.

What does it mean in practice to distinguish between a loan to an institution and a loan to a student or teacher. The following criteria help to indicate when a loan is made to an individual, not to a school:

1. The public lender, not the parochial school, should control access to the materials by determining the conditions of individual use of the materials and by collecting fines if the book is lost or overdue. In no instance should a parochial school be able to deny or limit access to publicly-owned materials.

2. Publicly-owned materials should be housed in public buildings. They should be removed at the request of individual students or teachers only for the period necessary for reasonable educational use. (For example, a film-strip—one week, a textbook—one semester or one year.) Individual orders not based on specific requests by individual students, parents, or teachers are not valid. All materials should be catalogued by the public lender, and that catalogue should be accessible to all participants in the program. Inventory lists kept in administrative filing cabinets are not enough. When materials are not catalogued, it indicates that administrators have decided to limit access and to work out borrowing arrangements between *schools*. When they are catalogued in a parochial school, it is a sign that expectations are that the books will remain in that particular school. Furthermore, the publicly-owned materials should not be claimed as part of school library resources for accreditation purposes. Obviously that would be an institutional benefit.

3. The materials lent should be only those kind of items normally lent to individuals. Encyclopedias and other reference works which are considered institutional resources should not be eligible. A simple test to distinguish institutional from noninstitutional resources is whether an otherwise eligible borrower can take the material out of the institution for a reasonable length of time. If the library limits the use of the item to within the library, it is an institutional resource. When a parochial school limits the use of a publicly-owned item to within a parochial school, it is an establishment of religion.

The questions to ask them are:

1. Who sets the conditions of borrowing for individuals?
2. Who collects fines?
3. Where are the books housed?
4. Who catalogues the material?
5. Who claims the books for accreditation purposes?
6. Is the item an institutional or a circulating resource?

These tests are relatively clearcut, but one should not minimize their importance. They would change the administration of Title II from loans to institutions, to loans to individuals. The Office of Education's intent to strengthen private school libraries, as such, would have to be abandoned. Unquestionably, administrative patterns would have to be reconsidered and new systems devised. The flow of materials to private school students and teachers might in the short

run be restricted, but with the establishment of centralized public media centers and with increased access to public community and public school libraries they will benefit in the long run. Even parochial schools will indirectly benefit by clarifying the loan-to-the-individual concept. Currently, the Act requires maintenance of effort by private schools if their students and teachers participate in the program. The Office of Education is specifying on-site inspection. This is an extension of public control which is not compatible with the "child benefit theory", although it is a legitimate requirement when institutions are aided. When a child attending a parochial school goes to a public library to borrow a book, any questions about administrative decisions to expand the parochial school library are irrelevant. The child's rights are not dependent on his school affiliation or the action of that school's administrators. Just as parochial school administrators may not stockpile publicly-owned material in parochial school libraries and thus limit the access of other students to the materials, so by their action or failure to act parochial school administrators may not affect the rights of their own students to use public library materials. One condition of separation of church and state is that church officials may not control the public rights of any citizen.

CONCLUSION

There are significant church-state problems in other parts of PL 89–10 but I have concentrated on Title II because the dangers are greatest there. This Committee is presented with a difficult task. Not all of the implications of Title II on the "child benefit theory" on which the Title is based were understood when the legislation was passed. As a result, the current effect of the legislation is both to aid and control parochial schools. Neither result was intended by this Committee.

Unless something is done, the credibility of the "child benefit theory" will be shattered. It has been receiving rough treatment from the courts anyhow. In the most recent textbook case, the Supreme Court of the State of Oregon declared in rejecting a textbook law (much more limited than Title II) and the "child benefit theory :"

> This so-called "child benefit" theory has been applied in other cases in which the expenditure of public funds is made for the purpose of meeting the educational needs of pupils, including those attending parochial schools. The difficulty with this theory is, however, that unless it is qualified in some way it can be used to justify the expenditure of public funds for every educational purpose, because all educational aids are benefits to the people.

Dickman v. *School District*, 366 P. 2d 533, 539–540 (1961). Furthermore, church groups originally attracted to the "child benefit theory" as a vehicle of compromise are becoming disillusioned with it. On November 18, 1965, The Council of Bishops of the Methodist Church specifically rejected the "child benefit theory." This sentiment is being echoed in Methodist annual conferences across the land. For example, the North Indiana Conference of the Methodist Church declared in its recent session :

> We view with alarm the growing efforts to provide government aid to parochial schools. The use of tax funds even for bus transportation or school textbooks in sectarian schools is a diversion of government funds from public education. The "aid to pupils" concept may well be a guise for indirect aid to parochial education and is, therefore, a threat to the principle of separation of church and state.

This Committee will certainly see, if it has not seen already, that the religious consensus that formed around the "child benefit theory" to support PL 89–10 is disintegrating. Unless something is done, it is doubtful that we can hope for any such consensus for further legislation. Furthermore, unless the administration of Title II is tightened up, litigation is almost inevitable. Under present regulations and guidelines, it would be easy to establish that strengthening parochial school libraries, was an inherent part of the Act's implementation. Then it would only be necessary to find the proper test case among the almost 30,000 public school districts in the country to overturn the whole program.

This Committee played an absolutely essential role in the passage of PL 89–10. This was a great piece of legislation and I believe this Committee will do everything within its power to protect the Act and to preserve the consensus behind it. This Committee has already adopted the correct principle—that loans should be made to students and teachers not institutions. It remains only for the Committee ito apply that principle to the Act and insist that the Office of Education observe it in administration. This will not be an easy task, but the future of American education will be shaped by your decision.

PREPARED STATEMENT OF THE BAPTIST JOINT COMMITTEE ON PUBLIC AFFAIRS

An active concern for both the quality of American education and the soundness of church-state relations makes the Baptist Joint Committee on Public Affairs keenly interested in the careful implementation of the Elementary and Secondary Education Act. Therefore, at the recent Spring meeting of the Committee attention was focused on developments attendant to the administration of the 1965 Act. The center of the focus moved to issues of church-state relations, and the Committee reviewed the emerging administrative practices which affect these issues.

The review resulted in a resolution (appended, exhibit A) which was critical of the Office of Education's administrative interpretations at the point of church-state relations. Nothing in the resolution criticized the Act as it stood. Rather, the thrust was aimed at an effective implementation of the Act. The resolution held that the Office of Education was so administering the Act by its regulations and guidelines that where church-state relations were involved the original intent of the Congress, as seen in the Act and in the Senate and House "Reports," was clearly violated.

ANNUAL CONGRESSIONAL REVIEW NEEDED

In light of this failure, the resolution said,

> Given the unsatisfactory nature of the administrative interpretation of the Act, we think that an annual Congressional review is still needed. We oppose a four-year extension of the authorizations for the Act until these administrative problems have been solved.

In arriving at this position the Baptist Joint Committee on Public Affairs relied in important measure on a "Staff Report" (appended, exhibit B). This report made the following points:

1. Public policy aimed at rescuing "educationally deprived" children and the limits of relevant constitutional law required that the Elementary and Secondary Education Act incorporate the "child benefit" theory to the extent it made provision for aid to children in private schools.
2. This theory was carefully built into the Act as basis for personal justice while excluding all aids to institutions. It was plainly explicated in relation to both of those functions in House and Senate "Reports" and in floor debate.
3. However, for each of the first three titles of the Act, the administrative regulations and the guidelines of the Office of Education contain phrases which encourage or permit practices that would decisively violate the limitations set by the "child benefit" theory.
4. Patterns in State plans already approved by the Office of Education for implementing Title II involve obvious violations of the "child benefit" limitations
5. This administrative failure requires careful review by the Congress if proper administration is to be insured and the provisions of the Act safeguarded.

In the Baptist Joint Committee's discussion of these matters, it was recognized that the "Staff Report" did not present concrete facts of the local administration of the Act. It relied rather on the wording of the regulations and the guidelines of the Office of Education and on that Office's summaries of State plans for Title II. At least one Joint Committee member argued that local administrators could conceivably administer the Act within the regulations, guidelines and State plans so that the "child benefit" theory with its limitations on church-state relations would be honored.

To be sure, this prospect seemed most unlikely, but it highlighted a problem confronting any agency such as ours that feels it must keep informed on the Act. The problem is this: so far there has not been time to document actual local practices. Local programs are just getting underway. Only the general directives can be documented.

The Office of Education request for a four-year authorization forced the Baptist Joint Committee to use the only indicators it had concerning the propriety of the developing administration. It, therefore, made a judgment without the benefit of studies of local practice, and the judgment found that administrative developments included dangerous distortions of the "child benefit" theory and of the church-state relations on which the Act was built.

"CHILD BENEFIT" THEORY

Subsequently, the staff of the Baptist Joint Committee on Public Affairs initiated studies of some actual local practices in the hope that the resolution could be double-checked by the most current and concrete data possible. It has sent a questionnaire (appended, exhibit C) to informed people in fifteen scattered

States concerning actual implementation of Title II. The initial returns are just now coming in, with initial results that merit this Senate Subcommittee's attention.

1. Local contacts are aware that the process is still in a formative stage, and it is still very early to document the real practices in the field. This circumstance substantiates the Joint Committee's judgment that a four-year authorization is now premature.

2. Actual practice as it touches issues of the "child benefit" theory and of church-state relations is already contradictory. For instance, a study from Rhode Island of Title II administration stands in stark contrast to the preliminary reports from Arkansas. In the former the state plan is based on the loosely drawn regulations and guidelines from the Office of Education while in the latter the plan is based on P.L. 89–10 and the clear congressional intent.

3. This kind of early information highlights our reading of Office of Education regulations and guidelines. These regulations and guidelines do not clearly implement the "child benefit" theory nor the guarantees for public administration upon which the Act was built. State administrators may adopt practices which violates that theory and the church-state provisions of the Act without Office of Education sanctions or correction. To date no program of monitoring these concerns has been devised. State administrators have found themselves forced to rely on their own interpretation of the Act rather than on the interpretation of the Office of Education. Thus, the Elementary and Secondary Education Act seems to be on its way to diversity and controversy on church-state principles.

For several reasons, then, we believe that wisdom dictates that only a one-year authorization be voted in this session of Congress.

An additional year of development will serve to provide enough actual experience with the Act to make more thorough and representative local evaluations possible. The Act has been indicted at a number of important points. These cannot be evaluated until local practice is fully established and until regulations and guidelines have been improved on the basis of experience.

STUDIES NEEDED

Careful studies could be carried out within the year to see whether the provisions of Title I, Sec. 205(a) are in fact used for the educational rescue of pupils enrolled in private schools who are "educationally deprived" because of personal circumstances or whether those provisions are in fact used to relieve the inadequacies of private schools. If the latter is true, the administrative practice must be seen as beyond the scope of P.L. 89–10 and of the Constitution.

The administrative procedures could be analyzed to determine whether the local decision-making processes under the Act become joint decisions between public officials and church officials, fusing government and religion. Such fusion would violate the clear provisions of the Act for public administration, and would run afoul of a principle already made clear by Court decisions.

The location and the administration of the public library resources envisioned by Title II could be studied to determine whether these materials are accessible to the public, whether they are operated as a "public library" or as a "private library," and whether the administrative operations are consonant with the concept of a public library.

Since all of these questions involve major premises for the long-term success of public education and for those church-state principles which have given the nation its well known and irenic religious pluralism, the Baptist Joint Committee strongly urges the reduction of the four-year proposal to a one-year extension.

EXHIBIT A

A RESOLUTION CONCERNING THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 AND ITS ADMINISTRATION ADOPTED BY THE BAPTIST JOINT COMMITTEE ON PUBLIC AFFAIRS IN ITS SEMIANNUAL MEETING IN WASHINGTON, D.C. ON MARCH 30, 1966

While the Baptist Joint Committee on Public Affairs has never taken a stand on the "child benefit" theory related to the First Amendment, the Joint Committee assumes that the constitutional soundness of parts of the Elementary and Secondary Education Act is determined by the manner in which these parts of its provisions square with that theory. The Joint Committee noted the care used by the House and Senate "Reports" in explaining several provisions of the Act in terms of that theory. In light of the floor debates on the Elementary and Secondary Education Act, we believe that the Congress passed the law because

it believed the "child benefit" theory had been properly regarded in the drafting process at critical points.

The Baptist Joint Committee has been disappointed that the regulations and guidelines of the Office of Education do not show the same careful regard for implementing certain sections of the Act according to the limits of the "child benefit" theory. We recognize that there is difficulty involved in properly administering this pioneering Act, and, therefore, we have exercised caution in the complaint just voiced. However, we note a pattern in the regulations and guidelines which defines the scope of some federal aids so that they become benefits to non-public schools. The effect is to violate the "child benefit" theory as it has been developed by the courts and as it was expressed in the House and Senate "Reports."

We cite some examples of problem areas:

The definitions in regulations for Title I of "special educational services and arrangements" and of "mobile educational services and equipment" we feel differ from the explanation of these provisions in the Reports" and in floor debate. The difference would be toward aiding non-public schools.

The impact of the guidelines and of administrative practice for Title II would violate the public library ideal that inspired that title. We think the placing of materials for very extended periods of time in non-public school libraries when some of those materials do not circulate and when all of those materials are not catalogued for readily available public reference violates the intent of Congress and constitutes an improper aid to those schools.

The definition of "dual enrollment" in the regulations for Title III turns that term into "shared use of public facilities." We think the qualification "under public auspices" will not be very meaningful in the actual experience of many localities. The regulation, which is intended to describe the use of Title III services for public and non-public school students, is contradictory and offers no meaningful check on the ues of those services on non-public premises.

In sum, the possible aids the Act provided for students and teachers in non-public schools are stretched at several points. The final effect is to do more than the "child benefit" theory would reasonably allow.

We do not think that administrative efficiency or convenience or financial economies warrant this violation of what we think is the meaning of the establishment clause.

The Baptist Joint Committee on Public Affairs calls attention to these issues in the confidence that the General Subcommittee on Education will exercise strict legislative review of the rules and practices of the Office of Education in light of the original intent of Congress. Given the unsatisfactory nature of the administrative interpretation of the Act, we think that an annual congressional review is still needed. We oppose a four-year extension of the authorizations for the Act until these administrative problems have been solved.

We also urge the appropriate agencies of the Baptist conventions to engage themselves in the local and state educational problems in an effort to achieve the needed extension of public education without violation of the constitutional principle involved.

EXHIBIT B

STAFF REPORT FROM THE OFFICE OF THE BAPTIST JOINT COMMITTEE ON PUBLIC AFFAIRS, WASHINGTON, D.C., MARCH 29, 1966

CHURCH-STATE ISSUES RELATED TO THE IMPLEMENTATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

A. Background

Legal considerations.—The sections of the Elementary and Secondary Education Act (ESEA) which were intended to benefit pupils in private schools were justified in large measure on the child benefit theory and perhaps in some measure on the law related to shared time.

The child benefit theory assumes that a distinction can be made between benefits for the pupil and benefits for the school he attends. Legal support for the theory and for its constitutionality at the federal level of government is found in the Cochran case of 1930 and the Everson case of 1947. In the former case the Supreme Court accepted state grants of secular textbooks to private school pupils in Louisiana. While the opinion did not rest on the First Amendment, the Chief Justice chose to discuss First Amendment issues. His key sentences read as follows: "The schools, however, are not the beneficiaries of these appropriations. They obtain nothing from them, nor are they relieved of a single obligation, because of them."

This dicta was buttressed by the Everson decision by which the Supreme Court accepted payment to parents for the bus rides of pupils going to Roman Catholic schools in a school district in New Jersey.

However, the sketchiness of the Cochran case and the 5–4 margin in the latter case together with the Court's assertion that free bus rides approached "the verge" of constitutional authority combine to make the child benefit theory a limiting as well as an empowering tool.

Thus, the legal base for the ESEA at best will support only carefully limited programs that benefit pupils of private schools. There is no legal justification for a program that would benefit the private school as an institution. The best examples of programs that fit the child benefit theory are the federal school lunch program and state and local medical service programs.

(We have noted that some state courts have not accepted the child benefit theory as applied to either free text books or bus rides. This further emphasizes the narrowness of the legal base.)

An assortment of opinions can be found concerning the legal basis or rationale for dual enrollment. Since *Pierce* v. *Society of Sisters*, 1925, it has been certain that enrollment in an approved private school was a proper means of meeting state education requirements. Starting from that decision, those supporting dual enrollment assert that if all of a child's education can be obtained from private sources, it follows that some of it can be obtained from those sources. This decision, of course, did not speak to the issue of the property of public aid to either the school child or his private school. But two other cases relate indirectly to this issue.

In *McCollum* v. *School Board*, 1948, the Supreme Court held that religious instruction within school property by teachers chosen by religious organizations and approved by the school board was unconstitutional because of the establishment clause. In *Zorach* v. *Clauson* (1952) the Court upheld a New York plan which permitted pupils enrolled in public schools to attend religious classes in private buildings under private instruction. *These two cases, we believe, indicate that no shared time or dual enrollment program should involve substantial, tangible supports to the religious schools that participate.*

Policy considerations.—By 1965 many Congressmen agreed with the administration that a means should be found to enlarge the educational opportunities of pupils enrolled in private or church-related schools. Senator Morse summed it up in retrospect:

". . . I have supported and I shall continue to support measures designed to provide all of our children with an opportunity to obtain the best education we can afford to give them without regard to where they obtain that education, in our public or in our private sector, to the extent that these measures can be justified as being within the confines of the Establishment Clause of the First Amendment to the Constitution of the United States."

(Testimony to Senate Subcommittee on Constitutional Rights, March 16, 1966.)

When Congress voted for the package which is now the Elementary and Secondary Education Act, they knew full well that the aids that would go to private school pupils were sharply limited. Senate and House "Reports" had made the limits very clear. Support for the Act developed because people were confident that the limits it imposed were clear and workable. Their policy respecting private school pupils was one of promoting educational opportunity, but of promoting it in a carefully and deliberately limited way.

Conclusions from the background material.—From this it should be apparent that the law of church-state relations and the policy of the Congress stand as a decisive limitation on programs that give benefits to those enrolled in private educational institutions. OE must read the ESEA for its legal and policy limits as well as for its legal and policy powers.

The observations of your staff are that at several key points OE has failed to appreciate the limits that law and policy intention lay down.

B. Problems arising from title I

Title I of the ESEA was intended to help local agencies meet "the special educational needs of educationally deprived children." It established formulas that would define areas where poverty exists and offered grants to public educational agencies that devise appropriate plans to improve the education of the educationally deprived. Pupils in private schools were to be included in these plans.

Sec. 205(a)(2) that, to the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including *special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate;* (Emphasis added.)

This paragraph was built upon the child benefit and dual enrollment law referred to above. Rep. Frank Thompson had tried to clarify the number of "special educational services and arrangements" in 205(a)(2) with these words on the floor of the House:

> Thus, public school boards could make available the services of such special personnel as guidance counselors, speech therapists, remedial reading specialists, school social workers who would reach the nonpublic school children in the public schools or through public services in the nonpublic school buildings, or through mobile services, or through ETV, or through community centers, etc. *But these special services would not be part of the regular instructional program* of the nonpublic schools. Thus, nonpublic schools could not get general classroom teachers in history, English, mathematics and social studies. (Emphasis added. *Congressional Record*, 89th Congress, 1st Session, 1965, CXI, No. 54, p. 5792)

The Senate "Report" made further clarification:

> It is anticipated, however, that public school teachers will be made available to other than public school facilities *only to provide specialized services* which contribute particularly to meeting the special educational needs of educationally deprived children (*such as therapeutic, remedial or welfare services*) and only where such specialized services are not normally provided by the nonpublic school. (Emphasis added. Senate Report No. 146, p. 12.)

Therefore, as the Act was passed there seemed to be good legislative history to give 205(a)(2) fairly solid meaning. The meaning in summary was this: under plans devised by the local school board, children from private schools could share in the benefits of Title I if they were educationally deprived. They might go to the public school under *dual enrollment* provisions and there take *any* classes aided by Title I funds. Where services were made available on the premises of church-related schools, certain restrictions applied—that is, such services were to be *special* (such as therapeutic, remedial or welfare) rather than *general* in character. The intent on the one hand was to use dual enrollment in the public schools for general or special purposes and on the other hand not to have tax funds subsidize what were the core or regular courses of private education in private schools. Only the *special* needs of educationally deprived children could be met on private premises, but not the *general* needs of those who choose private education.

When the OE wrote regulations for Title I, however, the relatively clear became remarkably cloudy. After several false starts had been offered a "final regulation appeared on March 11, 1966. It read:

> SEC. 116.19. Participation by children enrolled in private schools.
>
> (a) To the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, the local educational agency must make provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate. *The special educational services and arrangements are those which are designed to meet the special educational needs of educationally deprived children. These could include therapeutic, remedial, or welfare services, broadened health services, school breakfast for poor children, and guidance and counseling services, as well as other special educational services and arrangements designed to meet the special educational needs of educationally deprived children.* (Emphasis added.)

The effect of the underlined passage of the Regulations would be to restrict the range of possible *dual enrollment* courses in the public schools to *special* educational efforts. General or regular dual enrollment courses apparently would not be allowed. Conversely, the special educational services are not limited by "therapeutic, remedial or welfare" as in the Senate "Report." This limit becomes an example! The intent of the Congress was, in a sense, reversed!

To the outside analyst it is difficult to see why OE should act to diminish the full and free opportunity of the private school pupil to enroll in public educational activities as the local educational agencies may be able to offer them. Title I obviously extends public education. The sensitive point is the projection of it into church-related institutions that are geared to and administered for church goals. In this context the child benefit theory must be practiced with extreme care as indicated by the Congress.

While limiting the scope of "dual enrollment" and expanding the scope of "special educational services," another OE regulation has enlarged the scope of "mobile educational services and equipment." In regulation 116.19d this has become "mobile and portable equipment." It may be "* * * temporarily placed

on private school premises for such period of time, within the life of the current project for which the equipment is intended to be used, as is necessary for the successful participation in that project by educationally deprived children enrolled in private schools, at the end of which period of time such equipment shall be removed from such premises."

The classic example of mobile equipment is the bookmobile or traveling exhibit. But "portable equipment" can mean almost anything that a crane and an eighteen-wheel truck can lift and move, unless some limits are specified. For example, the adjective "portable" is used in some places to describe wooden annexes attached to brick buildings. Some "portable" classrooms have stood on one spot for decades.

If the child benefit theory is used to justify the use of "portable" equipment on private premises, that use should relate to things the child uses directly—not standard institutional equipment. But the regulations offer no carefully defined limits.

In sum, on the one hand the regulations have moved *to expand* the benefits available to pupils in private schools from what was envisioned in the Senate and House "Reports" and beyond a careful application of child benefit theory, and on the other hand, have moved *to contract* the "dual enrollment" concept which would open the strengthened public school for part of his education.

From information gathered thus far, the result appears to be that few school districts now approved for a Title I grant are planning dual enrollment arrangements. Most are planning to send mobile educational services to private schools. We think that this was not the Congressional intent and feel that the successful appropriation of federal funds for local educational purposes requires a review of the direction of the practices which are now evolving.

C. Problems arising from title II

Title II is modeled after the idea of a public library. Anyone, regardless of religion or regardless of where he attends school, can benefit from the public library's services. So under Title II, Sec. 201(a) "children and teachers in public and private elementary and secondary schools" are to reap the benefits that may be derived from Sec. 203(a)(2), "library resources (which * * * means books, periodicals, documents, audio-visual materials, and other related library materials)."

On this matter the intent of Congress was well developed in brief form in the Senate "Report."

The committee has taken care to assure that *funds provided under this title will not inure to the enrichment or benefit of any private institution by providing that—*

(1) Library resources, textbooks, and other instructional materials are to be made *available* to children and teachers and *not to institutions;*

(2) Such materials are made available *on a loan basis only;*

(3) Public authority must retain title and administrative control over such materials;

(4) Such *material must be that approved for use by public school authority in the State;* and

(5) Books and material *must not supplant* those being provided children but must supplement library resources, textbooks, and other instructional materials to assure that the legislation will furnish increased opportunities for learning. The State should also assure that the Federal funds made available under this title will not be used to supplant or duplicate, inappropriately, functions of the public library system of the State.

These conditions can in no way under the terms of the legislation be circumvented, but at the same time, assurance in the administration of the State plan must be given so that the library resources, textbooks, and other instructional materials will be available on an equitable basis to all elementary and secondary school children and teachers.

As has been observed in the administration of this title, the State must conform with the State law and in this connection, it is anticipated that State plans regarding the administration of the program will vary from State to State. In addition to the requirement that the books provided will be books approved for use in the public schools by the public agency or agencies in the State having authority to prescribe such books, throughout the legislation the committee has endeavored to conform to the principle of State and local autonomy and control of educational policy. In some instances the State might see fit, in conformance with State law, to utilize or establish a central public depository within a school district or within an area to serve more than one school district from which all elementary and secondary schoolchildren and teachers could "check out" library

resources, textbooks, and other instructional materials under procedures which would assure the State authority an appropriate accounting for the use of the material and its proper return for reassignment when the material had served the prescribed period for its use. * * * *With the strict conditions which have been imposed by the committee on the operation of Title II, in principle, its operation would not be different from the conduct of a public library program which makes available on a loan basis, library materials, unrestricted as to content to both public and private school students.* (Emphasis added. Senate Report No. 146, pp. 23–24.)

By the time the administrative "Guidelines" appeared this clear approach to child benefit had become largely institutional. The "Guidelines" in effect contradict the thrust of the Senate "Report." The "Guidelines" center attention on the quality of *each school library*, public and private, *considered separately*. They do not center on the needs of the whole community for improved library facilities. They seek to facilitate the effectiveness of the institution by strengthening the particular school's library without provision for general access or for public administration of its use.

One suggested plan for administration of the program at the state level (Plan C) reads as follows:

> *Plan C.*—1. If it is determined that the needs of children and teachers in public and private schools are about uniform, divide the allotment into two parts on a per capita basis—one for materials for children and teachers in public schools and the other for materials for children and teachers in private schools.
>
> 2. Determine relative need for each of the local public educational agencies and reserve a tentative sum for each from that part of the allotment assigned public schools.
>
> 3. Determine relative need for each of the private schools and reserve a tentative sum for each from that part of the allotment assigned children and teachers in private schools.
>
> 4. Inform each chief school district official of the tentative allotment for his schools and of the allotment for the children and teachers in each of all the private schools within the district which he is to serve. (Title II, "Guidelines," Chapter 3: A, B, C. pp. 15–18.)

The direction of these statements points toward a program which will center on improving the quality of the library in each different school and locating the new resources in each different school. The public library ideal of Title II will be lost.

This fear is being realized. The plans for Title II offered by the several states are now available. There is a large part of the program operating as if it were intended to build up private school libraries. The *Washington Post* on January 21, 1966 found two patterns appearing. "Under one plan, books will be stored in central depositories with both public and private *agencies* borrowing them each semester. Under the other plan, the books will be sent directly to parochial schools on a *permanent* loan basis, subject to reallocation."

Note: the institution will do the borrowing, not the pupil or teacher; the permanuent assignment to a parochial school does not fit with the public library scheme. Such patterns clearly violate the ideal of non-availability for private institutions.

In some states: "Private school administrators will submit project applications on behalf of their children and teachers." After approval of items on the application by a state agency, that "* * * agency will perform such services (i.e., ordering materials for private school children and teachers and have them delivered direct to the schools where they will be placed on loan." (Quotations from an OE summary of the approved New Jersey plan.) Some other states are roughly similar at this point of the projected administration.

The summaries of the state plans include an OE list of strengths and weaknesses intended to help the state improve its administration of the program. We find no evidence that OE has seen fit to criticize the breakdown of the public library concept in its comments on the state plans. In the New Jersey plan the only weakness listed is that, "The State agency must do considerable paperwork because it is administering direct to the children and teachers in the private schools."

This comment indicates that OE has sought to reduce to the barest minimum the public administration involved. Such a demand for efficiency will dictate that while the materials sent to private schools belong to the public, they will not be catalogued, supervised, or administered for public access or use.

A concern for efficiency is laudable, except where clear Congressional intent is at issue and except where the Bill of Rights is at issue. We note that the Bill

of Rights is inconvenient and expensive at several points. Search and seizure and arrest procedures come to mind. But our society has decreed that administrators ought not to override the Bill of Rights on the grounds of convenience or expense.

Not all State plans violate Congress' purpose so clearly. Most shift the task of placing books to the discretion of some local agency. These schemes work as follows: The local agency usually receives project applications from the individual schools, summarizes them and submits the total application to the state agency for review. After the project is approved, the local agency orders and receives the materials, and handles the distribution. Duration of the loan is left to local practice, in most cases, but a commitment to an "indefinite" loan period would be considered not consistent with the law, according to the Office of Education. Materials may be made available to the children and teachers in private schools either through a central depository or directly at the school. A few plans use the regional education center for distribution, but this is not the common practice. Unless the OE were very insistent, as it has *not* been, that the public library concept be followed, many local administrators under such plans will probably follow the lines of administrative convenience and place books directly in the private schools for long or indefinite periods.

To be sure, the regulations at 117.5 require several things that appear to protect the public interest in these library materials. Property title to them remains with the public agency, they must be marked to show public ownership, they must be inventoried and their use accounted for, and a fine and damage assessment system must be developed. But these necessary precautions fail to create the public library system Congress aimed at, not only because the materials may be permanently placed in private schools, but also because these regulations do not require the maintenance of any sort of public card catalog. The inventory record may be available only in an education office of the state capital! Thus, even though the regulations make it possible for the state agency to call for the return of materials, there apparently will be, in many cases, no tolerably convenient way for the ordinary teacher or pupil to find out that the materials exist in his district or state.

It must be noted, in addition, that current practice permits use of these funds for reference materials, encyclopedias, for example, that no library normally allows to circulate. Public use of them, if available at all, would be only inside the four walls of the private library.

In terms that get to the heart of the issue, the OE's administration of Title II of the ESEA is developing patterns that will build up library resources the access to which will be, for practical purposes, limited by a religious test. Furthermore, the proposal for renewal of the authorization of Title II is couched in terms of building up "school libraries" rather than making public resources available equitably to the general public.

D. Problems arising from Title III

The problems found in Titles I and II unfortunately reappear in Title III.

The phrase "dual enrollment" was developed to cover the idea of "shared time" and was in general use to imply enrollment in two schools simultaneously. It was commonly so used in debates over ESEA in part because an OE publication entitled "Dual Enrollment" defined it in that way some time ago. But surprisingly in the regulations at 118.1(g) "dual enrollment" is defined as follows:

(Dual enrollment is) * * * *shared use of public facilities* for instructional purposes under public auspices by teachers or students from public and private nonprofit schools. (Emphasis added.)

Curiously in Title I regulation 116.19 the OE had said that dual enrollment had to "avoid classes which are separated by school enrollment or religious affiliation of the children," but this sound requirement was not repeated in Title III. Without it, the Title III definition could become private school use of public school facilities. The practical politics of many localities make the qualification "under public auspices" of questionable utility.

And regulation 118.11 which is supposed to advise state and local administrators concerning the participation in Title III services of private school students is drawn in a way to encourage use of private school facilities.

Supplementary education services, including broadened instructional offerings made available to children enrolled in nonprofit private schools *shall be provided on publicly controlled premises*, but also *such services may be provided on nonprofit private school premises* if such action is indicated to assure the success of the project or the effective participation in such services or activites by children

enrolled in nonprofit private schools and if such services are not otherwise provided for such children by the private schools. (Emphasis added.)

This is a contradictory directive when the only limit on the second alternative is "the success of the project or the effective participation." These limits are not explicit enough to be useful guides to local administrators.

The same regulation goes on to say that Title III programs shall not provide for "salaries of teachers or other employees of private schools." This phrase is, in fact, an expansion of the Senate "Report" limit which only referred to salaries for teachers. As such it is an exception to what has been said up to now about the tenor of OE's regulations. But further comparisons of the "Report" and regulation show how exceptional the exception was, for the Senate Report added this crucial limit to use of Title III funds: "nor is it intended that this provision authorize the financing of instruction for nonpublic schools." (Senate Report No. 146, p. 28.) We fail to find this idea expressed in the regulations.

E. A summary and a conclusion

These materials show that: 1) The legal base for the ESEA is a limited one. It restricts as well as empowers. 2) The Congress in passing the ESEA accepted the limits of this base and wrote that acceptance into its "Report." 3) The OE has not succeeded in implementing the limitations which are clearly part of Congressional intent. 4) The OE shows a bias which consistently strains and breaks the limits of the child benefit theory.

At this time it is unclear whether the OE can find the freedom of action needed to implement the child benefit features of the ESEA. Experience may demonstrate that those featurs of Title I which involve public administration that deals with the pupil directly is not of interest to the private school educator or to his institution. However, a conclusion that bona fide child benefit features of federal assistance programs in education are either unworkable or not desired may be premature. Public Law 89–10 is new. It is difficult to administer. Able staff members of the rapidly expanding OE have been scarce. The history of administrative practice is such that another year of testing and study is merited.

EXHIBIT C

QUESTIONNAIRE

A reading of pages 5 and 6 (through the first paragraph) of the "Staff Report" will indicate that Congress intended to give no aid to be used to build up the resources of private school libraries when it passed the ESEA. Congress rather intended to provide materials for all pupils and teachers, wherever they studied and taught.

It was assumed that the private school library could facilitate the handling of this material. But being a facilitating channel was not supposed to benefit the private school or its library financially, for the books and other materials the aid provided could not supplant resources regularly provided by private initiative.

There appears to be pressure, however, to structure the program in ways which in practice will build up private school libraries. Instead of being a servant chanelling public resources, these libraries may become, practically, permanent controllers of public resources.

To determine which course is being followed in your state or locality, you will need to know something about how the books and materials are originally suggested and finally selected (question #1)

You will also need to know something about the distribution system and the system which allocates resources to different depositories or schools. (questions #2 and #3) For the first three questions pages 6 (starting at the last paragraph) through 8 (through first paragraph) of the "Staff Report" will provide background of a summary kind.

There needs to be knowledge about the existence or lack of the existence of central or regional or district catalogs that are available to all pupils and teachers. (question #4) Such a catalog is of little utility unless procedures for recalling materials out on long-term loans exists. (question #5) Terms of loans are important to. (question #6)

The public library model for the Art can be destroyed if much of the materials are the noncirculating institutional resources represented by enclyclopedias or periodical indexes. (question #7) And wherever materials are located, the issue of their public availability is important. (question #8)

Finally, question #9 drives at a summary judgment on your part. We know that the alternatives posed by our terms are not necessarily the only alterna-

tives. You may have to answer that it is not on either/or situation, but a both/and situation. But we want your effort at locating the plan you studied on a sort of continuum that is drawn between an operation this is best described as being akin to a community-wide public library system and an operation that is best dscribed as being akin to a series of separate school libraries.

QUESTIONS

1. In the original decision concerning the kinds of materials needed in a state, region or locality, what is the role of private school administrators How do they indicate their pupil's needs? How are their requests screened and arranged in a priority list? Who does the screening?

Is there an effort by the responsible public official(s) to assay the needs of pupils and teachers in the community *as a whole*, or does the official(s) weigh needs on a *school-by-school basis?*

2. How are the materials distributed to local, regional or individual school depositories? Do they come to the point of use straight from publisher? Do they come to the point of use from a central state agency or a regional or local agency? Do they come to the point of use by request of the *private school authority* or by request of private school *pupils and teachers?*

3. If the procedure is to place the materials directly in private schools libraries either from the state or regional or local centers, is the division of materials and its placement on a per capita basis which simply compares the number of pupils in a private school with the number of pupils in public schools? If not, is there a published description of the basis of allocating the materials? Describe it if possible, or mail it in if it is available.

4. Is there a reasonably convenient catalog system for these materials located in a public place? Is its whereabouts advertised in any way?

5. Is there a system for recalling materials that can be initiated by a pupil or teacher acting for himself?

6. What are the lengths of loans on which different categories of material are signed out? Are these loans to *schools* or *people*?

7. Have private school libraries been granted materials that do not circulate to either students or teachers—such as encyclopedias, globes, periodical indexes etc.? If so, list the categories.

8. If the materials are located in private school libraries, does the general public or public school pupils and teachers have free borrowing privileges? If so, is this fact advertised?

9. In your best judgment, is the plan in your state a plan which operates as a public library system, though facilitated by private libraries, or is it a plan which operates to build up separate school libraries wherever they are located? Explain your judgment in summary form on the basis of materials used in the previous answers.

PREPARED STATEMENT OF THE AMERICAN JEWISH COMMITTEE

INTRODUCTION

The American Jewish Committee, a national organization with chapters and units in over 50 cities and with membership in over 600 additional communities in the United States, was organized in 1906 and incorporated by a Special Act of the Legislature of the State of New York in 1911.

Since its founding, the American Jewish Committee has recognized the value of public schools, both as educational institutions and as great unifying forces in American life, hospitable to young people of every creed, and emphasizing the common heritage of all. The public schools have served as training grounds for constructive and healthful community living, and generations of Americans, bred in its traditions, recognize that the maintenance of a strong public school system is an indispensable requirement for sound public policy.

At the same time that the American Jewish Committee recognizes the worth of public education, it also stands staunchly in support of religious freedom. Religious freedom has been safeguarded over these many years by the application of the concept of the separation of church and state. This political and social philosophy adopted by the Founding Fathers, and written into the Constitution of the United States in the First Amendment, is based on the sound premise that religion and government can work best to achieve their objectives if each is free from the other within its respective sphere. The evidence is indisputable. Religion has flourished in this country, although indoctrination has not been subsidized by public funds. Religious schools exist, side by side with public schools, free to develop in response to the needs of their children. The

rights of parents to send their children to religious schools of their choice was not always accepted in this country. In 1925, the American Jewish Committee defended this right when the then president of the American Jewish Committee, Louis Marshall, the great constitutional lawyer, filed an *amicus curiae* brief in the United States Supreme Court in *Pierce* v. *Society of Sisters of the Holy Name of Jesus and Mary*, 268 U.S. 510, successfully challenging an effort on the part of the Oregon Legislature to require parents to send their children to public schools only.

Our recognition of the need to meet the special educational needs of children in low income families, within the context of an adherence to the principle of separation of church and state, was made known to this Subcommittee when last we testified in support of the enactment of the Elementary and Secondary Education Act of 1965.

At this time when an extension of this Act is contemplated, we feel it vital that the provisions of the Act, particularly as they effect the principle of church-state separation, be clarified so that in its future operations we may be assured that the dictates of the First Amendment in respect of religious freedom and separation of church and state are strictly adhered to. To this end, we feel it necessary to reiterate a set of considerations which we enumerated at the time of our original testimony and which we felt should be incorporated into the workings of the Act, viz:

1. Aid through this legislation should insure that no religious institution may acquire new property, or expand already existing property;
2. Funds allocated through this proposal should not be used for religious purposes;
3. To the greatest extent possible and practicable, the expenditure or distribution of funds allocated through this legislation should be under the supervision of a public agency.

THE PERIOD OF EXTENSION SHOULD BE LIMITED TO ONE YEAR

Coming at this time, before adequate time has passed to make an accurate assessment as to the workings of the Act, in the area of church-state separation, we feel that an extension of four year's time is unfortunate. It is our belief that such a lengthy extension would solidify current dubious practices into well-nigh unimpregnable administrative procedure. Further, it is our contention that only by re-examining periodically the procedures and practices under the Act, will we make certain that the dictates of the First Amendment are obeyed as much in practice as they have been in the words of the statute. The First Amendment is one of the strongest bulwarks of our nation; any practice that might impinge upon it must be closely scrutinized. We believe that four years' time is too long to wait before getting an evaluation of the workings of the Act. Accordingly, we favor no more than one-year's extension of the Act.

MOBILE EDUCATIONAL EQUIPMENT

It is our opinion that the term "mobile equipment" as it appears in Title I, § 205(a)(2) must be clarified. It should be defined as:

1. Genuinely "mobile" (not merely portable) units which move from school to school (such as bookmobiles);
2. Loans by the public authorities to individual children of educational equipment for use in whatever schools they attend (not loans of equipment to their schools); and
3. Be used for services of a truly remedial, therapeutic or welfare character only.

SPECIAL SERVICES OF A REMEDIAL, THERAPEUTIC OR WELFARE NATURE

We feel it is imperative to emphasize again that as expressed in Title I, § 205 (a)(2), services for which public school teachers may be sent into private schools are to be limited to services of a remedial, therapeutic or welfare nature which meet the special needs of educationally deprived children. They are not to be of a general nature, any they should not be in any subjects for which academic credit is given.

In this regard, we feel it necessary to state again that in no case should a public employee who objects to an assignment on other than public premises be disciplined in any way, or lose professional or occupational status.

LIBRARY RESOURCES

The provisions of Title II are being utilized, in our opinion, in a manner contrary to the intent of the framers of the statute, and to the provisions of the

First Amendment. The private (parochial) schools are using this title as a way of building their private library systems. Rather than using the concept of a central library system, as recommended by this Committee, a pattern has emerged where in many instances books from an approved list are requested by parochial school administrators and then shipped directly to the parochial school on what may be termed a "permanent loan." Obviously, these books then become an operational resource of the parochial school.

Title II must be revamped so that these resources are made available to the entire educational community. Rather than giving administrative priority to the needs of the private school administrator in making selections of books, the law should guarantee that:

1. Central library systems will be created accessible to teacher and pupils in both private and public schools; and
2. All control over ownership, distribution, and conditions of use of the books and materials will remain with the public authorities, and all borrowing of them will take place from public sites.

In addition, care should be taken to insure that the type of resources provided under Title II are of such a nature as to be borrowed by teachers and pupils rather than of an institutional character customarily provided by the school itself, such as reference books, dictionaries and encyclopedias. Books of this sort, paid for by federal funds, would clearly be in the nature of an aid to the institution itself, and prohibited under the First Amendment.

SUPPLEMENTARY CENTERS AND SERVICES AND DUAL ENROLLMENT

The current Regulations (Sec. 118–1[g]) respecting Title III define "dual enrollment" in a manner so broad as to be inconsistent with the dictates of the First Amendment. There is in it no mention of the need to make certain that classes are not separated by the religious affiliation of the children, although this is mentioned in the Regulations pertaining to Title I (Regs, § 116.19 [c]). This definition should be used throughout the Act.

Further, there needs to be a clarification of the types of services that may be provided on non-public premises under Title III. There needs to be made clear for once and all in the Regulations that no general instructional subjects may be given on non-public premises under Title III. At present, there is much confusion on this point. Inasmuch as this Committee itself made this point clear in the Report accompanying the Act, this point needs to be emphasized a new. Where pupils in private schools desire to share in the benefits of subjects of a general instructional nature, such as advanced science, or language, they must do so on public school premises. Finally, funds may not be used for the payment of private school teachers.

CONCLUSION

Because of our recognition of the need to improve the quality of education for all our children, the American Jewish Committee had been willing to support, with important reservations, the Elementary and Secondary Education Act of 1965. After one year's experience with the Act, we must say that we are disappointed with the manner in which the strictures implicit in the First Amendment have been neglected. Despite our doubts at that time, we welcomed the enactment of the Act in the hope that it would, in a constitutionally permissible fashion, remedy grave deficiencies in our educational system.

Instead, we have witnessed with misgivings administrative practices under the Act that have clouded its purpose. We find it unacceptable and constitutionally questionable in the extreme.

We earnestly hope that this Committee, surveying the actual operation of this Act in the past, will remedy this situation so that the Elementary and Secondary Education Act can operate within the constitutional framework of this government. There is, however, hope for the youngsters we are striving to educate if we can aid them without compromising our Constitution and its safeguards.

The American Jewish Committee recognizes the need to educate all our children to the best of this nation's ability, and is in full agreement with the philosophy underlying the Elementary and Secondary Education Act of 1965. However, we are certain that it is in the wit of man to devise a method whereby the objects of the Act can be accomplished consistent with the dictates of the Constitution. We trust that you of this Committee will find that way.

As one example of the difficulties in administration of portions of the Elementary and Secondary Education Act of 1965, we refer to the appendix attached hereto. It consists of testimony of the New York Chapter of the American Jewish Committee before the New York City Board of Education on March 30, 1966, and deals with such practices as have prevailed in the past year in the administration of the country's largest educational system.

TESTIMONY BY JESSE MARGOLIN, CHAIRMAN, CHURCH-STATE STUDY COMMISSION OF THE NEW YORK CHAPTER OF THE AMERICAN JEWISH COMMITTEE

NEW YORK CITY BOARD OF EDUCATION HEARING ON RESOLUTION AUTHORIZING PROJECTS IN NON-PUBLIC SCHOOLS UNDER TITLE I, ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

The Elementary and Secondary Education Act of 1965 has been described as a landmark in the nation's struggle to adequately finance an impoverished and undernourished public educational system. Nevertheless, the Act was welcomed with reservations by many, including the American Jewish Committee. The vagaries and uncertainties in the provisions that grant indirect aid to private and parochial schools, created much soul-searching and doubt. In the end many of those who said yes to the bill hoped that with proper exercise of discretion by state and local authorities, those poverty stricken and disadvantaged children in sectarian educational settings, could also share in much needed federally supported remedial programs without violating the wisdom and constitutionality of the principle of separation of church and state.

We regret to say that the proposals now offered by the Superintendent of Schools for the funding, staffing and organization of programs for the non-public schools and his request that the Board of Education approve an authorization resolution, confirms the worst fears of the dissenters that the Elementary and Secondary Education Act could open the doors to the systematic weakening of the public school system.

PUBLIC SCHOOL TEACHERS IN PRIVATE SCHOOLS

By authorizing the sending of public school teachers into the parochial schools to give instruction and other services, the superintendent raises grave questions of law and public policy. We believe that the Superintendent's program goes beyond the limits authorized by the Act and that it raises serious constitutional questions as well. In both the *McCollum* and *Zorach* decisions the Supreme Court felt that the character of the premises in which educational practices occur may have important bearing upon their constitutionality.

We commend the Board for its refusal to act on March 16 on the requested authorization resolution prior to formal public discussion and prior to the public release by the Superintendent's office of the specific financial and programmatic data on each and every project being proposed. We regret the fact that the Superintendent's program was released to the public on very short notice before this meeting, precluding time for thorough study by interested organizations.

We seek assurance by the Board that it will hereafter be a matter of policy that all projects under the Elementary and Secondary Education Act which are designed for the benefit of private and parochial schools be listed on the calendar and be subject to public scrutiny and thorough discussion.

The American Jewish Committee's support for the Elementary and Secondary Education Act was predicated upon the assumption that a pattern of shared special services would largely be administered in the public schools or on neutral community grounds. This would take place in a variety of ways; some during school hours, some after school hours and some during the summer months. While the Act allows for the use of "mobile services and equipment," these were to be placed, according to the legislative history of the Act on the premises of church-related schools *only* in exceptional instances.

In clarifying this principle the Senate report on the bill said; (Senate report No. 146, Page 12)

"It is anticipated, however, that public school teachers will be made available to other than public school facilities only to provide *specialized services* which contribute particularly to meeting the special educational needs of educationally deprived children, such as therapeutic, remedial or welfare services and *only where such specialized services are not normally provided by the non-public school.*" (Emphasis supplied.)

The word, *specialized*, we think to be exceedingly important since we see an erosion of that concept in the Superintendent's plans. For example, under one of his recommended projects entitled "Educational Enrichment Programs For Disadvantaged Pupils in Non-Public Schools," teachers in art, music, and health education are to carry on instructional programs in subject areas that could only, by a long stretch of the imagination, come under the definitions of therapeutic, remedial, or welfare.

RACIAL INTEGRATION

The American Jewish Committee's support for the Elementary and Secondary Education Act was also predicated upon another fond, but obviously vanishing, hope. We thought it would promote, by the increased intermingling of parochial and public school children, a higher level of racial integration. We were pleased that State Commissioner James E. Allen, Jr. recognized this need in carrying out the Federal Aid Act. In his guidelines for the implementation of the Act, Commissioner Allen placed under the heading "General Criteria For Title I Proposals" the very specific point that projects must be designed to promote integration activities.

We searchingly question how integration will be promoted under the present plans. Are you not by bringing services to sectarian schools rather than the parochial school children to public settings, insulating parochial school children from contact with their public school peers, many of whom are Negro and Puerto Rican? It is sad, but true, that parochialism and privatism in education have grown not alone from the religious convictions of parents or because parents have sufficient means to allow for private education. The big surge in enrollment in recent years as we know is an unsubtle flight from contact with Negroes and Puerto Ricans. We are duty-bound to ask this question: Do the plans and the resolutions you are considering today do anything, but further encourage such flight by white children? Do they do anything to further integration? Do they not also encourage the flight of desperately needed teaching and guidance specialists to what may seem to some to be a more protected haven in the parochial schools?

The superintendent has given assurances that public school needs come first and that no assignments will be made to non-public schools until public school staffing requirements are filled. We commend him for his position on this matter, but we must ask a logical, if embarrassing question. How can the Board of Education justify the request of $3,582,196 from the federal government for non-public school purposes for the months of April through June of 1966 for the salaries of professional personnel if these professionals are not to be made available? If public school personnel are not to be paid out of this 3½ million dollars who is to carry out this three month program? Will existing parochial school educators or some others that could be hastily recruited be used? Will they be placed on the public payroll at substantially higher salaries and benefits than they now receive? The effect of such subsidization of parochial school personnel would be improper direct aid to parochial institutions and would surely be a flagrant violation of the separation doctrine.

Since we are on the topic of teachers we must raise another and most vital question. Superintendent Donovan has said that the assignment of teachers would be made without regard to religious affiliations. But teachers who have contracted to work in the public schools may legitimately have a number of reservations about working outside this system. An important reservation which the American Jewish Committee would have to support, is that any assignment to a sectarian educational institution must be voluntary. Thus participants in the program would be protected against violations of their religious conscience. We know that the Board must be aware that presently a number of Detroit public school teachers have joined in a suit against the constitutionality of the Michigan Auxiliary Services Act on just these grounds.

For all of these reasons, we consider the resolution proposed by the Superintendent far too broad to permit proper consideration. It is not limited as to time or amount of funds involved, but leaves to the discretion of the Superintendent, rather than the Board, the determination of many delicate subjects of public concern.

TESTIMONY OF DEAN KELLEY

May we conclude by quoting from some recent testimony given before the General Subcommittee on Education of the House of Representatives by Dean M. Kelley, Director of the Commission on Religious Liberty of the National

Council of Churches. Reverend Kelley is one of the country's foremost experts on the subject we are now discussing. He was testifying on President Johnson's proposals to extend the Elementary and Secondary Education Act. Reverend Kelley had throughout his testimony distinguished between federal aid that might constitute aid to institutions, which he felt was prohibited, and federal aid that went to the child, the so-called child benefit theory, which he approved of. He said: "In most of the provisions for children enrolled in non-public schools which we have discussed above, it may be maintained that the "child-benefit" concept would necessitate arrangements which would be expensive or onerous for administrators, both public and private. Oftentime, the simplest and easiest way would be to send books, teachers, equipment into the private school. In the case of the church-related schools, however, a constitutional problem arises which takes precedence over administrative convenience or economy, and which may prohibit certain otherwise attractive educational arrangements.

It would be administratively simpler and cheaper if we could dispense with jury trials or with judicial permission for certain searches and seizures. More convictions might be obtained (we are told by prosecutors) if legal counsel did not have to be provided for indigent defendants or if confessions could be more generally utilized. But the Supreme Court has held that the Bill of Rights safeguards higher values and they must be respected, whatever the expense. The Bill of Rights begins with a provision that "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof" . . . "which is as important and as worthy of respect and implementation as any other part of our precious heritage of rights, privileges and immunities under the Constitution. We therefore expect that equal provision for its implementation will be accorded in governmental practice."

The American Jewish Committee heartily agrees with this statement.

RECOMMENDATION

We wish finally to make the following recommendations:

1. The Board of Education should not approve the authorization resolution as it is now presented, since the attached "Summaries of Specialized Service for Disadvantaged Pupils in Non-Public Schools" fail to meet the standards needed to protect against the violation of separation of church and state and because the projects as now planned will detract from the efficiency and priorities of the public school system.

2. The Board of Education and the Superintendent should explore alternative programs many of which are clearly outlined in the State Department of Education's Guidelines and which place the emphasis on the utilization of public school and neutral community facilities for supplementary services to non-public school children.

3. That in no program shall the religious conscience of teachers be violated.

4. All projects which provide publicly supported services to non-public schools be listed on the public calendar of the Board of Education and be subject to consideration and comment prior to approval by the Board of Education.

PREPARED STATEMENT OF ROBERT M. ISENBERG, EXECUTIVE SECRETARY, DEPARTMENT OF RURAL EDUCATION, NATIONAL EDUCATION ASSOCIATION

REJECT SECTION 102 OF S. 3046

The Department of Rural Education of the National Education Association has had particular concern for the education of Indian children for many years. Therefore, we appreciate this opportunity to comment on the proposal to extend the coverage of Title I of P.L. 89–10 to children currently enrolled in Federal Bureau of Indian Affairs schools, specifically the provisions of Section 102 of S. 3046.

We urge that this proposal be rejected. We feel that it is not in the interest of Indian children for the Congress to overtly encourage the continuation of these Federally operated schools. Rather we urge that the Congress reemphasize the policy that accelerates the enrollment of Indian children in public

schools. We are well aware that this assimilation cannot be accomplished immediately—that the B.I.A. will need to operate some schools for Indian children for a number of years—but we believe it should be the objective toward which everyone interested in the future of American Indians should be working. It is our judgment that the proposal under consideration is contrary to this objective.

PUBLIC LAWS 815 AND 874

The extension of P.L. 815 and 874 to cover Indian reservation children was a great step forward in helping to achieve equality of educational opportunity for thousands of Indian children and youth. Through these laws, local public school authorities have been able to finance additional construction and provide the additional teachers and materials needed to assimilate Indian children into the public schools. While there are inadequacies at this time both in the amount of funds available and in the way they are administered, we believe their intent and their effect are properly directed.

The dispersion of Indian families throughout very sparsely settled areas, especially in the Southwest, necessitates boarding facilities for Indian children if they are to be educated. We have found those instances where the B.I.A. has built and is now operating peripheral dormitory facilities which permit large numbers of Indian children to attend public schools a most satisfactory and encouraging arrangement. We are hopeful that it is B.I.A. policy to continue and expand this practice. We are concerned by evidences which suggest that the policy may have already been abandoned. The proposed construction of a multi-million dollar Federal Indian boarding school in Albuquerque, New Mexico, is a case in point. Public school authorities, both state and local are urging that the B.I.A. construct dormitory facilities for the Indian children from surrounding reservations and enroll them in the public schools. As a matter of record, the Navajo Tribal Council has voted 38 to 2, with some abstaining, to support this plan of the public school authorities. The stalemate which has developed there gives some reason to question what the long range plans of the B.I.A. really are.

There are instances in the Southwest where Federal schools are located adjacent to public schools with only a fence separating them. The Federal schools enroll only Indian children. The public schools next door not only have a preponderance of Indian pupils in some instances as high as ninety-five percent of their enrollment, but include many having the same adjustment problems that are described by the B.I.A. as the "raison d'etre" for Federal schools.

SPECIAL LEARNING PROBLEMS—PUBLIC LAW 89–10

P.L. 89–10 funds can be and are being used by these public schools to meet the special learning problems of children including that of language. The public schools, we feel, could serve more Indian children if given the opportunity by B.I.A. to do so. We believe it is both unfortunate and unnecessary for large numbers of Indian children upon completion of eighth grade, to be assigned to B.I.A. boarding high school hundreds of miles and even several states away from their homes and their families—but not from their "Indianness" since they are in schools where the entire student body is also Indian. In many instances, these young people could be enrolled in local public schools, if dormitory facilities were provided. We believe this kind of arrangement would open opportunities for Indian children to more quickly and more readily enter the mainstream of American life.

The proposed inclusion of Federal Indian school pupils under the provisions of P.L. 89–10 presents other problems beyond that of encouraging continued operation of a separate system of schools. P.L. 89–10, Title I is designed to strengthen local-state-Federal relations in achieving commendable educational objectives. To distort the law to try to accommodate a Feleral-Federal relationship seems to be an unnecessarily complicated approach to the problem.

DORAN'S PROPOSED NATIONAL COMMITTEE

In conclusion, we underscore the proposal in Dr. Adron Doran's testimony for the National Education Association urging the creation of a national committee composed of public school educators, school finance experts, B.I.A. officials,

Indian citizens, members of the House and Senate education and Indian affairs subcommittees to do an in-depth study of the entire situation concerning the education of Indian children. A plan, a blue-print for the future of separate Indian schools is desperately needed. Let me emphasize this point with an expert from an editorial carried in the March 3, 1966 issue of the *Navajo Times*, the official newspaper of the Navajo Tribe, published at Window Rock, Arizona.

"The argument that Indian children need special attention and that their biggest problem is learning to handle the English language does not, in our opinion justify the indefinite continuance of segregated schooling. The 'For Indians Alone' theory, which holds that special problems in language, culture and home environment set them apart from other races, is self-defeating.

"This editor does not claim to be an educator nor have we any criticism of the B.I.A. system teachers, but we do believe that the very segregation imposed by the 'Facing Both-Ways' approach is a large factor in maintaining, if not actually creating such problems. Indian children are bright and quite adaptable on the average, and if they were given the chance to mix with other children in the public schools, they would soon develop the ability to compete with their school mates.

"To spend millions of dollars building complex installations and teaching special English language courses in the confines of a segregated school where they speak and hear mostly Navajo in the course of daily living doesn't make much sense.

SEGREGATION UNEXCUSABLE

"The dormitory complex may be the only answer in the cases of children of early age, whose parents are understandably reluctant to have them too far from home, but there is little excuse to continue this segregation in high schools in a big city away from home. The Indian child can learn to compete in the white man's world through his associations with the non-Indian students, and this may prove to be an effective educational tool in itself.

"Businessmen in off-reservation communities who employ Indians agree that the student who has gone to a school where he learns with the non-Indians is better equipped to adapt and handle a job off-reservation than the student who has been in a completely Indian environment.

"Much has been said and is being said regarding the increasing federal funding of the school systems and the strings which this inevitably includes. Yet these local school systems have representation through their school boards and parental participation in the schools because these are still their schools.

"How much control does the average Indian parent have over B.I.A. schools where the entire operation is run by the federal government on a paternalistic basis? Can they elect a local school board? Can they fire inadequate or incompetent school officials and teachers? Can they object to the administration of the school or have any say on which subjects shall be taught and how they may be taught? Do they have any rights at all regarding anything which they might wish to have or not have in the system?

"In effect, Indians have what many clear-thinking individuals fear above all else in the educational fields—complete dominance of the schooling of their young people by the federal government.

"While only the government could have established the system which has provided schools for the Indian children on the reservation and in remote areas, we think that wherever possible, supervision of education should be under the control of the public schools and the Indian parents should have some interest and control in the schools' programs, with the right to belong to an effective P.T.A. and to elect individual school boards which can represent them as individuals in furthering the education of their children. Instead, they have a vast bureau which is far removed from the local scene, without direct responsibility to either the parents or the students.

"We feel that Congressman Morris is right and the policy of segregated education is wrong. The basic objective of many teachers in the government system is dedication to accomplishing the task of educating our young Indian people, who will, in all probability, not spend their adult lives in an all-Indian atmosphere. We believe that the teachers are being unnecessarily handicapped by the monkey on their backs in the form of the segregated schools.

"This is unfortunate for the teachers, and very discouraging, but it can be tragic for the children. Until each child has the opportunity to grow and mature

with other members of the world at large, with whom he will ultimately live and compete, he is being shortchanged."—*Chet MacRorie, Managing Editor.*

PREPARED STATEMENT OF RICHARD A. GIBBONEY, COMMISSIONER OF EDUCATION, STATE OF VERMONT

Mr. Chairman and members of the subcommittee, I am pleased to present briefly my thoughts on Titles I, II, III, and V of the Elementary and Secondary Act of 1965.

My general recommendations by title are listed below. Attached please find brief but comprehensive summaries for particular programs under each of the four titles of ESEA titled "Program Summaries and Recommendations".

GENERAL STATEMENT

We solidly support the intent of ESEA. This law provides the long needed resources to meet urgent human needs for long neglected by the states and the Federal government. My recommendations are in the spirit of improving a vehicle that is basically necessary and sound. They in no way imply that ESEA should be tossed to the junkyard.

I am amazed at how quickly school systems and state education departments, almost overnight, have responded with programs for health services, library books, diagnostic and testing programs, better staffing for our education department, nutritional supplements for underfed children, improved reading programs, and pre-school and kindergarten programs. Such fast reaction is eloquent testimony to our need and to the large reservoir of imagination and professional skill which can be found in our diverse system of education. Most of this energy and talent can now be directed to developing programs to help children and youth rather than being dissipated in "make do" compromises and the endless begging for funds from local or state authorities. The money is here. Old excuses must be laid aside and the work must begin—at last!

This is the meaning of ESEA to many of us in Vermont. We are delighted to share in this great program.

SPECIFIC COMMENTS BY TITLE

Title I

1. A general lack of supervisory and administrative staff in local districts (many of which have not seen fit to join in larger units) impeded the planning and administration of all ESEA titles.

This is primarily a local and state problem, but it is a factor in launching new programs of adequate quality. Of course, new personnel employed under these programs will reduce this deficiency to some extent in the future.

2. Increasing the minimum grant under Title I to $5000 would encourage towns to cooperate in this program and eliminate small grants of several hundred dollars which do not permit a strong local program.

3. Although it may be ungracious, an increase in administration funds to $100,000 would help small states such as ours employ the professional staff to operate Title I.

This year, for example, much of the curriculum review for projects was done by already overextended Title III NDEA specialists (three in all) and the Deputy Commissioner. We robbed poor Peter to help poorer Paul.

After we put in the accountants and clerical help for the Title I paper work, we found that two planned professional positions in pre-school and elementary education under Title I had to be dropped. Other needs in Title V prevented taking up the slack there.

When the sponge is dry it absorbs a lot of water.

4. A two-year appropriation for this title and each of the others is very desirable. Educational planning, with a minimum of emotional strain, is impossible on the present uncertain year-to-year basis.

School budgets are made in the spring for the following year. When Federal appropriations are made six or more months later, rational budget planning is difficult. Hard-sought-for staff people get nervous and may leave, thereby dooming a newly started health or remedial reading program. Small, relatively poor districts may not be able or willing to borrow $30,000 or more to keep several Federally funded programs going while Congress works.

Title II

1. The $10,200 to administer this program is very inadequate. Thirty thousand dollars would provide two librarians and supporting services to develop an independent and good school library program.

Seventeen of our 81 secondary schools had *no* library this year. This is a good index of our need.

2. A two-year appropriation would be helpful for the reasons stated under Title I.

3. This title should provide the impetus for more local and state funds for this essential service.

Title III

1. The lack of Federal funds to advise and review local projects is a serious deterrent. This important function, again, is assumed by our overburdened staff. Presently our NDEA Science Specialist and the Commissioner are carrying most of the review and advisory work with local districts.

Writing an acceptable Title III proposal is a difficult task—one that is unfamiliar to most school people.

If some Federal funds could be provided to the states, the great potential for educational innovation in Title III could more nearly be realized.

2. The $337,000 allocated to Vermont will support less than half of the proposals that should be funded during the first two years. An increase to $500,000 is needed now but will be insufficient in three or four years when the program becomes more widely known and its potential made more visible by concrete projects actually underway.

Title V

1. This is probably the best administered, from our perspective, than any of the Federal titles. The USOE provides excellent consultant help and acts quickly, about ten days, on state plans or amendments.

There is a genuine desire to serve and to help us fund diverse projects which we know are needed (please see attachment). Dr. Hopper and his staff are helpful and are easier to work with than our Department of Administration.

2. The key idea here is to eliminate or at least postpone the Federal matching provisions. It will be difficult to secure the state funds in a non-industrial state like Vermont, before enough time has elapsed for people to become accustomed to a reasonably staffed and effective education department.

Past history in many states shows clearly that they prefer a mediocre education department to an effective one adequately supported. Old dogs will not change their tricks in one or two years. We need time to show what we can do if we are to have a fighting chance to improve significantly the state system of education through stronger local systems and additional state services and leadership that cannot be reasonably provided by local districts.

Title V has truly made the difference between despair and hope for me as a new Commissioner. We have a chance now to encourage innovation in curriculum, to attract private and Federal research funds for development and applied research, to do better staff work for the State Board of Education and the Legislature, and to work with colleges to improve teacher education. All of this will improve education in Vermont and, in doing so, develop human resources and lay the foundation for material prosperity which will return significant cash dividends in the years ahead.

(Office of the Commissioner, State Department of Education, Montpelier, Vt.)

PROGRAM SUMMARIES AND RECOMENDATIONS FOR TITLE I, II, III AND V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

TITLE I ESEA

Introduction

The State of Vermont has 254 basic school distircts. There are nine union high school districts that represent a combination of several basic districts and one joint contract elementary school district made up of two basic districts. There are 28 approved private academies and parochial high schools and 27 parochial elementary and five approved private elementary schools.

With 254 school districts in the state, 161 are participating in projects; 46 towns did not qualify under the law for grants, seven of the nine union high school districts have projects in operation.

The total grant for projects under Title I is as follows:

1. Original grant	$1,731,378
2. Special grant by the U.S. Commissioner for Essex County	13,479
3. Tentative grant for the handicapped children under amendment 313	69,417
	1,814,274

One hundred thirty-three projects have been submitted, seven were unacceptable, seven are pending, 119 have been approved for a total grant of $1,259,241.

The personnel of public and private schools have cooperated immensely as have E.O.A. personnel. Vermont is divided into five regions with few C.A.P. committees at the local educational level. Superintendents work through the regional offices and serve as members of the boards of directors in many cases. We have had very good cooperation at the state and local levels with C.A.P. officials in planning and implementing projects.

Title I projects

The major emphasis of the projects is in remedial academic work, especially reading, supported by health, student personnel and cultural activities. The purchase of equipment to support the programs has been necessary because the programs are new to our small rural communities. There has been little major construction and a small amount of remodeling in the projects. Transportation is being provided where necessary and school lunches are a part of some projects. Much more development is needed for the health and preschool activities that are a part of many projects. They have filled a great need that has not been met in the past.

Three exemplary projects submitted to date are reported briefly:

A. Rutland City School System.—$39,313.75. This is a project to improve academic motivation and achievement. Reading, health services, home-school relations, and physical education for selected public and private school students will be emphasized. This project seeks to provide personnel, training, equipment, and materials and services for:

a. Beginning programs in reading, the arts, nutrition, health, social services and providing summer school classes in two schools,

b. Remedial reading instruction in three schools,

c. A physical education program for mentally retarded children,

d. Special reading programs in Rutland High and St. Peters Elementary schools, and,

e. Providing dental and optical services for selected children. This project will involve 330 public school and 176 private school pupils in one or more activities.

Fourteen new part-time or full-time staff members are needed for the operation of the projects in this target area. Local agencies will provide medical services.

"These proposals are truly innovative. None of these services or programs are now offered by the Rutland school system. When put into operation, they will represent a substantial departure from our usual approach to the problems of these children. It is intended that this project be an initial effort in a three-year program, and that its components will be continued and expanded in the next two years. We have high hopes that the lot of many of our children will be substantially improved, and that our school system will, at the same time be improved." (Quoted from the Rutland City project.)

Careful planning and implementation in cooperation with the private schools, E.O.A. and staff, as well as multiple approaches to the problems of disadvantaged children make this an excellent project.

B. Chittenden Central School District.—$20,893. This is a cooperative project for 125 children in grades 3–6 who are educationally deprived, academically retarded, or have other specific learning difficulties. The plan includes employment of a school social worker, a reading/language-arts specialist, a school nurse, and establishment of a classroom for retarded children.

Located in a formerly rural area just outside of Burlington, Vermont, where school problems are magnified by the shortage of facilities to meet the rapid growth, the project is well-planned and is being implemented effectively.

C. Orleans Northwest District.—$35,944. This project will help 164 public-school and 15 private-school children in grades 1–8 to improve reading through remedial work and tutoring. Health services will be provided. Teachers hope to facilitate student motivation and decrease the language-arts handicap of these children. Seven remedial reading teachers, one administrator, one nurse, one dentist, and a reading consultant will staff the project. This program will bring new services to the children of this rural area and promises benefits to both the disadvantaged and the staff of the district.

Progress report

In implementing Title I the small amount of time to plan, develop and carry out the projects, and lack of enough professional personnel at the State and local level of government have been handicaps. The natural desire to help all children rather than those provided for in the Act has sometimes interfered. Subjective evaluation with some testing has been the rule, but evaluation in more depth would be desirable. The concept of working with private school officials and E.O.A. officers in school planning is new. Conflicts sometimes arise when two or more organizations work on the same problems. There has also been a lack of consultative services knowledgeable in the needs and problems of disadvantaged children in Vermont.

Title I funds are bringing new programs and services to the children of Vermont and a chance for more personal attention. In addition food, health examinations, and corrective techniques in physical education and academic areas have been introduced. These programs should have a great impact on helping the disadvantaged children gain more stature and personal satisfaction in the schools of Vermont.

The gains in cooperation with other agencies, introducing more specialists into the state school system, and giving more individual attention to problems of the disadvantaged is sure to help these children grow up under better conditions.

Recommendations for title I, ESEA

A. Increase the minimum to $5,000 for any project to encourage better projects and cooperation among towns that should join to form one strong school system.

B. Increase to $100,000 the $75,000 minimum for the administration of Title I and amendment 313.

C. It would help in administering the program if we could know the amount of money that is to be available in a fiscal year at an earlier date. An April 1 date would be helpful. Two-year appropriations would be just as satisfactory and perhaps more practical from the Federal point of view.

TITLE II ESEA

Introduction

When the content of Title II was reviewed by the Department of Education, a decision was made to confine the Vermont projects to "School Library Resources" at least for fiscal 1966. The support for this position follows:

a. Vermont school districts are required by statute to provide free textbooks in all elementary schools and will be required to supply them in high schools for the school year 1966–1967.

b. School districts have procured instructional materials for the past seven years under the National Defense Education Act.

c. Vermont schools have very limited, and in some schools, non-existent libraries. Therefore, our great need is the improvement of library resources.

At a state-wide meeting of superintendents of schools during the summer of 1965, the group approved the plan to allocate all funds under Title II to school library resources.

There are no public school libraries in Vermont which meet the 1960 standards of the American Library Association for school library programs. Of the 81 public high schools in 1963–64, 17 were without any school library. During that year, 40 high schools spent less than $3.00 per pupil and one school spent only $.03 per pupil for reference and library books. In 1963–64, a total of 53 elementary schools spent nothing out of their tax funds for library books.

Title II projects

The features of the Vermont plan are these:

A. All federal funds are to be expended for school library resources.

B. The funds are allocated to each school district based on these factors—

a. Need 74%.
b. Incentive 11%.
c. Fiscal Effort 15%.

C. The distribution of funds allocated on the above criteria is made to each school supervisory union rather than to the local school district.

D. A state director and assistant director of school library services are to be employed.

Progress report

As of April 22, 1966, 55 of the 56 superintendents of schools submitted approved projects. Of the $208,000 funds allocated to Vermont, 5% or $10,200 has been reserved for administration. Local projects have been approved in the amount of $197,734.40, and $131,145.02 has been distributed to school supervisory unions. The range in grants extended from $900 in one bi-state district having one local district only, to $16,115 distributed to the City of Burlington.

Title II funds will bring library books to all of Vermont's 100,476 boys and girls enrolled in both public and private, elementary and secondary schools.

Recommendations for title II, ESEA

A. The major improvement needed in the Title II program is the appropriation of adequate federal funds to administer the program at the state level. A minimum of $30,000 is needed annually for Vermont.

B. The annual appropriation should be passed by Congress in sufficient time to make it possible for the State Department of Education to compute the allocation and inform local districts of federal funds not later than May first of the preceding fiscal year.

TITLE III ESEA

Introduction

The allotment of funds for Vermont under ESEA (PL 89–10) Title III for fiscal year 1966 is $337,187.

Title III is basically designed to support supplementary education centers. These projects must be planned thoroughly and approved by the USOE in Washington. The Department of Education is planning a workshop to help local districts learn how to submit proposals within the guidelines. The local offices lack staff and time to devote to such comprehensive projects in addition to work that must be done on Titles I and II. For this reason, the response has been less than would otherwise be the case.

Projects were turned down not because of poor ideas but because some criteria in the Act were violated or answers were not given to all necessary questions.

Title III projects

A. Burlington Department of Public Schools.—A–V Learning and Inservice Facility, $119,704. A supplementary educational materials center will provide facilities, equipment, and instructional media for inservice training, previewing and producing new materials, a film and filmstrip library, and audiovisual and library services. Center-based equipment is to include projectors, recorders, graphics kits, and library materials for professional study and production and trial of various instructional materials. Basic media, such as filmstrips and tape recorders, will be available to schools on a loan basis. The center is to include areas for equipment storage and distribution, maintenance and service, inservice training, material production, listening and viewing facilities, and offices for audiovisual and library coordinators. The center will serve as a model for the State. Number of persons to be served 8,560 elementary and secondary school students, 500 preschoolers, 400 school staff members, and 100 adult education students.

B. Pittsford: Rutland Northeast Supervisory Union, Mobile Library Service Center.—$42,200. A mobile van will transport library and instructional materials among nine rural elementary schools and one secondary school. Approximately 1758 pupils will be served by this program.

Note: The projects below were placed in a HOLD category because certain questions were not answered and sections of the budget were not explained. These will be corrected and submitted to the U.S. Commissioner for consideration for approval about May 1, 1966.

C. St. Johnsburg School District: Supplementary Educational Center for Curriculum Enrichment in Northeastern Vermont.—$45,647. Children from 55 school districts will be bused to the Fairbanks Museum of Natural Science for planned science enrichment lectures and demonstrations. A "Junior Curator" program will be provided for a select number of students. Inservice science education will be provided to about sixty elementary and junior high school teachers. About 13,000 pupils will be served by this project.

D. Bennington South Supervisory Union: The Prospect School Project.—$5,712. The Prospect School is currently operating an exemplary ungraded primary classroom for twenty-five pupils five through seven years old using individualized instruction similar to that used in the schools of the London County Council. The system emphasizes the teaching of reading as an extension of the spoken language. Arithmetic is taught by the saturation technique and carries the child from his ability and interest to a mastery of the discipline. Title III funds will be used to evaluate the existing program as compared to a contemporary program and to propose an expansion of the program to two more classrooms.

Progress report

Total number of projects from Vermont approved: 2.

Burlington: A–V Learning and Inservice Facility	$119,704.
Pittsford: Mobile Library Service Center	42,200.

Projects currently in a HOLD category which are expected to be approved about May 1, 1966 are:

St. Johnsbury: Supplementary Educational Center for Curriculum Enrichment in Northeastern Vermont	$45,647
Bennington: The Prospect School Project	5,712

Four other projects were submitted but not recommended for approval by the State Commissioner and the U.S.O.E.

Recommendations for title III, ESEA

A. The local districts have had difficulty in writing projects that meet the criteria of the PACE Guidelines. They need more assistance in developing and writing projects than the State Department of Education can give them. There should be Federal funds to pay regional coordinators (multi-county) of ESEA Title III. About five coordinators would be needed in Vermont. These coordinators would assist local districts in planning, developing and writing Title III projects and coordinate them with other federal programs. They could assist in the evaluation of approved projects. About $100,000 would be needed to effectively develop this regional coordinators program in Vermont.

B. Increase Vermont's allocation to $500,000. The present amount available supports less than half of the proposals that should be funded during the first two years.

TITLE V ESEA

Introduction

Funds for strengthening state education departments are sorely needed. Although states dislike Federal intervention in education, many states do not provide funds for effective state leadership in education. This indifference is the major contributor to the general inability of the states to meet their responsibilities.

Title V is the difference in Vermont between just getting by and doing something to improve education. It will make a quality difference in our Department.

None of the following projects could have been planned for the 1965–66 or 1966–67 academic years without our $118,000 in Title V funds—and all were sorely needed.

Title V projects

A. A management survey of the Department by A. D. Little Co. Study will assess efficiency in utilizing staff, salaries, status, organization for the Department, and field studies of possible roles of the Department in education.

B. New positions—fifteen new positions will be added including an Associate Commissioner for Research and Development, two planning-consultant positions in Research and Development, a school library consultant, two school district reorganization specialists, two statisticians, an administrative assistant to free the Commissioner from many routine duties, and six clerks.

None of these essential positions could have been provided before July 1, 1967 without Title V.

C. Working conditions—$15,000 for modern office lighting, additional rented office space to relieve congested quarters in the Department, and office partitions to reduce noise and provide some privacy for professional employees.

This is not very dramatic, but is one factor long recognized by private business in attracting and holding good personnel.

D. Data Processing—a contract to evaluate present statistical services and develop a plan for quick improvement. The objective is to get all of our educational data in readily usable form—not just one-third of it as is presently true.

E. Education Library—$5,000 for current and back issues of 35 basic journals, not available in the state library, two micro-film readers, and 300 books in education, psychology, research, and sociology.

This will provide some of the tools essential for good staff work today.

F. Audio-visual survey—$3,500 to assess present availability and use of modern instructional aids and to devise a plan for making more of them available to the school children of Vermont.

Other funds are being used for needed office equipment and out-of-state visits to good programs in various fields in other states so that our specialists are not limited in their experience to one state.

Recommendations for title V

A. Do not depend on the states to supply the presently required matching grants. If education departments are to be strengthened, keep the 100 percent Federal grant for at least five years—you have the money, we do not; you have the will, we, as yet, do not.

B. Increase the amounts for Title V. If we had $175,000 to $200,000 for five years, plus the expected modest increases in state support, we could make a fine department here. A department staffed with enough able people to help meet our complex problems would be possible. We cannot do it today.

All of our key positions are one layer deep. When one man resigns, no one is there to step in and services drop markedly. Our staff is severely overextended. Work weeks of 55 to 75 hours are not uncommon with key people. It is hard to keep up to date, to plan and think when one is drained doing two or three jobs instead of one. (This is no exaggeration. One of our men handles school milk and lunch, millions of dollars in school buildings, and school district reorganization. Inevitably, the quality of work suffers and, I suspect, money is indirectly wasted. No business could operate like this and make a profit because its vitality would be sapped.

Title V brings the day a little closer when state education departments will have the talent and resources to do their significant work in making local and state systems of education stronger. Either we do this or, sooner than we like, we will have a Federal system in reality while we keep the old forms around and try to deceive ourselves that they are really doing something worthwhile.

PREPARED STATEMENT OF DEAN M. KELLEY, DIRECTOR, COMMISSION ON RELIGIOUS LIBERTY, NATIONAL COUNCIL OF THE CHURCHES OF CHRIST IN THE U.S.A.

INTRODUCTION

My name is Dean M. Kelley, and I am Director of the Commission on Religious Liberty of the National Council of the Churches of Christ in the U.S.A. Because of the shortened schedule of hearings, the First Vice President of the National Council of Churches, Dr. Arthur S. Flemming, who testified before this Subcommittee on the subject last year, is unable to present our testimony today, as he very much wished he were able to do. In his unavoidable absence, I have been authorized to present the National Council of Churches' testimony on the renewal of the historic Elementary and Secondary Education Act of 1965.

The National Council of Churches is comprised of thirty member denominations, whose aggregate membership is over 40,000,000. The NCC does not claim

to speak for all of its members' members, nor for any member communion as such. It speaks only for its General Board, composed of approximately 250 members designated by the communions in proportion to their size. When that General Board adopts a statement of policy after lengthy debate, it represents advice to the churches and is binding upon no one but the staff of the National Council of Churches.

The most recent and relevant statement on federal aid to education by the General Board is a resolution adopted last year in Portland, Oregon, February 26. It refers specifically to concepts embodied in the Elementary and Secondary Education Act. I have attached a copy of that resolution and ask that it be inserted in the hearing record, as this testimony is based on it.

Earlier policy statements by the General Board have stressed the need for federal aid to education, and this resolution reiterates the urgency of applying "the full range of national resources" to the education of all children. It is not necesary at this time to belabor the importance of a program which the support of this Subcommittee and the enactment by Congress last year have already attested. The Act has not yet been in effect long enough for its results to be systematically assessed, but there is an impression of an influx of vitality and strength in the educational enterprises of the nation.

You will recall that last year Dr. Flemming expressed the approval of the National Council of Churches for the pattern of federal aid to education sponsored in the Senate by the Chairman of this Subcommittee. We supported the proposal that was enacted into law last year because of the need of the nation—which still continues—and because of the ingenious solution which it offered to the long-standing church-state impasse. We welcomed that solution—that all children should benefit from the Act, regardless of the schools which they might attend, but that the benefit—in the case of private schools—should go to the children rather than the schools.

As can be seen in the attached resolution, the NCC's warm support of the Act was predicated upon this "child-benefit" concept suggested by the Supreme Court in the *Cochran* and *Everson* decisions. That concept could become a ruse for aiding private institutions rather than children if certain safeguards were not incorporated in the Act and observed carefully in its implementation.

The General Board urged four such safeguards in its resolution on federal aid to education:

1. That benefits intended for all children be determined and administered directly by public agencies responsible to the electorate;
2. That such benefits intended for all children not be conveyed in such a way that religious institutions acquire property or the services of personnel thereby;
3. That such benefits not be used directly or indirectly for the inculcation of religion or the teaching of sectarian doctrine; and
4. That there be no discrimination by race, religion, class or national origin in the distribution of such benefits.

The Elementary and Secondary Education Act of 1965, with its attendant legislative history, seemed to meet substantially the desiderata set forth by the General Board, and therefore the National Council of Churches has wholeheartedly welcomed its enactment. However, subsequent developments have caused us to wonder whether the wise and just Congressional settlement of the church-state issue is being fully understood and implemented. Because we are deeply concerned for the future extension and expansion of federal aid to education, we call attention at this time to what seem to us to be short-comings—not in the Act but in its administration—which will need to be remedied if the Congressional settlement is to be honored in practice.

A "RESCUE OPERATION" FOR EDUCATIONALLY DEPRIVED CHILDREN

Congress provided that educationally-deprived children in nonpublic schools would be enabled to participate in the benefits of Title I through "special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment)." We approve of this provision, especially when sited on public-school premises. When such services and arrangements, however, are located on private school premises, an additional problem is posed for us, since the General Board stipulated that the benefits designed for children "not be conveyed in such a way that religious institutions acquire property *or the services of personnel* thereby."

In an earlier statement, however, the General Board had also said:

> We favor the supplying of dental or medical services, lunches, and other *distinctly welfare services* to all children, whatever school they may be attending provided such services are indentifiable to the recipients as public services, and the expenditures are administered by public authorities responsible to the electorate. (*Public Funds for Public Schools*, Feb. 22, 1961.)

Officers and staff of the National Council of Churches concluded that "mobile educational services" provided on parochial school premises would not be objectionable *if* they fell within the category of "distinctly welfare services" rather than curricular instruction or the "services of [teaching] personnel."

During the House debate on Title I much attention was devoted to the question of *location* of mobile education services, that is, what services could or could not be provided on private school premises. The dispute was resolved and the legislative history determined by a formula read into the record repeatedly by Rep. Frank Thompson:

> Thus, public school boards could make available the services of such special personnel as guidance counsellors, speech therapists, remedial reading specialists, school social workers who would reach the nonpublic school children in the public schools or through public services in the nonpublic school buildings, or through mobile services, or through ETV, or through community centers, etc. But these special services would not be part of the regular instructional program of the teachers in history, English, mathematics and social studies. (*Cong. Record*, 89th Cong., 1st Sess., 1965, CXI, No. 54, p. 5792.)

Clarifying the four examples offered by Rep. Thompson, this Subcommittee added in its Report:

> It is anticipated, however, that public school teachers will be made available to *other than public school facilities*, only to provide specialized services which contribute particularly to meeting the special educational needs of educationally deprived children (*such as therapeutic remedial or welfare services*) and only where such specialized services are not normally provided by the nonpublic school. (*Senate Report* No. 146, p. 12. Emphasis added.)

This paragraph in the Report of this Subcommittee enables us to conclude that special educational services provided on parochial school premises will be of a "therapeutic, remedial or welfare" character. Therefore, we can reconcile the legislative intent and the General Board policy so long as these terms are applied. *We could not approve the provision of any "mobile educational services" on parochial school premises which did not bear some relation to these terms.*

What this means in practice, in our estimation, is that special educational services provided on parochial premises must be in essence a "rescue operation" designed to remedy the particular needs of children selected individually on the basis of those needs for specialized attention by public employees sent into the parochial school for that specific purpose. Such employees should not be sent in to provide curricular instruction or instruction of any kind for classes selected on an academic or any basis other than individual need setting the individual significantly apart and substantially below the norm for his age.

Title I plans announced for New York City include the provision of "art, library, music and health education" for private school children on private school premises. It is difficult to see how these can conceivably be described as "therapeutic, remedial or welfare" services. Even less likely is a provision for "clerical services" to be provided on private school premises! How are *clerical* services either *educational* or a service to *children* at all? How can a plan such as New York City's be approved under a clear legislative limitation such as that written by this Subcommittee?

The Office of Education has not made in its regulations the clear and explicit distinction between public and private premises which this Subcommittee and the other body made. There is a section in the Title I regulations (116.19d) dealing specifically with programs on private premises. It quotes verbatim the paragraph on location written by this Subcommittee except that it simply and completely omits the phrase "such as therapeutic, remedial and welfare" from that section. Surprisingly, those words appear instead in section 116.19a, which deals with participation by private school children on *both* public and private premises, thus seeming to restrict the possible scope of dual enrollment programs in public schools—if, indeed, the words serve as a limitation at all in their present use in the regulations. (See Appendix for details of this remarkable textual problem.)

The effect of the Office of Education's regulations seems to us to be to enlarge the benefits to be made available on private premises and to diminish the benefits available on public premises in a way which is not consistent with this Subcommittee's clear language on the subject of location. The result seems to be to permit, if not encourage, projects such as that in New York City, in which the parochial schools become the site for services that are not related to the "therapeutic, remedial and welfare" stipulation, and some that may not even be educational nor for the direct benefit of children.

We recognize that "therapeutic, remedial and welfare" are *illustrative* of "special educational services * * * designed to meet the special educational needs of educationally deprived children," but following the principle of *eiusdem generis*, we contend that any allowable services must be *similar* or *related* to those three terms.

MOBILE EDUCATIONAL EQUIPMENT

Another subject of debate on the floor of the House was the reference to "equipment" in the parenthetical list of examples of special educational services and arrangements "(such as dual enrollment, educational radio and television, and *mobile* educational services and *equipment*)." Although the Chairman of the House Subcommittee repeatedly explained that it was modified by the adjective "mobile" which occurs earlier in the phrase, there continued to be much confusion about just what "mobile equipment" might include. This confusion was apparently shared by the Office of Education, which added to the phrase another modifier, "portable":

> Mobile *or portable* equipment may be temporarily placed on private school premises for such period of time, within the life of the current project for which the equipment is intended to be used, as is necessary for the successful participation in that project by educationally deprived children enrolled in private schools, at the end of which time such equipment shall be removed from such premises. (Regulations, § 116.19[d]. Emphasis added.)

We find no use whatever of the word "portable" in the statute, the committee reports or the Congressional debates. "Mobile equipment" has normally meant for educators the book-mobile or lab-mobile which itinerates from school to school, parking in the vicinity of each for a day or a week and then moving on to the next. How can this concept be expanded to include equipment that must be transported onto private school premises?

Here again the child-benefit concept can be appealed to: children from all schools might be enabled by the local educational agency to borrow various items of equipment such as a basketball, a tape-recorder, or a microscope, although it would be rare for loan of the more expensive items to made to any but older and more responsible children. It is difficult to conceive of any public agency loaning to *children* a motion picture projector or a standard television receiver suitable for use in a classroom, let alone photocopying machines or larger equipment. Thus, if these major items of equipment were to be loaned for use in the private schools, they would be obviously be loans to *institutions* rather than to *children*, and thus incompatible with the child-benefit concept.

An exception might be for larger equipment needed in a "mobile educational service" legitimately provided on private school premises within the "therapeutic, remedial and welfare" category, and utilized by a public employee providing such services. In any event, we conclude that the genuineness of the "loan" of equipment depends upon its having a finite terminus, which in this case is the end of the project. Since projects are normally for one year, we conclude that the period of the loan is not beyond one year, though it might be renewed for an additional year if a similar project were approved for the same location.

A GENUINE LIBRARY PATTERN

A study of the state plans under Title II reveals that several states (Maine, Montana, Arizona, Rhode Island, New Jersey) are simply dividing their allotments on a proportionate basis between public and private schools, the private schools' "share" being spent by the state agency for library resources requested by private school administrators, which are then shipped directly by the publishers to the private school, where they become in effect part of the private school library. The State Education Department of Wisconsin refers to this arrangement as an "indefinite loan," and adds that it is "*technically* for the use of children and teachers."

This pattern seems to us to indicate a fictionalization of the child-benefit concept in order to build up parochial-school libraries at public expense—a result of doubtful constitutionality. It is very different from the public-library or central-depository arrangement under which the total population of children and teachers in a given community can share on an equal basis in the use of the complete range of library resources made available in that community by Title II funds. Such a library pattern is envisioned by the Report of this Subcommittee, and we welcome the preparations now being made by the Department of Health, Education and Welfare to implement it through the provision of 5% of funds for administrative costs at local as well as state level to finance a genuine *circulation* of the library resources obtained under Title II according to some accepted library pattern.

What are the essentials of a genuine library pattern? They would seem to be three:

1. Accessibility of all materials to all qualified borrowers in the community, entailing:
   a. Central cataloguing or an inventory list available to children and teacher at each school;
   b. Some public location to which the books are returned when the loan expires;
   c. Participation by public as well as private schools in the circulation of library resources.
2. The loans would be for a specified period of time, which ought not to exceed one year, at the end of which time it would be incumbent upon the borrower to return the book to its "home base" (rather than incumbent upon the public agency to recall it if not in use, as is now the case under present Office of Education rules).
3. Books may be *renewed* for additional periods of time *if not requested by other borrowers.*

We urge that these features of a genuine library pattern be recommended as normative for utilization of library resources under Title II, with the burden resting upon states or localities to justify departures from it. (The pattern for textbooks should follow that of a carefully-drawn textbook law such as Rhode Island's.)

SPECIFIC COMMENTS ON S. 3046

1. *Extension for One Year Rather than Four.*—The pattern of federal aid to elementary and secondary education shaped by the administration of this Act will be definitive for education programs of the future. For reasons outlined above, we fell that at least one aspect of the Act—the child-benefit feature under which children not enrolled in public schools may paricipate in the benefits of the Act—is not being adequately implemented.

Until it becomes evident that the legislative intent of Congress is being administered with greater fidelity, this Subcommittee should review the operation of the Act more frequently—annually, if possible. Otherwise, inappropriate patterns of administration become crystallized in practice and are as difficult to revise as PL874 seems to be.

2. *Increase of "Poverty Level" from $2000 to $3000.*—The inclusion in the benefits of Title I of children from families with an annual income up to $3000 rather than $2000 beginning in 1968 is designed to bring an additional 2.9 million children a better education. Since the General Board of the NCC has repeatedly expressed itself in favor of general federal aid to education, any expansion of specialized aid in the direction of broader benefits or more generalized aid would probably be welcomed by the General Board as moving in a desirable direction.

3. *Increased Appropriations.*—For similar reasons, the General Board would probably welcome increased appropriations for the several titles of the Act, including the doubling of the amount requested for Title III *provided the child benefit concept envisioned by Congress is clearly and firmly implemented,* so that children enrolled in other than public schools receive the full and precise benefits to which they are entitled under the Act.

4. *Inclusion of Indian Children.*—The National Council of Churches through actions of its General Board has recognized the educational needs of American Indian children, and has concluded that responsibility for education and certain other services rests in the Bureau of Indian Affairs, and "should guarantee that the customary governmental services shall be fully available to Indians without segregation or discrimination." The General Board has called for

continued and greatly expanded programs for the development of those social and economic skills that make possible normal adjustment to employment, and greatly expanded increased attention to programs for fundamental education and health education to be in harmony with accepted principles of education. Such expansion of educational programs demands increased appropriations.

5. *Inclusion of Migrant Children.*—The National Council of Churches' program with migratory farm workers reflects one of the oldest interdenominational expressions of concern in existence. Central to this involvement has been concern for the children of those families who follow the crops. This has been expressed by the General Board in actions calling for the protection of the children of the migratory workers by more effective enforcement of the Fair Labor Standards Act as amended in 1950 to make it compulsory for children under 16 years of age to attend school when schools are in session, and for improved educational facilities for migratory workers and their children. While isolated instances reflect some movement toward these objectives, a far greater and better-coordinated effort must be made by educators, communities, and federal and state governments.

6. *Revisions of Impacted Areas Programs.*—The General Board of the NCC has not adopted policies that can be clearly applied to the proposed changes in PL 874 and PL 815, so no comment can be made about them here.

7. *Provisions of Funds for Circulation of Library Resources.*—We welcome the continuation of 5% of state allotments under Title II and its availability at the local level to meet the costs of circulation of library resources.

CONCLUSION

This Subcommittee has made a wise, fair, and constitutional settlement of the church-state problem along the lines of the "child-benefit" concept suggested by the Supreme Court, and Congress has endorsed and adopted that settlement with the approval of a broad segment of American Society. It remains now only to explain that settlement clearly and to implement it carefully. There is no more important subject on which local communities need guidance. Certain things are left to their discretion; certain things are not. Yet the Guidelines and Regulations are often ambiguous or vague about what the Congressional settlement means for local communities—except on questions that no one is apt to raise or on which there is no controversy!

Reasonable men may dispute the applicability, validity and extent of the child-benefit concept, but the Supreme Court and now Congress have settled upon it as a means of reconciling the nonestablishment clause of the First Amendment with the equal protection clause of the Fourteenth. The General Board of the National Council of Churches has accepted and supported that important settlement, as have various other segments of American society. Last year Dr. Flemming expressed hope that the Elementary and Secondary Education Act of 1965 would be an "instrument of reconciliation" in the American educational and civil community, and so it can and should be. Its benefits can and should be extended and amplified, so long as the pattern of the settlement on which it was erected is preserved. We are receptive to any reasonable and realistic considerations affecting the application of that settlement in unusual situations, but we will not willingly consent to the erosion of that settlement or its replacement by a fiction. We look to Congress and the Executive branch for a fair and firm and accurate implementation of this important feature of this historic Act.

RESOLUTION ON FEDERAL AID TO EDUCATION, ADOPTED BY THE GENERAL BOARD OF THE NATIONAL COUNCIL OF CHURCHES OF CHRIST IN THE U.S.A., PORTLAND, OREG., FEBRUARY 26, 1965

The concern of the churches for the best educational opportunities for all children and youth stems directly from an understanding of the Christian faith and of Christian responsibility for one another's welfare.

For centuries before universal, free, tax-supported education became a fact the church was the inspirer and the actual agent of education. This was true both of what we call religious nurture and of what we know as secular instruction.

As public education became established in this nation, the concern of the people for all the children including those who were economically disadvantaged underlay the provision for general tax support. This concern sprang historically from the Christian ethic as understood by Puritan colonists. The local school district and in time the State educational authority became the responsibly constituted governmenal units.

Today in a modern technological society, equal and adequate educational opportunity cannot be assured for all children unless the full range of national resources is made available through a combination of local, state and federal financing. Vast disparities of taxable resources exist from state to state. It should be possible to find a just formula which will compensate for these disparities without precipitating regional rivalries which might prevent prompt action. It is in accord with both the best in democratic practice and our Christian concept of responsibility for our brothers and sisters—and their children—that the common good be pursued by common effort.

The General Board of the National Council of Churches has repeatedly expressed its support for public education and urged that federal aid be given to public schools throughout the nation. All children have a right to share in this aid through attendance at public schools. To the extent compatible with the religion clauses of the First Amendment and the sound principle of public control of public funds, those attending private and parochial schools should benefit from this aid.

DUAL SCHOOL ENROLLMENT

An effective and appropriate way in which children attending private and parochial schools may benefit from federal aid to public education is to make available to the children on a part-time basis the instruction and facilities of public schools, such as suggested in the General Boards policy statement supporting further experimentation with "Dual School Enrollment." This arrangement is a more acceptable mode of benefitting all children than arrangements under which payments from public funds would be made directly to private and parochial schools or parents.

SAFEGUARDS FOR NONPUBLIC SCHOOL AID

In any program of federal aid that makes benefits available to children in nonpublic schools, certain safeguards should be designed to make clear that it is *children* and not *schools* which receive the benefit, viz.:

1. That benefits intended for all children be determined and administered directly by public agencies responsible to the electorate;
2. That such benefits intended for all children not be conveyed in such a way that religious institutions acquire property or the services of personnel thereby;
3. That such benefits not be used directly or indirectly for the inculcation of religion or the teaching of sectarian doctrine; and
4. That there be no discrimination by race, religion, class, or national origin in the distribution of such benefits.

Since these distinctions are subtle, and the principles at stake important, adequate provision for judicial review should be included in any legislation on this subject.

APPENDIX

When the regulations for Titles I and II of Public Law 89–10 appeared in the *Federal Register* for September 15, 1965 ,there were serious departures from the legislative intent. Paragraph 116.19(a) in particular seemed to show confusion about the ways in which children enrolled in private schools might benefit under Title I. The Act stipulates:

> that, to the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate. (Title I, Section 205.[a], [2]

During the debate on the floor of the House, Rep. Frank Thompson read into the record a clarification of what was meant by "special educational services" as distinguished from "general educational assistance":

> Thus, public school boards could make available the services of such special personnel as guidance counsellors, speech therapists, remedial reading specialists, school social workers who would reach the non public school children in the public schools or through public services in the nonpublic school buildings, or through mobile services, or through ETV, or through community centers, etc. But these special services would not be part of the regular instructional program of the non-public schools. Thus, nonpublic schools could not get general classroom teachers in history, English,

mathematics and social studies. (*Cong. Record*, 89th Congress., 1st sess., 1965, CXI, No. 54, p. 5792)

This formula resolved a critical dispute on the floor of the House and apparently relieved the anxieties of a number of members who were concerned lest direct aid be given to church-related schools.

The Senate Subcommittee on Education added a further clarification:

> It is anticipated, however, that public school teachers will be made available to other than public school facilities *only* to provide specialized services which contribute particularly to meeting the special educational needs of educationally deprived children (*such as therapeutic, remedial or welfare services*) and only where such specialized services are not normally provided by the non-public school. (*Senate Report* No. 146, p. 12. Emphasis added.)

At the time the Act was passed, this seemed a fairly clear and acceptable legislative history meaning that (under arrangements to be determined by the local school board) children enrolled in non-public schools could share in the benefits of Title I to the extent that they were educationally deprived. They might go to the public school under *dual enrollment* provisions and there participate in any classes aided by Title I funds (whether special or general instruction). But if some services were to be made available on the premises of church-related schools, certain restrictions were to apply, viz., that such services were to be *special* (specifically *therapeutic, remedial or welfare*) rather than general in character.

It was therefore surprising to discover in the *Federal Register* (September 15, 1965, p. 11813) that the Office of Education had applied the restriction of "special (therapeutic, remedial and welfare)" to *dual enrollment programs in public schools* as well as to mobile services on private school premises! This would have the effect of excluding children enrolled in private schools from classes in general subjects in public schools in which they might otherwise participate under a dual enrollment arrangement. We wrote to the then-Commissioner of Education, the Hon. Francis Keppel, pointing out this discrepancy:

Hon. Francis Keppel,
Commissioner of Education,
U.S. Office of Education,
Washington, D.C.

Dear Sir: It has come to our attention that the regulations governing financial assistance to elementary and secondary education under Titles 1 and 2 of Public Law 89–10 (*Federal Register*, Vol. 30, No. 178, Part II, Sept. 15, 1965) contain what seems to be an inadvertent departure from the Congressional intent which the drafters were clearly attempting to apply.

The passage in question reads as follows:

> § 116.19(a) To the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, the local educational agency must make provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate. *The specialized educational services and arrangements are those which are designed to meet the special educational needs of educationally deprived children (such as therapeutic, remedial or welfare services.)*

The latter sentence would appear to have the effect of limiting participation in dual enrollment programs at public schools by children enrolled in private schools to "therapeutic, remedial or welfare services", thus excluding them from general curricular subjects such as English, mathematics, etc.

Judging by the context in the Senate Report from which the underlined language above is taken, it may be contended that the Senate Committee wished to make clear an important distinction between programs on *public* premises and those on *private* premises, and that the restriction of "therapeutic, remedial, or welfare services" applies only to the *latter*. The regulations as quoted seem to apply it to both public and private premises * * *.

The appropriate use of the "therapeutic, remedial or welfare limitation would seem to be in § 116.19(*d*), dealing with programs on *private* premises:

> (d) Public school personnel may be made available to other than public school facilities only to provide specialized services which the local educational agency determines are designed to meet the special educational needs of educationally deprived children, and only where such specialized services

are not normally provided by the non-public school. (*Federal Register*, loc. cit. The carat indicates the point at which the limitation appears in the Senate report).

The displacement of a few words might seem to be a small and technical matter if it did not have the potential effect of excluding thousands of children from the general curricular subjects in which they would otherwise be entitled to participate if held in public schools under the dual enrollment arrangement.

We have been concerned that public resources under the Elementary and Secondary Education Act not be disbursed to non-public *schools*, but we are equally concerned that all *children* have the full benefits to which they are entitled under that Act. We trust that any inadvertent exclusion of private school pupils from general subjects taught in public schools can be corrected at the earliest opportunity.

Yours sincerely,

DEAN M. KELLEY,
Commission on Religious Liberty.
BLAINE FISTER,
Commission on Church and Public Education.

Commissioner Keppel replied:

> The regulations are now undergoing some revisions based upon recent amendatory legislation and initial operating experience. Therefore, your comment is most timely and will be referred to legal counsel for appropriate consideration. While attempting to deal judiciously with the administration of programs on private premises we did not intend to place the same restrictions upon the participation of private school children in dual enrollment activities. (Letter, Nov. 9, 1965)

On December 16, 1965, we received a draft revision of the regulations in which the last sentences of § 116.19(a) were changed to read:

> The special educational services and arrangements are those which are designed to meet the special educational needs of educationally deprived children (such as therapeutic, remedial, or welfare services). These could include broadened health services, school breakfasts for poor children, and guidance and counselling services, as well as, *in the case of programs conducted on public school premises*, special educational programs per se. (Draft of November 30, 1965)

While this seemed a very roundabout way of making the obvious correction, we felt it was at least an improvement. So it was distressing to find the actual amendment as it appeared in the *Federal Register* of March 11, 1966, as follows:

> The special educational services and arrangements are those which are designed to meet the special educational needs of educationally deprived children. These could include therapeutic, remedial, or welfare services, broadened health services, school breakfasts for poor children, and guidance and counselling services, as well as other special educational services and arrangements designed to meet the special educational needs of educationally deprived children. (*Federal Register*, Mar. 11, p. 4300)

The effect of this convoluted circumlocution is still to restrict unduly the range of possible dual enrollment programs in public schools in which children enrolled in private schools may participate! It would seem to be an elaborate avoidance of the obvious solution, which would be to place the "remedial, therapeutic or welfare" limitation where it belongs—in the same sentence in which it occurs in the Senate Report where that sentence is quoted in § 116.19(*d*), applying only to programs in other than public school facilities.

PREPARED STATEMENT OF AMERICANS UNITED FOR SEPARATION OF CHURCH AND STATE ON SHARED-TIME

THE TRUTH ABOUT SHARED TIME

(Glenn L. Archer)

As a lawyer, educator, public school man, and one of the nation's leading exponents of the principle of church-state separation, Glenn L. Archer is eminently qualified to speak on the subject of shared-time.

Mr. Archer is the former Dean of the Washburn University Law School, Topeka, Kansas. He has also served as a Public School Su-

perintendent in Kansas, as the Director of Public Relations and a member of the Textbook Commission of the Kansas State Teachers Association, and as a member of the Kansas State Board of Education. In 1942–43, Mr. Archer was on the staff of the National Education Association in Washington, D.C. as Associate Director of the Legislative and Federal Relations Division.

For the past 19 years, Mr. Archer has been the Executive Director of Americans United for Separation of Church and State, 1633 Mass. Ave. N.W., Washington, D.C.—a national organization having as its only concern the upholding of the principle of church-state separation.

Shared-time, or dual enrollment as it is sometimes called, is a cooperative arrangement between a parochial and a public school, whereby parochial school pupils are allowed to attend a public school, or public school pupils are allowed to attend a parochial school, on a part-time basis, and receive instruction in certain subjects.

The public school subjects chosen for the shared-time arrangements are those which are devoid of ideological content—such as chemistry, physics, mathematics, home economics, manual arts, gymnasium, foreign languages, mechanical drawing, typing and various business and vocational subjects—most of which involve the use of expensive equipment and facilities. The subjects which the parochial schools reserve for themselves are the courses dealing with basic social values and attitude formation, such as history, literature, social studies, political science, the humanities, religion, English, civics (government) and usually art.

Stimulated by Federal aid given under title I of Public Law 89–10

Shared-time is not a recent innovation. About 300 public school districts were reported by the National Education Association to have been making limited use of the plan by 1963, and half of these programs had been in operation for more than ten years. Interest in shared-time has been greatly stimulated by the passage of the Federal Elementary and Secondary Education Act of 1965, which, under Title I, provides for the expenditure of federal funds to finance dual enrollment and other programs.

Because shared-time is likely to burgeon rapidly and efforts will almost certainly be made to introduce it into many communities, there is an urgent need that educators and citizens throughout the country be apprised of the dangers which such programs pose to our American system of free public education. The fact that there is a curious muffling of discussion about shared-time and a widespread attempt to skirt the facts and avoid mention of the real issues involved makes a frank and full appraisal of these issues all the more necessary.

Most publications on shared-time refer to it throughout as an arrangement between "public and non-public" or "public and private schools." This conveys the truth, but not the whole truth, for the non-public and private schools involved are not merely "non-public" and "private." If they were, there would be no church-state issue at all. They are sectarian religious schools, and to pass over this fact is to cavalierly ignore the most important objection to the shared-time program.

The whole matter is being treated as though it were simply a question of whether a child may attend a public school on a part-time basis. No wonder many fail to see that there is any church-state issue involved. Presented in these terms, there may be none. But this presentation is erroneous and deceptive, for shared-time as it is being implemented across the nation involves far more than this. In this discussion, we are dealing with shared-time not merely as an abstract theory, but as it is actually being practiced in the majority of cases.

The observations made here about shared-time arrangements are drawn from a careful study of reports, articles and materials published by the U.S. Government and by private agencies and individuals. Great reliance has been placed upon the major study of shared-time which has been made in this country, the results of which have been published as a report by the Office of Education of the U.S. Department of Health, Education and Welfare, under the title, *Dual Enrollment in public and Nonpublic Schools* (OE–24014–1965). For this report, representative shared-time programs in nine communities in five states were studied by teams of investigators sent out by the U.S. Office of Education. Those communities were Allegheny County, Pa., Cabell County, W. Va., Cherry Hill, Mich., Flint, Mich., Hartford, Conn., Kearsley Community School District,

Mich., Kimberley, Wis., Pittsburgh, Pa., and the Warren Consolidated School District, Mich.

Opposition widespread

Strong voices of opposition to shared-time have been raised by many who recognize that the principle of church-state separation is the basis of both our religious liberty and our system of free public education. The majority of public school teachers and administrators oppose shared-time programs. (NEA Journal, Dec., 1964; p. 49, and 1965 Opinion Poll of the American Association of School Administrators.) In New York State the legal officer of the State Department of Education has ruled out shared-time as "unconstitutional aid to a religious school." The State Superintendent of public instruction in Iowa has declared shared-time to be illegal in his state. The same decision has been made in the courts of Missouri. (The case is now on appeal).

The gist of the oppoistion to shared-time is well summed up in the statement of Dr. Walter A. Anderson, Dean of the School of Education, New York University, and President of the American Association of Colleges for Teacher Education:

"Shared-time, as I see it, is a plausible and disarming proposal to use public tax funds for sectarian and parochial education. It would seem to be the least objectionable plan yet proposed, but in my judgment it should not be introduced anywhere, and should be discontinued where it already is in effect * * *. The ultimate consquences of shared-time would be a weakening of church-state separation and a consequent weakening of the public schools with what could well be fatal consequences." (*NEA Journal*, March 164; pps. 28–30.)

Those who believe in our public schools, in religious freedom, and in church-state separation should oppose shared-time in their communities and see that, in the words of Dr. Anderson, "it is discontinued where it is already in effect." They should do so for the following reasons:

I. *Shared-time violates the principle of church-state separation by uniting the church and the state in a joint educational endeavor.*—Shared-time calls for a synchronizing of the public and parochial school systems, and necessarily brings about a degree of correlation and integration of their curricula, administration, and operating procedures. The protagonists of shared-time do not deny this. In fact, they advocate it. The Protestant journal, *Christianity and Crisis* (March 8, 1965, p. 31) in speaking of shared-time, calls for * * * "An explicit and purposive meshing of private and public efforts in schooling."

In shared-time programs, the arrangements for the enrollment of the parochial school students in the public school are made by the parochial school authorities, rather than by the pupils or their parents. Grades and attendance records pertaining to the pupils are forwarded to the parochial school rather than to the pupils or to their parents. The whole operation is conducted between the public school and the parochial school and/or the church of which the parochial school is an integral part, rather than between the public school and the individual pupil and his parents. This is a most important point because it establishes that the dominant relationship in the shared-time program is a relationship between the public school and a sectarian body, rather than between a public school and a pupil or his parents. It was precisely on this ground that the United States Supreme Court barred classroom arrangements in the Champaign, Ill., case. (*McCollum* v. *Board of Education*). Shared-time is a cooperative program conducted by and between a public school and a church institution. The National Council of Churches publication "*Dual Enrollment or Shared Time—What are They*" (p. 9), says

"Shared-time therefore is an administrative agreement between public school officials and religious groups".

The real question, therefore, is not whether the individual pupil has a right to enjoy the advantages of the public school on a part-time basis, which few would deny, but whether the public school has the right to enter into a partnership, and a cooperative and coordinated relationship with a church, which all who believe in church-state separation must deny.

The public school may properly enter into a relationship with a student and with his parents for the training of a child on either a full-time or a part-time basis, but it may not properly enter into a relationship with a church in regard to a child, nor correlate itself in any way with a church, in regard to part-time students any more than it may do so in regard to full-time students.

Four of the six essential conditions for a successful dual enrollment program given by the HEW study (*Dual Enrollment*, p. 7) as being most often mentioned by those now participating in the administration of such programs, emphasize that shared-time is a program conducted by and between institutions, rather than by and between a public school and a child. The fact that one of these institutions is an arm of the church and the other is an arm of the state, makes this program unacceptable. These four essential conditions, as listed in the U.S. Government study (*Dual Enrollment*, p. 7) are: (Remarks in parenthesis ours.)

1. *A local climate favorable to negotiation and cooperation.* (The pertinent question here is "negotiation and cooperation between whom?" Schools don't "negotiate" or "cooperate" with children.)

2. *Flexibility of administrative staffs in establishing new administrative procedures and operating patterns.* (Note that the word "staffs" is plural. The staff of the public school must be "flexible" enough to adapt itself to the church body's procedures.)

3. *Maintenance of the prerogatives and identity of participating schools.* (Sectarian schools have no prerogatives in the public school, and their identity must, above all things, be obliterated in the public institution, if church-state separation is to be preserved.)

4. *Reasonable proximity of participating schools.* (Note that it is the schools that are mentioned as participating—not the pupils. This means that communities where shared-time is envisioned as a desired program for the future should seek to build any new public schools as close to those churches which operate parochial schools as possible, and vice versa.) This is being urged, and is actually being done right now. "The practical difficulty of shuttling students between two schools could be minimized if a public high school and a church high school were built on adjacent tracts." "A Way Out of Our Parochial-Public School Conflict" (*Look*, Aug. 28, 1962, pp. 54–62).

Shared-time, then, to be successful, requires an intermeshing of the activities of the public school with those of the sectarian school, and a coordination of the administrations of the denominational and the public body, contrary to both the letter and the spirit of Constitutional provisions providing for church-state separation. According to the U.S. Supreme Court, the First Amendment to the Constitution means that:

"Neither a State nor the Federal Government, can openly or secretly, participate in the affairs of any religious organizations or groups or vice versa." (*Everson*, 330: U.S. 1, 1947)

But shared-time calls for a measure of participation by the sectarian authorities in the public school's affairs, and a measure of participation by the public authorities in the church body's affairs.

In the words of the Superintendent of the Warren, Michigan, Consolidated School District, which has a shared-time program:

"The effectiveness of shared-time between a parochial and public school depends upon a very cooperative understanding and supportive relationship between the principals of the schools involved. Each must be enthusiastic about and support his own program as well as the program of the other school. This will require frequent meetings between the principals involved, to clarify policy, philosophy, methods and procedures for attendance, marking, transfers of students, truancy, etc. This close liaison should exist between counsellors and even faculty insofar as possible in order to provide the best possible program of education for the children of the district * * *." (*Dual Enrollment*, p. 70)

Note that it is stipulated that the public school authorities "must be enthusiastic about and support" the program of the sectarian school, and that the shared-time program, to be effective, calls for the authorities of each institution to enter into a "supportive" relationship with the other.

Mr. Arthur L. Harris, Associate Commissioner of the U.S. Bureau of Elementary and Secondary Education in testimony before the General Subcommittee on Education of the Committee on Education and Labor on March 9, 1966, said:

"The new relationship between private and public schools that the Elementary and Secondary Education Act promised is being built. Private and public educators who met only at occasional Conferences now sit down and plan programs, often on a weekly basis."

Why is this relationship between state institutions and church institutions new?

Why hasn't it always been in effect? The answer is that in the past the conscientious observance of the principle of church-state separation by our public officials has prevented such a relationship. This "new relationship between private and public schools" is actually a new relationship between the public schools and a church, because the private schools involved are really parochial schools, and the parochial school is a church operating as a school in exactly the same manner as a Sunday School is a church operating as a school. The parochial school is not merely "church related." It is the church itself engaging in one of its most important activities. It is a place of worship and of sectarian indoctrination, clerically owned and controlled, operated for religious ends and purposes and having as a primary aim the inculcating of obedience to ecclesiastical authority. The parochial school is the church operating in the realm of education. For this reason the public school may not properly enter into this "new relationship" now anymore than it could have done so in years gone by.

In America we have a wall of separation between church and state and the public school is prohibited from entering into any kind of an alliance or partnership with a church in the field of education or in any other field.

II. *Shared-time violates the principle of church state separation by allowing a church to use the public school system to its own advantage and for its own ends and purposes.*—In so doing the church converts the public school system into something that it was never intended to be—a vocational and technical training auxiliary of the parochial school, with a radically reduced and changed function from that of a primary to that of a supplementary and secondary source of instruction.

Just as the parochial school is an extension of a church and is a church operating on the educational level, so the public school under shared-time becomes a *de facto* adjunct of the Church school and therefore of the church of which it is an integral part. In certain respects it can be said to become not only a subsidiary of the parochial school, but a subsidiary possessing a role of inferior importance in training the child, supplying only those elements to the educational process which are devoid of "value" content, or which the parochial school for one reason or another does not wish to supply.

Such a coalescing of the public school with sectarian indoctrinational efforts and institutions is an injustice to the public school system and all who are a part of it. The integrity, independence and status of the public school system are dealt an irreparable blow when it is permitted to become an inferior adjunct to a clerically controlled system of religious instruction.

Dr. Carl Bangs, of the St. Paul School of Theology, in Kansas City, Missouri, in testifying before the Missouri Senate Education Committee, March 15, 1966, said in regard to a proposed bill allowing shared-time arrangements in that state:

"This bill opens the door to a new philosophy of public education in which the public schools are to provide vocational training to all, but academic training only for those who do not attend parochial or private schools. This will . . . turn an increasing portion of the public school program to vocational training, with the academic subjects becoming an increasingly minor concern . . . The private and parochial schools, in the meantime, will be free to put the bulk of their budgets into the academic areas. When these two tendencies run to their inevitable ends, it will be only the parochial and private schools which can give proper attention to the academic disciplines. Students desiring the best will thus be under pressure to leave the public schools for the parochial and private schools, and the students who cannot financially make the change will be left at a disadvantage."

It is noteworthy that one of the foremost protagonists of the shared-time concept, Dr. Harry L. Stearns, (former superintendent of schools, Englewood, N.J., now director of the educational program of the Board of National Missions of the United Presbyterian Church, U.S.A.), has frankly said:

"The public school must become increasingly a service institution, standing ready to insure that a complete and adequate schooling is available for every child, and cooperating in space and schedule arrangements with churches that wish to perform some of the educative process in their own schools." (*Shared-time: A Proposal for the Education of Children.* "Religious Education," Jan.–Feb., 1962 pp. 5–10)

To this it can only be replied that the public schools always have been and are now service institutions for pupils, for parents, and for the whole community.

What is required, in shared-time, is that they become service institutions for churches, and primarily for one church, rather than for the community at large.

Dr. Stearns correctly presents shared-time as a program of public school cooperation with churches. The concept that the public school should be a "service institution", which means a "servant institution," for a church, supplying whatever part of the education of the child the clergy of that church does not desire to give, harkens back to pre-Constitutional times. The function of the public school as a melting pot, as the creator of a cohesive society, as an instiller of deep loyalty to our country and system of government and to democratic values, are abridged and negated by the new arrangement.

III. *Shared-time violates the principle of church-state separation by providing state aid and support for a church.*—The U.S. Supreme Court has repeatedly declared that:

"No tax in any amount, large or small, can be levied to support any religious activities or institutions, whatever they may be called, or whatever form they may adopt to teach or practice religion." (330" U.S. 1, 1947)

Yet shared-time unquestionably assists the parochial school and therefore the church of which that school is an extension in many important ways. This fact is frankly admitted by all. The parochial school authorities who are involved in shared-time programs themselves frequently stress that it has the following advantages for their schools: (*Dual Enrollment*, p. 7)

"It reduces the costs of operating parochial schools."

"It facilitates the establishment of new parochial schools."

"It makes possible the lowering of tuition for parochial schools."

Shared-time relieves the parochial school of the enormous expense of purchasing the equipment and maintaining the teaching staff necessary for the offering of those courses which its students take in the public school. The superintendent of Catholic schools in Cheboygan, Michigan, has said:

"If we did not have this program, we would not be running a Catholic high school in Cheboygan." (Watkin, Edward. "The Shared-Time Experiment" *Saturday Review* 47: 69 & 80, Feb. 15, 1964)

The Research Division of the National Education Association has reported.

Many Catholic authorities welcome shared-time. They say that if the public schools provide the laboratories and other technical and scientific facilities and teachers and classrooms, which are expensive, they can concentrate on fewer subjects, and handle a larger enrollment." (Research Report 1964 R–10; p. 15)

In easing the financial burden of the parochial schools, shared-time programs enable them to expand their program of sectarian instruction. Under shared-time, parochial schools indirectly draw aid from public funds, and the taxpayers are thus forced to contribute indirectly to the support of the teaching of sectarian doctrines to which they may be vehemently opposed.

Professor Philip B. Kurland of the University of Chicago Law School, one of the nation's leading authorities on Constitution Law, has declared:

"Shared-time plans for public and parochial schools are unconstitutional because most of them have as their objective the relieving of the financial burden of the parochial schools."

Kurland said the First Amendment of the U.S. Constitution prohibits: "programs that have no rationale except benefit for church schools". (Speech at University of Wyoming, March 23, 1966)

Shared-time arrangements have been ruled-out in the state of New York precisely for this reason.

At Dr. Arthur S. Flemming, former U.S. Secretary of Health, Education, and Welfare stated in *Good Housekeeping*, Feb. 1963, pp. 48–52:

"Under shared-time programs the private schools would be provided with significant financial relief without direct government aid."

The important words here are "without *direct* government aid." No one denies that shared-time affords important indirect financial assistance to parochial schools and the courts have consistently held that what cannot properly be done directly cannot, with any more propriety, be done indirectly. Said U.S. Supreme Court Justice Douglas in the 1963 Schempp ruling:

"Financing a church either in its strictly religious activities or in its other activities is equally unconstitutional, as I understand the Establishment Clause. Budgets for one activity may be technically separable from budgets for others. But the institution is an inseparable whole, a living organism, which is strengthened in any department by contributions from other than its own members. * * *

What may not be done directly may not be done indirectly lest the Establishment Clause become a mockery."

Leo Adolph, attorney and authority on church-state matters in New York has well stated:

"The child attending the religiously segregated school has the same right to attend the public school. But if he elects to secede from the public school he has no right to partially secede. Although the law guarantees the right of the religious child to withdraw from the public school, the same constitution forbids the state to give, or aid him in securing, the religious indoctrination he desires.

"Shared-time is an indirect, if not a direct, support of religious indoctrination. It has the avowed purpose of promoting the growth of a competitive school system."

The U.S. Government report on Shared-time indicates that it is the financial aid extended to the parochial school system by shared-time that has drawn Roman Catholic endorsement of such programs. It even cites instances where the Roman Catholic Church has built new schools with the funds released to them by shared-time. The report states:

"The outstanding economic benefit of dual enrollment cited by Roman Catholic school officials was that it eased for them the increasing costs which have affected both public and nonpublic schools * * *. With a dual enrollment program, a nonpublic school can keep its per-pupil expenses lower than would be possible in a school program with a full curriculum, chiefly through a reduction or elimination of staff positions, a curtailment of construction of some classroom space, and a reduction in the amount of equipment and classroom supplies purchased.

"A second advantage cited was that dual enrollment, by releasing some nonpublic school funds previously used to finance such instruction as science and mathematics encouraged the establishment of new nonpublic schools. In Kearsley (Michigan) for example, a Roman Catholic parish was able to establish a new high school because the school could be based entirely on a dual enrollment approach. In another community (Warren) parish school officials proposed to build a high school if it could be exclusively a dual enrollment school—the public school providing instruction in subjects such as science, art, music, technical and vocational education, homemaking, and physical education, which require expensive specialized school facilities and equipment, and the nonpublic school providing instruction in subjects such as social studies, English, and religion.: (*Dual Enrollment* p. 78)

Shared-time enables the parochial school to broaden the use of its facilities and so accommodate many more students. Obviously a parochial school using the same facilities can train twice as many half-time students as it can full-time students.

Shared-time frees the parochial school of the burden of teaching non-ideological courses, and enables it to specialize—to concentrate entirely upon the value and attitude moulding courses—the "idea courses"—which are the most vital and important part of any system of education. The training in the subjects they do teach can be made more efficient as they are relieved of the necessity of giving any training at all in subjects that they do not wish to offer.

If shared-time comes more and more into usage, the public schools will decline in numbers, status and efficiency, while the parochial schools will proliferate and gain in prestige.

IV. *Shared-time violates the principle of church-state separation by fostering religious segregation in the public school system.*—In shared-time arrangements, the religiously segregated parochial school students come to the public schools not as individuals but in blocks, often taking over whole classrooms. Generally, they are not integrated into the public school system, but retain both their parochial school identity and their parochial school loyalty. They enroll and attend classes in the public facility not as individual pupils but as members of a particular religious communion. Their primary enrollment remains in the sectarian institution. Whatever distinctive clothing they are wearing as students of the parochial school, they usually continue to wear in the public school.

The parochial school student is still considered to be, to a certain extent, under the authority of the parochial school even while he is enrolled in the public school. The U.S. Office of Education study states:

"Frequently mentioned by public school officials, parents, and pupils as a disadvantage (of dual enrollment) was that the participation of dually enrolled pupils in public school extra-curricular activities was restricted or curtailed be-

cause of scheduling problems or the policies of the participating schools." (*Dual Enrollment*, p. 7)

In other words, if the parochial school allows its pupils to participate in the public school's extracurricular activities, they do so. If not—then they are denied that privilege.

The American community has a secular unity that transcends deep-seated and manifold religious differences. This unity is the source of much of America's strength and prosperity. The American community supports a secular school system in which children of all kinds of varied religious backgrounds and creedal commitments are mingled. Their sectarian identities, as well as those of their teachers and administrators, are not even recorded because they are irrelevant, and must remain irrelevant in such a system.

When this situation is changed, as it is in shared-time, and students enter the public school as members of a religious block, the student body is fragmented and divided along sectarian lines, and a consciousness of the sectarian identity of both students and teachers is inevitably projected. This fragmentation of the public school student body will, in the long run, make for less efficient and more costly instruction, less equality of educational opportunity, and for a society enclaved along sectarian lines.

It is of paramount importance that the strict religious neutrality of the community school be maintained. In the words of Justice Brennan of the U.S. Supreme Court, in a concurring opinion in the case of *Abington* v. *Schempp* (374 U.S. 203; 1963)

"The public schools are supported entirely in most communities by public funds—funds exacted not only from parents, nor alone from those who hold particular religious views, nor indeed from those who subscribe to any creed at all. It is implicit in the history and character of American public education that the public schools serve a uniquely *public* function: the training of American citizens in an atmosphere free of parochial, devisive, or separate influences of any sort—an atmosphere in which children may assimilate a heritage common to all American groups and religions * * *. This is a heritage neither theistic nor atheistic, but simply civic and patriotic * * *."

The public school, of all places, must be shielded from any possibility of sectarian or ecclesiastical influences or pressures, whether overt or covert. Here, if anywhere, the "wall of separation" must be kept high and strong.

Certainly in all cases and under whatever arrangement, every pupil enrolled in the public school must be treated as an individual, and not in any way as a member of a religious body. He must be fully integrated into the student body. His sectarian affiliation must be omitted from all records kept by the public schools. That he attends a certain parochial school must be of no more concern and no more a matter of record than that he attends a certain Sunday school.

Because shared-time constitutes tax support of a kind of religious segregation in a public institution, it is unacceptable. Religious segregation in a public school is no less admissible than racial segregation, because religious segregation is inadmissible on the same Constitutional grounds as racial segregation, and in addition, is forbidden by the First Amendment to the Constitution.

V. *Shared-time violates the principle of church-state separation by granting preferential treatment to one religion and to one church, and by discriminating against all others.*—The shared-time program was never conceived as being for the whole American religious community, and indeed it could not be until every Protestant and Jewish group established its own weekday schools in order to participate. Shared-time arrangements were introduced into the Federal Elementary and Secondary Act of 1965 in order to make that legislation acceptable to Roman Catholic leaders, and for that reason alone. The Office of Education has, from names submitted by the National Catholic Welfare Conference, employed a Roman Catholic consultant, Mr. Giacoma Cicco, for these programs. (T.C.S. Monitor—2/4/66) How many other of the 265 religious groups in America have official representatives in the pay of the government as advisors? None, that we know of.

As of the writing, we have been unable to find a single case of a shared-time program between a public school and any other religious group than the Roman Catholic. It would be wrong for the State to pass a law which aided all churches. It is doubly wrong for it to pass a law which aids and accommodates really only one church, because to the evil of the violation of the principle of church-separation is added the evil of the preferential treatment of one sect and discrimination against all others by the state.

Shared-time discriminates against those churches which do not operate parochial school systems, and against those which are too small or poor, or too far removed from the public school, to operate such a school, and gives preferential treatment to those which do operate parochial schools, and which have the wealth, numbers and location necessary to such a program. There is not the remotest possibility that there will or can ever be participation by all, or even by the majority of the religious groups in the country in shared-time, so that it will truly be a community program.

The truth is that no public school could even contemplate entering into shared-time arrangements with *all* religious groups, with each church deciding how much or how little of the public school offering it wanted, and hundreds of students entering for some parts and only a few for other parts of the program, and with Catholic, Protestant, and Jewish groups each having their seeparate religious holidays and schedules to be considered. As all reports show, the public school often has great difficulty in accommodating itself to the demands of just one church. Imagine what the difficulties would be if there were 40 churches demanding participation. What the public school, which is supported by the taxes of the members of all the churches in community, cannot and does not intend to do for all churches, it should not and must not do for one church.

The United States Supreme Court has said that, according to the Constitution:

"Neither a state nor the Federal Government . . . can pass laws which aid one religion, aid all religions, or prefer one religion over another." (*Everson vs. Board of Education*, 330, U.S. 1, 15–16, 1947)

Since the state may not "prefer one religion over another" and since shared-time does in practice grant preferential treatment to one church, it follows that the state may not rightfully engage in such programs.

VI. *Shared-time violates the principle of church-state separation by encouraging the enrollment of students in parochial schools.*—More than half of the Catholic elementary and secondary school students in the U.S. attend public schools. (*America*, Jan. 9. 1965, p. 34) The parents of many of these students would send them to parochial schools if either the tuition at those schools was reduced or, if their children could receive the same quality training in vocational and technical subjects as they obtain at the public schools.

Under shared-time both of these disadvantages are overcome, and the parochial school is given a mobility and versatility, a freedom of choice and an opportunity to specialize not possessed by the public school, and is granted many other distinct advantages over the public school. All of this will help these schools to make themselves more attractive to students now in attendance at public schools.

Parochial school authorities are quoted as stating that shared-time arrangements in their communities—

"lightened the teaching load for some teachers in the parochial school, either through reduced class size or through increased time for preparation during free periods; increased the number and types of courses available to children enrolled in nonpublic schools; allowed teachers from religious orders to specialize in teaching religiously oriented courses." (*Dual Enrollment*, p. 77)

Since the state cannot rightfully encourage any person to go to church or to remain away from church, or to participate in any kind of religious training, and since a shared-time program does constitute encouragement by the state to students to attend schools providing indoctrination in their faith, it follows that shared-time programs cannot constitutionally be entered into by the state.

VII. *Shared-time breaches the wall of separation between church and state in many other ways.*—There is hardly a category of violation of the principle of church-state separation which is not fostered and encouraged by shared-time arrangements.

Who, in each local community will decide which churches are eligible and which are not eligible to use the public schools as adjuncts of their own training programs? Will standards be set which are really fair, and which will not discriminate against the smaller, poorer churches in the community? In the strictness or laxity with which such standards are enforced, will not great leeway be given for the possibility of preferential treatment for some?

Who will pay for the busing of students from the parochial school to the public school and back again—or of the parochial school students from their homes to school and back again? The U.S. Department of Health, Education, and Welfare's booklet *School Programs for Educationally Deprived Children*—

Basic Facts for School Administrators, (1965) indicates that the state is to furnish such transportation. (p. 12)

Will priests and nuns in garb accompany the parochial school students to the public schools, and remain on the campus while the parochial students are there? If so, public school pupils and teachers will quite likely see more of these religious functionaries than they do those of their own churches.

Will the teachers and administrators of the public and parochial schools collaborate on and synchronize schedules, textbooks, grading systems and course-content, and cooperate in regard to individual and collective student problems which they face in common, whether those problems be disciplinary, moral, or academic in character? Of course they will; and they must do so if the shared-time program is to be a success.

In such collaboration, will not the entire teaching and administrative staff of the public school be forced by the state to enter into a working relationship with the clergy and religious of the Roman Catholic church—missioners who admittedly have one primary aim in life, the growth of their church and the propagation of its doctrinal viewpoint? What right has the state to compel public school personnel to enter into a liaison with the Roman Catholic or any other church in this fashion?

Is it not inevitable that in any such arrangements, subtle pressures will be brought to bear to try to bring the public and parochial school systems into conformity and harmony with each other? Will not such attempts to harmonize the two systems extend into the areas of cultural values and social concepts, to basic philosophy and even to the compatibility of the personalities and viewpoints of the two sets of faculties and administrators—all in the name of the well-being of the child (child-benefit), and felicitous community relationships? Is it not conceivable that the ceremonial and dietary observances of the church which operates the parochial school will gradually come to be adopted by the public school so that finally, it would not be surprising if the public school would start serving fish on Friday in its cafeteria, just as does the parochial school? In fact, this is already happening—even in some public schools that do not have shared-time programs.

Many Protestant churches teach that it is sinful for one to refer to anyone but God as a spiritual "Father." Just how long could a person having the religious conviction that one should not call a priest "Father" teach a class of Roman Catholic parochial school students, or deal with the Roman Catholic clergy which runs the parochial school? It is obviously very wrong for the members of such churches to be discriminated against, as teachers or administrators, because they have strong convictions along these lines. Such a matter has no right to intrude itself into the public school which belongs equally to all—Protestants, Catholics, Jews and unbelievers. But it will do so under shared-time. Both in this and in many other instances, there will therefore be a sort of unofficial religious test of the public school personnel who deal with the parochial school authorities and their students.

Parochial school authorities should be granted no opportunity to exert influence or pressure on the public schools in regard to curriculum, text-books, methods, personnel, or any other matter. Yet, under shared-time they will continually be granted such opportunity, and who can blame them if they see it as their sacred duty to do everything possible to make the public school conform to the viewpoint which they consider to be correct?

In practice, they do so. For example: The U.S. Office of Education reports that in Cherry Hill, Michigan:

"The pastor of Holy Rosary expressed concern over the selection of public school textbooks for dually enrolled pupils, and as a result, nonpublic school teachers were invited to sit in on discussions of the selection of textbooks."

(*Dual Enrollment*, p. 39)

Government studies definitely show that once liaison between the church and the public school is established, there is no reason to suppose that it will confine itself to matters pertaining specifically to the dual enrollment program. It is reported that in Kimberley, Wisconsin:

"Contacts between the schools were informal, and were concerned with educational matters of mutual concern, not limited to dual enrollment." (*Dual Enrollment*, p. 60)

In some cases, parochial school students will be granted favors and privileges denied the public school students. Various examples of preferential treatment

being extended to parochial school students, in shared-time programs already being conducted might be cited. For instance in Pittsburgh and in other places, the residency requirements which are placed upon regular public school pupils are not applicable to the parochial school pupils who attend the public school. (*Dual Enrollment*, p. 25) Seldom will a parochial school serve the same area as a public school. It will therefore have students enrolled who reside outside the area assigned to the public school. Shall these students who could not lawfully attend the public school on a full time basis because they do not live in that school district, be allowed to attend it on a part-time basis because they are enrolled in a parochial school? They are usually permitted to do so under shared-time.

Shared-time brings the public school into juxtaposition to a religious institution in such a way that the attitudes and teachings of that religious institution, and even its geographical location, become matters interposing themselves into the consideration of public school officials. For example, one public school official interviewed by a government team. . . .

"expressed concern that a new junior high school building might be located close to a participating parochial school, instead of on a site best suited to the needs of the whole community, or most economical to purchase." (*Dual Enrollment*, p. 80)

The letter written by the St. Anne's (church and school) Shared-Time Committee to the Superintendent of the Warren Consolidated Schools, in support of the proposed shared-time arrangement for that community is most revealing when it states:

"We envision this program as the result of a magnanimous cooperation among brother Christians." (*Dual Enrollment*, p. 69)

The sectarian overtones of such a statement, and of such a program, are inescapable.

If the teaching and administrative staff of the public school happens also to be predominantly of the Roman Catholic faith, or in sympathy with its aims, who will set the limits to the intimacy of the relationship between the public and parochial schools which will be brought about as "brother Christians" work together in "magnanimous cooperation"? What is to prevent public school teachers from also teaching in the parochial school or vice versa? This is already happening in New York, Colorado, and Michigan. What is to prevent the public school pupils from being assigned to certain classes in the parochial school? This too is already happening. (e.g. Wabasso, Minn.)

That such things as these will almost certainly take place in any community where there is no substantial and vocal opposition, is made more likely by the fact that there are almost never any written ground-rules for the shared-time program . . . no individual or committee whose duty it is to exercise surveillance over the program to see that the principle of church-state separation is observed.

In none of the cases of shared-time studied by the U.S. Government teams were there any formal written rules laid down for the carrying out of the program, stipulating what could and could not be done. All transactions and agreements between the public and parochial authorities were informal, personal, and usually oral. In at least one instance the public school board involved did not even have it in its minutes that such a program was being conducted in the educational system under its jurisdiction. (*Dual Enrollment*, p. 13)

The "Guidelines" relating to the 1965 enactment (OE–35079, 1965) issued by the U.S. Government to the local authorities, are vague and nebulous. Amazing but true, there is not even the slightest mention of the church-state issue anywhere in them—no cautions, prohibitions, or even statements about it. The door is left wide open for anything to take place that local parochial and public school authorities desire to have take place—and who is to tell them "No?" No one is authorized even to issue a warning about possible church-state violations.

In a community where the majority of the people, or even just a majority of the public school board, happen to be members of the same church that operates the parochial school, what would prevent a complete takeover of the public school by that church? Public schools have actually been "captured" by the Roman Catholic church in over 200 communities across the nation, and it has required vigorous legal battles and court decisions to separate the two, once they were joined together. On occasion, even these stringent measures have failed, and the hybrid "Catholic-public" school system, supported by taxes

but dominated by Roman Catholic ecclesiastical authority, continues to operate, in defiance of the courts. In Marion County, Kentucky, for example, the public school system was merged with the parochial school system in 1954 and remains to this day a part of it, in spite of 3 court decisions calling for a separation. Can any one doubt that shared-time will, in many communities, make possible what will amount to a virtual ecclesiastical control of the public school system?

Adherence to the principle of church-state separation is the secret of America's greatness and power, the real source of America's spiritual strength and national unity, and is the unique feature of the American system. We must not allow this hallowed ideal to be ignored or cast aside.

What is at stake here is nothing less than the future of American education and of religious liberty. The synthesis of clerical and public education called "shared-time" could sound the death knell of the public school system, of church-state separation, and even of religious freedom in America.

Released-time programs, summer schools, Sunday Schools, week-end schools, evening schools, home study courses, after-school and before school training at the church of one's choice—all of these and other avenues are open to the parents who wish to give their children religious indoctrination, and at the same time send them to the public school.

A noted Catholic writer, Mary Perkins Ryan, has proposed that her church get out of the school business altogether and provide religious training by "released time" arrangements with the public schools. (See *Are Parochial Schools the Answer?* by Mary Perkins Ryan; Holt, Rinehart, & Winston Co., N.Y., 1964).

There are many acceptable ways open for those who wish to buttress the secular education of their children with spiritual training, but shared-time is not one of them. Shared-time, as it is being implemented, is not an acceptable arrangement to anyone who values our heritage of freedom.

As the *Christian Century* stated editorially, March 14, 1962:

"* * * the divorcing of history, the humanities, the arts, and social studies from the sciences, mathematics, athletics, and manual training would create an intolerable dichotomy for both religious and secular education.

"A shared-time program would stimulate a wild and vigorous growth of church schools in denominations in which they do not now exist. Such a proliferation would eventually destroy the public school system.

"Americans who see in the public schools one of the cohesives indispensable to the wholeness of a pluralistic society will not sacrifice this democratizing bond to humor the Roman Catholic plea for privileged treatment. It appears that shared-time will not do the job and that the dispute has to be settled in some other way." ("Shared Time Faces a Hectic Future", pp. 317–318; *Christian Century*, March 14, 1962).

STATE OF MINNESOTA,
DEPARTMENT OF CORRECTIONS,
St. Paul, February 3, 1966.

Re Title II, Public Law 81–874, as amended by PL 89–10, Title I, and 89–313.

Hon. EUGENE J. MCCARTHY,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MCCARTHY: We were extremely disappointed to learn of the fact that children in correctional institutions have been declared ineligible for consideration under the Special Education Act. It is very difficult for us to understand how and why children in correctional institutions would be excluded from this Act when a good percentage of them do come under the category of being severely emotionally disturbed.

When information was received by Department of Education administrators, they, feeling that severely emotionally disturbed delinquents would be considered eligible under the Act, contacted us. Thereafter we discussed eligibility factors with our consulting psychiatrists, clinical psychologists, caseworkers and special education people. It was the strong feeling of these people, including psychiatrists, that approximately 60% of wards in Minnesota correctional institutions would come under the category of being severely emotionally disturbed.

Others, including Department of Education staff and educational leaders in the community, felt that *all* children in correctional institutions should be eligible because their commitment implies social dysfunctioning. This is particularly true when it is recognized that generally these children have had the services of local school guidance and counseling services, probation departments and mental health clinics and have not responded to them. Consequently, this is a very difficult group and, perhaps more than any other, need the kind of help this Act would provide.

I might also add that psychiatrists in institutions for the mentally ill and severely emotionally disturbed in the Department of Public Welfare supported our inclusion very strongly. Because of all of this it is extremely difficult to understand how youngsters in correctional institutions would be declared ineligible.

We would greatly appreciate thought being given to remedial legislation which would include wards of correctional institutions.

Very sincerely,

RAY LAPPEGAARD, *Commissioner of Corrections.*

STATE OF MINNESOTA,
DEPARTMENT OF CORRECTIONS,
St. Paul, March 11, 1966.

Re Title II, Public Law 81–874, as amended by PL 89–10, Title I, and 89–313.

Hon. EUGENE J. MCCARTHY,
U.S. Senator,
U.S. Senate Office Building,
Washington, D.C.

DEAR SENATOR MCCARTHY: This letter is a follow-up to my letter of February 3 to you regarding the Special Education Act and the including of youngsters under the Act who are committed for reasons of delinquency and who need special education services. Your reply was very much welcomed and we strongly hope that present legislation being considered to include delinquent children under the Act will be passed.

In reviewing S. 2778 (introduced by Senator Joseph M. Montoya, yourself and others) with our special assistant attorney general, we raise question on this amendment's covering children in institutions for delinquency. Page 2, Line 16 and 17 of the amendment should read, "or for children being supported by the state because of lack of parental care *or control*,". On Page 3, Line 7, 8 and 9, should read, "or for children being supported in state institutions because of lack of parental care *or control*".

The reason for adding "or control" to the amendment in the above two specified places is because legal and interpretative argument seemingly can take place regarding the definition of "lack of parental care". A number of delinquents do not lack what some customarily regard as "parental care"—namely, food, clothing and lodging but, instead, are beyond the control of their parents. Under Minnesota and many other states' laws most delinquents confined in state institutions would generally be considered to lack parental control.

We will very much appreciate review of S. 2778 to insure proper amendment which would include coverage under the Act for delinquent children confined in state institutions.

Very sincerely,

RAY LAPPEGAARD,
Commissioner of Corrections.

OLOMANA SCHOOL,
Kailua, Hawaii, March 14, 1966.

DEAR SENATOR FONG: The staff of Olomana School respectfully requests that you consider introducing legislation in the Congress to amend Paragraph 5, Section 6, of Public Law 89–313 so that it will be possible for Olomana School to qualify for Federal assistance under the provisions of this law. We have been reliably informed that if Paragraph 5, Section 6 of Public Law 89–313 is amended to read as follows (amendment in italic), Olomana School and other non-district, State-operated schools in the Nation that are similar to Olomana School would then qualify for Federal funds:

"(5) In the case of a State agency which is directly responsible for providing, on a non-school-district basis, free public education for handicapped children (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, *delinquents, socially maladjusted, orphans,* crippled, or other health impaired children who by reason thereof require special education), the maximum basic grant which that agency shall be eligible to receive under this title for any fiscal year shall be an amount equal to the Federal percentage of the average per pupil expenditure in that State multiplied by the number of such children in average daily attendance, as determined by the Commissioner, at schools for handicapped children operated or supported by that State agency, in the most recent fiscal year for which satisfactory data are available. Such State agency shall use payments under this title only for programs and projects * * *."

Should you require additional information, would you please refer to Dr. Romaine Mackey, U.S. Office of Education, Washington, D.C.

Sincerely,

SIK KUM TSUI,
Principal.

WILLIAM K. HAU
GLENN W. ERICKSON, Ph.D.
P. AULLIE S. SHEA
KYOHU HONJI
HOSART C. MARKHIMIN
LAURENEE M. SHODI

MARYLAND TRAINING SCHOOL FOR BOYS,
Baltimore, Md., March 22, 1966.

HON. DANIEL B. BREWSTER,
Post Office Building, Towson, Md.

DEAR SENATOR BREWSTER: Enclosed is copy of letter from Dr. Gary O. Gray, Supervisor of Special Education—Institutions. Apparently we have again been cut out of a Bill which would provide us with some Federal aid.

Please investigate and see that the Training Schools are included in this Bill.
Thanking you for your kindness, I remain
Very truly yours,

E. L. FLETCHER, *Superintendent.*

STATE OF MARYLAND,
DEPARTMENT OF EDUCATION,
Baltimore, Md., March 21, 1966.

Senator JOSEPH M. MONTOYA,
Senate Office Building, Washington, D.C.

DEAR SENATOR: I would like to advise you of my interest in an amendment to Public Law 89–10, which I believe you have initiated in the Senate (S. 2778).

It is necessary that children committed to State institutional schools for disciplinary reasons not be deprived of the benefits of Federal legislation aimed at children with special problems. True, the immediate reason for their commitment is a disciplinary one; but the underlying causes of their behavior are social inadequacy, emotional instability, and deprivation.

Our psychologists indicate that 75% of the children in our training schools would qualify as emotionally disturbed by public school standards. We are endeavoring to develop special education programs for these children aimed at their specific problems, but it seems that the public feels that children who are being "punished" should not be given special educational benefits.

If I can be of any assistance to you either by further conversation or by providing you with data, please feel free to call upon me.

Yours truly,

GARY O. GRAY,
Supervisor of Special Education—Institutions.

OFFICE OF THE MAYOR,
Baltimore, Md., April 18, 1966.

Hon. DANIEL B. BREWSTER,
U.S. Senator, Maryland, Senate Office Building,
Washington, D.C.

DEAR SENATOR BREWSTER: Recently, it was brought to my attention that Training or Correctional Schools (Maryland Training School for Boys, Boys Village, etc.) are not subject to any of the mass of Federal Legislation which covers a vast number of areas and practically all of the major institutions in the field of social welfare.

I can only conclude that this omission is an oversight, for I cannot believe that those who have had or have assumed responsibility for sponsoring, drafting and supporting the sophisticated and meaningful programs and aids which touch almost every facet of social welfare, could have intentionally passed over those institutions which bear such a heavy responsibility for rehabilitating and returning to society those of our young people who have strayed from the narrow path.

But oversight or not, it seems to me important that a meaningful program be developed at the Federal level, encompassing the basic services which are necessary to raise the standards and to improve the facilities, at this level, in the field of child welfare. As I make this comment, I am aware that there are many persons who have asserted that this is a State responsibility, and that Federal intervention, in any way, is unnecessary and undesirable. However, I do not share this point of view. Obviously, if we fail to put money, time and thought into this area, we are only going to be compelled to spend more of each at a later date on programs and facilities in that part of the Correctional field which services adults. Clearly, there is no gain in such a policy.

It is my suggestion, therefore, that the appropriate committee or committees of the Congress should review this entire matter and begin at once to develop a program of assistance to the training schools; and, I would hope that you might assume the lead in making such a proposal. I believe that you would quickly and easily gain the support of not only those in the field of child welfare, but also of those professionals and laymen who deal in other related disciplines.

Yours sincerely,

THEODORE R. MCKELDIN, *Mayor.*

PORTALES, N. MEX., *April 19, 1966.*

Senator WAYNE MORSE,
Chairman Subcommittee on Education, Committee on Labor and Public Welfare, Senate Office Building, Washington, D.C.:

It has come to my attention your committee will hear S. 2778 April 19. S. 2778 will help adjust gross inequities of Elementary Secondary Act 89–10. Portales is the home of two orphan homes, New Mexico Baptist Childrens Home and New Mexico Christian Childrens Home. Children from homes attend the Portales public schools. They constitute approximately 5 percent of the enrollment of the Portales schools. No local tax money is available for the support of these children. Your consideration and support appreciated.

Dr. W. F. HAYNIE,
Superintendent, Portales Municipal Schools.

THE COMMONWEALTH OF MASSACHUSETTS,
EXECUTIVE DEPARTMENT,
Boston, May 13, 1966.

HON. WAYNE MORSE,
Chairman, Subcommittee on Education, Senate Labor and Public Welfare Committee, U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: Many of us in Massachusetts have devoted long hours in working toward a dream—a dream of providing equal educational opportunities for all our children, a dream of making sure that the educational experience which we provide prepares our children to assume the responsibilities of citizenship in a heterogenious world.

The effort to eliminate racial imbalance in the public schools of Massachusetts has been based on three compelling assumptions:

1. Racial segregation in public schools, whether de jure or de facto, is educationally harmful to *all* students by presenting an unreal picture of life, and is thus in dereliction of the public trust to provide highest quality education possible, equally available to all children.

2. Racial segregation in public schools whether de facto or de jure, does particular harm educationally and psychologically to Negro children by impairing self-confidence and reducing aspirations.

3. In all too many cases, de facto segregated Negro schools are also inferior as educational facilities.

These principles were first voiced by a public body in Massachusetts in the Report of the Advisory Commission on Racial Imbalance and Education published in April of last year. On August 18, 1965, these principles became embodied in our law with the passage of the Racial Imbalance Law, Chapter 641 of the Acts of 1965. The import of this legislation is that it recognizes in law as well as in the minds and hearts of men, that racial segregation in the public schools is educationally and morally wrong whether it is imposed by law or it is imposed by custom, tradition, and rigid adherence to the concept of the neighborhood school.

Such a recognition, and the commitment to these fundamental principles which it implies, are not sufficiently incorporated into S 2928 which is pending before you. We must put the same force of law and the same dedication of our resources behind the effort to improve Negro education in the north that we have in the south. We must put an end to the myth that the problem of racial segregation in the northern public schools is too sensitive to solve. S 2928 provides too little funding on a one-time basis and fails to make the elimination of racial imbalance a matter of federal policy. S 2928 represents an inadequate program whereby the federal government is asked to satisfy its grave responsibility in this area with relatively few dollars and little power.

We must seize the opportunity presented by the existence of this bill to report to the Senate legislation which makes a firm commitment to the elimination of the effects of racial segregation in northern public schools.

Toward this end, I urge your Honorable Committee to amend S 2928 in the following ways:

1. Provide a program with substantial funding on an annual basis to support efforts to eliminate racial imbalance. Assistance for construction of schools which are to be built with a view to breaking up patterns of segregated education should be included. These funds should be distributed through, and upon the application of, State Educational agencies.

2. Require that public authorities receiving federal support for education under programs designed to assist in so-called disadvantaged areas (such as Title I of the Elementary and Secondary Education Act of 1965) agree to work toward the elimination of racial imbalance in the schools under their supervision and control insofar as such imbalance exists and it is in their

power to eradicate it. This would preclude federal funds being provided to support, perpetuate and solidify segregated education.

I appreciate the opportunity to present these views to your committee. S. 2928 as presently written is, in my opinion, an insufficient response to a very real and very difficult problem. The resources of the federal government must be brought to bear. I appreciate in advance your consideration to these suggestions and would be happy to appear before your committee or to assist you in any way toward their implementation.

With warm regard,

Sincerely,

ELLIOT L. RICHARDSON, *Lieutenant Governor.*

EDUCATION'S MOST CRUCIAL ISSUE

[An Address by Harold Howe II, U.S. Commissioner of Education, Department of Health, Education, and Welfare, Before the Founders Day Convocation, Teachers College, Columbia University, New York City, May 3, 1966.]

During the past several weeks members of my staff and I have been meeting with groups of school officials and political leaders from most of the southern States.

Against a backdrop of considerable press attention—some factual, some darkly speculative—delegations have come to my office in Washington. We in turn have traveled to the South.

While we encountered a spark or two of fire in the eyes of some of the southern representatives, the conversations were sincere and wholly useful. It was vital that they be so, for we were discussing what I conceive to be the most critical issue facing American education during the latter part of the Twentieth Century. I speak of the necessity for eliminating segregation from our schools.

In these particular discussions we focused on the segregation that has by official State policy characterized southern education for the past century and continues to characterize it in large measure even though State laws have changed under Federal pressures. But the basic issues involved in racial discrimination in the schools are by no means confined to the South. The effort to eliminate segregated classrooms will stir increasingly intense debate in every section of this country. The decisions we cannot avoid making will test both the patience and the conscience of every citizen. Our achievements and failure alike will have a significant impact on the national economy, on the quality of country ours will be, and on the individual lives of millions of people here in the United States and in foreign countries as well.

As President Johnson said last Thursday in his message to Congress urging new Civil Rights legislation:

"We are engaged in a great adventure—as great as that of the last century, when our fathers marched to the Western frontier. Our frontier today is of human beings, not of land. If we are able to open that frontier, to free each child to become the best that is in him to become, our reward—both spiritual and material—will exceed any that we gained a century ago through territorial expansion."

Those of us professionally connected with education thus have a heavy responsibility to our students and to our fellow men. That responsibility is of course not ours alone. Eliminating segregation, in the schools no less than in other institutions, will require close collaboration among every element in the community. Government agencies at the local, State, and Federal levels must play their part; and so must city planners, real estate people, architects, civic and political leaders, community groups, and many others.

The call to action must come, however, from within the school itself, and it must come from those of us charged with the conduct of education. The school is where the children of the next generation now are. We cannot allow them to grow up with a cast of mind which perpetuates prejudice and which forces our Nation into another two or three decades of living with the lie that racially separate education can be equal.

Beyond its implications for the professional educator, I do not think it too much to say that continued existence of segregated schools—*de jure* and *de facto* alike—would undermine and in time destroy this Nation's spirit and vitality.

Our citizens have always taken pride in their schools, regarding them as characteristically American. It would be a calloused ego indeed that would remain untouched in face of the fact that an enterprise regarded as characteristically American was in practice unfair.

And unfair is the best that can be said about the situation confronting the Negro child in the segregated classroom. Every experience he has seems calculated to demonstrate to him that he is inferior and should resign himself to being so. The system singles him out, separating him by color from the best schools and the best teachers. The least is demanded of him and expected from him. The prescribed neighborhood he lives in, and the restrictions that shackle the adults he lives with, strongly suggest that his is a lost cause. His life at school combines with the rest of his life to make him see himself as a second-class citizen.

Great though our country's riches are, we cannot afford this waste of human lives. Nor can we lightly disregard its effect on the position of the United States in the family of Nations. Since World War II, the United States has taken the lead in the pursuit of peace and human rights. We seek to advance freedom and to relieve oppression on all fronts—in a world made up of people some two-thirds of whom are not white. When these people look at the conditions among nonwhite Americans, they have little interest in the lengthy historical explanation of how second-class citizenship for Negro Americans has come about. More likely they will conclude, to paraphrase Emerson, "What you are speaks so loudly, I cannot hear what you say." And we must therefore ask ourselves how long we can expect world leadership to be accepted from a Nation that either cannot or will not put its own house in order.

It is necessary that we comprehend these issues. It is necessary to understand that American education—education offered equally and openly to all, not just to the privileged—is on trial. It is necessary to understand that segregated classrooms are not entirely accidental; it is not wholly by chance that our largest cities are marked by predominantly white and predominantly Negro schools and that this separation of the races is on the increase in our city schools. And whatever decisions we make about maintaining or eliminating these arrangements, it is necessary also to recognize that segregated schools—in the North every bit as much as in the South—violate not only the most revered principles of this Nation but our fundamental law.

That position—particularly as set forth in the Office of Education's Revised Statement of Policies for School Desegregation Plans—has been warmly challenged. Some southern leaders, and they are not without counterparts in the North, contend that our requirements are not only unfair but illegal. By what right, many of them seem to be saying, does the Office of Education interpret "discrimination" (the word used in Title VI of the Civil Rights Act) as being synonymous with "segregation?" Why isn't it legal and just to have segregated schools as long as they are created by the choices of pupils and parents or by the patterns of residence which emerge in portions of a school district?

And thus suddenly the calendar is turned back to 1954 and the Supreme Court's decision in the case of *Brown* v. *The Board of Education of Topeka*. In its opinion the Court enunciated "the fundamental principle that racial discrimination in public education is unconstitutional," and the Court went on to say that "All provisions of Federal, State, or local law requiring or permitting such discrimination must yield to this principle." The decision ended, you may recall, with these words: "We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal."

Fortified by these unequivocal statements—and a host of subsequent District Court decisions spelling out the position in detail—those of us in the Office of Education are on firm legal ground when we move against the principle of the dual school system in the South, with its tradition of "separate but (theoretically) equal" schools and its segregated faculties. These arrangements were originally established by State and local laws, by formal public policy. The segregation resulting from them is clearly illegal under the Civil Rights Act and under Federal court decisions.

But to the North lie quicksands of legal interpretation. No major Northern city has had—in recent decades, at least—a law or a public policy officially setting up separate schools for whites and Negroes. Segregation in the Northern schools has instead come about for a wide variety of reasons connected primarily with patterns of residence—from real estate convenants, for example,

or from the flight of well-heeled families to the suburbs; and most of all, perhaps, from the subtle, insidious, undocumented influence of prejudice which herds the Negro into the city ghetto through economic and social pressures which have no standing in law but which operate as effectively as legal segregation ever did in the South.

The consequence is a clearly discernible pattern of predominantly white and predominantly Negro urban schools that have developed without any clearly official planning or policy; and the further consequence is unequal educational opportunity through segregation in many ways more complete and severe than that existing in many small Southern towns. But this segregation—Northern style—is beyond the clear purview of the Civil Rights Act, and outside the compass of other clearly established legal remedies as of this time.

We face a similarly imponderable situation even when we get into the realm of official action taken by a school system. There is, for example the feeder pattern: by which children in elementary schools A, B, C, and D are assigned to East junior high school; while those in schools W, X, Y, and Z are assigned to West junior high. The Office of Education has received complaints from several cities that these assignments have a peculiar way of making East junior high all white and West junior high all Negro. But is this what school officials actually intended or is it just a coincidence? Unless intent can be established, it is difficult for the law to reach the problem.

We have received similar complaints about attendance zone boundaries and about faculty assignments. It would be difficult not to suspect that some of the crazy-quilt attendance zones to be found are the result of deliberate gerrymandering to produce white or Negro schools, or that predominantly Negro faculties in Negro schools are there by something other than coincidence. But how does one penetrate the hearts and minds of those who drew those boundary lines or assigned those teachers? How does one legally establish their intent?

Office of Education teams have spent many weeks in several northern school districts trying to find the answers—trying to determine how we can successfully proceed. But we are not satisfied with our progress, and it is clear that the end to segregation in the northern schools will not come soon. What is more, we face the danger that in the South, patterns of *de facto* segregation will develop as the old dual school system disappears and as more fortunate white families flee to the suburbs of growing cities to avoid integrated schools.

The fact is that although a great deal is being accomplished under the Civil Rights Act, this law is not an ideal instrument for changing *de facto* school segregation through enforcement.

Its imperfections were recently brought to the attention of Congress through two bills—one introduced by Senator Edward Kennedy, the other by Congressman Adam Clayton Powell. Both bills are aimed directly at the problem of segregation in the big cities. Both provide greatly increased financial assistance to school districts that wish to undertake programs to alleviate their problems. One of the bills would apply sanctions against districts that remain segregated.

Whatever the fate of these proposals, programs enacted into law by Congress during the past few years are proving their usefulness in helping to make equal educational opportunity a reality for every child. Under Title IV of the Civil Rights Act, for example, hundreds of teachers are receiving special training—at institutes, financed by Title IV—in how to deal with the problems of integration effectively and smoothly. As experience has demonstrated, desegregation means a great deal more than simply eliminating separate schools. There are deep educational and psychological needs to be met, and teachers dealing with newly-integrated classrooms must know how to meet them. One doesn't hear much about Title IV of the Civil Rights Act, but it seems to me a particularly valuable and important teacher-training enterprise. I wish it were larger and more widely used.

A considerably broader program is at work today in every State and nearly every community across the Nation under Title I of the Elementary and Secondary Education Act of 1965. This Title, you may recall, supports a billion-dollar-a-year drive to bring an array of special new educational programs to the children of poverty—the children (a large proportion of them Negro, of course) whose home and school depriviations are most poignantly acute. The program is working, too, on the minds of school administrators across the Nation. It is showing them that poverty is a problem in education and that education is the best way to destroy poverty. And perhaps it is causing some of them to speculate

that sentencing Negroes to poverty may result as much as anything else from white people's attitudes.

Closely allied in spirit with Title I of the Elementary and Secondary Education Act is a very special program we are just now trying to get off the ground—the National Teacher Corps. Carefully selected teams of teacher-interns, led by experienced career-teachers, will—at the invitation of local school systems—take their dedication and talent and spirit into classrooms in city slums and poverty-stricken rural areas. It would be difficult to think of a more challenging or more rewarding or more necessary undertaking. I would hope that the alumni of Teachers College would be well represented among the National Teacher Corps volunteers.

All in all, there are about 100 major programs carried out by the Office of Education. Every one of them, at every level of training, has an important contribution to make to the quality of American education and to making education equally available to every citizen, without regard to race or circumstance.

At the same time, local efforts of a variety of kinds are also whittling away at the issue of *de facto* segregation. Open enrollment programs give children and parents the opportunity to desegregate themselves; the "pairing" of schools which have traditionally been white and Negro is a device with some usefullness in the fringes of the Negro ghetto; bussing of pupils to create racial balance is highly controversial but must be conceded to be helpful in some situations; forward-looking schools in many all-white suburbs have attempted to make a contribution through student and teacher exchanges of various kinds.

But all of these laudable efforts, both Federal and local, are doomed to failure unless they are fortified by further energies directed at the basic problem.

The first priority is to make sure that the schools which serve our neediest citizens are at the very least equal to the schools that serve our most fortunate. In spite of local, State and Federal efforts, this is now the case. Buildings are older, teachers are less experienced and not as well trained, the turnover of staff is higher, and in many cases equipment, books and special services are less adequate in those schools where the child has special handicaps to overcome. It seems to me imperative that while we are forging legal and policy weapons to attack *de facto* segregation in the cities, we must at the same time take immediate steps to bring real excellence to the segregated schools which do in fact exist. The Federal Government can contribute too by programs like Title I of ESEA, and I would hope that my office can bring forward even more adventurous enterprises in the years ahead. But as we do so, we will have to be supported by local resolution to regard the problem as crucial and to bend every effort to solve it.

Here are some things which ought to happen locally:

(1) Personnel assignment policies adopted both by school systems and by teacher organizations should be adjusted to guarantee slums schools their share of experienced, able teachers and to cut down staff turnover in these schools.

(2) Building programs for the future should be planned so that new schools break up rather than continue segregation. The Office of Education will provide Federal planning funds for such efforts right now, and if I have my way about it, we will provide construction funds before long. Moreover, with the creation of the new Department of Housing and Urban Development, there is a new federal tool to help education in the attack on *de facto* segregation. Planning for new land use and for housing patterns in the city must go hand in hand with planning for education.

(3) The next generation of citizens should not graduate from our high schools without having confronted—through serious study and in depth—the issues which confront this society in the realm of segregation and civil rights. Efforts to get this subject into the classroom must originate with States and localities, for we cannot and should not set curriculum from the Office of Education. But we can provide research funds to start responsible efforts on curriculum development, so that 18-year-olds are not entering adult life without an understanding of the stresses and problems of this society. It is about time we stopped offering an antiseptic history of our country cleaned up to please the local power structure, and it is about time also that we started talking realities with young adults who are joining the military service and entering matrimony at the age of 18.

(4) Local school districts must provide in slum schools, all of the special opportunity programs found elsewhere in the school system, so as to create both the opportunity and the expectation of performance by the children of the poor.

There is a danger, well documented by Kenneth Clark in his book *Dark Ghetto*, that our focus on the culturally deprived will result in an assumption that poor children have less promise than others and should be given a kind of special propping up to atone for their status without giving them the advantage of the stimulation which comes from a rigorous educational program. In addition to more remedial reading and more preschool programs, we need more advanced placement in the schools of the slums.

(5) Teacher education programs must affiliate with slum schools for their practice teaching in a way to give us many more young teachers who are willing to venture "Up the Down Staircase." And most schools of education can learn from Columbia Teachers College in this respect.

These are some of the tools available to us to help make equal educational opportunity a fact of American life. But in the long run we shall overcome, not just because of laws prohibiting discrimination in the schools or educational programs to dissolve it, but because America *wants* us to overcome. There is a new spirit abroad in this Nation, and a refreshing new attitude. Spreading in large part from campuses such as this one, there is new determination that we cannot and will not divorce such principles as "equal justice under law" from life as we live it.

This determination inevitably focuses on where injustice is most apparent, and injustice is nowhere more apparent than in the segregated classroom. Discrimination will not be eliminated from our schools easily or soon, but the course is in my opinion inalterably set.

The changing tide is traced by the results of opinion polls entered into the record of last summer's White House Conference on Education. One of the polls involved the question, "Do you think white students and Negro students should go to the same schools?" In 1942, 40 percent of white Northerners answered, "same schools." By 1963 that figure had climbed to 73 percent. During the same period, the ratio of white Southerners saying "same schools" climbed from 2 percent in 1942 to 34 percent in 1963. Overall, in 1963, 63 percent of the white people sampled felt that whites and Negroes should attend the same schools. As Professor Thomas F. Pettigrew, one of the Conference consultants observed, "White opinions on school desegregation have undergone extremely significant alterations throughout the country in recent years—far greater alterations than commonly recognized."

It is high time that these alterations be reflected in official school policy. American education must catch up with American life and American law. The citizens of this Nation demand that it do so, and they look to teachers and principals and superintendents to lead the way.

As educators, there can be do doubt in our minds that segregated education is inferior education. The wisest minds in our profession have joined the Supreme Court in making that clear. What is sadly lacking is the clear public expression of these facts of our professional life. The educator must speak out and he must act. He must help parents understand that all-white and all-Negro schools harm both races. He must exercise his responsibilities for leadership, forthrightly challenging those who would deny the constitutional requirement of equal educational opportunity for all.

In the face of this most crucial issue in American education, the professional educator cannot remain silent.

Prepared Statement of the American Jewish Committee

INTRODUCTION

The American Jewish Committee, a national organization with chapters and units in over 50 cities and with membership in over 600 additional communities in the United States, was organized in 1906 and incorporated by a Special Act of the Legislature of the State of New York in 1911.

Since its founding, the American Jewish Committee has recognized the value of public schools, both as educational institutions and as great unifying forces in American life, hospitable to young people of every creed, and emphasizing the common heritage of all. The public schools have served as training grounds for constructive and healthful community living, and generations of Americans, bred in its traditions, recognize that the maintenance of a strong public school system is an indispensable requirement for sound public policy.

At the same time, the American Jewish Committee strongly supports integrated quality education for all children attending our public schools. The Committee sponsored the research, carried out by Professor Kenneth Clark, which was cited by the Supreme Court, in its historic 1954 school desegregation decision, as proof that the principle of "separate but equal" was damaging to the personality and learning ability of a young child—and the Committee also filed an *Amicus Curiae* brief in that case. Accordingly, the Committee is deeply interested in legislative proposals which will assist our free society to move as speedily as possible in the direction of such integrated quality education for all our children and which will assist local public school systems, while not abandoning other relevant educational considerations, to move promptly in the direction of eliminating racial imbalance in our schools, as an important contribution not only to the children who are attending school but to the progress and vitality of our society itself.

It is with the foregoing considerations in mind that the American Jewish Committee is happy to state its endorsement and support of S. 2928 introduced by Senator Edward M. Kennedy for himself and 15 other Senators, for the purpose of authorizing the Commissioner of Education to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imbalance in the public schools.

DISCUSSION

We recognize the important distinction between *de jure* school segregation, as manifested by traditional separate school systems in the South, constitutionally prohibited since the 1954 decision in *Brown* v. *Board of Education*, and *de facto* school segregation, as in our northern cities, resulting essentially from continuing neighborhood housing segregation, privately-created and thus far untouched by constitutional decisions, which nevertheless touches children with the same evil and injury as if it were commanded by law. And we further recognize, as Senator Kennedy and the other sponsors of this bill do, that different approaches are essential to deal with these two different types of school segregation—and that while one may be eliminated by court decisions and the withholding of federal funds, progress on the other can only be made at the level of the local school board, until such time as broader attacks on a scale far more vast than presently contemplated succeed in dissolving the neighborhood ghettos which wall in the Negro citizens in our northern urban areas.

We agree whole-heartedly with Senator Kennedy, in the statement he made on introducing this bill, that there are important values to be preserved in the neighborhood school concept and in keeping to a minimum the dislocations to which small children are subjected, that correcting racial imbalance is often difficult, that a local school board is justified in weighing the competing considerations which inevitably attend the formulation of sound school policies, and that if we are to eliminate concentrations of Negro pupils in certain schools we must try to do it without violating logical attendance areas or sacrificing other sound educational considerations.

It is plain that if the Federal Government is to assist in any way in supporting local school system efforts to correct racial imbalance while adhering to sound educational considerations, Title IV of the Civil Rights Act of 1964 must be amended to correct the present prohibitions contained therein against assistance in overcoming racial imbalance and instead to *authorize*, even if it does not command, such assistance to those public school systems who desire to make efforts to alleviate this problem. Senator Kennedy's bill makes this correction effectively by amending Section 403 to authorize technical assistance by the Commissioner of Education to local school boards in the preparation of plans for dealing with problems of racial imbalance as well as in the preparation of plans for desegregation—and by other amendments to Sections 404 and 405 to spell out the types of training institutes and grants to be authorized for this purpose. Unless the present bar of Title IV against racial imbalance aid is repealed or amended, there can be no federal assistance to encourage progress in this important area.

It seems to us that there can be no valid objection to authorization for the provision of federal funds to those local school boards who themselves wish to make progress in eliminating racial imbalance and feel that they can do so with some assistance. No school board will be compelled by this legislation to undertake such programs if it does not wish to do so out of sound educational

considerations, or indeed for any other reason. But surely those who desire to make such progress should not be deterred from doing so because of lack of funds—nor should they be penalized and held to inactions because all others do not share their desire to make such progress.

We think that the bill provides some interesting and ingenious methods of attempting to deal with this difficult problem—and we especially welcome the provision in Section 2 for grants to institutions of higher education to provide institutes for special training designed to improve the ability of school personnel who deal with educational problems occasioned by racial imbalance in school systems. We likewise applaud other projects on racial imbalance provided by the bill, including surveys and assessments leading to redistricting or reallocation of school facilities, the development of teacher exchange programs, the employment of specialists to provide advice on such problems and to develop good community relations thereon, the development and introduction of new curricular materials to alleviate problems incident to desegregation or racial imbalance, and the provision of supplementary construction funds for minor alteration or extension of central school facilities to absorb outlying and outmoded school houses, etc. and for the encouragement of experimental or demonstration projects providing new methods for the construction of school facilities in order to carry out desegregation or overcome racial imbalance. We think that the latter is especially important, since it is clear that the correction of the problem of racial imbalance in our schools is going to require a whole host of novel and ingenious approaches and concepts in types of educational facilities, special services, and school housing. Some of our chapters in large urban centers have indicated interest in and support for the concept of an "educational park", which may be one such concept that could assist in making progress in this and other problems of education in our large cities.

We support the figure of $50 million as an appropriation to carry out the programs authorized by this bill, but we cannot refrain from expressing our regret that only such a relatively small sum is appropriated, as it seems manifest that much more than this will be necessary to make an effective impress on this vast and vexing national problem. But at the same time we recognize that a beginning must be made and that it has been well said that a journey of a thousand miles begins with but a single step. It would be our hope that after enactment of this legislation, the results of progress made at the end of a year would encourage and justify the Congress in appropriating further and larger sums for its continued implementation.

CONCLUSION

For the foregoing reasons the American Jewish Committee urges this Subcommittee to report favorably S. 2928 and to recommend to the full Committee and to the Senate that it be promptly enacted at this session, in order to make an important beginning to the correction of one of our Nation's most important remaining urban and human problems.

PREPARED STATEMENT OF WILLIAM H. SIMONS, PRESIDENT, WASHINGTON TEACHERS' UNION

The Washington Teachers' Union of the American Federation of Teachers desires to present the following statement in behalf of proposed legislation to provide Federal assistance for school boards endeavoring to combat de facto segregation in public schools throughout the United States. As teachers, our interest in bills like S. 2928 is at least twofold. We are naturally concerned about the quality of education being made available to our boys and girls throughout the nation. Our Union is also anxious to participate in solution of the economic and social problems involved in the present educational situation.

School boards and other educational subdivisions are frequently in need of assistance to combat difficulties growing out of de facto segregation. Legal outlawing of racial discrimination is merely the first step in implementing the ideals which became part of our Constitution more than a century ago. Putting a law on the books does not always immediately put an end to political

wrongs and social abuses. Hard and painstaking effort must be made to make current practice catch up with what is in the statutes.

Nowhere is that more evident than in the desegregation of our public schools since the memorable Supreme Court Decision of 1954. Much progress has been made toward actual elimination of discrimination in our public schools in all sections of the country. Even more will be made as Federal, state and local governments put their shoulders to the wheel and make a genuine effort to end practices that have too long disgraced our nation throughout the world. It should, however, be emphasized that making laws and then letting things drift will not bring about the conditions desired by progressive Americans.

In some cases only token integration has taken place. In others de facto segregation based on a ghetto pattern of life has taken place. Right here we should make it clear that educational problems cannot be solved by themselves. The schools are a part of the community. Their success inevitably depends on the economic and social welfare in the nexus where they function. Residential segregation makes de facto integration difficult. Similarly separation of children in the schools sets the pattern for residential segregation and all other forms of racial discrimination.

Since these social evils are inextricably connected, they cannot be solved in piecemeal fashion. An overall approach must be made on them. The resources of government must be combined with private initiative, if we are to make really rapid progress. School officials cannot do it all by themselves. They must have the support of government at all levels, as well as help from liberal individuals. This assistance must, furthermore, include financial support.

That is what this bill provides for. Financial assistance would be given to school districts, whether they are struggling against de jure or de facto segregation. The Commissioner of Education would be authorized to provide technical assistance and grants to school boards which have drawn up plans for correcting racial imbalance in their public schools. In the next paragraph, we shall point out the necessity for such legislation at this time.

The present law covers only the broader aspects of the situation. Title III of the original Civil Rights Bill of 1964 did make specific provision forthe inclusion of areas of racial imbalance in all programs, loans, grants and assistance projects concerned with the study and alleviation of segregation in public education. These references were, nevertheless, eliminated in committee, and the bill as passed provided that "desegregation shall not mean the assignment to public schools to overcome racial imbalance."

As a consequence, the Office of Education has been seriously handicapped in its efforts to support school boards struggling to eliminate de facto segregation. The assistance is further limited by the fact that only five million dollars is available for all such programs in schools at all levels. On the other hands, requests for such assistance currently exceed $20,000,000. Clearly something should be done to implement the original intention of the Administration Civil Rights Bill of 1964.

That is what this bill would do. It is not necessary to go into further detail. It is the declared policy of our national government to eliminate segregation from American life. Legally, tremendous progress toward that goal has been made. In our everyday economic and social life, some headway has been made but not nearly enough. Education is one area in which an attack can be made on this cancerous social evil. In the schools it can be done legally and in other ways. All of our legal, educational, economic and social resources must be marshalled in a concentrated assault on unjust discrimination.

Merely legislating against social evils will not solve them. To be sure, that must be done. Still, it is only a first step. Beyond that, actual aid must be given to public and private agencies that are trying to implement our national ideals. That aid must frequently be financial, if anything worth while is to be accomplished. The Supreme Court Decision of 1954 was a necessary first step. Legislation both on the national and state level have followed. Yet, that has not gone far enough. The example of the Civil Rights Act of 1964 has been pointed out. The bill under consideration would bring it up to date and provide funds needed to carry out its fundamental objectives.

Senate Bill 2928 provides the practical means of carrying out the objectives of previous civil rights legislation. It shows the way toward elimination of de facto segregation in schools and other areas of American life. We strongly urge a favorable report on it followed by enactment into law by the 89th Congress.

MASSACHUSETTS COUNCIL OF CHURCHES,
Boston, May 17, 1966.

Senator WAYNE MORSE,
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: The Committee on Legislation of the Massachusetts Council of Churches wishes to express its unqualified support of S. 2928 which would "authorize the Commissioner of Education to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imbalance in the public schools." It is the committee's hope that you and your sub-committee will do all in its power to secure passage of this bill.

Sincerely,

Mrs. BENSON H. HARVEY.
Mrs. ELVA BOLTON.
Mr. LUTHER MACNAIR.
Dr. ALFRED B. MINYARD.
Mrs. MILDRED CALBY.
Miss MORENDA PRENTIS.
Mrs. CATHERINE DAUBER.
Dr. MYRON W. FOWELL.
Dr. TEX S. SAMPLE.

AMERICAN VETERANS COMMITTEE,
Washington, D.C., May 9, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee, Washington, D.C.

DEAR SENATOR MORSE: The American Veterans Committee wants to go on record in support of S. 2928, Senator Edward Kennedy's bill to provide funds by the Office of Education for Special Studies and Training Institutes and to provide assistance to school boards who present programs to correct the racial imbalance of their schools.

The AVC platform on National Affairs states "AVC supports an educational system and a public health system which will give the American people, and America's youth in particular, the knowledge, skills, and training, and the physical and mental health and stamina, to continue their forward march toward America's democratic fullfillment."

We are also on record as supporting the "active intervention of government, primarily of the Federal Government * * * to improve the physical condition of our cities and towns, of our housing and our schools * * *."

The American Veterans Committee was one of the first groups to be active in the fight for civil rights and worked hard for the passage of the Civil Rights Act of 1964 and the Voting Rights Act of 1965. We were dismayed when the provision for aid to school boards trying to correct racial imbalance was deleted when the bill was passed. The net result has been that the Office of Education has not been able to offer assistance where needed to school boards which are trying to correct racial imbalance.

Whether it is *de jure* segregation or *de facto* segregation, the effect on the minority children going to segregated schools is the same. The ghettos in the large cities in the North are denying Negro children the equal educational opportunities that are their right. Even though the Supreme Court decision made unconstitutional *de jure* segregation in education—years later racial imbalance in our school systems is still a fundamental problem.

Every step in the direction of trying to correct that racial imbalance is to be welcomed. We do not underestimate the complexity and vastness of the problem, but we must try to overcome the difficulties at every opportunity.

Therefore, we welcome the introduction by Senator Kennedy of this bill to provide funds to help those school boards which are planning programs designed to start meeting this problem. The funds are modest, but we believe that this assistance will encourage school boards to tackle a difficult task.

We feel this approach is a step forward in the monumental task of providing equal educational opportunities for all the nation's children. Under Title VI of the Civil Rights Act, federal funds can be cut off from segregated schools—this is the "big stick approach." Senator Kennedy's bill represents the "carrot" approach—the offer of financial assistance to school boards, which provides a posi-

tive approach to local school board action. We believe the "carrot" should be added to the "stick."

Therefore, we urge prompt and favorable action on S. 2928.

Please we respectfully request that this letter be made part of the record of the hearings.

Sincerely.

JOHN S. STILLMAN, *National Chairman.*

GEORGETOWN UNIVERSITY,
Washington, D.C., May 8, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education of the Senate Committee on Labor and Public Welfare, Washington, D.C.

DEAR SENATOR MORSE: I am authorized by the Board of Directors of the Catholic Interracial Council of Washington, D.C. to inform you that the Council supports the bill introduced by Senator Edward Kennedy to provide federal assistance for school boards attempting to correct racial imbalances in public schools.

In addition to the arguments urged for the bill by the floor speech of Senator Kennedy, the Catholic Interracial Council wishes to call to your attention the fact that most schools suffering from defacto segregation are in urban ghettos. Danger of violence, of riot exists in all these ghettos.

No sure solution for ending this danger is in sight. But Senator Kennedy's proposal will lessen the danger. It will remove some of the frustration. It will kindle some hope. It will be a step in the direction of a peaceful, orderly solution to one of our nation's most serious and urgent dangers.

The Civil Rights Bill of 1964 which Senator Kennedy wants to be amended could not deal with racial imbalance because it was the first comprehensive Civil Rights Bill since reconstruction. In order to win enough votes to pass it had to pass by smaller issues.

Now the bill is in effect almost two years. It is time that the bill is strengthened. The moderate proposal of Senator Kennedy, which contains no coercive features and is simply designed to help school boards determined to correct racial imbalance, has our full support.

Sincerely yours,

(Rev.) RICHARD T. MCSORLEY, S.J.,
Member, Board of Directors, The Catholic Interracial Council of D.C.

CIVIL LIBERTIES UNION OF MASSACHUSETTS,
Boston, May 12, 1966.

Senator WAYNE MORSE,
Chairman of the Education Subcommittee, Washington, D.C.

DEAR SENATOR MORSE: The Civil Liberties Union of Massachusetts strongly supports S. 2928 which would "authorize the Commissioner of Education to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imbalance in the public schools."

We hope that your subcommittee will report this bill favorably and do all in its power to secure its passage.

Sincerely yours,

LUTHER KNIGHT MACNAIR,
Executive Secretary.

[Telegram]

WASHINGTON, D.C., *April 25, 1966.*

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SIR: The National Dental Association through its president has asked me to advise you that it endorses wholeheartedly and positively Senator Edward M. Kennedy's bill, S. 2928. It is a just and forthright proposal and we earnestly ask you and your subcommittee's support.

MATTHEW MITCHELL, D.D.S.

ASSOCIATED ARCHITECT AND ENGINEER,
Boston, Mass., April 21, 1966.

Hon. WAYNE MORSE,
U.S. Senator, Chairman of the Education Subcommittee,
Washington, D.C.

DEAR SIR: I, in my capacity, as Chairman of the Greater Boston Chapter of National Association for the Advancement of Colored Peoples' Education Committee would like to be recorded as being in favor of S. 2928. It is my sincere hope that this piece of legislation can be passed by our Congress this legislative session. We have seen the problem of segregated education being attacked in the Southern states, but just as damaging to the Negro child is De-Facto segregation in the North. The passage of this bill will be at least a step that will put our U.S. Government on record as saying that De-Facto Segregation is wrong and we must start to work on the elimination of this evil. Far too often is the case that public school officials in our Northern cities refuse to see the value of an integrated education as a real dimension toward overcoming the lack of educational motivation on the part of so many Negro children.

I do feel that Congress is long overdue in taking up this issue. I hope that Congress in its wisdom will see fit to pass Senate Bill 2928. Thank you.

Sincerely yours,

PAUL PARKS,
Chairman, Boston Branch, NAACP's Education Committee.

AMERICANS FOR DEMOCRATIC ACTION,
Washington, D.C., May 6, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Senate Labor and Public Welfare Committee,
Washington, D.C.

DEAR SENATOR MORSE: ADA supports the enactment of S. 2928, legislation to authorize the Commissioner of Education to provide technical assistance and grants to school boards which have drawn up programs to overcome racial imbalance in the public schools.

At the recent 19th Annual ADA Convention, held April 22–24, the ADA policy statement on education in part stated: "School systems should move quickly to eliminate de facto segregation, using such methods as redistricting, open enrollment policies, bussing of students, educational parks, and agreements for student exchange with nearby communities. Plans for eliminating de facto segregation should be required as a condition of state and Federal aid."

ADA firmly believes that school districts have an obligation—moral and constitutional—to affirmatively promote school integration. S. 2928, if enacted, would significantly help meet our national goal of obtaining an integrated education for all our students. We urge its passage.

ADA urges that the Subcommittee strengthen the bill to require as a condition precedent for aid to public elementary and secondary education that each community develop plans to eliminate racial imbalance among pupils and school personnel within the community's school system no later than January 1, 1968.

I request that this letter be made part of the hearing record.

Thank you.

Sincerely,

DAVID COHEN, *Legislative Representative.*

HARVARD UNIVERSITY,
UNIVERSITY HEALTH SERVICES,
Cambridge, Mass.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SIR: I am writing in very strong support of Senate Bill 2928, a bill to amend Title IV of the Civil Rights Act of 1964 in order to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imbalance in the public schools.

Since 1960 I have been working as a child psychiatrist with children of the South and the North as they go through the process of school desegregation. I worked in New Orleans and Atlanta with the Negro and white children who first attended desegregated schools in those embattled areas. For several years I got to know these children and their parents and teachers rather well, and have reported extensively on this in both professional and general publications. I have continued to make observations on Southern desegregation and have noted the importance of federal aid to school districts struggling to devise ways of achieving the most successful kind of desegregation under the difficult conditions that often obtain in the South.

More recently I have been working in the North, trying to learn how Negro and white children manage when they are in *de facto* segregated schools and when they first encounter one another in desegregated schools as a result of changed school districts or bussing. I have travelled on a bus with children for a whole year in Boston to learn how they manage the travel and also manage once they get into a school across the city. I recently did a study for the United States Civil Rights Commission in Cleveland, Ohio which involved learning the attitudes of the children and teachers in that city whose schools are so heavily *de facto* segregated.

I can only say to you that the provisions of this bill are extraordinarily sensitive to the need prevalent in every major American city of the North, and some in the South now, too. Without attempting to be coercive this bill offers funds to school boards earnestly struggling to cope with an extremely difficult problem. I know from the extensive correspondence I have had with a number of school officials all over the country that there are many communities earnestly trying to solve the problem of racially imbalanced schools and yet struggling with the inevitable financial handicaps involved. A bill such as this would really help such communities and offer an incentive to others as well. There is a tremendous amount of research and information on this subject available at this time, and what it all cries for is the enablement of financial assistance. I could send to the Committee a stack of letters from people telling me about their problems and suggesting a variety of solutions to them. In the last analysis I write back applauding their ingenuity and idealism, but I suspect it all has to lie in waiting until there is support from the government and particularly the Congress.

Again, I attest to the value of this bill most strongly from the point of view of a doctor who has worked with the problems the bill aims to improve for a number of years.

Sincerely yours,

ROBERT COLES, M.D.

JEWISH LABOR COMMITTEE,
New York, N.Y., April 28, 1966.

Hon. WAYNE MORSE,
Chairman, Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: In behalf of the Jewish Labor Committee, a national civil rights organization representing half a million Jewish trade unionists, we would like to be recorded as supporting Senator Edward M. Kennedy's bill to provide Federal assistance to school districts working to eliminate de facto school segregation.

On the basis of reports from our field offices around the country, we are very much aware of the serious problem that faces school systems in urban areas where de facto segregation has developed. The de facto pattern has frequently resulted in inferior facilities and in inferior education in the ghetto areas.

We are also aware that many communities have been moving much too slowly to deal with this situation. Indications are that financial aid might help speed some of the necessary corrective measures. Thus, since our organization is committed to equal educational opportunity, and since we believe that the development of more quality integrated education is vital to our Nation and to the health of the democratic process, we must perforce endorse in the strongest possible terms this bill introduced by Senator Kennedy as a step in the right direction.

It is our hope that your Sub-committee will give the bill a favorable report, and we urge your own strong personal support of the measure.

Respectfully yours,

ADOLPH HELD, *President.*

MASSACHUSETTS COUNCIL OF CHURCHES,
Boston, April 27, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I am writing to you in your capacity as chairman of the Education Sub-committee of the Senate to urge you to support Senate 2928 a bill which would authorize the Commissioner of Education to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imblance in the public schools.

We are very familiar with this problem here in Boston, and believe that such legislation would be of immense value toward overcoming some of the problems which presently exist in this city and others in Massachusetts. We, therefore, urgently request your support.

Sincerely,

TEX S. SAMPLE,
Director, Department of Social Relations.

INDUSTRIAL UNION DEPARTMENT,
Washington, D.C., April 27, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: The Industrial Union Department, AFL–CIO, wishes to express its support of S. 2928, the bill introduced by Senator Edward M. Kennedy, that would provide assistance to school boards trying to correct problems of racial imbalance in the public school systems.

We believe integration is an important part of good education. The growth of de facto segregation in city neighborhoods and schools is a tragic development that threatens to destroy the democratizing function of our schools, their ability to provide a place where children of different races and cultural backgrounds can become acquainted with one another.

S. 2928 offers a means of dealing with some of the problems posed by a system of segregation that only accentuates racial and economic division. We believe Section 401 of the Civil Rights Act should be amended to permit grants to schools attempting to deal with problems arising from racial imbalance. That was the original intention of the Act when President Kennedy sent it to Congress. It should be restored to the law.

The 50 million the bill would appropriate to carry out the purposes of Title IV of the Civil Rights Act is no more than a minimum amount. Nevertheless, it would make it possible to use this provision more effectively. Already the meager amounts Congress has allocated for the implementation of Title IV have been exhausted. The Department of Health, Education and Welfare has been forced to seek a supplemental appropriation to help deal with requests for grants and technical assistance that now exceed $20 million.

We urge that the Congress move speedily to pass S. 2928. We ask that this letter be made part of the record of your hearings on this bill.

Sincerely yours,

JACK T. CONWAY, *Executive Director.*

NATIONAL COUNCIL OF NERGO WOMEN, INC.,
Washington, D.C., April 28, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: The National Council of Negro Women has through its 30 years advocated the eradication of all barriers preventing any Americans

from full enjoyment of their civil and human rights. We have had special concern in legal actions to correct problems arising from situations of de facto segregation in public school systems. Our opposition to any form of actual segregation of Negro and other racial minority group children in any school system is still vigorous.

Please be assured that this organization, the National Council of Negro Women conveys to you our urgent hope that you will actively work for the enactment of Federal legislation for a free and open school system in this country that in no way limits any of its program or services on the basis of race.

Cordially yours,

FANNIE P. JEFFREY,
Mrs. Newman Jeffrey,
Executive Director.

WOMEN'S INTERNATIONAL LEAGUE FOR PEACE AND FREEDOM,
Washington, D.C., April 26, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: The Women's International League for Peace and Freedom, United States Section, would like to go on record as supporting S. 2928, the bill introduced by Senator Edward M. Kennedy, to provide federal assistance to school boards which have designed programs to correct problems arising from situations of *de facto* segregation in the public school systems.

Our organization has long been concerned with the problems of both *de jure* and *de facto* segregation, and we believe that S. 2928 would provide a positive stimulus to help eliminate racial imbalance in the public schools.

We agree with Senator Kennedy's statement in introducing the bill that a good education is important for *all* children, but that it is *especially* vital for the disadvantaged, particularly for our Negro citizens. And as he also pointed out, whether school segregation is *de jure*, as in the South, or *de facto*, as in the North, it causes injury to our schoolchildren.

Fifty million dollars is a relatively small investment for the purpose of making grants to school boards to correct *de jure* segregation, when one considers the magnitude of the problem, but it is, at least, a *beginning*.

Sincerely yours,

MILNOR ALEXANDER,
Dr. Milnor Alexander,
Legislative Secretary.

VETERANS ADMINISTRATION,
Boston, Mass., April 26, 1966.

Hon. WAYNE MORSE,
Chairman of the Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: As a phychiatrist and educator working with advisory committees and task forces which have found racial imbalance devastatingly pathogenic where it exists in Massachusetts schools, I strongly urge your support of bill S. 2928 which has been submitted by Senator Kennedy.

In my opinion, passage of this bill is essential for the development of effective programs and procedures to constructively reduce racial imbalance. Furthermore, creation of a resource center to provide technical assistance to communities which recognize the harm caused by imbalance but need assistance in devising solutions offers a fine opportunity for flexibly and creatively developing the local assistance and the sound communications and coordinated effort required for significant progress on this complex social, educational, economic, moral, and mental health problem.

In support of my view I enclose a reprint of a paper in which I presented an analysis of de facto segregation in schools.

Sincerely yours,

CHARLES A. PINDERHUGHES, M.D.

[From Journal of the National Medical Association, September 1964, Vol. 56, No. 5, pp. 407–414]

Effects of Ethnic Group Concentration Upon Educational Process, Personality Formation, and Mental Health

(Charles A. Pinderhughes, M.D.[1])

INTRODUCTION

Current controversy over the nature and psychological effects of separation and segregation of groups has led to a reexamination of earlier contributions of historians, psychologists, sociologists, psychiatrists, and other social and behavioral scientists in this field. This paper examines some of the pervasive and deeply ingrained deleterious effects of ethnic group concentration, with special reference to Negroes, from a psychiatric point of view.

For seven decades psychiatrists have shown intense interest in understanding the forces which have impact upon behavior and which determine the characteristic patterns of strivings and response each individual shows. Ordinarily, this interest has been confined to the life space of an individual, usually a patient, and broader social influences have been left for examination by other behavioral scientists. First in the mental health movement (1), and more recently in the developments of social psychiatry and community psychiatry (2), psychiatrists have employed their resources in synchrony with those who apply other behavioral sciences. The result, for psychiatrists, has been an increasing interest in social and cultural forces and a growing sense of responsibility for increased involvement (3).

Social and cultural forces manifest themselves in pervasive ways as integral parts of personalities and institutions. Just as the forces which are active within personalities in the present can more fully be understood by study of their sources and evolution from the past, so social and cultural forces, such as high ethnic group concentration or segregation, can be better understood by examination of their recent and remote antecedents. The findings of a broad spectrum of social scientists have already been applied to diagnose the ailments that accompany the practice of segregation in the South (4), and in the North (5). The term "de facto segregation" has been employed where patterns of segregation are found without sanction under law and has been applied almost exclusively to Negroes. Some facets of this issue are of critical importance in personality development and thus are properly in the professional province of physicians as well as that of educators, politicians, and lawyers. Indeed, the issue has become a legitimate concern of the residents in most large cities of the United States. It is the purpose of this paper to contribute to understanding of this issue rather than to provide solutions.

EFFECTS OF ETHNIC GROUP CONCENTRATION UPON EDUCATIONAL PROCESS

The Schools and De Facto Segregation of Negroes

The former superintendent of Boston Public Schools, Dr. Frederick J. Gillis, in his annual report of 1961–1962 (6), described Boston as one of 14 great cities in America which have unique problems involving the core city where culturally deprived immigrants, handicapped with a second-class education or illiteracy, persons unsuited for the skilled labor market, a pool of unemployables, many persons on welfare, rot of moral fibre, squalor, disease, high incidence of learning problems and pupil dropout, juvenile delinquents, and unwed mothers exist in quantity. He further described the demoralizing economic and social factors which stamp the citizens as second-class, inadequate, and wholly without significant aspirational goals. He described the need for teachers who are better than average, the need for vast adjustments on the part of schools, and the need for greater expenditures per pupil than those required in the education of children from middle-class homes. In addition, he delineated the need for introduction to cultural facilities, the need for trips to museums, libraries, and "to any

[1] Chief, Psychiatry Service, Veterans Administration Hospital, Associate Clinical Professor of Psychiatry, Tufts University School of Medicine, Boston, Mass.

and every place that will contribute to giving him (the pupil) a sense of belonging and to raising his aspirational goals".

While some of the ills described can be cured or at least alleviated by compensatory education programs and vigorous urban renewal, there remains a core of problems which relate to a fact omitted from Dr. Gillis' report. Many of the persons referred to are Negroes, living in a relatively sharply delineated area in high concentration and with restricted opportunity for movement. In areas which are heavily populated by a single ethnic group, the enrollment of some schools may be predominantly or completely of one group. The term "de facto segregation" may be applied to such situations even where there is opportunity for free movement of individuals if desired, although the term is commonly reserved for circumstances in which there is restriction of opportunities for movement.

The Hidden Curriculum

There is a hidden curriculum in every school which teaches, in addition to reading, writing and arithmetic, how to get along with one's fellow-man and how to think about and evaluate oneself and others. Individuals within a school serve as models for imitation and identification, and each student is pressed to conform to the kinds of attitudes, beliefs, mores, and behavior which surround him. The areas and styles of conforming, competing, rebelling, and cooperating are part of the hidden curriculum. Such observations, legends, and myths as support this curriculum are also included.

School Counseling Supports Prevailing Patterns

A part of the hidden curriculum includes an education and training toward conformity not only to the mores within the school but to those mores existing in the community at large. Nowhere is this more clearly evident than in the guidance and counseling areas. Since one of the goals of education is to provide opportunity for the student to develop a place for himself in the wider social family into which he goes, counseling is of critical importance. The counselor must realistically assist students toward the realization of their potentials on one hand and toward such opportunities as exist on the other. A Negro child and a white child of equivalent equipment and potential when realistically counseled toward existing opportunities have often been counseled toward different occupations in which there were differing rewards. The school system thus functions as an intimate part of a larger social system and often assists in perpetuating its ills. We might ask whether counselors should have "unrealistically" encouraged Negroes to prepare for areas in which there is aptitude, whether or not there is opportunity. This might have constituted a disservice to individual students. On the other hand, the absence of "qualified" Negroes at present is in part related to our educational system which prepares the students for the outside world, including the values and mores which exist there.

Importance of School Climate

For more than a decade we have recognized the importance of intangibles such as the reputation and influence of a school, of its teachers, of its pupils, and the nature of its neighborhood. Supreme Court decisions on the quality of education have been based upon such factors in 1950 and 1954. Such factors provide a basic matrix which contributes to the tone and character of the educational program as well as to comparative ratings and to public opinions. Unfavorable rumors, true or false, concerning inferiority of schools, of teachers, or of pupils have devastating effects and further demoralize teachers, pupils, and parents. Moreover, judgment of the adequacy and superior worth of some schools gained from the existence of other schools rumored to be inferior leads to an unrealistic and unadaptive appraisal based on invidious comparison rather than upon personal growth and development (7).

The recent spotlight upon schools has been directed less upon the formal curricula and more upon the informal education, the classroom "atmosphere" and "climate", and upon the psychological and cultural traits of students, all of which may show considerable variation from school to school even when curriculum and teacher activity may be relatively standardized. As much attention should be directed to the educational process between pupils as is currently given to the educational process between teachers and pupils.

Importance of Peer-Learning

Peer-learning in school is never stressed and especially needs to be examined in areas of racial imbalance. While there is always a relationship between peer-learning and teacher-to-pupil learning, the extent to which the relationship is complementary or supplementary, or frankly antagonistic is of prime importance. A larger group, emotionally disturbed students, disrupting students, and lack of group cohesion cause a shift in educational process from teachers-to-pupil learning toward peer-learning. Similar factors may promote a peer-learning situation which is frankly antagonistic to the teacher-to-pupil learning. In his report, former Superintendent Gillis clearly described such situations.

Discriminating parents who have opportunity to make choices regularly evaluate the informal features of schools as well as the formal aspects. They wish to know the range of interests and motivations of other students in the school because these may strongly influence the manner in which a child relates to the formal content of school. The range of interests of other students may determine whether a child pursues activities which are in line with, tangential, or deviant to the formal schooling. How a child uses his after-school time and weekends may have much to do with what he informally learns from fellow students.

What do the pupils learn from one another in the unplanned informal curriculum? Certainly teachers are not teaching students to drop out and to misuse their educational opportunities. Pupils learn such things from other pupils. Other students serve as models to be imitated, as models with which to identify.

Each individual has both constructive and destructive potentials available for development. Which potentials are reenforced into dominance depend greatly upon the interaction with the environment. In their struggle to become accepted, protected, and a part of the school group in which they find themselves, pupils may find learning from peers to be far more practical than learning subject matter for seemingly distant future application. Disobedience and competitive mischief-making may be required to secure safety and respect from peers in those situations where pupil leadership is strong in these directions.

What students learn from their interaction with peers may be in direct conflict with the instruction and training of their teachers and may sabotage the planned educational process. Dr. Benjamin C. Willis, Superintendent of the Chicago Public Schools and Director of a Massachusetts Education Study, in his address to the Massachusetts Congress of Parents and Teachers in Swampscott, Massachusetts on October 25, 1963, indicated that the three factors essential to quality education are those who teach, the tools they work with, including the building they work in, and the leadership provided. While agreeing with this statement the author believes that our minds do not ordinarily conceptualize the pupils as leaders. While the teacher is the designated leader of the class, there are times when students exercise leadership roles either for cliques in the class or for the entire class. The leadership provided by the students may be in support of the teacher or may run counter to the teacher's efforts.

This vast, complex field of student interactions, of informal unscheduled learning processes, and of identifications which are occurring in every school has seldom been seriously considered by public schools as a part of the educational process. Private and parochial schools have generally shown more interest in this field. The interactions between students in public schools are more apt to be viewed as areas to be wrestled with, mastered and controlled so that formal education can proceed. Indeed this might be a fertile community area for application of psychiatric concepts of group dynamics (8).

It is important to distinguish the child who directs himself predominantly from within from the one who is easily influenced and directed by those around him. The informal peer education is not crucial to the development of the inner-directed child since he can more successfully determine his own course. For the child who relies upon others for control, for guidance, for structure, and for decisions, the informal education occurring between pupils may provide critical features in forming the cast of his character and the directions of his life.

In general, the younger the pupil the greater is the dependence upon persons in the environment to provide values and to determine direction. Ordinarily students in preschool, kindergarten, and the early grades are very responsive to the impulses arising within themselves or in their immediate vicinity. They learn from those around them the values and attitudes which influence their perception

and their management of inner feelings and ideas as well as those they encounter from others.

EFFECTS OF ETHNIC GROUP CONCENTRATION UPON PERSONALITY FORMATION

The Cultural Brainwash

The interaction of the child with his environment develops his personality and the cultural attributes of the groups in which a child is reared exert a molding effect. Not to be forgotten is the fact that physiological functioning and physical health are influenced by interpersonal interactions since emotional responses are accompanied by functional reactions in body organs.

Each ethnic group induces its warp on the individuals within it, producing large numbers of individuals with a similarity in personal characteristics. These traits are selectively developed from the many potentials which are available. Each individual thereby develops many traits in common with others in his group and experiences the advantages and disadvantages of the culture he is within and with which he identifies.

Of all the ethnic groups in the United States only one group, the Negro, has presented a strong complaint that it receives inferior education as a direct result of a heavy concentration of its own group in neighborhood schools. How can it be explained that a harmful effect can result in one group which does not result in the others? The rich resources of Frazier (9), Clark (10), Myrdal (11), Kardiner and Ovessey (12), and Elkins (13), proved helpful in formulating the following partial answers to this question. Emphasis has been placed upon the central role played by institutionalized education in determining the manner in which American culture has affected personality formation in American Negroes.

The difference between communities of American Negroes and communities of all other ethnic groups are extensive, but usually overlooked. The American Negro is the only minority group in the United States without a culture of its own. All other groups have a religion, an internal source of authority and group cohesion, a special language, traditions, institutions or other roots which are traceable to a lengthy group existence, usually in another country. American Negroes have none of these.

The Southern Compound

The numerous languages, family and group ties, and all prior cultural institutions of the millions of slaves brought to America were destroyed. An establishment for producing docility and for training slaves was developed. Laws guaranteed the master absolute power over his slaves and permitted unlimited physical and psychological discipline to break and train slaves to unquestioning obedience. The machinery of the police and courts were not available to slaves, and owners tried and executed sentences upon them. Marriage was denied any standing in law, and laws decreed that fathers of slaves were legally unknown. Children could be sold without their mothers except in Louisiana, which kept the mother-child relationship preserved until the child reached ten years of age. There was a general belief that education would make slaves dissatisfied and rebellious, so distribution of books, including the Bible, or teaching of slaves was prohibited by law in some States.

Thus, by means of one of the most coercive social systems on record the character of American Negroes, and the nature of their families and of their groups were clearly and rigidly defined in a closed system which supplied the training and sanctions needed to produce recognizable personality types. Such stereotyped characteristics were produced by this environmental pressure that some persons, viewing the products of this system, have gained the erroneous impression that the characteristics were inherent in the people rather than induced. For eight generations of slaves in a closed family-like system, every vital concern focussed upon the master as an omnipotent father whose establishment molded the character and behavior of his slaves. The child-rearing practices of the slave mothers constituted his most important training school, and produced obedient, docile slaves whose aggressions were directed primarily against themselves. In time, child rearing practices became stereotyped into life and death struggles to inhibit and reverse all assertiveness or aggression, especially in male children.

After emancipation from slavery, segregative practices kept the Negro captive in his compound, and continued his training to his dependent, and low-caste servant role.

Even as large immigrating groups of English, West Indian Negroes, Irish, Jews, Japanese, Puerto Ricans, French, Chinese, Italians, Africans, Indians, Germans, or others carry with them many central and residual elements of their prior cultures, so also large numbers of American Negroes migrating from the South to Northern cities have carried with them patterns which originated in the South.

The Northern Compound

With the migration of Negroes to the North, no rigid, formal segregation supported by law was needed. The Negroes from the South were well trained to support and perpetuate the system to which they had accommodated. They had been taught a way of relating to the world in which white people were central, and they could not see that the Northern white person differed inside from the ones known in the past.

It is commonly recognized that persons who have felt inferior, criticized and discriminated against in one situation unconsciously carry these feelings with them into new situations where they behave as if they were still subjected to the same treatment. Negroes forged into a low-caste group in the South have, upon migrating unconsciously induced relationships in the North similar to those in the South. With "segregation de jure" stamped into and thoroughly interwoven in the culture and into the personalities of Southern Negroes, it was inevitable that it should be carried northward to precipitate as "de facto segregation".

They formed their compounds in the Northern cities, and in these de facto segregated communities they reproduced and passed on the only culture they had to pass on, with the only child rearing practices they knew, in the matrix of the only family structure and group organization they had known. Over many years a culture had been developed in the compound which kept the people there functioning in the same old ways. The patterns and codes reached every member and sank deeply into many personalities. Older ones cannot be persuaded to change—they have been trained too long and too well.

To be born in the compound is to feel inferior, to behave as if one is inferior, and in many instances to be trained to function in inferior ways. To Negro teachers to whom they feel close Negro children often express their wonder of why there are fewer and fewer white children, or none of them at all. They feel something must be wrong with them and what they have. Some Negro children who comfortably express themselves to a Negro teacher are noncommunicative with a white teacher. One skillful white teacher had several such children in an all Negro class. Toward the end of the year with these sixth graders, while discussing why people don't talk, one regularly silent child spoke out, "Because they are afraid". When the teacher asked how many felt the same way 11 pupils raised their hands. Teachers with similar personalities may evoke differing responses in the same pupil based on the fact that one teacher is white and one is colored.

Personality in the Negro Compound

In this context, the Negro ghetto and its accompanying predominantly Negro neighborhood schools can more easily be seen as agents which have adverse effects upon self-esteem, value systems, motivations, aspirations, and behavior of pupils. Such adverse effects prevailing in many students can seriously impair the educational processes in a school despite the presence of excellent teachers and adequate facilities.

Although the gate to the compound in the Northern city is open, few find it. Many have been so trained not to reach out, or to so defeat themselves that they must persistently fail at just those points where constructive changes are possible. Most of them do not believe that the gate is open even when they are told and offered encouragement to walk through. Some who believe have so renounced any capacity for initiative or constructive assertion as to be immobilized and apathetic.

It is for these reasons, as well as for economic ones, that open enrollment plans for improved integration of schools on an optimal basis will not work for those who need it most. It is also unrealistic to leave the burden for change

upon Negro parents when basically the American Negro family has been disrupted and made impotent as a source of initiative and purposeful action.

Many Negroes have so internalized into their own thinking and feelings the sense of bondage that it is felt even where external bondage may not exist. While most conscious of the struggle against external discrimination and suppression, Negro participants in the struggle for social change are necessarily throwing off internal bonds of silence, passivity, and compliance. Active demands, open expression, and demonstration function as an important necessary transitional stage in moving from a state of internal and external bondage toward free social participation as a peer group.

Segregation Perpetuates Existing Caste

The essence of the problem we face is not race and not color. American people, by a coercive slavery system and by miscegenation, grossly altered American Negroes into a group whose characteristics were so shaped as to prevent participation in the American life as defined by the Constitution. What used to be a slave group containing stock from several races has been perpetuated as a low caste servant and labor group, for the most part isolated in its compound. The color primarily helps us to identify the low caste and to know whom we should not touch. When a Caucasian and a Negro can together produce a child who is considered to be a Negro in race, we are dealing with sociological rather than logical thinking. Such thinking is one of many residuals of slave culture days. It ensures that the low caste elements remain clearly defined no matter how intermixed and unrecognizable they become. It also contains the implicit censure that whosoever touches one becomes one.

It is for these reasons that so many white persons and so many middle-class Negroes do not wish "their" schools to have a significant influx of Negro students. It is for these reasons that so many desire not to associate with Negroes in large numbers and will actually reject, impede, or show inaction toward plans for integration. That some white persons flee as if from a plague when Negroes move near them is a product of their life experience and education. Increased integration in education starting at early ages will do much to prevent the emergence of another generation of hurt, frustrated, disillusioned and angry coloreds, and guilty, panic-stricken, perplexed, and angry whites.(14)

Neither words nor pictures nor large amounts of intellectualized information will substantially modify the Negro compound without the corrective emotional experiences of increased integration. Unless the compound is broken up it will go on reproducing its own kind, even as communities of other ethnic groups keep reproducing their own.

Racially imbalanced schools in predominately Negro neighborhoods function therefore as a mold which produces and perpetuates an unfavorable stamp. Although schools in communities heavily populated by other ethnic groups also serve as vehicles for transmitting group characteristics to individuals, the stamp imparted in such schools is more adaptive and more often of positive value.

Education is central in all of this. Certainly slavery was an educational matter as well as a political, economic and moral matter. Perpetuation of a caste is also an educational matter, and modification of a caste finds education at the heart of the process.

EFFECT OF THE ETHNIC GROUP CONCENTRATION UPON MENTAL HEALTH

The dilemma surrounding segregation and integration encompass far more than social classes, castes, and races. Whenever any agents from previously separate compartments come together and experience conflict, questions arise about conflict resolution by reinforcing the compartments. Some question whether collaboration or peaceful co-existence is possible for disparate and conflicting agents. Furthermore, it seems quite clear that segregation in fact, or under law may at times be useful in the accomplishment of some objectives such as temporary control of dangerous or destructive persons, for example.

It is commonly recognized that segregation may be useful as a method of mastering and controlling something undesirable, threatening, or otherwise posing a problem. Segregation of thoughts and feelings occupies a prominent place in early mental processes. In fact, small children use a segregating method of thinking as a basis for governing their behavior. All things around or within

them become viewed grossly in an either/or way, as good or bad, right or wrong, black or white. As they mature the same children develop a capacity to employ segregating mechanics on a limited and temporary basis in discrete situations where appropriate. Later, segregating tendencies come to exist in dynamic conflict with unifying, affiliative, integrating tendencies within individuals just as they do in social systems. In the most mature personalities integrating tendencies transcend segregating ones.

There is a close interrelationship between the psychological system inside an individual, the family system, of which he is part, and the social systems beyond the family. Persons who view things in terms of rigid compartments tend to create and structure the space around them in similar terms. Likewise, children reared in rigidly compartmentalized social systems tend to internalize them and to develop psychological compartments—boxes—which interfere with abilities to relate, to form ideas, and to process feelings.

Because of the endless variables and extreme complexity in the interapsychic, interpersonal, and wider social fields, this limited discussion will be conducted in abbreviated form. In the community where it exists heavy ethnic group concentration will have the following effects upon mental health:

1. Characteristic group elements will be induced in the personalities of many group members. These will influence problem solving and adaptation in different ways, sometimes facilitating and sometimes complicating adjustment. Since more rigid control and compartmentalization of the environment will sometimes buttress a shaky or poorly organized personality, a subjective feeling of comfort may be produced by segregation. A development confined to a single group often makes possible comfortable relationships with one's group, anxiety or inappropriate behavior in relationships with others.

2. A framework is offered for adolescent group formation. During the period when identity is being determined, roles being clarified, and mating taking place, most adolescents turn toward what they perceive as their own kind. The ethnic group will continue to offer important contributions to the solution of these and other life tasks. Even where ethnic group members are dispersed in the community, a re-grouping according to similar identifications occurs in the social activity of adolescents. This regrouping in adolescence, along ethnic lines is not dependent upon a segregated situation.

3. Some antisocial feelings and thoughts which arise in early childhood situations (associated with aggression and hostility toward family members) are reinforced and attenuated. There is a reduction of ability to accept, identify, and relate with individuals in other groups. One is encouraged to view people in categories which emphasize differences rather than similarities between groups. Thinking is conditioned toward concepts of separating and keeping apart, and people learn how to live this way. This may be quite adaptive where one can live his life in his own community with his own group, but there are few people who can live in such provincial ways in today's world.

4. A dehumanized view of people is encouraged. Some are seen as sub-human, non-human, or super-human; that is, anything but simply human like oneself.

5. Perception and thought content are strongly limited by the values and codes of one's group. Whatever is not consonant with the group's particular standards can be entertained only with painful conflict or with a sense of disloyalty to one's group. So much may be kept from consciousness or denied that the view of reality may be greatly impaired.

6. Lack of understanding, misunderstanding, and conflict between members of different groups occur.

7. The education provided in the closed setting of a single ethnic group usually emphasizes conformity to a degree, where ties to the group greatly limit individual freedom including freedom of thought and of speech.

8. Opportunity for negotiation and constructive interplay between individuals and their society is reduced.

9. Prejudice and delusions are fostered which support denial of personal inadequacy and projection of criticism outward toward others.

10. There is an absence of suitable social forums for expression, feedback, and corrective intergroup experience.

In summary, while high ethnic group concentration has some effects which are of positive value to mental health, many effects are constricting, or crippling and

result in serious limitations. In communities where ethnic groups are dispersed, the existence of religious, social, or other cultural institutions can satisfy community needs for cultural ties along ethnic group lines. Where people are schooled in and living most of their lives in compartments, they will have closed minds without recognizing it. What is alien to their experience will be seen as false, unreal, and unacceptable.

Tendencies to stabilize, control, and fix structure exist in dynamic interplay alongside tendencies to restructure in a free society. A segregated situation interferes with opportunities to restructure, and tends to produce a closed situation with loss of freedom.

Some prevailing patterns of social organization fail to achieve their designated objectives. There is much to suggest that the massive and generalized restructuring of social institutions now taking place requires a preliminary stage in which the old patterns are shaken and unsettled to introduce flexibility where systems have grown insensitive or rigid, thereby making useful changes possible.

With the growing awareness of these circumstances, there has developed an intense search for practical remedies. Such creative innovations as develop under the stimulus of the problems associated with ethnic group concentration will undoubtedly promote the welfare of all groups.

SUMMARY

The effects of ethnic group concentration upon educational process in neighborhood schools is discussed with special reference to the school climate, hidden curriculum, and the unplanned education which students receive from other students. The importance of student interaction, of identification and other psychological processes in the dynamics of the classroom group are stressed.

The effects of ethnic group concentration upon personality formation are described with emphasis upon the steps through which particular characteristics of American Negro personalities were developed under slavery and perpetuated by segregation. Factors are discussed which influence Negroes to form compounds in which existing low caste is perpetuated.

Finally an assessment is given of the part played by public schools in these issues and of the effects upon mental health.

The complex interpersonal relationships and group dynamics which mediate the severe deleterious effects in American Negroes are delineated, and the adverse effects of ethnic group concentration in general upon total community mental health are made evident.

LITERATURE CITED

1. Redenour, N. Mental Health in the United States. Harvard University Press, Cambridge, Mass. 1961.
2. Bellak, L., Ed. Handbook of Community Psychiatry and Community Mental Health. Grune & Stratton, Inc. N.Y. 1963.
3. The Social Responsibility of Psychiatry, A Statement of Orientation, GAP Report No. 13, July 1950.
4. The Effects of Segregation and the Consequences of Desegregation: A Social Science Statement. Appendix to Appellants' Briefs in Public School Segregation Cases Decided in the U.S. Supreme Court Decision of May 14, 1954.
5. Public School Segregation and Integration in the North. National Association of Intergroup Relations Officials, N.Y. 1963.
6. Gillis, F. J. The Annual Report of the Superintendent, 1961–62, School Document No. 16, Boston Public Schools, 1962.
7. Psychiatric Aspects of School Desegregation. GAP Report No. 37, July 1957.
8. Mayo, C. and D. Klein. Group Dynamics as a Basic Process of Community Psychiatry, in Handbook of Psychiatry and Community Health, Ed. by L. Bellak. Grune & Stratton, Inc., N.Y. 1963.
9. Frazier, E. F. The Negro In The United States. Macmillan Co., N.Y. 1949.
10. Clark, K. B. M. Prejudice in Your Child. Beacon Press, Boston, Mass., 1963.
11. Myrdal, G. An American Dilemma, Harper & Bros., N.Y. 1944.
12. Kardiner, A. and L. Ovessey. The Mark of Oppression. W. W. Norton & Co., Inc., N.Y. 1951.
13. Elkins, S. M. Slavery. University of Chicago Press, 1959.
14. Katz, I Review of Evidence Relating to Effects of Desegregation on the Intellectual Performance of Negroes," Am. Psychologist, v. 19, pp. 381–399.

NATIONAL ASSOCIATION OF REAL ESTATE BROKERS, INC.,
Washington, D.C., April 26, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SIR: The National Association of Real Estate Brokers, Inc., aside from its commitment to "Democracy in Housing", is deeply commited to the eradication of segregation in every aspect of American life. Consequently, we are pleased to commit ourselves to the wholehearted support of bill S. 2928 introduced by Senator Edward M. Kennedy of Massachusetts.

A bill designed to provide federal assistance to local school boards, acting to correct racial imbalance in our nation's schools, would in fact indicate the willingness of our government to offer needed support and encouragement to those wishing to alleviate this problem of segregation.

The National Association of Real Estate Brokers realizes the difficulty involved in achieving racial balance in our nation's schools; but recognizes the need for concentrated effort towards achieving this task, if we are to ever attempt the task of providing an equal education for all of our children.

The Association most assuredly sees the need for a present day law that would serve to offer the same kind of assistance to school boards acting to correct *de facto* segregation, as it currently makes available to school boards acting to correct *de jure* segregation.

We shall be happy to lend whatever support, always, to conscientious efforts along these lines.

Very truly yours,

LEON COX, JR., *Executive Director.*

MASSACHUSETTS INSTITUTE OF TECHNOLOGY,
DEPARTMENT OF AERONAUTICS AND ASTRONAUTICS,
Cambridge, Mass., April 22, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: I understand that on April 27 your Subcommittee will hold a public hearing on S. 2928: "A bill to amend title IV of the Civil Rights Act of 1964 in order to authorize the Commissioner of Education to provide technical assistance and grants to school boards in support of programs designed to overcome any racial imbalance in the public schools."

I wish to go on record in favor of the passage of that bill, both on my own behalf and on behalf of the Metropolitan Council for Educational Opportunities.

The Metropolitan Council for Educational Opportunities is an organization which includes a number of school committees in the Greater Boston area and other interested organizations. By means of a grant from the U.S. Office of Education, under title III of the Elementary and Secondary Education Act of 1965, some 250 youngsters, predominantly Negro, from the City of Boston will be invited to attend schools in certain suburbs of Boston. Funds permitting, these youngsters would complete their education in the suburban schools to which they are invited.

In the longer range, we are seeking to find ways of broadening educational opportunities in the Greater Boston area. We feel that action by suburban communities to relieve the pressure on the core city is required. We also believe that such action should begin by extending opportunities to children from the Negro community—the most disadvantaged group in the city and also the group that the suburban children are most in need of getting to know better.

The aims of S. 2928 are essentially the ones we are trying to promote, and the aid which will become available under it will be most helpful to any school system anxious to deal with problems of *de facto* segregation.

We are particularly interested in Section 405(a) of S. 2928:

(4): * * * "redistricting within or between school systems" * * *

(7): * * * "transportation of students within or between any school systems" * * *

We believe that other communities with different circumstances will also find great opportunities in the other sections of this bill.

With very best wishes for success,

Sincerely yours,

LEON TRILLING,

Professor of Aeronautics and Astronautics, M.I.T., Member of the School Committee Town of Brookline, Mass., President, Metropolitan Council for Educational Opportunities.

P.S.—I am taking the liberty of enclosing a copy of the proposal which describes our program. Since it was drafted, two additional communities (Braintree and Arlington) have voted to participate in the program.

PROPOSED PLAN FOR COOPERATIVE PROGRAM OF EDUCATION BETWEEN URBAN AND SUBURBAN SCHOOLS

Submitted to the Office of Education under the provisions of Title III, Elementary and Secondary Education Act of 1965 by the Newton Public Schools, Newton, Massachusetts on behalf of the Metropolitan Council for Educational Opportunities and the Public Schools of Brookline, Lexington, Wellesley and Newton

Rationale

In the Report of the Advisory Committee on Racial Imbalance and Education submitted to the Massachusetts State Board of Education in April, 1965 there appears these statements: "Most white and Negro children in Massachusetts have been cut off from contact with each other to the detriment of the education and total development of members of both groups. White students who attend predominantly white schools in towns and communities which are almost entirely white cannot benefit from programs to improve education through racially balanced schools in the major cities. We believe that all schools in Massachusetts should seek to maximize the opportunities for integrated learning experiences for their students, particularly to improve their training for the duties of citizenship."

And in a background paper written for the same report, Dr. Charles A. Pinderhughes in discussing the effects of ethnic group concentration upon educational process, personality formation and mental health, makes this point: "There is a close interrelationship between the psychological system inside an individual, the family system of which he is a part, and the social systems beyond the family. Persons who view things in terms of rigid compartments tend to create and structure the space around them in similar terms. Likewise, children reared in rigidly compartmentalized social systems tend to internalize them and to develop psychological compartments which interfere with abilities to relate, to form ideas, and to process feelings."

Taken together, these two statements form the rationale for this program. We are convinced that ways must be found to break down the "compartmentalizing" effect on children growing up either in an essentially all-white suburban community or an essentially Negro community in the city. The plan as described below will serve, we believe, both to relieve to some small degree the racial imbalance problem and also to "maximize the opportunities for integrated learning experiences" for all the children involved.

Plan

Our plan is to transport about 200 Boston students, predominately Negro students, to schools in neighboring suburban communities beginning in September, 1966. At the outset, the communities of Brookline, Lexington, Newton, and Wellesley will be involved, with the hope that additional communities will join the program in the future. The children will be of both elementary and secondary school age, and once entered in a suburban school will continue with their entire education in that community. In each succeeding year after 1966, the several school systems will make a reassessment of their available space and determine if it is possible to enroll additional students.

It is our intention at this time to work with pupils from grades 3 through high school. While we are aware of the possible advantages of taking children at an earlier age, we are concerned, at least in the initial states of the program, about the possible negative effects of the program on very young children.

It is our sincere hope that students will be selected in collaboration with Boston school officials. If this relationship can be established, then the pupil personnel staff members of the several school systems can together develop a

specific plan for identifying students, securing information about them, and advising as to whatever, if any, special services an individual student may need. It is our hope that the group of students involved will be a representative one, with the only limitation being that children with *extreme* problems of either a learning or behavioral nature should be excluded. The only other stipulation that should be made is that parental consent must be secured.

Once identified, a student will be assigned to a school appropriate to whatever individual considerations that should be applied in his case, and from then on he will be considered as a regular pupil in full standing in that school. Every effort will be made to provide specialized services if they are needed, just as we provide such services for students who live in the immediate neighborhood. In addition, we will endeavour to provide a "second home" for the child, so that he will have a place to go for lunch, or if he is ill, or if he desires to become involved in a social way in the community served by his school.

While the above represents the heart of the proposed program, it is our hope that other possibilities for collaboration between the city and the suburbs will emerge and be implemented. We have in mind student exchanges, teacher exchanges, special tutorial programs, identification of individual students whose needs might be served better by attendance in another school, cooperative curriculum development projects, work projects and opportunities for social affairs. Also we would work towards providing opportunities for extended education and preparation for employment. We are committed to the notion that a metropolitan concept of public education must be developed as it has been and is being developed in other areas of public interest, and we will seek out and encourage any possibilities that support this goal.

Staffing

We feel it is essential that all of the services now available in the public schools involved in the program, be available to the youngsters who come to us. These would include: school psychologists, social workers, reading and speech specialists, health services, tutoring services, curriculum specialists, adequate teaching staff, consultant services, clerical assistance, and teacher aides.

It should be noted that each of these services are now available in the cooperating school systems, but it is anticipated that the program as described above may place special demands on the personnel involved. Therefore, it is our intention to expand wherever appropriate and necessary the available staff in order that a full range of support is supplied to the program and to the children, teachers and parents who are a part of it.

It should also be noted that a separate proposal is being submitted to the Carnegie Corporation for support of a central staff. This staff would include a full-time executive director to provide overall leadership, a project manager to coordinate selection and placement of students and to be responsible for transportation, plus necessary office assistance.

Evaluation

Evaluation of the effectiveness of a program of this description requires a design extending over a long period of time, and therefore, the plans for this phase of the project are necessarily of a general nature at this time. It is our intention to enlist the support of an inter-university group of specialists, probably drawn from Harvard and Boston University. Several members of these faculties have already done extensive work in this area and have indicated their interest in working with us. Among other things, we want to secure information concerning the academic progress of the children involved, attitudinal and value changes, and effectiveness of various instructional methods and materials. It is anticipated that among other techniques, standardized tests, sociometric scales, attitudinal scales, and observational procedures will be used.

Further and more specific plans for evaluation will be presented as the project is developed.

Budget

The budget is based on the assumed need to implement the staffing pattern proposed in the section on staffing. It is our judgment that the most reliable budget figure can be established by using a per pupil cost as the base. On this basis, we would request support at the rate of $1,000 per pupil, plus $25 per pupil for instructional materials. These figures do not include transportation

costs, which are estimated to be $40,000 annually. With 200 pupils in mind, the total cost of the project would be as follows:

Budget (Sept. 1, 1966 to June 30, 1967)

1. Personnel	$200,000
2. Instructional Materials	5,000
3. Transportation	40,000
Total	245,000

APPENDIX A

THE PUBLIC SCHOOLS OF BROOKLINE,
Brookline, Mass., February 8, 1966.

Dr. CHARLES E. BROWN,
Superintendent of Schools,
Newtonville, Mass.

DEAR DR. BROWN: The following is a record of the unanimous action of the Brookline School Committee, at its meeting on February 7, 1966, regarding a cooperative program of education between urban and suburban schools:

Voted I.—The Brookline Public Schools will participate in the proposed cooperative program of education between urban and suburban schools described in "Proposed Plan for Cooperative Program of Education Between Urban and Suburban Schools," dated February 4, 1966, a copy of which is attached, preferably with the following amendments:

(a) In the title add "on behalf of the Metropolitan Council for Educational Opportunity which represents the following communities: Brookline, Lexington, Newton Wellesley, Winchester."

(b) At the top of page 2, change the first sentence to read: "Our plan is to transport about 200 Boston students, predominantly Negro students, to schools in neighboring suburban communities, beginning in September, 1966."

(c) Delete page 2, paragraph 2.

(d) Delete page 2, paragraph 3, third sentence from "with the only limitation" to the end of the sentence, and delete "other" in the fourth sentence.

(e) Add a new paragraph 4 to request a Summer School allowance of $100 per child.

(f) Add a new paragraph 5 to fund an inter-group relations training program for children, parents and teachers of the participating communities.

(g) In the last paragraph of the section "Plan," after the second sentence, insert "We would also provide opportunities for extended education and preparation for employment."

The cost of amendments (*e*) and (*f*) would be $15,000 for Brookline.

Voted II.—Under this proposal the Public Schools of Brookline will accept up to 50 elementary school children and 25 to 50 high school students.

Voted III.—The Brookline School Committee endorses the proposal of the Council for Public Schools to the Carnegie Corporation of New York to provide funds for a Central Office for the "METCO" Cooperative Program.

Sincerely yours,

/s/ Helen V. O'Brien,
HELEN V. O'BRIEN,
Secretary to the School Committee.

APPENDIX B

LEXINGTON PUBLIC SCHOOLS,
Lexington, Mass., February 8, 1966.

Dr. CHARLES E. BROWN,
Superintendent of Schools,
Newton Public Schools, Newton, Mass.

DEAR CHUCK: At their meeting of February 7, 1966, the Lexington School Committee unanimously voted to:

1. Reaffirm its position voted on January 17, 1966, as follows:

"The Lexington School Committee, while recognizing its primary responsibility to Lexington students, also recognizes the responsibility of the suburbs toward the Metropolitan community. It therefore supports the current effort of the Metropolitan Council for Educational Opportunity to help relieve racial imbalance in the Boston Public Schools.

"Provided that this joint effort by suburban communities is found to be acceptable to the Boston School Committee, and that outside means are established to finance all costs incurred, the Lexington Public Schools stand ready to receive 25 nonwhite secondary school children from Boston."

2. Subscribe to the "Proposed Plan for Cooperative Program of Education between Urban and Suburban Schools," as presented by Charles E. Brown, dated February 4, 1966.

Sincerely,

(S) Rudy
RUDOLPH J. FOBERT,
Superintendent of Schools.

APPENDIX C

WELLESLEY PUBLIC SCHOOLS,
Wellesley Hills, Mass., February 8, 1966.

Dr. CHARLES BROWN,
Superintendent, Newton Public Schools,
Newton, Mass.

DEAR DR. BROWN: At a regular meeting of the Wellesley School Committee on February 7, 1966, it was

Voted: that the Committee endorse the proposal prepared by the Newton Public Schools for submission to the Office of Education under the provisions of Title III, Elementary and Secondary Education Act of 1966 and reaffirms its intention to participate in the plan as outlined in the proposal, subject to the conditions of the Committee's vote dated January 20, 1966.

That vote has been recorded as follows:

"That this School Committee is prepared to participate in a program which would permit children now attending imbalanced schools in Boston to attend schools in suburban communities, provided, that the cost of the attendance is not borne by the Town of Wellesley, that the pupils are placed in schools where classroom space is available, and that the School Committee of the City of Boston approves the program."

Very truly yours,

(S) John B. Chaffee
JOHN B. CHAFFEE,
Superintendent.

DIOCESE OF WASHINGTON,
MOUNT SAINT ALBAN,
Washington, D.C., May 3, 1966.

Hon. EDWARD M. KENNEDY,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR: Your letter inviting me to the Subcommittee hearings on your bill, S. 2928, on April 27th arrived on that date. However, I was out of the country at that time and could not have attended. I am certainly in favor of the purpose of the bill and appreciate your good work.

Sincerely,

PAUL MOORE,
The Rt. Rev. Paul Moore, Jr., *Suffragan Bishop.*

UNITED CHURCH OF CHRIST,
COUNCIL FOR CHRISTIAN SOCIAL ACTION,
New York, N.Y., May 4, 1966.

Hon. EDWARD M. KENNEDY,
U.S. Senate,
Washington, D.C.

DEAR SENATOR KENNEDY: Thank you for your letter telling me about the meeting of the Education Subcommittee hearings on bill, S. 2928, the afternoon

of April 27th. Unforunately your letter came while I was absent from the office and is only now coming to my attention.

If it is not too late, however, I would like to write in strong support of your effort to abolish *de facto* segregation in the public school systems. This is a matter of very great interest to the Council for Christian Social Action and I am sure we will do all in our power to support these, and other, efforts to correct the present racial imbalance in many of our public schools.

Our Council has a member of its staff the Reverend L. Alexander Harper giving full time to school and community integration. I have taken the liberty of forwarding your letter and the comments of Senator Wayne Morse to him. His address is the same as mine and I know he would be happy to receive any further communications on this subject in the future.

Our strong support to you in this effort.

Cordially yours,

RAY GIBBONS, *Director.*

INTEGRATED QUALITY EDUCATION

The Second General Synod of the United Church of Christ called for "the support and expansion of necessary public services such as schools . . ." The Third General Synod called for "the elimination of segregation and discrimination in every aspect of our common life . . ." The Fourth General Synod called for commitment in the struggle of our fellowmen. "To get the best schooling possible, even if desegregation upsets educational tradition . . ." We, the Fifth General Synod of the United Church of Christ now declare ourselves committed to integrated quality education in all public schools both North and South.

The United States Supreme Court has declared that segregated education is inherently inferior and un-Constitutional. We declare that *de facto* segregation by custom, intention, chance, or community acquiesence is undesirable, unfair, and unacceptable to American ideals and goals. We further declare that such *de facto* segregation affects not only our Negro brethren, but other culturally deprived members of our society, as well as all of the rest of society.

Not only do we hold that integrated public education is superior to segregated, but that integrated education supports and strengthens the achievement of quality education. Integration in education stimulates increased attention to training of teachers, opens new possibilities of more effective use of school time and school faciilties, and encourages enrichment of the curriculum by including the contributions of racial minorities to our history and culture.

We further declare that segregated education inadequately prepares children for life in our pluralistic society. It also violates our religious teaching that we are members one of another created to live in community.

In the achievement of integrated quality education in our communities and throughout our nation this Fifth General Synod calls upon the churches, Conferences, and Instrumentalities:

1) to examine the problems related to desegregation and improvement of public education in their community, county, state and nation;

2) to consider carefully possibilities and proposals for specific next steps;

3) to work with school boards and community organizations to achieve integrated quality education, not in the far future but now;

4) to help public officials, school authorities, and civic leadership who will work for and support integrated quality education.

5) to witness to their commitment to integrated quality education by implementing such a program in their local church schools, to achieve an end to *de facto* segregation within the educational program of the United Church of Christ.

The General Synod commends to the churches the counsel and assistance of the Council for Christian Social Action, the Board for Homeland Ministries, and the Committee for Racial Justice Now.

The United Church of Christ has long been concerned with both integration and quality education in its policy statements, its educational materials and programs, its publications and its public action. Integrated quality education is now essential to the achievement of racial justice and economic opportunity. To the achievement of these ends we renew our dedication and to the achievement of integrated quality education in our communities and nation we pledge our earnest efforts and enduring support.

THE UNIVERSITY OF THE STATE OF NEW YORK,
THE STATE EDUCATION DEPARTMENT,
Albany, N.Y., April 26, 1966.

Hon. EDWARD KENNEDY,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: I regret very much that I have had to cancel my plans to testify at Wednesday's hearing on your bill to provide funds to local communities for the elimination of racial imbalance in the schools.

Mr. Theron Johnson, Administrator of the Division of Intercultural Relations in Education, will appear on behalf of the New York State Education Department. He will indicate our support of the bill and suggest one or two amendments we would like to have inserted.

I strongly support the type of legislation you have proposed. As you undoubtedly know, the New York State Board of Regents and I have, for several years, pressed for the elimination of *de facto* segregated schools and for the achievement of fully-integrated education of the highest quality. Because the conditions which have brought about *de facto* segregation in many of the communities in our State are not the result of local action or choice, and in some cases are beyond the ability of those communities to correct, it is essential for the State and Federal Governments to come to their assistance. Your proposed legislation will be helpful in this regard.

I commend you for sponsoring this legislation and hope that it will receive early and favorable consideration by the Congress.

With highest regards.

Sincerely,

JAMES E. ALLEN, Jr.

AMERICAN CIVIL LIBERTIES UNION,
Washington, D.C., April 26, 1966.

Hon. EDWARD M. KENNEDY,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: On April 27 I will be testifying before the Education Subcommittee of the Committee on Labor and Public Welfare on various education bills, including your bill, S. 2928. You may be interested in the fact that we wholeheartedly endorse your bill to provide federal assistance to end *de facto* segregation in the public school system. I am enclosing a copy of my testimony.

Sincerely yours,

LAWRENCE SPEISER,
Director, Washington Office.

BERKELEY UNIFIED SCHOOL DISTRICT,
Berkeley, Calif., April 27, 1966.

Hon. EDWARD KENNEDY,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: I was delighted to hear that you are sponsoring a Senate Bill relative to the problem of De Facto Segregation in our large city schools. I applaud the effort you are making in this area.

The position our Administration in Washington has taken on Federal Aid programs affecting our schools and children of America is very disturbing. The latest White House recommendation is the most disturbing of all. Our President is now suggesting that Title I funds of the Elementary and Secondary Education Act be paid to school districts at the rate of 85 percent of the commitment. It was only last summer at the White House Conference that the President pledged the support of his office and the Administration to provide more funds for education. We were told at that time to return to our respective school districts and plan programs for a three-year period. Eight months later we received word from Washington that the President is recommending that we receive only part of the promised money.

I thought you would be interested in West Coast news releases quoting me on the subject and an editorial in yesterday's *San Francisco Chronicle.*

Warm personal regards.

Sincerely yours,

NEIL V. SULLIVAN, Ed. D.,
Superintendent of Schools.

Statements and Correspondence Relative to Public Law 874 Amendments

Prepared Statement From the Office of Hon. Edmund G. Brown, Governor of the State of California

Governor Edmund G. Brown said today that California schools stand to lose more than $35 million in federal funds if proposed cuts are approved in aid to school districts with heavy federally-connected populations.

In a statement to California's Congressional delegation and other Washington officials, Governor Brown said 141 California school districts would receive no federal aid under the proposed reductions. And he listed potential school district losses ranging as high as $3,149,483 for the San Diego Unified School District.

The revenue loss he said "automatically increases the local tax rate or eliminates needed educational services."

"Because of the major consequences which curtailment of this federal aid program to education entails, I am urging the California congressional delegation to resist such cutbacks.

"This program to aid local schools in areas where there are large concentrations of military and other federal personnel has been a sound one from its inception. It has been especially vital in California.

"The proposed cut in funds would be most disruptive to the present State budget at a time when California has been making a maximum effort to support quality education."

Following is the text of the governor's statement:

"Education is of crucial importance to our nation and to California. Our state has been a leader in providing its children with quality education. California now devotes 56.6 cents of every state general fund dollar to the support of its schools. More than $1.8 billion is budgeted this year for the total support of education in the state.

"Materially aiding the state's commitment to quality education are such enlightened federal aid to education programs as the newly enacted Elementary and Secondary Education Act, P.L. 89–10, and the Higher Education Act, P.L. 89–329.

"Under President Johnson's leadership, California intends to continue and to increase its commitment to education.

"We must use all of the new and the old federal programs. However, proposed cutbacks of over $35 million in federal funds to California will seriously hamper the state's effort to provide a quality education for all its children. I refer to the proposed cut in funds under P.L. 815 and P.L. 874 for 1966–67 which provide aid to local school districts which have substantial numbers of children who work or live on federal property adjacent to such schools. One hundred and forty-one California school districts will receive no federal aid under the proposed reductions.

"Students from such federal installations add materially to the local and state tax burden when parents of such students reside or work on federal property and do not contribute a proportional share to the support of local schools through property taxes.

"Two illustrations from California schools show the importance of this federal program to our state.

"Of the 13,600 students attending the Lompoc Unified School District, in Santa Barbara County, 10,000 are federally connected. This district stands to lose over one half million dollars in federal funds if the proposed cutbacks are authorized by Congress.

"In the San Diego Unified School District, 22 percent of the students enrolled are federally connected, but the federal contribution is only about 8 percent of the cost of educating these pupils. The San Diego schools stand to lose $3,149,483 if the reductions are approved. A loss of such revenue automatically increases the local tax rate or eliminates needed educational services.

"Other California school districts which stand to lose substantial funds are:

District	County	Total
San Jose School District	Marin	$195,954
Folsom Joint Unified	Sacramento	321,275
Rio Linda Union	do	268,404
Grant Joint Union High School	do	175,530
Sacramento Unified	do	671,970
San Juan Unified	do	686,413
Vallejo Unified	Solano	507,128
Fairfield	do	183,798
Wheatland	Yuba	181,265
Travis Unified	Solano	854,607
San Francisco Unified	San Francisco	257,821
Oakland Unified	Alameda	451,953
Alameda Unified	do	484,063
Livermore School District	do	250,145
Monterey City School District	Monterey	579,546
Monterey Union High School District	do	183,912
Oxnard Union High School District	Ventura	243,434
Lompoc Unified School District	Santa Barbara	623,180
China Lake Joint Elementary	Kern	265,938
Muroc Unified School District	do	226,656
Central Union School District	King	151,898
Lancaster School District	Los Angeles	267,266
Antelope Valley Union High School	do	342,860
Long Beach Unified	do	1,082,137
Morongo Unified	San Bernardino	131,202
San Bernardino Unified	do	499,920
Vista Unified	San Diego	138,495
Coronado Unified	do	158,062
Oceanside Union	do	274,362
Chula Vista City School District	do	306,587
San Diego Unified School District	do	3,149,483
South Bay Union	do	206,451
Sweetwater Union High School	do	172,983
Moreno Valley Unified	Riverside	184,069
Riverside Unified	do	316,911

"Because of the major consequences which curtailment of this federal aid program to education entails, I am urging the California congressional delegation to resist such cutbacks.

"This program to aid local schools in areas where there are large concentrations of military and other federal personnel has been a sound one from its inception. It has been especially vital in California. The proposed cut in funds would be most disruptive to the present state budget at a time when California has been making a maximum effort to support quality education.

"In addition to the proposed 1966–67 cuts, school districts receiving this type of federal aid are now facing a 10 percent cutback in P.L. 874 monies for the current year due to a deficit in federal funding of the program. Such cutbacks work on extreme hardship on school districts after they have budgeted for a current year and then find a major source of revenue reduced."

ASTORIA CHAMBER OF COMMERCE,
Astoria, Oreg., April 29, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: The Astoria Chamber of Commerce is disturbed with efforts being made to reduce benefits to school districts under Public Law 874, the federal impaction aid law. It is our feeling that financial assistance provided by this law should be increased to more nearly equal the actual cost for educating federally connected pupils, rather than decreased.

Astoria schools have a total of 394 federally connected students enrolled. Our total school population is 2,450. Of the federally connected total, there are 212 who are under exclusive federal jurisdiction. The funds received under P. L. 874 are of great benefit to us in providing quality education for all students, even though the amount we receive per pupil is far below our actual expenditure per pupil.

Our local taxpayers are already subsidizing the education of federal connected pupils by over $100.00 per pupil. This figure is arrived at after deducting all sources of income, including federal, state basic school support, and miscellaneous county. The government is actually paying about 55% of the total cost now, our state and county sources about 25%, and the local taxpayer 20%.

We feel it would be grossly unfair to increase the burden on our local citizenry as a result of federal activity within the school district.

We request your attention to this question.

Sincerely,

VERNON S. LARSEN,
Chairman, Education Committee.

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., April 13, 1966.

Hon. WAYNE MORSE,
United States Senate, Washington, D. C.:

The State Board of Education on April 6, 1966, went on record by motion strongly supporting the continuance of the present provisions of Public Laws 874 and 875.

These programs have been well handled with a minimum of federal control. the school administrators of the local district like the way these two laws have been administered.

I believe that the federal government has the responsibility to reimburse local districts when activities of the federal government place a financial burden upon the local school district. I believe that the federal government has an obligation to the local districts where federal activities remove real property from the assessment rolls.

Public Laws 815 and 874 have been of great financial assistance to many districts. Oregon averages around 75 to 80 applicants a year with total receipts of 1.4 million dollars annually. This represents receipts in relief of local property taxes.

Any curtailment of these laws would necessitate raising local property taxes in many districts.

Instead of restricting Public Laws 815 and 874 with any crippling amendments, we would like to see them liberalized to make the 3–B pupils permanent, as are the 3A pupils under the existing eligibility requirements.

We recommend no change in the percentage requirements and feel that Public Law 874 should be amended to coincide with P.L. 815 wherein the Commissioner is authorized to waive or reduce any or all percentage requirements in unusual circumstances.

We would like to keep these programs and solicit your support to implement and strengthen them.

S. E. BROGOITTI,
Chairman, State Board of Education.

RESOLUTION OF THE OREGON LEGISLATIVE TAX STUDY COMMITTEE

We, the members of the Oregon Legislative Tax Study Committee established pursuant to Chapter 581, Oregon Laws 1965, most respectfully represent as follows:

Whereas, certain school districts in the State of Oregon have been beneficiaries of the provisions of Chapter 13, Title 20, United States Code Annotated entitled "Financial Assistance for Areas Affected by Federal Activities"; and

Whereas, this Committee has been informed and advised that measures have been submitted to the Congress seeking to repeal or abridge the provisions of said chapter; and

Whereas, testimony has been submitted to this Committee that the enlargement of school populations caused by the proximity of tax-exempt federal installations and facilities has resulted in a substantial increase in the costs of providing elementary and secondary education which would result in an excessive property tax burden to local taxpayers if it were not for payments from the

federal government to the affected school districts in lieu of taxes pursuant to Chapter 13, Title 20, United States Code Annotated; and

Whereas, it appears just, reasonable and necessary that school expenses caused by distortions in school populations imposed by federal activities in the vicinity be reimbursed by the federal government to the local school district or other municipality so long as the distortions exist; now, therefore, be it

Resolved by the Members of the Legislative Tax Study Committee:

That the Congress of the United States be requested to retain the provisions for financial assistance for areas in Oregon affected by federal activities, without diminution thereof; and be it further

Resolved, That copies of this resolution be sent to the President of the United States, to the presiding officer of the United States Senate, to the Speaker of the House of Representatives of the United States, and to all members of the Oregon Congressional Delegation.

Senator GLEN M. STADLER,
Chairman, Legislative Tax Study Committee.

SCHOOL DISTRICT NO. 30,
Warrenton, Oreg., February 15, 1966.

Hon. WAYNE MORSE,
United States Senator,
Washington, D.C.

DEAR MR. MORSE: At the last meeting of the school board of this district, a resolution was unanimously adopted to support the present distribution formula of Public Law 874 as it applies to the aid distributed to school districts on the basis of the number of students on board who have parents working on, and/or working and living on, federal property.

At the present time there is a minimum of three percent of the enrollment necessary to establish eligibility, and once this eligibility is established, the entire percentage of such students becomes eligible for impact aid.

It would seem that a movement is underfoot to establish a new eligibility base of six percent, and once this eligibility base is reached then only the number of such students in excess of the six percent will be used in the computation of impact aid.

In the case of our district it would mean loss of the large majority of our meager income of approximately $8,000 per year occurring from the provisions of Public Law 874. We are finding it increasingly difficult to balance our operating budget. Wiping out Public Law 874 aid would add to our financial woes.

There is nothing wrong with federal dollars ,and there is no reason to assume that it is wrong to apply some of these dollars for light and heat, and teachers salaries, and the other necessities of life. If anyone thing manages to kill the federal aid programs it will be the philosophy that all federal funds must be applied to some project over and above the current effort. Public Law 874 is now the only federal money arriving that we can use to pay our bills. It is reported now that this fund is in jeopardy.

My board and administration respectfully request that the commitment of the federal government be continued in the present concept of Public Law 874 as related to impact aid.

Sincerely,

RICHARD B. KNOTTS,
Superintendent of Schools.

SCHOOL DISTRICT NO. 30,
Warrenton, Oreg., February 16, 1966.

Hon. WAYNE MORSE,
United States Senator,
Washington, D.C.

DEAR SENATOR MORSE: I am very happy to respond to your inquiry concerning Public Law 874 funds which are now a part of our school district operating budget.

My estimate of 1966–67 funds which might accrue from the present Public Law 874 distribution formula is $10,450. This is almost identical with the estimate which you received from the United States Office of Education.

The new proposed formula would to all practical purposes wipe out the entire resource and so we would face a loss of $10,000 in revenue. What might be done to replace it?

Let me itemize our present dilemma. In the 1947–48 school year the basic school fund of the State of Oregon contributed 36 percent of the operating funds of Oregon's schools. In the year just closed the basic school fund of the state contributed only 27 percent. To fill this void our local property taxes have increased on both county and local levels.

For the coming year our budget committee is already faced with a county loss of income of some $20,000. The reasons for this loss are complex, but the loss is due to equalization an offset formulae. In addition we are faced with bringing the bachelors salary base up to $5,100.00. We are therefore facing a budget increase of some $31,500 or an increase of 12.8 mills to cover the increase and the budget plus present projected losses.

Warrenton taxes are already in the top five percent compared to state averages. We have six local tax codes. For example, tax code 30–3 for the present year is 135.2 mills. This combined with a 4.3 state relief millage nets 130.9 mills. Of this amount the combined county and local millage for school purposes is 75.9 mills.

For this tax code, then, for the ensuing year would mean an increase of 12.8 mills to provide for the present budget with its estimated losses in income, this then would be further increased by 4.25 mills to provide for the loss of 874 revenue. Total tax millage for the ensuing year then for Code 30–3 would be 147.95 mills. It is most apparent that property will not absorb these losses of income. I can state without equivocation that should we lose Public Law 874 support it will not be made up by any source now known to us at the local level. Our budget is approved in its entirety at school election the first Monday in May. Estimated revenue for Public Law 874 will be included. If it is removed at a later date we will of necessity have to do without it.

Our children will suffer now, let alone without Public Law 874 loss. We cannot help this state of affairs. State commitment is subjected to heavy political pressure and each succeeding legislature attempts to alter existing distribution formulae to favor the rich and starve the poor.

On the county level political pressure is intense, and as a result in Clatsop County a good portion of our taxable wealth is scheduled to support the Columbia County Intermediate Education District levy rather than that of Clatsop County. This represents a gross miscarriage of justice. There is some possibility that future years will rectify this error.

On the federal level I am sure the same starvation diet would be forced upon the poor. Our board has previously forwarded to your office a resolution supporting the present philosophy of Public Law 874. This letter will provide information on grass root impact.

In all seriousness, Senator Morse, there is no sin in using a federal dollar to support the bread and butter diet of our nations schools. The philosophy that all federal funds must be designated for special projects beyond current local commitment is a short-sighted philosophy.

We appreciate your firm stand in support of education, and we are aware of the responsibility you have in dealing with the new proposals for Public Law 874.

With best wishes for your success in preserving intact the one small federal commitment that has been made to the regular operating budget of Oregon schools.

Sincerely,

RICHARD B. KNOTTS.

BENTON SCHOOL DISTRICT NO. 7–J.
Alsea, Oreg., March 24, 1966.

Hon. WAYNE MORSE,
The United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: This letter is in regard to your letter of February 10, 1966 on P.L. 874 in which you have indicated you would like to hear comments.

If our district actually received (and anticipated receiving) the amount you have indicated we are entitled, we would be in very poor shape. Each year we have received a certain sum from the Federal Government after following the

prescribed application methods. The State Department of Education, upon learning the amount of our entitlement, will deduct a sum equal to approximately three-fourths of this sum from our State Aid. Someone (besides us) is reaping benefits from our money application for P.L. 874.

Our school board members would appreciate your giving this matter some consideration and possibly clear a few doubts they have in their minds as to the legality of these funds being altered by the State Department of Education.

With anticipation we remain.

Very truly yours,

BERNARD ADAMSON,
Superintendent of Schools.

PLEASANT HILL PUBLIC SCHOOLS,
DISTRICT NO. 1,
Creswell, Oreg., March 18, 1966.

Senator WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: Your letter in regard to proposed changes in the language of P.L. 874, reducing the amounts payable to school districts, has come to my attention.

Please be advised that this school district does not anticipate filing application for funds under P.L. 874 for the school year 1966–67.

Thank you for your interest shown in education.

Respectfully,

MARCELLA TAYLOR, *Clerk.*

EUGENE EDUCATION ASSOCIATION,
Eugene, Oreg., March 11, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: The amendments presently being proposed before the U.S. Senate Sub-Committee on Education are of great concern to me. They would significantly reduce the aid to federally impacted areas. Should this come about it would cause a real strain on the educational program in our state. Although this may not effect our Eugene area district directly, it could cause a drain on state equalization. This most certainly would effect us.

Iam aware of the effect that the Viet Nam conflict is having upon us, particularly tax wise, but we must not forget the urgent need that education must play at home.

On behalf of my Citizenship Committee I urge your support in obtaining full funding of P.L. 874.

Sincerely yours,

GERALD KEENER,
Chairman, Citizenship Committee.

SENECA ELEMENTARY SCHOOL,
DISTRICT NO. 47, GRANT COUNTY,
Seneca, Oreg., March 7, 1966.

Re: PL 874 funds 1966–67.
Senator WAYNE MORSE,
United States Senate, Committee on Labor and Public Welfare, Washington, D.C.

DEAR SENATOR MORSE: As we use PL–874 funds to lower our special levy, these funds have to be budgeted under receipts. If, in our next fiscal year, our receipts are shorter than anticipated in the budget, expeditures have to be cut to stay within the budget.

We are trying to keep our school up to the standard set by the State. Any cut in our budget would mean a lower quality in the education our youngsters receive.

If the money were to be made up, it would have to come from Special Levy. However, our special levy taxes are at their limit at the present time. I believe our tax-payers would be very critical of a budget which took too much from their pockets.

Sincerely,

FLORENCE N. DAVIS, *Clerk.*

BUTTE FALLS PUBLIC SCHOOLS,
DISTRICT NO. 91,
Butte Falls, Oreg., March 3, 1966.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: This letter is being written to you on behalf of myself and the School Board of School District #91 in Butte Falls, Oregon.

We would like to acquaint you with the situation which our small school district would be confronted with in the event that the proposed amendment limiting the appropriations for Public Law 874 were to be passed. I will not bore you with a recitation of what PL 874 does for our district since I'm sure you are better acquainted than I with its purposes and its workings, however, if this amendment were to pass our district would probably incur a loss of around $7000.00 per year which would have to be either deleted from the budget or shown as an increase in the levy on local property tax. Seven thousand dollars may not seem a significant amount to a large district, however, we are the smallest district in Jackson County and this amount of money would represent an entire year's salary for one of our twelve teachers. Viewed in this light it could mean a reduction of 1/12 of our teaching staff.

Needless to say we solicit your help in preventing this amendment from passing at this time.

PL 874 and PL 815 are laws, which in my opinion at least have aided local schools with a minimum amount of federal control. PL 89–10 while no doubt presenting wonderful opportunities for local districts undoubtedly carries with it many more implications bordering on federal control. On the surface this would appear to me to represent a change in government philosophy from one of aid without control to a policy of increased federal domination of the curriculum.

Thank you for your concern and, I hope, your assistance.

Very truly yours,

STEWART H. SMITH, *Superintendent.*

CORVALLIS SCHOOL DISTRICT NO. 509J,
Corvallis, Oreg., March 3, 1966.

Hon. WAYNE L. MORSE,
Senate Office Building,
Washington, D.C.

DEAR MR. MORSE: Thank you for your recent letter concerning budget proposals of the administration which would change school district receipts under Public Law 874.

Corvallis School District 509J currently has 350 students enrolled whose parents have been assigned here as personnel at the Adair Air Force Base. Of this total 215 live on the Adair Air Force Base. Our average annual cost per pupil is $561.44 annually. I understand that Public Law 874 is to compensate local taxpayers for the education of federally connected children who normally do not live in the district and often pay no property tax. I have heard that Public Law 89–10 (The Elementary and Secondary Education Act) supposedly make Public Law 874 unnecessary. I fail to see any logic in this if such a claim is made.

The first meting of the Budget Review Committee in this district was set for February 1, 1966. The election to pass our next year's budget is on May 2.

Frankly, any reduction in anticipated funds should be known to a local school district no later than January first preceding the coming school year.

Reductions in revenue known to a school district after the budget has been built are particularly serious. The salaries of all school employees represent about 75% of most school district budgets. This means that a district which does not wish to lower its salaries and hazard the loss of good teaching staff must make up the deficit by disproportionately heavy cuts in remaining areas such as instructional supplies and equipment, non-instructional supplies and equipment, or similar operation and maintenance functions which normally already have been scrutinized carefully and held to a minimum.

The financial problem of school districts in Oregon may be a little less severe than in other states due to a factor which I believe should be altered by legislative modification. While the federal government recognizes the financial drain on local school districts due to the federal impactment problem, our state in its Basic School Support Fund distribution formula counters the initial intent of the law by giving those districts less state funds because some federal funds are received. It is my understanding that this practice varies in states throughout the nation so that some get full benefit of Public Law 874 while at the other extreme some get little or no benefit. I would strongly urge (a) that Public Law 874 be retained and (b) that Public Law 874 be so amended that states can no longer negate by financial formulas the primary purpose for which the law was passed.

You will be interested that at its recent national convention the American Association of School Administrators passed the following resolution with reference to Public Law 874.

"General Financial Support for the Operation of Public Education—

"The Association believes that if excellence is to be achieved and maintained in the public schools of America, additional general financial support in substantial proportions is needed now. Only an increased investment in America's future will ensure the strength and vitality of our nation.

"Each state must continue to assume its fair share of responsibility for financing public education. Likewise, each school district must make a fair effort to finance its schools adequately.

"However, it many areas it is obvious that local and state tax revenues alone cannot provide sufficient funds for an adequate education. Therefore, the Association urges Congress to enact further legislation providing for substantial general rather than categorical financial support for the operation of free public education. This support should be available with minimum limitation on the nature of its use and with maximum local control.

"*We further urge that funding for P.L. 874 and distribution of surplus commodity foods not be discontinued, diminished or eliminated.*"

Again, thank you for your letter. If you have further questions on this matter please let me know.

Sincerely,

KENNETH ERICKSON, *Superintendent.*

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., March 1, 1966.

Hon. WAYNE MORSE,
The United States Senate,
Washington, D.C.:

I am sure that many of the local superintendents will favor the continuation of Public Law 815 and Public Law 874 in their present form or a more liberalized version. I want to place before you for the record my position on these two laws.

I believe that the federal government has a responsibility to reimburse local districts when activities of the federal government place a financial burden upon the local school district. I believe that the federal government has an obligation to local school districts where federal activities remove real property from the tax assessment rolls. Public Laws 815 and 874 are established programs that

have been extremely helpful to eligible school districts in Oregon. These programs have been well handled under the able leadership of B. Alden Lillywhite with a minimum of federal control. The school administrators of the local district like the way these two laws have been handled.

Instead of restricting Public Laws 815 and 874 by crippling amendments, I would like to see them liberalized to include both 3A and 3B pupils under the existing eligibility requirements. I would like to propose an amendment to the laws that would make postal employees and post offices eligible. I would further recommend that you consider amending Public Law 874 to coincide with Public Law 815 wherein the Commissioner is authorized to waive or reduce any or all percentage requirements in unusual circumstances.

I know that Public Laws 815 and 874 have been a positive concern of yours for many years. These programs have been of great financial help to many districts in Oregon.

LEON P. MINEAR,
Supt. Public Instruction.

MULTNOMAH COUNTY INTERMEDIATE EDUCATION DISTRICT,
Portland, Oreg., March 2, 1966.

Regarding: Public Law 874.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

SIR: Any reduction in the present allocation of funds from P.L. 874 would seriously affect one of our necessarily small school districts. The children of the personnel from the Bonneville Dam comprises over half of the students in the Bonneville School District No. 46, Multnomah County, Oregon.

This district has had a reduction in taxable wealth due to the widening of Highway 30, which in turn has added an additional burden on the few property owners in the district. Under the present Oregon Basic School Law and the Intermediate Education District Levy the district is deprived of any additional help from these two sources.

I strongly recommend an increase in P.L. 874 to make a more equitable distribution of the school costs between the local taxpayers and federal funds.

Very truly yours,

ERROL C. REES, *Superintendent.*

BUTTE FALLS PUBLIC SCHOOLS,
DISTRICT NO. 91,
Butte Falls, Oreg., March 2, 1966.

Mr. WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR MR. MORSE: This is in reply to your letter of February 10, 1966 asking for comments on the possible changes to be made in P.L.–874 computation formula under which school districts will receive payments.

Any reduction in appropriation of income directly effects our operation. The reducation in P.L.–874 related funds as presented in the estimated figures represents the salary and required materials for one classroom or approximately five percent of the total district expenditures for fiscal year 1965–66. To compensate for this loss education must be sacrificed, taxes increased, or state appropriations adjusted.

After the budget has been adopted and sent to the tax office July 1 there is no easy way to raise the necessary money by taxation, if additional is needed. Property owners are rebelling because of constant increase of taxes to cover the costs of education. Our budget has been voted down twice in the last few years. However, with the increased P.L.–874 money the district school tax has remained constant for the past two years. Perhaps there would be an adjustment at the state level to increase state basic school funds to cover the need for increased

funds. However, I have no way of knowing this and any adjustment would possibly not be made until the following school year.

I am definitely not in favor of any decrease in the P.L.–874 appropriation. This has been a very satisfactory means of providing funds to relieve the expenses that would of necessity been the responsibility of the local property owner to provide education for the children of those parents living and working on non-taxable federal property within our district.

Personally, I feel that the education of our youth is by far the best investment that can be made of any funds. Education will produce better returns than any other investment for the future of our nation. Let's keep up the good work and continue this advancement. The cost is nominal. The results are many.

Thank you for your continued interest in the future of education.

Sincerely,

MRS. ZELDA EDMONDSON.

SISTERS PUBLIC SCHOOLS,
DISTRICT NO. 6,
Sisters, Oreg., March 2, 1966.

Re: P.L. 874.

Hon. WAYNE MORSE,
The United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: In answer to your correspondence dated February 10, 1966, I do not know how we might get sufficient funds to operate for the fiscal year 1966–67 if we lose P.L. 874 funds.

We are a district surrounded by Public Domain lands and our district contains many of these lands. We are a poor district and the property owners pay one of the highest tax millages in the State. This district budgets very closely due to lack of assessed value. The district no longer has much private industry. Lost funds might have to be replaced by taxes levied on property in the local district.

We are definitely in an impacted area. We need help from the federal level. However, I feel that P.L. 874 is of more value to our district than P.L. 89–10. We are using P.L. 89–10 funds under Title I. Districts of this size need general aid in order to give equal educational opportunities to all the children of the district. We like to feel that each child enrolled with us is given an equal opportunity. The State now provides only twenty-eight per cent of the cost of education.

This district is thankful for your interest in our problems. Objective considerations given the problems concerning P.L. 874, as they relate to the small unified districts, by you and your colleagues will be appreciated.

Sincerely,

CHESTER A. BOYLE, *Superintendent.*

CLATSOP COUNTY SCHOOLS,
CLATSOP COUNTY INTERMEDIATE EDUCATION DISTRICT,
Astoria, Oreg., March 4, 1966.

Hon. WAYNE MORSE,
The Senate,
Washington, D.C.

DEAR SENATOR MORSE: According to news reports, there is a movement in Congress to amend P.L. 874, as it relates to aid to school districts receiving aid due to impact of Federal installations. The change would reduce aid materially, and in some districts this could be quite serious. I submit the following statements in support of the law as it now stand:

1. Four large school districts in Clatsop County, out of eleven, which enroll approximately 70% of the pupils in the county would suffer heavily.

2. The four districts are in the low value area per ADM of the county (All are somewhat below the county average of valuation, to support education).

3. Clatsop County is limited in occupations to tourism, lumbering, shipping, fishing, and certain aspects of agriculture such as dairying, poultry and mink farms. There are a few cranberry bogs. About 89% of the county is not tillable. Diversified agriculture is not possible here.

4. While Federal installations bring money to the area, they do not add to the valuation for the support of schools.

We wish to register strong opposition to any reduction in aid, and urge you to support the law as it now stands.

Very truly yours,

E. D. TOWLER, *Superintendent.*

LA GRANDE PUBLIC SCHOOLS,
UNION COUNTY DISTRICT NO. 1,
La Grande, Oreg., March 2, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

SIR: Thank you for your letter of February 10, regarding information you requested concerning Public Law 874. Our School District #1, Union County, has been participating under P.L. 874 for the past two years. Prior to that we did not qualify. Since we are in a school district where the millage rate on property tax is 104.2, it is necessary for us to secure all other funds possible in order to relieve the tax burden upon the citizens of the community. If the funds that we received from P.L. 874 were to be withdrawn, it would be necessary to increase even our present high millage rate. The assessed valuation in our school district is such that it takes $17,700 to produce one mill on the tax roll.

You will note that the amount that we received from P.L. 874 is equivalent to about 1½ mills. In our particular area, Union County, about 45.7% of the land area is tax exempt property owned by the Federal Government. This is mainly Federal forests. It is from the workers who are employed at least ½ time on Federal property that we gain our P.L. 874. It is evident that if P.L. 874 funds are not allowed, the only source to replace this revenue would be a direct property tax on the local school district tax payer.

In the near future we anticipate the building of two dams in Union County. One on the Grande Ronde River and the other on Catherine Creek. The Grande Ronde River dam will be within the confines of our school district. The best information available indicates we can expect an increase in enrollment of about 150 children belonging to the construction workers. All of these children would be eligible under the present regulations of P.L. 874.

It is our opinion that the loss of these Federal funds would be an additional burden on the local tax payer, and we would urge you to do all within your power to help retain these funds on the present basis.

Very truly yours,

RONALD D. WALK.

HOOD RIVER COUNTY SCHOOL DISTRICT NO. 1,
Hood River, Oreg., February 28, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

SIR: In answer to your letter of February 10 requesting information regarding the effect of reducing the funds available under P.L. 874, let me state that the estimate from the Office of Education of Hood River County's entitlement of $31,900 is between $20,000 and $25,000 too high. We have been receiving approximately $7,000 per year from this source. The reason for the difference is that our entitlement is derived from the fact that we have much federal forest, and most of those employed on federal property work in the forest. Subtracted from the funds to which we are entitled is the amount of money turned over to the school district from the sale of federal timber.

In all frankness, the $7,000 we expect to receive is a very small percentage of our budget of $2,500,000. In order to receive the $7,000 we must make repeated surveys of the local people who work on federal land. We spend a great deal of time keeping additional records, making and submitting estimates of entitlement, making and submitting claims, and undergoing additional audits by auditors sent from the regional education office in Seattle. I would presume that the total cost to the taxpayer for the $7,000 which we might receive is well over $12,000.

It is my hope that someday, someone will conceive a plan whereby a higher percentage of funds which are expended become available for their intended purpose rather than adding excessively to the administrative costs.

Sincerely,

W. J. TOBIN,
Clerk-Assistant Superintendent.

COUNTY SCHOOL SUPERINTENDENT, HARNEY COUNTY,
Burns, Oreg., February 28, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: We have received several inquiries in this IED office from the local school districts concerning the effects of a reduction of P.L. 874 funds to our districts and I would like my observations to be recorded on how it would appear to me the additional funds would be raised for the operation of our districts. At the present time we have three districts receiving P.L. 874 funds, District No. 1, Burns, No. 30 and Burns Union High No. 2, last year this amounted to $29090.00 to offset local taxes. Should we loose this general fund assistance it would be placed on the local tax rolls of the three districts listed above. We do not use the P.L. 874 funds to offset the general levy for the operation of the schools for the entire county as we do on most of the funds. The assessed valuation of the three districts are as follows, District No. 1 $6,-416,740.00, District No. 30 $3,104,660.00 and District No. 2 Union High School $10,645,575.00 based on 25% of TCV. This would mean a mill levy for each of those districts to be increased by the following; District No. 1, 1.9 Mills, District No. 30, 1.04 Mills and District No. 2 Union High School, 1.28 Mills. Overlaping takes place for these districts, this would mean for the people of Burns an increase of 3.18 Mills would have to be levied locally. For the people of Hines an increase of 2.32 Mills would be placed on the tax rolls to hold the standard of education at its present level.

P.L. 874 funds serve as a general operating offset, it is not categorical, as P.L. 89–10 Title I, II, III are at the present time. Categorical aid has merit upon its application, it means we plan for some program that will be placed into operation in our system, but it also favors the large districts, those districts that have personnel to re-assign to write up the project and work throughout the projects with one purpose in mind and that is securing the funds for the project in the district.

Enclosed is a map, I am sure you have a copy, showing the Federal lands and the private lands in Harney County and also for the entire State. We have a very large percentage of Federal Lands in the County, and yet we have very few Federal funds to offset the operation of our government in the local level. Also enclosed is a copy of the receipts for Harney County for the years 1954–65 as taken from the audit reports. (the map is be found in subcommittee files.)

State Basic monies come into the picture with P.L. 874 only if the district receives equalization funds from the Basic Formula, we have only one that receives equalization funds and that is District No. 1, Burns, so this district would have some adjustment from the Basic Foundation Program.

Your attention to the problem of reducing P.L. 874 funds to the local level I am sure will be weighed upon its original intent and weighed upon the re-shift of the funds to another aid in education.

Respectfully yours,

A. E. STARNS,
Superintendent Harney County IED.

Sources of funds used by Harney County public schools in 1964–65

Source	Dollars	Percent of total
Federal:		
Public Law 874	$29,090.00	
NDEA and bird refuge	32,815.28	
Vocational education		
Forest receipts	51,802.40	
Total	113,707.68	8
State:		
Basic school fund	265,842.45	
Common irreducible fund	3,553.34	
Driver education		
Special education		
Total	269,395.79	19
Local levies:		
County school fund	21,216.64	
Local district levy	393,255.98	
Intermediate education	516,228.90	
Land sales	64,285.91	
Trailer house offset	2,387.93	
Total	997,375.36	71
Other local sources:		
Vocational education		
Fees, rentals, etc		
Property sales		
Tuition	7,643.45	
Miscellaneous	22,027.62	
Total	29,671.07	2
Total current sources	1,410,149.90	100
Beginning cash balances	117,811.72	
Total all sources	1,527,961.62	

GRANT COUNTY SCHOOL DISTRICT No. 17,
Long Creek, Oreg., February 18, 1966.

HON. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: In reply to your letter of February 10, 1966, of course if there is a reduction of $6097 in funds received from Forest Funds as your table indicates it might prove embarrassing to our school district.

Our only recourse would be to take money from the Operating Contingency (Emergency Fund) which is raised by special levy in this district. This year we budgeted for $7,550 in the Operating Contingency which would not leave much leeway in case of real need.

My personal feeling is that districts should not be allocated funds according to the percentage of pupils whose parents work on Forest land, but that each pupil whose parent works on, or lives and works on Forest land should draw the same amount for the school district.

We enjoyed watching and hearing you on T.V. yesterday.

Sincerely,

KEITH MARIE BLACKWELL, *Clerk.*

GILLIAM COUNTY,
Condon, Oreg., February 25, 1966.

HON. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I am writing to state my opposition to any change in Public Law 874 that would result in any less money going to the School Districts involved.

Our School District Adm. No. 25 takes in the Condon area of Gilliam County. We have an enrollment of 500 split 350 1 through 8 and 150 in High School 9 through 12. The area we take in is over 800 square miles. Our projected per pupil cost for next year counting all series of the budget is $793 per grade student and $1,020 per high school student. Of this money 60% comes from local property tax. The $375 per student paid by P.L. 784 does not near come up to our cost of educating these students. Any reduction in these funds will have to be made up by increase in the local tax load. We are well statisfied with the formula the way it is and locally accept the responsibility and expense of the Education of the 50 some students attached to the Condon Air Force Station.

Sincerely,

JAMES O. BURNS.

BAKER COUNTY SCHOOL DISTRICT 30J,
Unity, Oreg., February 22, 1966.

Hon. WAYNE MORSE,
The United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: In answer to your letter dated February 10, 1966 in connection with P.L. 874, I find need to express deep concern in the changing government policies in relation to education. Generally speaking it is becoming quite apparent that monies are being shifted from programs and those which come closer to *directly* benefiting all children and aiding the teacher in basic teaching needs to those programs requiring exemplary innovative design which meet the needs of only a few students.

I believe the new titles under P.L. 89–10 are beneficial, but I question the reason for cutting such things as milk funds, P.L. 874 and DEA, as these monies can be used to help all children and in those places where there is a definite local need.

You requested I answer two questions specifically:

(1) A reduction of funds after budget approval always affects the operation of a school system and would mean curtailing some part of the local program. This would amount to a cut of around $5,000.00 in a budget of around $160,000.00, which could cause considerable concern, as most school budgets are very limited anyway.

(2) The present taxing system would require replacing these funds from local taxation. A large part of our district is composed of government owned land and two of our main industries, logging and U.S. Forest Service, operate on these lands. This leaves only ranching to support the remainder of requirements which is over 50% on a local basis. This does not include county needs.

I feel that P.L. 874 and school lunch funds should not be reduced and you have my full support in any efforts to maintain the present status of these funds.

Sincerely yours,

DUANE STANBRO,
Superintendent, Burnt River High School.

REDMOND GRADE SCHOOL,
DISTRICT NO. 2,
Redmond, Oreg., February 22, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR SENATOR MORSE: Thank you kindly for your letter pertaining to funds paid local school districts under Public Law 874. It is most interesting to note that some districts have been completely removed from the eligible list by the proposed change in legislation. This is the situation in my school, District No. 2, Redmond, Oregon.

For the past few years the amount received has been minimal but it is quite evident that there is no alternative but to put this amount on local property tax if it does not come from Public Law No. 874. Fortunately for us, if this change in eligibility does go through, the sum is not large. I might call to your attention however that there were years when this amount was much larger. If a district is dropped from the eligible list, is it going to be difficult

to get further consideration? In our area we seem to be subject to projects such as Haystack, Prineville, Round Butte and Pelton Dams. I could name more, in fact right now the Bonneville Power Administration is just getting a large clearing and line construction project under way.

With much federal money available in education fields, maybe the continuation of such as Public Law No. 874 is quite advisable. It does give the smaller districts an opportunity to claim some funds. A great many small schools are prevented from drawing funds under some of the education titles because they do not have the personnel to handle the necessary project organization requirements.

I have just completed two projects under title I and III and I'm of the opinion that the paper work is too much in detail. If our State Departments of Education do not know where the need lies in the states, I don't know how those in Washington can decide. The district that has the personnel to write a sophisticated project (Title III) may not be the school that really needs the help. Those who are badly in need cannot attract or afford such competent individuals. Should we give more consideration to funding under Titles I and II where a well informed state department can decide on merit and need and less to Title III where decisions on need are made in Washington?

I certainly have digressed from the tone of your letter but felt I should take the opportunity of expressing the feeling of a great many school administrators in the State of Oregon.

Respectfully,

HUGH HARTMAN, *Superintendent.*

PETERSBURG ELEMENTARY SCHOOL,
SCHOOL DISTRICT 14C, WASCO COUNTY,
The Dalles, Oreg., February 21, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

MY DEAR SENATOR MORSE: In response to your letter dated February 10, 1966 pertaining to the proposed reduction of funds this district will receive under PL 874, I would like to make the following observations.

The proposed reductions of PL 874 money will create an additional burden on the already overburdened property tax of this district. Any reduction in funds derived from PL 874 will necessitate the increasing of the local levy against local property.

The children whose parents are employed on Federal projects are still residing in the district. They must be educated and as a general rule their parents do not own taxable property.

PL 874 was conceived to assist districts in the education of children who came from homes where the parents were employed on Federal projects. It has been administered exceptionally well with a minimum of governmental bureaucracy. This law has served, and should continue to serve at the same level, as a useful purpose in those school districts effected by Federal projects.

By way of contrast PL 89–10 has been so completely tied up in administrative detail, Federal and State bureaucracy that it has almost become impossible for small districts to receive any benefits from this program.

Perhaps these few comments may express the thinking of various affected school districts.

Sincerely,

EARL TENOLD, *Clerk.*

BONNEVILLE SCHOOL DISTRICT No. 46,
Bonneville, Oreg., February 25, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

DEAR SENATOR: In regards to your letter of February 10, 1966 discussing 1967 budget proposals for P.L. 874.

We are inclosing a proposed budget summary for fiscal year 1966–67. If our money was reduced it would seriously affect the operation of the school. The

budget is now limited by the small amount of property we have to raise funds from.

The total budget for 1966–67 is $86,301.00. The resources other than taxes to be levied total $48,340.00. This leaves $37,961.00 to be raised from the local effort. The number of taxable accounts is 230 in school district No. 46. Of the 230 land parcels, we have 37 property owners in the district. At least half of these people are retired.

The district has an enrollment of 98 children of which 57 children are enrolled from the Bonneville project. The $25,000.00 the district receives is not in proportion to the enrollment. The local property owners pay more than their share of school support. The district receives $587.00 per student from P.L. 874 and the high school tuition is $675.00 per student. An additional $88.00 per high school student or $1,232.00 must be raised from the local effort annually.

If the P.L. 874 monies are reduced we have no means of supplementing the school finances.

In a district such as ours with a decrease of $8,794.00, this would mean an increase to the tax payer of from 56 mils to approximately 70 mils.

The district board hopes this isn't decreased because of the added tax burden on the retired people of our community. If we can be of further assistance please contact us.

Sincerely,

LAWRENCE N. BENSON,
School Board Chairman.
T. T. PLYMATE,
Budget Committee Chairman.
RICHARD A. RICE,
Principal.

Budget summary, general fund, School District No. 46, Multnomah County, July 1, 1966, to June 30, 1967

Budget resources	Historical data			Proposed budget for ensuring year
	Actual		Budget, current year	
	2d year preceding	1st year preceding		
Net working capital	31,012.78	12,697.54	12,697.54	6,000
Revenue from local sources except tax to be levied	1,822.60	967.24	600.00	600
Revenue from intermediate sources	15,468.54	15,658.63	15,891.90	1,850
Revenue from State sources	16,167.53	2,127.11	18,271.90	14,890
Rrevenue from Federal sources	32,080.00	22,781.00	26,000.00	25,000
Proceeds from sales	231.23	29.50		
Receipts from other school districts				
Transfers from other funds	816.43			
Total budget resources except tax to be levied	97,599.11	38,761.00	57,569.44	48,340
District tax received in year levied or required to balance budget	5,350.99	53,145.00	24,482.97	37,961
Total budget resources	102,950.10	91,906.00	82,052.41	86,301

MORROW COUNTY SCHOOLS,
SCHOOL DISTRICT NO. R–1,
Lexington, Oreg., March 2, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In answer to your letter of February 10, 1966, in regard to proposed changes in Public Law 874, I would like to take each question and answer it directly and elaborate on the general topic.

Question 1: Our budget is being published tomorrow, March 3, for the school year 1966–67. If Public Law 874 should be changed after this date it would be impossible, without a special levy, to reestablish any funds that might be cut by congressional action.

Question 2: As indicated in the answer above, the only way we could replace the funds lost from P.L. 874 during the 1966–67 school year would be by special

levy. It is highly unlikely that the voters in our local district would understand the reasoning behind such a levy and therefore, would vote the levy down.

It would be the desire of our school district to retain Public Law 874 as it now stands. We, along with a number of other districts, are greatly affected because of the large amount of land reserved by Ordnance Munitions Depot, by the Navy bombing range and the large acreage under lease to Boeing.

We would sincerely appreciate any assistance that you can give.

Sincerely,

DAVID R. POTTER,
District Superintendent.

BURNS PUBLIC SCHOOL,
Burns, Oreg., February 23, 1966.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

HONORABLE SENATOR MORSE: In 1964–65 under Public Law 874, Harney County School District No. 1, Burns, Oregon, (038 Oreg 0807—Application Identification) received $16,452 without admt. According to a very recent notice received this amount has been reduced to $4,246 by admts. What I do not understand is that we will be receiving less money under Public Law 874 in the upcoming grant than will Hines School District No. 30 which adjoins our school district and is much smaller in school population than ours. Senator Morse you may be able to clarify some of this but it is a mixed up program as far as I can see. Also it requires the services of two Philadelphia lawyers to complete the application forms for the numerous Federal aid titles. Senator Morse there is a terrible waste of funds in these programs that in my opinion need to be investigated far more than some of the things that are being investigated. This is the history so I guess we cannot expect any change to take place as long as politicians direct the programs.

Sincerely,

HENRY L. SLATER, *Superintendent-Principal.*

ARLINGTON PUBLIC SCHOOLS,
ADMINISTRATIVE DISTRICT NO. 3,
Arlington, Oreg., February 22, 1966.

DEAR SENATOR MORSE:

In regards to your letter of February 10, 1966, concerning the effect the PL–874 amendment would have upon Arlington Administrative District #3.

Although we will be losing a major portion of PL–874 funds in the near future, this amendment at the present time would mean that the revenue would be reduced by the amount that the PL–874 would be reduced. An amount equal to the reduction would have to be added to the local district tax levy.

I feel that because the federal program in our area has caused a great influx of students and the fact that many of these parents rent and do not buy homes, places a greater tax burden upon the local people. Few of the people connected with the federal program have purchased property in this community.

I feel that the present PL–874 program is fair and just in the way by which it eases the tax burden placed upon the local tax payer when federal programs are carried on in their area.

Thank you for informing me of this change and what the possible results will be. If I can be of any further aid, please contact me.

Sincerely yours,

TOM VOPAT,
Superintendent, Administrative District No. 3.

UNION HIGH SCHOOL DISTRICT NO. 2,
Burns, Oreg., February 22, 1966.

Hon. WAYNE MORSE,
U.S. Senator, Oregon,
417 Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: Thank you very much for your letter of 10 February 1966 in which you appraise us of the threat to P. L. 874 funds. We were aware that something was in the wind, but we were uninformed as to the extent of the

possible cutback. I must say that we are concerned about this possible loss of federal support since we do use this money as an offset against local property tax.

To answer your specific questions: It is true that our budget must be approved prior to July 1, so that we may certify our levies to the county assessor by July 15. The customary practice in Harney County is to vote on the Intermediate Education District Levy on the first Monday in May and to vote on the supplementary levies of the individual operating districts later during the month of May. We find it prudent to wait until we have the results of the I. E. D. budget election before making the final determination on the amount we must supplement. Customarily in Harney County the I.E.D. has equalized approximately eighty per cent of the operating budgets over the county. This means that we must really plan to supplement the I. E. D. allowance by the remaining twenty per cent of our budget and this is done on the local district level. Because the federal impact affects the individual district we have used P. L. 874 funds as an offset against local district taxes. The loss of federal funds (P. L. 874) after the budget has been closed, voted upon, and approved by the voters would doubtless mean that either we would have to borrow in order to meet all of our obligations during the year or cut back our program. (The estimated $15,888.00 is equivalent to the salaries of three beginning teachers or two experienced teachers.) The loss of federal funds would be replaced from taxes levied by the local district on property. We would have no other source of income. Burns Union High School District No. 2 does not happen to be a district who receives basic money based on the hardship factor. However, it is my understanding that in those districts, such as Burns Elementary District No. 1, who do receive basic money on hardship that the loss of 874 funds to them would mean also a reduction in the amount of basic school support money they get from the state.

We still have the opportunity, at this date, in this district to anticipate the loss of funds and to correct the estimated receipts downward to the figure you show in your letter. However, I must say that we are quite concerned with the direction these new budget proposals take in their effect on P.L. 874. It appears to me that this indicates a trend on the part of the Administration to diminish general aid in lieu of taxes while at the same time increasing categorical aid. This may be politically expedient since categorical aid will be of much more advantage to the large urban centers (and that's where the votes are), but also we believe that categorical aid is not as desirable as general aid in that categorical aid carries with it certain federal controls. In Harney County where eighty-three percent of the property is owned by the federal government and where eighty percent of school support is from local property tax, we believe that general federal aid as represented by Public Law 874 is more important as an offset against local taxes than is any categorical aid. We would certainly urge that you do all you can to reverse this trend in the 1967 budget proposals and to protect, and even increase, the general aid program. The base of taxes on property as the primary source of educational support is working too great a burden on the local taxpayer.

Thank you again for your letter and information. We are most appreciative of the efforts you are making and have made for education.

Most sincerely yours,

LEE E. BALDWIN, *Superintendent.*

MALHEUR COUNTY SCHOOL DISTRICT No. 15,
Vale, Oreg., February 22, 1966.

Hon. WAYNE MORSE,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SIR: Thank you for requesting my opinion on P.L. 874. If the requirements for eligibility to participate were raised from 3% to 6% of the children residing on Federal property with a parent employed on Federal property, our district would be ineligible to receive any further funds. Consequently we would lose $4,442 from these funds.

The loss of this fund would have some, but not a significant influence on our local budget. Local effort would need to make up this amount. This would be approximately ⅔ of one mill.

We are eligible for $27,280 this year under Title I, P.L. 89–10. Next year we expect to receive about $30,000. Although this does not directly affect our

funds under P.L. 874, these funds do tend to offset the ultimate effect of any other federal money reduction.

In my opinion, if federal grants might be based upon a flat grant administered through our state department of education, the children in each school district might be significantly benefitted. I do believe local districts must be required to sustain much financial effort as they currently are doing.

I appreciate your courtesy in writing to this district.

Very truly yours,

ELBERT P. BROCK, *Superintendent.*

KLAMATH COUNTY SCHOOL DISTRICT,
Klamath Falls, Oreg., February 17, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: The fiscal year 1967 budget proposals of the Federal Government as they relate to P.L. 874 are of real concern to Klamath County School District. The 1967 estimated entitlement reduction of $43,604.00 is a larger sum of money and would cause a problem we here in Klamath County would find very difficult to cope with. Our budget for the school year 1 July, 1966—30 June, 1967 will be approved on 2 May, 1966. As a part of this budget we have an emergency fund in the amount of $35,000.00. It becomes obvious that the reduction of P.L. 874 funds in the amount noted above would put our budget in the red immediately. If there is to be a reduction in funds, it would certainly seem more reasonable to have it become effective in the year 1967–68 thus making it possible for us to plan and adjust our budget

Taxes levied on local property would be our resource to replace the estimated $43,604.00 reduction of P.L. 874 funds.

We are going to our people this year with a budget that is up 10% and in addition to this we have building needs in the next two years that will cost our tax payers $600,000.00 per year. Part of these building needs are additions to schools that serve about 90% of our Federal students. There will be a four room addition to Falcon Heights and twelve unit addition to Henley High School. The money received from P.L. 874 by our district *is needed.* The Administration of the District certainly feels we are justified in receiving this revenue and can see very little reason or logic in the proposed reduction.

We urge you to resist the proposed changes in P.L. 874 very vigorously. Thank you for your interest and consideration.

Sincerely,

JIM CONROY,
Assistant Superintendent.

EAGLE POINT PUBLIC SCHOOLS,
DISTRICT 9, JACKSON COUNTY,
Eagle Point, Oreg., February 18, 1966.

Mr. WAYNE MORSE,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In reference to Public Law 874, any decrease or curtailment of funds received under this act will vitally affect our proposed budget for the 1966–67 school year. As you and your colleagues are well aware, it is necessary to have our budget approved by the school patrons in May at the annual school meeting. Therefore, we must estimate an amount which will be received from Public Law 874.

If there is a reduction in these funds after the budget has been approved, this simply means that our conservative estimate of expenditures must be decreased by that amount. It would be impossible to get any money from any source to replace the estimated amount in the budget for 874 unless we were to have that information for our budget committee almost immediately.

You are well acquainted with the tax structure in Oregon and the tremendous burden now placed on property owners. With the loss of Public Law 874, the

source of revenue to replace these funds would have to be property taxes. Our property tax will probably increase about 15 mills this coming year even with 874. There is a limit as to the amount property tax can stand.

Of the 640 square miles in School District No. 9, a large percentage of the land is federal property. This property is not taxable so this results in a heavier tax burden on the privately owned lands. The Camp White Domiciliary is located in our school district. This is a non-tax paying unit that employs many of our parents who live in the district. The Public Law 874 funds have been most beneficial in helping to reduce the tax burden placed on the residents in the district. Any assistance that you can give us in retaining Public Law 874 will certainly be appreciated.

Yours truly,

GLENN D. HALE, *Superintendent.*

DETROIT SCHOOLS,
MARION-LINN COUNTY, DISTRICT 123–J,
Detroit, Oreg., February 16, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: Once again we wish to bring your attention to the increased costs in public education in America, and our State of Oregon being no exception. The full operation of our school depends upon the continued support of the Federal Government under P.L. 874. If through some reason that funds from P.L. 874 were to cease, these funds would have to be replaced from local sources. The people of our district have already burdened themselves with 69 mills for school tax alone and to add additional levy to this would greatly burden the tax situation in this district.

We appreciate your support of public education in America and we ask for your continued efforts. Thank you for whatever consideration you can give our request.

Sincerely,

FRANCIS H. DUMMER, *Superintendent.*

POWDER VALLEY PUBLIC SCHOOLS,
SCHOOL DISTRICT NO. 8J, UNION AND BAKER COUNTIES.
North Powder, Oreg., February 21, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: I am writing in regards to the possible reduction in P.L. 874 Funds for the coming fiscal year.

While the district which I represent does not now receive P.L. 874 funds, I am entering a district this coming year which does receive 874 funds and I have been employed in other districts which did receive these funds.

As you are well aware, most school districts are now in the process of preparing their budgets for this coming year, and in all probability will have them prepared before a final decision is made regarding these funds. If the funds are budgeted and not forthcoming, it will place many districts in an untenable position as far as their finances are concerned. I am certain that the law now covers many areas beyond those covered by the original intent of the law; however, many districts have been affected by the entrance of federal employees and should not be penalized for those legitimate federal employees impacting their particular area. We can certainly have no quarrel with the deletion of BLM or Forest Service employees, or those temporarily employed on Federal lands; however, it appears to me that where a school district has a large number of students obtained as a result of government facilities located in the district or from government contracts, that these are perfectly legitimate expenditures above and beyond the normal scope of the district population and some provision should be made by the government to at least partially allay the cost of education for these children.

Thank you for your interest and consideration.

Very truly yours,

RICHARD D. HAWORTH, *Superintendent.*

LANE COUNTY SCHOOL DISTRICT NO. 117,
Westfir, Oreg., February 17, 1966.

Re Public Law 874.
U.S. SENATE, COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.
(Attention: Senator Wayne Morse)

DEAR SENATOR MORSE: Yes, it is true that nearly all school budgets in Oregon are approved before June 1st of each year. In case budgets are voted down several times in one year, provisions are made for later approval, but in all cases the tax levy must be certified to the assessor not later than July 15th of the ensuing year.

In aswer to your second question, I can only say that the money that would be lost by this proposed amendment to P.L. 874 would have to be supplanted by a local property tax.

This federal program for education has been very successful. We have experienced very little federal control and the relationship between our school district and the offices that administer P.L. 874 has been exceedingly cordial. The paper work involved has been kept to a minimum and only pertinent information has been required.

If the Administration wants to save money, let them revise Public Law 89–10. This law which requires huge amounts of unnecessary bookwork should be amended so that local districts would be benefited more directly. To operate on the principle that only educational programs be financed that are above the current programs is an unsound principle. Our people need help to operate their schools, but help should be in the form of direct financial aid based on the physical membership, or something similar to that of Public Law 874.

If you require further information in regard to P.L. 874, please feel free to call on me.

Sincerely yours,

ALFRED C. JOHNSON, *Superintendent.*
PENELOPE L. MILLER, *District Clerk.*

MAPLETON PUBLIC SCHOOLS,
DISTRICT NO. 32, LANE COUNTY,
Mapleton, Oreg., February 19, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: It is with pleasure that I am responding to your letter concerning the possible reduction of Public Law 874 receipts to our district. I will first of all answer your two objective questions on local school finances. (1) If a reduction of funds under Public Law 874 comes after the first of June, it will have a noticeable effect on our receipts and quite possibly could reduce the ability to effectively operate the school. Since the budget is made out and has been approved by the voters, there is only one way the deficit could be made up and that is by a difficult to pass supplemental budget. (2) The replacement of loss from Public Law 874 would, in the most part, have to be made up through local taxes. Our district is now making a maximum effort for the education of its children with an 82 mill tax for elementary and secondary education. The possible loss of funds from Public Law 874 could cause an increase of five mills due to the fact that we have relatively low valuation. After the first of the year, some of this could be made up through state basic since an amount equal to three-fourths of Public Law 874 funds in Oregon is withheld from a district receiving state equalization; however, this would take effect a year after the actual loss and would not make up the deficit.

We are quite concerned about the contemplated loss of Public Law 874 funds and wonder if Standard Research Associates really took a look at schools such as ours when they made the recommendation to curtail impacted funds. Our district has over 80 per cent in federal forest lands. These forests support our industry, giving us a much larger population. Since these lands are not on our tax rolls, the taxes from private property other than forest lands have to be taxed accordingly to make up the deficit. It is true, we receive some forest yield monies, but, unfortunately for us, this money is distributed county-wide

to each individual school district, according to the number of school children in that district. In other words, several districts and all of the largest ones in this county receive the major share of forest yield monies. Our district received about $3,500 during the past year from this source.

In our particular situation, the curtailment of funds would not be so drastic if the law were changed to disallow states from withholding from schools receiving equalization money. This, Oregon does, and by doing so, is hurting the district that is poor because of low valuation—the low valuation coming from having a high percentage of land in federal forests. Public Law 89–10 funds in our particular case will in no way have the monetary value lost through the reduction of Public Law 874. We subscribe to the tenets of Public Law 89–10, but we do feel that basically it is a law that is geared to the larger urban districts and their particular problems. In a sense, because of the isolation, small districts can claim a large portion of their students to be disadvantaged despite the fact that the wages or salaries of families may be high. Many of our small districts are necessary because of our isolation, and we need help with all of our program for every child, as well as those few who come from low income families.

The curtailment of Public Law 874 seems to me to be grossly in error. It is bound to affect the education of many children, particularly in rural cases. We need the money for quality education, and if we do not receive it, the burden will be on the local tax payer.

I appreciate the opportunity of answering your inquiries.

Sincerely yours,

CLAUDE MARTIN,
Superintendent of Schools.

UMATILLA COUNTY,
SCHOOL DISTRICT NO. R29,
Athena, Oreg., February 21, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: The School Board of this district has considered your letter of February 10, 1966, relating to the possibility of a substantial reduction of funds available under P.L. 874. The board has the following comments to make concerning the questions raised in your letter:

1. This district budgets funds received under P.L. 874 the year following the attendance year for which the funds are paid. For example, we expect to receive $9,800 for attendance this fiscal year, 1965–66. This amount is shown as income on our 1966–67 budget, as the money will actually be received during the 1966–67 fiscal year. Therefore, if a reduction is made effective 7/1/66, it will not affect our operations until the fiscal year beginning 7/1/67, and our budget for this year can be adjusted accordingly.

2. If P.L. 874 funds are lost, they will have to be replaced by taxes levied by the district on property. While we anticipate an increase in funds from the basic school fund, it is highly unlikely that such an increase will be as much as the increased cost of operating our schools.

The School Board is naturally anxious to see P.L. 874 continued in its present form. While this district can anticipate an increase in taxes of only 1½ mills if the administration's program is adopted, the loss of funds to other districts in this county will be much more substantial, and will, in the long run, upset present tax equalization formulas. This will undoubtedly eventually result in the district's losing some funds that it now receives from other sources.

Your interest and consideration in this matter are greatly appreciated.

Very truly yours,

ROBIN WOODROOFE, *Clerk.*

GRANT COUNTY SCHOOL DISTRICT NO. 4,
Prairie City, Oreg., February 18, 1966.

Hon. WAYNE MORSE,
U.S. Senator from Oregon,
Washington, D.C.

DEAR SENATOR MORSE: Your letter to me dated February 10, regarding a possible reduction in P.L. 874 funds, was read to our Board of Directors at our last meeting.

The board was very much opposed to this reduction, and instructed me to write you to this effect.

There is a County wide school tax of 31.5 mills in this county. In addition, last year we had a special levy of 19.3 mills. Our proposed budget for next year is some 10,000 more than last years, which will increase our levy by approximately 3.6 mills. If we lose over 12,000 on 874 funds this will add an additional 4.4 mills to our levy. This is getting up to more than our people can bear—and our budget will be defeated.

Furthermore P.L. 874, of all government grants, is the only one that actually lowers taxes. The various titles under P.L. 8910, which one may or may not receive, actually amounts only to extra goods or services.

Our board definitely wishes you to do what you can to prevent any reductions in P.L. 874 funds.

Very truly yours,

LEONARD L. PATE, *Superintendent.*

SCHOOL DISTRICT NO. 30,
Hines, Oreg., February 17, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I have received your letter of February 10, 1966, and I appreciate your concern over the effects that the proposed changes in P.L. 874 may have on our School District.

It is true that our school budget must be approved prior to June 1. In our county the local districts must have their budgets completed and published before March 1.

In the event that there should be reduction in funds available under P.L. 874 after June 1, there would be no chance to regain this loss for the coming fiscal year. It would be necessary to reduce or cut some of the anticipated expenditures to make up this loss in anticipated income.

If we were to know soon enough in the year, not later than March 1, the replacement of these lost funds would come from the Basic School Fund and local property tax levels. About 75% would come from basic and 25% from the local level.

I feel that there should be no change made in the entitlements under P.L. 874 at this time. If it is necessary that you make changes in this law, it should be done at least six months before the beginning of the next fiscal year—July 1, 1967.

I hope that this information will be of assistance to you and your subcommittee in any decisions that you make.

Very truly yours,

HINES GRADE SCHOOL,
JAMES O. RED, *Principal.*

STANFIELD SCHOOL DISTRICT NO. 61,
Stanfield, Oreg., February 18, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In reply to your letter of February 10, 1966, regarding possible reductions in funds for impacted areas under P.L. 874, I can forecast only grave consequences for Stanfield Schools.

Since our budget would already be adopted (hopefully by May 24), we would have no recourse to additional local funds. Since this is not a legislative year in Oregon any increases in Basic School Support would have to be governed by previous action of the state legislature. Their action specifies that any increase in B.S.F. for 1966–67 be earmarked for local property tax relief.

I see no local alternative except to reduce our basic school program. Naturally the first cuts would be in areas of proposed improvements. This would, in large part, undo any possible gains made under P. L. 89–10.

A similar affect may be expected from reductions in commodities and funds under the school lunch program. Here, there are some local alternatives. One is to increase our prices to students. Experience tells us this results in diminishing returns. Another is to suspend the program entirely and the third

is to increase the level of subsidy from local tax sources. This last course will, of course, take funds from other on-going school programs.

Your efforts to prevent such proposed reductions will contribute considerably toward the maintenance of an on-going educational program for the children of our school district.

Sincerely,

DONALD T. MURRAY, *Superintendent.*

UMATILLA PUBLIC SCHOOLS,
DISTRICT NO. 6,
Umatilla, Oreg., February 18, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: Thank you for your letter of February 10 advising us of possible changes in the Public Law 874.

Umatilla School District No. 6 is one of the poorer school districts in our county due to its small size and low valuation. The funds received from Public Law 874 have been our mainstay through the past several years and our district would suffer considerable hardship if the payments were reduced further.

Should a reduction in funds come after a July 1 date, it could be considered a real misfortune as a new election would have to be called and a supplemental budget voted on to raise taxes on local property. At this time it would be difficult to pass such a levy as a large amount of river front property has been recently removed from the tax rolls due to its acquisition by the Corps of Engineers in the formation of the John Day Dam pool. This has increased all our taxes on property for school, county and city expenses, and it will be sometime before the tax burden eases, if ever.

Anything you are able to do for us, will be greatly appreciated by the tax payers and patrons of the school district.

Sincerely yours,

INGRID DURFEE, *Clerk.*

CHENOWITH PUBLIC SCHOOLS,
SCHOOL DISTRICT NO. 9, WASCO COUNTY,
The Dalles, Oreg., February 17, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: Your recent communication revealing the Administration's recommended changes in P.L. 874 came as one of the most discouraging announcements we've received in the twelve years the people of this district have earnestly tried to provide educational opportunity to the children of workers on federal projects. Nearly one-fourth of this district's 1200 youngsters are federally-connected, and to reduce the P.L. 874 contribution of $56,000 to only $36,000 would be something of a slap in the face, as well as a blow to the already burdened local taxpayer.

Why in the name of common sense would an education-oriented administration scuttle a federal aid program that was founded on the belief that the United States government should assist local school districts meet the educational needs of migrant children whose fathers build our nation's great federal projects? Why would an administration that sincerely (and successfully) engineered the greatest educational achievement of all time suddenly turn its back on the thousands of local school districts that reel under the burden of providing migrant children of federal workers with the quality of education they so richly deserve? Please remind those who look upon the modification of P.L. 874 as a "savings" plan that a tragically high price will be paid by children for the $163.6 million decrease in our national budget.

In the event that this district were denied its full allocation under P.L. 874 after June first, the impact of such a loss would be that of reducing services or eliminating existing programs. There would be no way of collecting funds from any other source.

Funds lost in the event our federal government decided against sharing the cost of educating children of federal construction workers would be compen-

sated for through an increase in the ad valorem property tax at the district level if they were to be replaced at all. In other words, the local tax payer would be required to pay an even greater share of the cost of educating impact children, and you should be aware of the fact that the present formula does not begin to compensate local districts for the full cost of educating these migrant youngsters. At best, our district receives approximately one-third of the cost of educating these youngsters at the present rate of reimbursement. Reducing the government's "share" seems unthinkable!

Twice during the past twelve years this district has shouldered the load of educating a massive impact of federally connected youngsters while, at the same time, trying to do justice to resident youth. The board and the Oregonians it represents have been given some help, but, as you will recall from our previous communications, the unfortunate "lettering" of the statutes made it impossible for us to receive federal aid under P.L. 815 and pushed upon us the responsibility of building new schools to house John Day Dam workers' children without one penny of federal aid. Now, 874 is being scuttled in the name of economy. Please don't let this happen, Senator Morse.

RICHARD R. EARL, *Superintendent-Clerk.*

OAKRIDGE SCHOOL DISTRICT 76,
Oakridge, Oreg., February 17, 1966.

Re Public Law 874, your letter of February 10, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Committee on Labor and Public Welfare,
Washington, D.C.

DEAR SIR: With regard to comments specifically requested—

First, our budget for 1966–67 has been adopted and will be voted on April 4, 1966 although the legal deadline is June 1st. For legal contracting of personnel and planning for 1966–67 it is imperative that we obtain approval as early as possible.

Secondly: Funds lost if P.L. 874 revenue were cut down would have to come directly from property taxes. If we were not able to get this on the tax rolls this year, then a double amount would have to be assessed next year to make up the deficit.

It is with a great deal of disappointment that we learned of the proposed changes in P.L. 874, while at the same time Title I is apparently being increased correspondingly. We find that P.L. 874 is much more practicable to apply than are Title I funds. For example, our approval of Title I funds though approved does not mean that we can put them to use as personnel for guidance and counseling is not available. Also, for next year's (1966–67) project, by the time funds are available, applications approved, etc., it will be October or November and personnel again will not be available.

It is our feeling that much is being wasted while at the same time additional costs to the school district are evident as well as an upsetting factor regarding personnel.

Respectfully yours,

CARL V. RHODA,
Superintendent.
IRENE MCFETRIDGE,
Clerk.

ELKTON PUBLIC SCHOOLS,
Elkton, Oreg., February 18, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: Your letter of February 10 to my predecessor, Leo R. Crisman, is at hand for reply. This concerns P.L. 874.

The proposed curtailment of funds strikes this district at a very inopportune time, for reasons I shall attempt to detail below.

This district for many years has striven to operate its schools with sincere respect for the ability of our property holders to meet annual tax demands.

In spite of being within an intermediate education district under an equalization plan, we have held our own costs at a respectable level. The result has

been that we have been obligated to use some of our tax money to help support other Douglas County school districts, some of which seem to practice the philosophy that more money means better education. Right now in Elkton, there's talk of increasing our costs so that we will have to pay less to the support of other districts.

As you are aware, the basic economy of the Elkton School District is agriculture. With fluctuations of the market, disastrous floods, and the increased cost of living, our farmers have become much more aware of school operating expenses.

The loss of P.L. 874 money in our budget for 1966–1967 would have an adverse effect on our school economy. During the 1964–1965 school year, our receipts from P.L. 874 were $7,567.00.

We now are facing cut-backs in the school lunch program subsidies. To make adjustments for this as we work to maintain lunch program standards, we will be forced to buy on the open market. The increased costs must be reflected in passing the bill on to the consumers, parents of our 250 children. Increasing the daily lunch fee will further bring to the attention of taxpayers the fact that our government is forcing more local taxation. It seems to me to be a possible effort to drive us into extensive use of ESEA money (P.L. 89–10), a situation not eagerly supported locally because of the portent of loss of local control.

PL 874 money in 1964–1965 represented a mere 3.2% of our general fund receipts. But, it is the equivalent of better than one young teacher's annual salary.

As you must know, a small high school, (ours has 85), is an expensive unit to operate. Its curriculum is restricted by the number and training of available teachers.

We are now burning midnight oil in an effort to improve our academic status. Our budget may have for 1966–1967 a $6500.00 item for the seventh full-time teacher. The loss of $7500.00 could easily wipe out the requested $6500.00 for a teacher we might not appear to need under the commonly misunderstood pupil-teacher ratio.

Being rural, we cannot offer many of the attractions of the populous Willamette Valley, only 50 miles away by highway, but farther by many other concepts. To attract teachers, we have to rely heavily upon salaries. This we have not been able to afford. However, for 1966–1967 we are anticipating a figure near $120,000 for instructional salaries in our district. The basic introductory teaching salary for a teacher with a BA will rise from $5100 to $5400. This salary adjustment for our 15 new and veteran teachers at the elementary and secondary level may run our costs as much as $8,000 higher than last year.

PL 89–10's beneficance is drying up the teacher market, particularly those trained to work in library, music and remedial areas in mathematics and reading. Teacher preparation is not keeping up with demand. More stringent Oregon certification regulations and higher salaries outside Oregon also make teacher procurement more difficult. The point I'm attempting to make is that when costs must be held down or cut, the largest item appears to be the most logical budget item to prune. That's teacher salaries.

Another matter we face is land acquisition and new buildings. Our present libraries, science and industrial arts facilities are serious threats to standardization. The disagreeable part is not only the threat to loss of standardization, but that of the lack of quality education for our youngsters, who are every bit as bright and deserving as our neighboring schools.

In summary, loss of PL 874 money comes at the wrong time in Elkton.

1. We are attempting to recruit teaching personnel and to retain our veteran teacher by means of a substantial salary increase. This increase is not out of line in comparison with other districts.
2. The assistance received through the school lunch program is being curtailed.
3. Local farmers report loss of income through flooding, rising costs of materials and labor, and markets which do not compensate for increased costs.
4. Our district may soon attempt to raise as much as $100,000 for property and new buildings.
5. Our only recourse to meet increased costs is to use the property tax and to increase our costs to pupils for textbooks and lunches.

We thank you for your very timely inquiry.

Sincerely,

M. R. BARKHURST,
Superintendent-Principal.

ASTORIA SCHOOL DISTRICT NO. 1C,
Astoria, Oreg. February 17, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: In reply to your letter of February 10 regarding danger of a reduced payment to local school districts with federal impaction, P.L. 874, I submit the following specific information:

1. Our budget for 1966–67 is nearly complete now. Formal approval by districts voters is scheduled for May 2. We have estimated receipts in the amount of $80,000 from the P.L. 874 fund.

2. We do not have a specific source of revenue, other than increasing local property tax, to replace lost funds under P.L. 874. If this fund is reduced after approval of the budget it would necessitate a curtailment of educational program.

3. Because of the addition of the Job Corps Center at Tongue Point we now have 212 pupils enrolled who are under exclusive federal jurisdiction. Another 184 students are children of parents who work on federal property (Coast Guard, Maritime, Corps of Engineers) but reside in the community. These 394 federally connected pupils comprise a major portion of our total school population of 2,450.

4. The funds received to date under P.L. 874 have been a help, but have not paid the entire per pupil cost for educating youngsters in this district. Our local tax payers have subsidized the federally connected pupils by more than $100 per pupil.

It is my opinion, and the judgment of our Board of Directors, that a reduction of funds would be grossly unfair. Conversely, we feel an increase would be justified.

Thank you for your interest in this matter.

Sincerely,

ROY R. SEEBORG, *Superintendent.*

GRANT UNION HIGH SCHOOL,
John Day, Oreg., February 16, 1966.

Hon. Senator WAYNE MORSE,
U.S. Senate
Washington, D.C.

DEAR SENATOR MORSE: Thank you for your letter of February 10, 1966 outlining the proposed changes in P.L. 874.

In reply to the questions raised, please be advised that: (1) The effect on the operation of our school during the school year commencing July 1, 1966 would involve a loss to the District of approximately $5,000.00 in revenue which would have to be offset by a reduction in expenditures in next year's budget. (2) The only source available to us for replacement of the lost funds would be from taxes levied by the local district on property. As you are aware, the people of the state of Oregon will vote on a 1½% property tax limitation at the next general election.

Your consideration in light of the above will be sincerely appreciated.

Very truly yours,

CHARLES R. STEVENS, *District Clerk.*

ELGIN PUBLIC SCHOOLS,
Elgin, Oreg., February 16, 1966.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: This is in reply to your request of how the reduction of P.L. 874 monies would affect our operations.

It appears that we would not be eligible for any entitlement under the new provisions and of course the loss of this amount even though small will be keenly felt.

This loss will be reflected in a higher millage on property which is already supporting more than its share of our school program.

Yours truly,

ATHOL R. SAYRE,
Superintendent of Schools.

NESTUCCA UNION HIGH SCHOOL,
DISTRICT U. 3,
Cloverdale, Oreg., February 16, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

SIR: In reply to your letter of Feb. 10, 1966 in reduction of P.L. 874. Public funds will affect us as follows: we will probably underbudget the P.L. 874 funds, this will in affect raise our local property tax for the coming school year, and by under estimating these funds we will not be short of money during the next school year.

It is my recommendation that this law not be changed as it is the one source of federal revenue to schools which can be spent by the school as they see fit in other words it has the least federal control of all federal programs.

Sincerely,

JAMES V. BROWN,
Superintendent/Principal.

LANE COUNTY SCHOOL DISTRICT 71,
Lowell, Oreg., February 17, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: In reply to your letter of February 10, 1966. We have been aware of some possible changes in PL 874 and that those changes; if adopted by congress, would substantially reduce the school districts receipts from this source. The tables enclosed with your letter were quite informative in this respect.

In respect to your specific questions, there is little doubt that the Lowell school district would be severely handicapped during 1966–67 if the receipts from PL 874 were reduced by any substantial amount. We would probably be forced to cut back the educational program rather than borrow money. There would be at least a one year lag before lost funds could be replaced from other sources. The most likely source of funds is the local property tax.

It is my opinion that any change in PL 874 that results in reduction of the funds available to local school districts would be a grave disservice to the people of this community. There have been three dams constructed in this school district, each of which has taken valuable property off the tax rolls. The other federal holdings in the district, especially the Willamette National Forest, provide employment to people who live here but at the same time do not contribute proportionately to the property tax base.

It is my opinion and that of the Lowell school board that any change in the law should be in the direction of a greater contribution from federal sources, rather than less.

Yours truly,

M. J. SMITH, *Superintendent.*

SWEET HOME SCHOOL DISTRICT NO. 55,
Sweet Home, Oreg., February 16, 1966.

Senator WANYE MORSE,
U.S. Senate,
Washington, D.C.

DEAR MR. MORSE: I have received your letter in regard to the possible change in Public Law 874 regulations. I am very sorry to hear that the proposed changes are being considered because it seems that the smaller schools who should benefit

the most will be hurt by this cut and that the larger school districts which do not find it so difficult to raise funds will receive increases.

In answer to specific question I would say that the cut in Public Law 874 would drastically alter our school budget for 1966–67 to the point where we may be forced to cut back not only on certain auxiliary services but also some of our staff and personnel in our educational program.

In order to maintain our standard of education in this particular district we would have to go to the people for permission to raise the property taxes. In our particular situation here it involves a newly unified school district and carries with it the usual feeling of dissatisfaction with the reorganization. Therefore at this time and for some time in the future we will find it difficult to pass our regular operating budget which includes the various federal contributions.

I'm sure that you can understand the problems which we are now facing and the additional problems that we would be faced with if our federal funds were cut.

I hope this answers your questions and give you some idea of our feelings on this subject.

Thank you.

Sincerely,

LEE BOLEN, *Administrative Assistant.*

NORTH BEND PUBLIC SCHOOLS,
North Bend, Oreg., February 16, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: This is in reply to your letter of February 10 regarding changes in the computation formula for Public Law 874.

I refer you to my letter of February 14 dealing, in part, with the same subject matter. In addition, I would say that any depreciation of funds from this source would be reflected in additional charges to the property tax payer, or a general cut in services.

As of this writing I am deleting funds from this source as potential revenue for the 1966–67 year. If we learn, prior to July 1 that income from this source will be forthcoming, we will restore it and reduce the tax levy by whatever amount is involved.

Your interest in this matter is appreciated.

Sincerely,

HENRY H. HARTLEY,
Superintendent of Schools.

ECHO PUBLIC SCHOOLS,
DISTRICT 5, UMATILLA COUNTY,
Echo, Oreg., February 15, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: With reference to your correspondence concerning the P. L. 874: The changes in computation indicate quite a reduction for our particular district, and it would be questionable as to how we would be able to offset it. Our local effort regarding property tax has shown that we are holding to a point where it would not be feasible to go beyond our present millage rate; and state basic tuition is not contributing to the desired means the state equalization board had anticipated.

It is our desire that every endeavor be made by you and your colleagues to hold the line and sincerely indicate to the powers to be that a change in computation would have a drastic effect not only on our small district, but to a great many others who depend a great deal upon these additional impact payments.

Thank you for your consideration concerning this matter.

Sincerely,

WALT V. HOFF, *Superintendent.*

THE DALLES PUBLIC SCHOOLS,
WASCO COUNTY SCHOOL DISTRICT NO. 12,
The Dalles, Oreg., February 15, 1966.

Hon. WAYNE MORSE,
U.S. Senator,
U.S. Senate Building,
Washington, D.C.

DEAR SENATOR MORSE: Thank you for your letter of February 10, 1966 alerting us to possible reduction in Public Law 874, which will possibly be incorporated in the new bill for consideration by your committee. I note that the 1967 estimate entitlement would by cut by $40,000.00. If this were to happen after our budget has been approved, it would cause a deficit of that amount in our general fund which would have to be "picked up" directly by the tax payers of School District #12.

We appreciate your interest in this matter and assure you that it is of no little concern to us.

Sincerely yours,

LYNN O. HAMPTON,
Assistant Superintendent-Clerk.

LANE COUNTY SCHOOL DISTRICT 71,
Lowell, Oreg., February 18, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: It is the unanimous request of the Board of Directors of Lowell School District No. 71 that you be informed that it is the Board's feeling that any decrease in PL 874 funds would definitely hurt the district.

Lowell is situated in the very close vicinity of three Corps of Engineer dams (Lookout Point, Dexter, and Fall Creek), the Willamette National Forest, and Bureau of Land Management land. With this much government owned property in the school district, any decrease in PL 874 funds would be costly to the district and difficult to make up in taxes.

Sincerely yours,

(Mrs.) BETTY A. WIEMERS, *District Clerk.*

PROSPECT SCHOOLS,
DISTRICT NO. 59,
Prospect, Oreg., February 17, 1966.

Senator WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: We wish to take this opportunity of thanking you for your interest in financial aid for Oregon schools, and the support you are giving in the senate.

With the increase in population, and the rising cost of education, it would be very difficult to operate the schools without the assistance of federal aid under P.L. 874 without putting undue pressure on the local tax payer. According to tax figures, this pressure is about as high now as it can go.

Your work and interest is greatly appreciated.

Sincerely yours,

(Mrs.) FAYE ORGAIN, *Clerk.*

DISTRICT NO. 15 PUBLIC SCHOOLS.
Days Creek, Oreg., February 18, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: The Days Creek School District #15 of Douglas County has, for the last few years, been receiving from $8,000.00 to $15,000.00 a year under P.L. 874. We are a small district and the loss of a major portion of these funds after July 1st would be a blow to our budget.

Replacement of these funds will have to come out of the local tax on property, and our mill levy is already high.

Our district feels that anything you may be able to do to stop this new law will be greatly appreciated.

Sincerely,

GERALD L. HEIBEL, *Superintendent.*

FERN RIDGE PUBLIC SCHOOLS,
LANE COUNTY DISTRICT 28J,
Veneta, Oreg., February 17, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: We are very conservative in our budgeting of P.L. 874 monies, as our entitlement is based entirely on logging operations. Also we are the biggest recipient of equalization funds of the first class unified districts in the State of Oregon. Consequently, 75% of our P.L. 874 receipts are deducted from our state basic school support equalization apportionment. Because of our lack of wealth, any reduction of funds must be replaced by increased property tax. However, the amount of our P.L. 874 entitlement would not be a major hinderance in our ability to operate.

Sincerely,

NILE G. WILLIAMS, *Superintendent.*

HERMISTON PUBLIC SCHOOLS,
DISTRICT NO. 8, UNIFIED,
Hermiston, Oreg., February 15, 1966.

Hon. WAYNE MORSE,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: Thanks for the information sheets about the effect that changing P.L. 874 would have on Oregon school districts. This information is very valuable to this school district since 874 funds are such a large share of our general operational budget.

Answering the questions you asked in your February 10, letter:

1. Yes, we do vote on our school budget prior to June 1, 1966, in fact the date set is May 9, 1966.

2. Replacement of lost funds from P.L. 874 would come chiefly from property taxes on the school district. Seventy-five percent of P.L. 874 funds are counted in lieu of local property tax in the formula used for allocating Basic School funds to local districts by the state. How much of this loss the state basic would pick up, I cannot yet find out. Should I receive any information in the near future I shall send it on to you.

Sincerely,

A. O. LARIVE,
Superintendent of Schools.

CONSOLIDATED DISTRICT NO. 4, KNAPPA,
Astoria, Oreg., February 18, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

SIR: In regards to P.L. 874: Funds received from this source are used to help off-set the amount of tax levied by the district. Our budget is completed and voted on in May of each year.

If this source is discontinued, monies would have to be raised by a tax levy, or the budget would have to be reduced by the estimated amount that we expect to get from P.L. 874.

Thank you for your interest and the work you are doing to advance education.

Very truly yours,

JOHN R. JOHNSON, *Superintendent.*

NORTH BEND PUBLIC SCHOOLS,
North Bend, Oreg., February 9, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I wish to discuss with you certain aspects of Senate Bill 89–10, Title I.

We have initiated a program to increase the reading ability of our less adequate students. Under the terms of the bill, as it relates to poverty, we are able to offer this program in four elementary schools, the Junior High school and the Senior high. We have one each of the latter two institutions, so both qualify. Two of our elementary schools cannot be served.

This is a community where the poor are commingled with the general population. We have some areas where there are more than in others, but we do not have pockets of poverty as such. The percentage of youngsters needing help is just about as great in the schools where we cannot provide it, as it is in those where we can. I am sure that a similar situation exists in most communities of this size. I am wondering if the law can be amended in such a manner that all who need help can receive it.

I know some of your problems and realize that the situation in which the large cities find themselves looms large in your thoughts. I can assume, also, that you may wonder why we do not assume the cost of a similar program at those schools we are forced to neglect. When you must ask your patrons to tax themselves more than seventy mills for the established program, you hesitate about adding to their burden.

I know that you have been the target of some criticism regarding the categorical aspect of this phase of the bill. I rather welcome it, although I would appreciate general aid very much. If we weren't forced to spend this money on the lesser endowed, we would most likely have continued in about the same fashion as before.

Sincerely,

HENRY H. HARTLEY,
Superintendent of Schools.

NORTH BEND PUBLIC SCHOOLS,
North Bend, Oreg., February 14, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I wish to converse a bit about what I look upon as a side effect of Public Law 89–10 and others of the programs which are producing money for education.

We are now getting money for categorical aid, but what little general aid was available seems to be drying up. I am informed that Public Law 874 is being changed in such a manner that a minimum of six per cent of affected students is necessary for compliance. It is further constricted in that payment will be made only for that portion of the enrollment which exceeds six per cent. The first of the qualifications will eliminate this school district, and I presume, a great many others. I have also been informed that the Federal contribution to the school lunch program will be reduced in rather drastic degree.

The two matters mentioned affect the general fund budget of school districts. The result is either higher taxes for the patron, or a cut back in services, supplies, salaries, and the like. Given my "druthers," I would prefer a little less categorical aid, and a continuation of the general aid.

I appreciate yuor interest in matters pertaining to my profession.

Sincerely,

HENRY H. HARTLEY,
Superintendent of Schools.

HERMISTON PUBLIC SCHOOLS,
DISTRICT NO. 8, UNIFIED,
Hermiston, Oreg., February 7, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: I have been checking further into P. L. 874 funds and the Bureau of the Budget's recommendation as to its effects on our local school budget. This year, as I previously informed you, we have 616 students who

qualify for P. L. 874 funds. This amounts to $102,000.00 of a total general fund for the Hermiston District of $1,404,353.70 or 7.26 percent of our general operational funds.

It is my understanding that we may also face a 10 to 15 percent proration on this years entitlements. I strongly recommend that you urge the Appropriations Committee to pay the full entitlements for the current year.

As you know our state is facing the possibility of the 1½ percent property tax restriction, which in a district such as ours with a high federal impact factor is really going to plummet our school program to the lowest level it possibly has ever been.

We need information on these P. L. 874 proceedings in order to try and avert something of the shambles I can foresee is going to happen to schools in positions such as we will find ourselves.

Sincerely yours,

A. O. LARIVE,
Superintendent of Schools.

OGDEN CITY SCHOOLS,
Ogden, Utah, February 4, 1966.

Hon. WALLACE F. BENNETT,
U.S. Senate, Washington, D.C.

DEAR SENATOR BENNETT: On the assumption that you would kindly receive some reactions on federal aid to education as it now exists from a superintendent in one of the larger districts of Utah, I am presuming to write. It should be further stated that, in addition, I would be hopeful that these reactions would influence your thinking to take such action as would be appropriate in connection with federal aid to the schools. I am sure you already agree with some of my points of view and perhaps, hopefully, all of them. Whether or not you agree, however, I solicit your interest and endorsement if at all possible.

First of all, let me indicate rigorous opposition to the proposed cuts in benefits under Public Law 874. Your past support of this provision has been greatly appreciated. It seems to me now that you need to make a vigorous effort to restore the cuts that have been proposed in the budget message. Permit me to call to your attention once again that this law serves a very specific purpose. As you well know, residential housing does not contribute enough support in tax funds to carry on the school program. Aside from the fact that federal property is not on the tax rolls, you will readily recognize the significance that 4,400 out of our 17,985 school population are federally connected and simply live in homes where the tax support is inadequate to educate the children involved. Furthermore, of all the federal legislation to aid local school districts, this is one of the most reasonable and sensible in its final application. In effect, in a rather simple way, the interests of the federal government are protected by the fact that a few specific rules are set up that are implemented on the local level, a reasonable federal audit is made, and the local board of education is allowed to expend the money for maintenance and operation purposes *where it is needed.* If the provisions of the budget message pertaining to this legislation are actually implemented, Ogden stands to lose a very significant part of the funds currently being received, even as much as half or more. This would be a severe blow to our operation.

With reference to other measures, more particularly those recently enacted to provide funds for the operation of the schools, I wish to express general appreciation. I hasten, however, to indicate that in my judgment it is most unfortunate that so much of this legislation is fraught with such infinite control, unreasonable administrative inefficiencies, and burdensome requirements that it makes the pleasantness of receiving the much-needed help a frustrating experience. It is difficult for me to believe that the Congress of the United States is wholly responsible for this sad situation. Certainly much of it must be due to the offices and departments and subordinates which have set up the rules and regulations involved in the programs enacted. More specifically, I refer to such things as the conglomeration of agencies which a district must deal with and bow to in order to receive this help. I refer to the fact that long established budgetary procedures promulgated by the Office of Education have almost been completely disregarded by the agencies, including the Office of Education itself, that are handling this legislation. I refer to the fact that written into this legislation or its departmental regulations are inefficiencies and

wastefulness that make those of us who have been trying to make each dollar speak as loudly as possible for these many years face the situation in utter dismay. My plea is that you re-look at this whole affair with a view to cooperating with state and local agencies in providing resources to carry on the educational program but eliminate the unnecessary waste, confusion, and unreasonable hurdles that characterize much of the recent legislation.

Finally, let me again express appreciation for your support of programs that benefit boys and girls and youth educationally. My only hope is that these expressions will encourage you to review what has been done in the light of needed changes to correct the errors yet maintain the values intended.

I expect to be in Washington, D.C. on Thursday, February 17. If perchance you are available on that date, I would appreciate an opportunity to talk to you personally about these matters.

Sincerely yours,

T. O. SMITH, *Superintendent.*

UTAH STATE BOARD OF EDUCATION,
Salt Lake City, Utah, February 2, 1966.

Hon. WALLACE F. BENNETT,
U.S. Senator from Utah,
Washington, D.C.

DEAR SENATOR BENNETT: Thank you for your thoughtfulness in sending us U.S. Office of Education estimated funds for Utah for fiscal 1967. This is a great help to us at this time.

The impacted area funds under PL–815 and 874 are sorely needed by our school districts. It will cost us a great set back if the President's recommendations are approved. I place these funds at the top of any priority for federal grants. I believe the rationale for this type of federal assistance can be defended more easily than most other federal aid programs.

It is difficult for me to understand why this program is cut so deeply and why others of lesser importance are increased.

I note that the higher Education Facilities Act is being continued. Our Trade-Technical Institutes have not been eligible for funds under this act. They carry a vital role in our State. They have been grossly under-financed and need assistance. Would it be practical to seek an amendment to this act to qualify post high school—non degree granting—vocational institutes to qualify? Our students who seek training for "blue collar worker" jobs are the ones being neglected.

We note that Title III of the Elementary and Secondary Education Act is increased to $936,542. This money is granted directly by the Commissioner for projects he might choose. This is federal interference in our area of responsibility. I recommend strongly that this Title be amended to grant the money to State Educational agencies and not permit federal officials to determine what educational programs they think should be funded for Utah's school children. They lack the background as a basis for decision making because they are not familiar with Utah problems.

I notice that Title IV of PL 89–10 did not list any money for Utah. These are research funds and Utah is not getting anywhere near its fair share of this program. I believe this bill should be amended to grant at least a minimum amount of research money to each State Educational agency.

Thank you again for sending me this very significant advance information.

Sincerely,

T. H. BELL,
State Superintendent of Public Instruction.

UTAH SOCIETY OF SUPERINTENDENTS' POSITION ON CHANGES IN THE FEDERAL PROGRAMS, APRIL 1966

1. We are opposed to the reduction of funds for the established programs such as school lunch, vocational education, and impact programs.

2. Title I. Elementary Eecondary Education Act of 1965.

   a. The formula that serves as a basis for allocations to the states is based upon 50% of the expenditure per child in the state. This formula tends to give the wealthier states, which are often better financially able and are

currently spending higher amounts per capita, an advantage over the financially poorer states. We believe the formula should be changed to provide weightings for effort and financial ability. If this change cannot be achieved, at least the formula should provide that the allotment be based upon 50% of the national average expenditure per child rather than the individual state expenditure.

b. The formula on a local district basis is divided into two parts. The first part determines the amount a district will receive. This part of the formula is based upon the percent of children in low income families. The second part of the formula is used to determine the expenditure within the district. The purpose of this expenditure is designed to help the educationally deprived. It is assumed under the expenditure formula that educationally deprived children are primarily in the schools where there are heavy incidents of low income. We do not question there is likely a high correlation between poverty and educationally deprived, but we believe after a district receives its allotted amount it should be permitted to use the funds for the educationally deprived, regardless of the school they happen to attend.

c. In order to correlate the program under Title I with the regular school program most effectively, federal funds should be assured at least three years in advance and reimbursement made promptly so as not to tie up regular funds.

3. A separate appropriation should be authorized by Congress to pay for the administration and supervision of the federal funds on the local district level. Presently funds are allotted on the state level for supervision and administion. The federal programs require much time and energy to operate on the local district level. As a result in most districts the extra time and energy is taken from the regular education program. Consequently, we believe a special allotment should be provided for at least 20% of the cost of the program for local administration and supervision. In smaller districts and in districts that receive smaller amounts from the federal funds a minimum amount should be provided. It would be better if one federal allotment were provided to pay the cost of administering and supervising all federally financed programs.

4. Too much time is required to take care of details and "red tape." Much of this detail is determined by those implementing the federal acts. We believe the state departments of education and the U.S. Office of Education should constantly evaluate and re-evaluate the details and "red tape" with a sincere effort to simplify the reporting systems as well as other forms of paper work.

We believe more uniformity in accounting procedures and other administrative procedures could be developed.

5. All programs dealing with organized educational procedures should be routed through the regular educational channels and operated under the State Department of Education. With different federal or state agencies operating educational programs we tend to provide a dual system, neither of which can be as effective and economical as a single system. Such programs would include areas as "Operation Head Start," Job Corps, etc.

6. Title III of the Elementary Secondary Education Act should permit final approval by state departments of education rather than in Washington. The allocations of funds should be made to the State Department of Education with the states authorized to use the funds most effectively for the general purpose authorized.

7. N.D.E.A. Title III. This program should be enlarged so as to include all areas of the curriculum. Presently most major areas are covered. We believe it should include physical education, the cultural subjects and other areas not now covered.

8. The principle of matching local funds with federal funds is not a good practice. To find local funds with which to match the federal funds means taking funds from an existing program or finding additional local revenues. States and local districts that are financially poorer often cannot find the additional revenues so must resort to curtailing existing desirable programs or not be eligible to receive the federal assistance. Federal assistance should be in the form of federal grants.

9. Some have approved and some have favored federal assistance for education. This question appears now to be academic. The federal programs have been enacted and are now generally accepted as part of the educational finance pattern. At the same time we believe the locl school unit is an important part

of the social, economic, and political life of our country. Accordingly, federal funds made available should be allocated to the states and local boards of education to be used by them to improve the quality of the educational program in the respective states and school districts. We believe general aid is still the best basic program and have confidence that state and local educational agencies will use the funds wisely.

GANADO PUBLIC SCHOOLS, DISTRICT NO. 19,
Ganado, Ariz., February 17, 1966.

Senator PAUL FANNIN,
Senate Office Building, Washington, D.C.

DEAR SENATOR FANNIN: The Arizona Republic recently carried an article concerning the possible curtailing of funds to be made available to school districts under Public Law 874.

Since the passage of this law it seems to me that fewer and fewer funds have been forthcoming each year. We have gradually lost ground because the local representative has, within the policy, deleted the students living in a religious compound and because of a ruling from the Washington level, the youngsters who live on our school campus have become ineligible. This same interpretation has employees living off the compound and working on, paid on the basis of 50%.

I know the other public schools on the reservation are affected in a like manner and I urge that you give serious consideration to any changes in the law that have an adverse effect on the school districts of Arizona.

Cordially,

W. S. CARPENTER, *Superintendent.*

AMERICAN ASSOCIATION OF JUNIOR COLLEGES,
Washington, D.C., April 19, 1966.

Hon. WAYNE MORSE,
Room 417, Old Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: On behalf of the Association, I would like to express my concern about those sections of S. 3046 which would eliminate federal aid to junior colleges under Public Laws 874 and 815, the so-called "impacted areas" laws. The reference is to lines 20 through 24 on page 29, lines 1 and 2 on page 30, and lines 1 through 7 on page 35 of the bill.

The Association has received many expressions of concern about this matter from junior colleges in California and Illinois. These junior colleges are doing an outstanding job in the education of American youth; the California junior colleges last fall enrolled over 487,000 students.

At a time when additional hundreds of thousands of young people as well as adults are seeking a higher education, and when state and local financial resources are strained, it is our belief that the federal government should enlarge its support of American education, at the postsecondary as well as the secondary level. Under no circumstances, we believe, should federal aid be decreased at this time. Junior colleges, like elementary and secondary schools, are counting on these funds for the coming year. If they are abruptly discontinued, many school districts will be faced with a critical shortage of funds along with rising enrollments.

It is our hope that Congress will see fit to amend this legislation.

Sincerely yours,

WILLIAM G. SHANNON,
Assistant Executive Director.

FEBRUARY 17, 1966.

Hon. PAUL FANNIN,
United States Senate,
Washington, D.C.

DEAR SENATOR FANNIN: We are unquestionably disturbed as to the Administration's recommended reduction of funds for the financial assistance to schools in areas impacted by Federal activities, Public Law 874.

During the construction years at the Glen Canyon Project on the Colorado River, normal entitlements from the State of Arizona, Coconino County, and

P.L. 874 were sufficient for our school's fiscal operation. The transition period from a construction area to a recreation area has revealed insufficient entitlements for a normal operation, and if the P.L. 874 entitlements are further reduced, there will be further hardships heaped upon present hardships.

We strongly urge your support for the full funding of the present P.L. 874 Law and would encourage full entitlement for a pupil whose parent is moved into an area of a Federal project and where the school is not yet organized into a regular school district.

Very truly yours,

RAY J. BRADSHAW,
Administrator of Page Schools.
KENNETH A. FARRIS,
Chairman of Page School Advisory Board.
BETTY L. KAZAN,
Member.
BYRON M. WARD,
Member.
MARY E. KEISLING,
Member.
J. B. WASHBURN, M.D.
Member.

WINDOW ROCK SCHOOL DISTRICT NO. 8,
Fort Defiance, Ariz., February 21, 1966.

Senator PAUL J. FANNIN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR FANNIN: An article appeared in the Sunday, February 13, 1966, issue of the Arizona Republic concerning the possible curtailment of Federal Funds to Indian reservation schools. This article estimates that the State of Arizona will lose approximately $4.1 million yearly.

This would be a terrific loss to our school district in budget funds. I strongly urge that our Senators and Representatives assist our State and Schools to keep from losing these funds. Also students who live on the campus have become ineligible for full payment and employees living off the public school grounds and working on, are paid on a 50% basis.

I strongly urge that serious consideration be given to any change in the law that will affect schools in Arizona.

Sincerely yours,

WILLIAM S. MARTIN.

PUBLIC SCHOOLS,
Westerly, R.I., March 2, 1966.

Senator CLAIBORNE PELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR PELL: First let me express my appreciation for your efforts on the behalf of the many communities that would be affected by a change in P.L. 874.

Our budget for the fiscal year starting July 1, 1966, should be approved at the Annual Financial Town Meeting on April 28, 1966. Any loss in P.L. 874 funds would have to be made up by the community by an increase in taxes for the support of schools.

Sincerely yours,

EDWARD T. MORENZONI,
Superintendent of Schools.

CHARIHO REGIONAL HIGH SCHOOL DISTRICT,
Wood River Junction, R.I., March 4, 1966.

Hon. CLAIBORNE PELL,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR PELL: This letter is written in reference to your letter of February 24th in which you ask specific questions with reference to P.L. 874.

Our budget for the fiscal year July 1, 1966 to June 30, 1967 was adopted at the Annual District Meeting on February 2, 1966. Most of our budget is made up of

fixed charges, salaries, insurance, retirement, etc., and we would therefore have to reduce spending on such items as textbooks and supplies if aid is reduced under P.L. 874.

The money that we lose would have to be replaced through taxes levied by the local school district on property.

I wish to thank you for your continued interest in our problems.

PHILLIP L. KELLY, *Superintendent.*

CHARIHO REGIONAL HIGH SCHOOL DISTRICT,
Wood River Junction, R.I., March 4, 1966.

Hon. CLAIBORNE PELL,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR PELL: At its meeting on February 21st, the Chariho School Committee was very much disturbed about the possible loss in the future of federal aid under P.L. 874.

We feel that the aid we receive from Titles I, II, and III does not compensate for the loss of revenue from loss of P.L. 874 because it is extremely difficult to secure aid under these titles mentioned above, because the projects are very difficult to prepare and include a vast amount of paper work.

Sincerely yours,

PHILLIP L. KELLY, *Superintendent.*

NORTH SMITHFIELD, R.I., SCHOOL DEPARTMENT,
Slatersville, R.I., March 2, 1966.

Senator CLAIBORNE PELL,
U.S. Senator,
Washington, D.C.

DEAR SENATOR PELL: Thank you very much for your letter of February 24th, 1966 and your interest in Public Law 874. Although North Smithfield's allocation will be well under $15,000.00, any loss in income would be felt by the community. Our community is opening its first Junior-Senior High School next September and will be faced with a tremendous increase in School Department costs.

If the full amount of reimbursement under Public Law 874 is not available, then it will be necessary to request additional funds at our annual town meeting in April, thus increasing the local tax rate assessment.

With every good wish, I remain

Sincerely yours,

ROBERT A. POTENZA,
Superintendent of Schools.

TIVERTON PUBLIC SCHOOLS,
Tiverton, R.I., March 1, 1966.

Hon. CLAIBORNE PELL,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR PELL: I am most grateful for your thoughtful letter of Feb. 24, 1966 and I must offer my personal thanks for all that you are doing to maintain Public Law 874 allocations at the current rate.

In answer to the questions set forth in your letter I would like to submit the following information;

1) For the budget now being formulated for the period 7/1/66 through 6/30/67 we would estimate P.L. 874 allocations for that period to be approximately $50,000.00. The reason for the variance from the table sent with your letter is based on the fact that Tiverton is making rapid gains in the enrollment of Federal Impacted Children. I should cite some comparative figures in this regard. Three years ago we had only 150 such pupils. Our October 1965 count indicated a total count of 228 such children.

Thus a loss of approximately $25,000.00 would certainly cause hardship in the funding of our entire Tiverton Education Program.

2) In answer to your question as to the sources of revenue that would be used to replace P.L. 874 funds, I know with certainty, that these funds would have to be raised on the local level.

I should like to add a few more words as to how such losses would affect Tiverton and other Rhode Island communities of what I term to be "Communities of Emerging Size". Tiverton along with other such communities not only is attempting to broaden its educational offerings but is already embarked on a sizable building expansion with a present bond issue of $2,500,000.00 for a new Jr.-Sr. High School. Such additional amortization cost when coupled with an increase in a local tax levy because of loss of P.L. 874 will present local taxpayers with burdensome objections.

In making final plans to formulate the 1966/67 budget we are certainly hoping that we can anticipate full P.L. 874 reimbursement. Without it it could mean an increase in the local tax levy of from fifty to seventy-five cents per thousand dollars valuation. However slight this increase may seem it assumes more magnitude when one considers that expansion of school program and a building expansion program will already raise the tax rate some $4.00 per $1,000.00 valuation.

I trust and hope that the information given will prove helpful and again I should like to take the opportunity to personally thank you for your concern and your efforts in the cause of education for communities like Tiverton.

Sincerely yours,

HENRY F. TRAINOR, *Superintendent of Schools.*

SMITHFIELD PUBLIC SCHOOLS,
Esmond, R.I., February 28, 1966.

Hon. CLAIBORNE PELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR PELL: The following is in answer to questions posed in your letter of February 24.

(1) The Town of Smithfield Public School budget is approved on May 7, 1966. P.L. 874 funds are to be counted on as part of the budget.

(2) Taxes levied by local school district on property.

P.L. 874 funds are the type of federal funds that local school districts need. With these funds the schools may face the problems that exist locally, not the problems that the state or federal government feel exist.

Very truly yours,

JOHN K. BOYLE, *Superintendent of Schools.*

CITY OF WARWICK PUBLIC SCHOOLS,
March 2, 1966.

Senator CLAIBORNE PELL,
U.S. Senate,
Washington, D.C.

DEAR SENATOR PELL: While you undoubtedly have been besieged with pleas for the restoration of PL 874 funds in the new federal budget, I am taking advantage of your invitation (letter of February 24) to outline my concern.

The City of Warwick operates on a fiscal year of February 1 to January 31. The budget that *was* adopted last month will provide a fiscal plan through January 31, 1967. It includes an amount of $208,000 as estimated income under the provisions of PL 874 as we have known it. If we are to believe that this sum is to be reduced to the estimated amount of thirty to thirty-five thousand dollars in the 1967 federal fiscal year, the net result will be a shortage of $170,000 on this, our current fiscal year. To change the rules after the game has started hardly seems fair.

To carry out our carefully programmed educational plan it will be necessary to replace these federal dollars with local dollars. Since the tax roll has been completed and the rate of assessment has been fixed, it probably will require the City of Warwick to borrow these funds. This is probably not in accord with President Johnson's efforts to manage some factors of the economy since

municipal borrowing has been considerably disadvantaged by the currently high rates of interest.

Aside from the immediate budgetary problems, I would express a personal opinion that the U.S. Government is getting a very good bargain in subsidizing the education of federally connected children in the Warwick School Department. In fact, an education in this community could be billed as a fringe benefit for people assigned to naval installations on this side of the bay.

Francis Keppel, when U.S. Commissioner of Education, frequently referred to the federal government as a "junior partner" in the operation of local schools. Like all youngsters, "junior" needs a spanking if these funds are to terminate so abruptly and with so little regard for local ramifications.

I again urge your careful analysis of this aspect of the federal budget.

Sincerely,

CLARENCE S. TAYLOR.

BELTON PUBLIC SCHOOLS,
Belton, Mo., February 2, 1966.

Hon. STUART SYMINGTON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR SYMINGTON: You will find enclosed a chart which I have worked out showing what the loss would be to the Belton School District if the Sanford Research Institute recommendations on the cutting of P.L. 874 should become law.

You will notice that the loss to the Belton School District would be $170,430.00. With our present valuation, it would take an additional $1.70 on top of our present levy of $2.92 to give us the same revenue. This would give us a total levy of $4.62.

I have no doubt or question but what the Sanford Institute is a big and efficient research group. I have no doubt also that they know much about the operation and financing of public schools. Their entire proposal for reduction in 874 money seems to be based on the proposition that it was not in the intent of the original law. I am not sure that they know what was in the minds of the Congress at the time they passed the original law. Some of you who are there at the present time were there when this became law and you know what was the intent of the law—that it was not supposed to be an equalization instrument—that it was to operate as a law to have the federal government pay its own school tax in districts that were impacted by federal operations. If we want to use intent of law, we could go back to the Constitution and find that the original framers of the Constitution found nothing wrong with slavery because the Constitution says not one word against the institution of slavery.

However, this is not the point—the point is what should the present children have instead of what was the intent some 16 years ago. Those of us who are in the impacted areas know very well that the tax digest of a district is not increased by the addition of so-called impacted area children. It is a rule of thumb among school people that it takes $50,000 of investment in factories, tools and machinery to support one job for the head of a family. When this money is invested on federal properties, which is the case for all impacted areas, you can see that no district has the added valuation to take care of this child's education. I would judge that most of us would be willing to take payment in lieu of taxes in our districts since many hundreds of acres of good farm land were taken for the Air Base and all of the houses on the Air Base are in the Belton School District.

You can see by the calculations on the enclosed sheet that a large portion of the Belton School District population comes from the impacted children.

The tax digest to support these children is out here at the Richards Gebaur AFB or at the Bendix installation at 95th and Troost. I know it is argued that the houses that these people live in here in Belton are taxed here in Belton and this is true but in nine cases out of ten none of the contents of that house are taxed by Belton. A large portion of the personnel stationed at Richards Gebaur AFB live in trailer houses that are not taxed in Missouri. The cars the families own are not taxed in Belton and are not licensed in Missouri. A good part of what they purchase is purchased at the Air Base commissary which takes away

from sales tax from the state of Missouri through which a large portion of our school foundation program is financed. In fact, there isn't a school in Missouri that could afford to take these impacted children if the state of Missouri should fail to come in and support some of the costs of their education with the State Foundation Program. Local dollars have to be added to each one of these impacted children's cost of education. Last year we received $298.00 per child for those living on the Air Base. It actually cost the Belton School District $452.00 to educate these children. Therefore, you can see that this difference had to be made up either by Belton or the state of Missouri, or both.

I would certainly appreciate your studying the President's request for the cut of 874 money and giving the schools the money that is due them to spend in a way that we see fit to spend it on our own children. You have given us your support in the past and I trust we can rely on it in retaining this worthy piece of legislation.

Respectfully yours,

C. F. YEOKUM, *Superintendent.*

DETERMINATION OF LOSS OF FUNDS TO DISTRICTS DUE TO RECOMMENDED CHANGES IN CALCULATION OF LOCAL CONTRIBUTION RATE BASED ON 1963–64 APPLICANT

Applicant: Belton School District 124. State: Missouri.

I. Change from LCR of comparable schools to LCR applicant district (1963–64):

1. Total local revenues applicant	$243,139.00
2. Total average daily attendance	2,760
3. Total ADA Federal pupils $\left(3a+\frac{3b}{2}\right)$	1,235
4. Total ADA Non-federal pupils (item 2 minus item 3)	1,525
5. L.C.R. Applicant district (item 1 divided by item 4)	159.40
6. Actual L.C.R. approved 1963–64	297.40
7. L.C.R. loss (item 6 minus item 5)	138.00
8. Total loss (item 7 times item 3)	170,430
9. Actual entitlement 1963–64	386,573
10. Percent of loss (item 8 divided by item 9)	46

II. Change qualifying percent to absorption:

1. Total ADA non-Federal pupils (item 4 above)	1,525
2. ADA absorbed (1.5 percent times item 1)	23
3. Absorption loss (item 2 times item 5 above)	3,666.20
4. Percent of loss (item 3 divided by item 9 above)	99

PEARSALL PUBLIC SCHOOLS,
Pearsall, Tex., May 2, 1966.

Senator WAYNE MORSE,
Subcommittee on Education of the Senate Committee on Labor and Public Welfare, Chairman, Washington, D.C.

DEAR SIR: This is to inform you that we believe Public Laws 815 and 874 must be restored to their original status. If not the schools which participate under these will be hamstrung as far as offering a better education to each and every child. If they are not it will also cause many schools to loose face within their own communities, not to speak of what the people will think about promises from the Federal government.

If the government is going to promise aid to schools then follow through with it, if not, then do not put out a lot of publicity on it causing countless man-hours of extra labor for nothing.

We have an excellent program under Title I of the ESEA but we cannot operate on promises and words.

Please give this your consideration and any help in our behalf will be greatly appreciated.

Sincerely,

WAYNE T. WISE, *Superintendent.*
DAVID R. PETTY, *Business Manager.*

BIG SPRING SCHOOL DISTRICT,
Newville, Pa., February 24, 1966.

Hon. WAYNE MORSE,
U. S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: This school district of 3000 students faces a loss of PL 874 (Federally Empacted Areas) funds of $22,565 during the next fiscal year. Since monies allocated by the Elementary and Secondary Education to schools can be used only for new and approved programs, we can only assume that federal government intends to withdraw general support funds and increase controlled educational funds such as ESEA, Title I. As you know, such action was predicted by opponents of expanded federal support for education.

Please use your good office to re-direct PL 874 appropriations to general school use.

Sincerely,

A. B. MCCARTER, *Supervising Principal.*

MACONAQUAH SCHOOL CORPORATION,
Bunker Hill, Ind., April 13, 1966.

Re Senate Bill 3046

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR MR. MORSE: The Maconaquah School Board and I wish to urge your careful consideration of the Supplemental Appropriation of $41 million. As we understand, this has been approved by the House and is now in the Senate Appropriations Committee. We feel this is an important step in education.

We are of grave concern about the possible loss of $183 million in funds under Public Law 874. The Bunker Hill Air Force Base is located in our school corporation and 50% of our students are federally connected. It is almost impossible to manage our schools without this much needed federal supplement.

Our residents are now paying a school tax rate of $3.32 per hundred which includes a $1.00 cumulative building fund. If we did not have this Federal money, it would mean approximately a $2.25 tax increase, making a total school tax rate of $5.57. This would be an unbearable burden on our local peaple.

We in Maconaquah School Corporation also have the problem on many federally connected students living in trailers whose parents claim their legal residence elsewhere and pay no taxes in our school district. Thus a great hardship arises.

We implore you to keep the $416 million in Public Law 874. We are willing to do whatever posible to keep this as is.

We want to thank you for your careful consideration on the above.

Sincerely yours,

RAY L. GEYER, *Superintendent.*

DOUGLAS SCHOOL SYSTEM,
Ellsworth Air Force Base, S. Dak., February 9, 1966.

Hon. WAYNE MORSE,
Senator from Oregon,
Washington, D.C.

DEAR SENATOR MORSE: We have just completed another legislative session in South Dakota and, again, a serious attempt was made to take Public Law 874 payments and use them to reduce the State's responsibility under the Minimum Foundation State Support Program.

We strongly oppose the use of federal money to relieve State responsibility We would encourage you to amend the original Public Law 874 Act (School assistance in federally-affected areas) as follows:

"No payments shall be made under this title for any fiscal year to a State which has taken into consideration payments under this title in determining the eligibility of any local educational agency in that State for State aid, or the amount of that aid, with respect to the free public education of children during that year or the preceding fiscal year."

Sincerely yours,

ROBERT R. SPELTS, *Superintendent.*

SAN MARCOS, CALIF., *March 12, 1966.*

Mr. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SIR: Reference is made to the possibility of P.L. 874, the impacted aid law, being suspended. I am somewhat disturbed by this possibility, because I feel that 1. it is an attempt by certain people to transfer monies from the funds derived by P.L. 874 to supplement the new compensatory education program 2. it is unjust to ask communities to provide money from their own tax base to supply dependents of government personnel with educational facilities and supplies 3. it is unfair that transient government personnel are not obligated to contribute to the education of their children, if their children are benefiting educationally in publicly-supported, local schools.

The suspension of P.L. 874, if enacted, will create a great deficit in our community's revenue source, for the Escondido-San Marcos area is surrounded by many military installations. I am certain that the implications of such a reduction are obvious. And, if my first supposition (No. 1 above) is correct, it would appear even more obvious that the majority of those more capable children, whose potential earning-power is greater, and hence whose earnings will provide more taxable revenue, are being deprived in favor of the few, less-capable children. It has always been my premise that the former are those who will for the backbone of our economy, and they, in fact, are the vast majority.

The suspension of P.L. 874 will also, of course, mean that there will be an eventual increase in local taxes for support of our schools. With ever-increasing federal, state, and county taxes (all three of which seem to be prompted by demands for welfare), one can ill-afford more taxes at the local level. Further, local citizens should not be asked to contribute more taxes, especially when the increase would be, in the final analysis, *federally* induced and inspired. And perhaps it is this last point that disturbs me the most; the philosophical implication involved.

May I ask for your careful consideration of the above? I urge a negative vote on the suspension of P.L. 874.

Thank you.

Sincerely yours,

JOSEPH L. COBURN.

COMMUNITY TEACHER'S ASSOCIATION,
CONSOLIDATED SCHOOL DISTRICT NO. 1 (HICKMAN MILLS),
Kansas City, Mo., March 14, 1966.

Hon. WAYNE L. MORSE,
Chairman of the Senate Education Subcommittee,
Washington, D.C.

DEAR SENATOR MORSE: Senator Stuart Symington of Missouri has informed me that you are the Chairman of the Senate Education Subcommittee in charge of studying the proposal regarding aid to schools in impacted areas. According to the facts as presented the estimate made for financing Public Law 874 during the next year is $416 million. Against this the Bureau of the Budget has recommended $183,400,000. It is stated that amendments to Public Law 874 would be proposed reducing the need to this amount. It seems that Section 3(b) which involves payments for over three million children will be more seriously reduced than some of the other sections of the legislation.

Missouri Consolidated School District #1 receives aid under Public Law 874 for children that are classified under Section 3(b). We are now facing between a 10% and 15% proration on the current year's entitlement. The estimated entitlement of Consolidated School District # 1 under title I of Public Law 874 for the fiscal year 1967 without the amendments would be $306,847 and with the amendments it would be $167,351. This reduction to our district is considerable should the budget cut recommendation prevail.

Senator Symington has stated that this proposal will be given very careful study, bearing in mind the need for impacted areas assistance and the possible results of reductions. He states that he is following the issue very closely.

The Legislative Committee of the Community Teachers' Association of Consolidated District No. 1 would urge you to propose supplemental appropriation

to pay full entitlement for the current year. Your help and assistance in this matter will be greatly appreciated as this is a serious issue to our district at this time.

Sincerely yours,

MARY C. NEEDELS, *Legislative Chairman.*

ALAMEDA UNIFIED SCHOOL DISTRICT,
Alameda, Calif., March 9, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Washington, D.C.

DEAR SENATOR MORSE: Under the proposed changes to P.L. 874, recommended by the Stanford Research Institute, this District would lose approximately one-third of its federal entitlement. Such a loss would require an increase in the local tax rate of $.27 per $100 of assessed valuation.

I would like to emphasize that we are not opposed to the majority of the proposed amendments to Public Laws 874 and 815 as set forth in the Stanford Research Institute Report. We are, however, very concerned over the concept that P.L. 89–10 is to a degree a substitute for impact funds provided under P.L. 874. The E.S.E.A. funds are related to pockets of poverty as determined by the 1960 Census. The expenditure of such funds is limited to special programs for the "target areas" and not for the general support of the educational program. There is no relationship between pockets of poverty and Federal impact.

Under the provisions of P.L. 89–10, a school district is required to maintain its per pupil expenditure level and not substitute E.S.E.A. funds for local or State effort. In the event P.L. 874 funds were reduced and a district desired to continued P.L. 89–10 projects, it would become necessary for the local district to raise an amount of money equal to the loss of P.L. 874 funds.

The Stanford Research Institute recommendation that impact districts be required to absorb a part of the federal impact has repeatedly been rejected by the Congress. In our opinion, the Stanford Research Institute has failed to develop any new grounds for such a recommendation. The proposed amendment to P.L. 874, whereby the impact district would be required to deduct 6% of its total enrollment from the Section 3(b)2 pupils and 3% of the total enrollment from the 3(a) pupils would drastically reduce the P.L. 874 entitlement. We see no valid reason why any federally impacted district should be required to assume any part of the federal responsibility.

As in past years, we are prepared to present testimony in person or supply you with the information which will enable you to represent us at any of the committee hearings.

Very truly yours,

CHARLES A. BRISCOE, *Assistant Superintendent.*

SAN DIEGO, CALIF., *March 8, 1966.*

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: It has come to my attention, the reduction of Public School Laws 815 and 874 is being considered in your Senate Subcommittee on Education.

The loss of revenue under these two laws for the San Diego Union School District would put an unfair burden on the local taxpayers of this city, as San Diego City is approximately one third Federal government property and exempt from property tax, and by law, schools must be financed only by property taxation.

I would like to urge you and your committee to continue the Public School Laws 815 and 874 as they are now.

Sincerely yours,

MRS. ALBERT D. JOHNSON.

TOWN OF STRATFORD,
Stratford, Conn., February 24, 1966.

Senator WAYNE MORSE,
Old Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: I am writing to request that you give full support in maintaining Public Law 874 to prevent the loss of Federal funds or a diminution of its benefits to Stratford's educational effort.

We have been advised that approximately a 50–55% reduction in this allocation is being contemplated for the fiscal year 1966–67, and that there is a possibility of a cutback in the funds available for the current fiscal year of approximately 12%. This would be a serious blow to the Town of Stratford.

Stratford's entitlement under Public Law 874 for the year 1964–65 will amount to approximately $159,000 and this figure has been incorporated into the Town's budget as an anticipated receipt, and was used in establishing the tax rate for the coming year.

The Federally owned property (Lycoming Division, AVCO Corporation) located in Stratford, has an assessed valuation in excess of $12,000,000 for which the Town receives no taxes. Based on the tax rate established for our 1966–67 fiscal year (31.2 mills) this represents a loss of more than $380,000 to the Town of Stratford.

In view of the very serious adverse effect a reduction in Stratford's entitlement would have on the educational system of our Town, we respectfully ask your support in the continuation of this legislation, and in seeking the additional supplemental appropriation needed to meet the full entitlements for the current 1965–66 fiscal year.

Very truly yours,

RICHARD E. BLAKE, *Town Manager.*

LOS RIOS JUNIOR COLLEGE DISTRICT,
Sacramento, Calif., March 22, 1966.

Hon. WAYNE MORSE,
U.S. Senator, Washington, D.C.

DEAR SENATOR MORSE: I would like to call your attention to a dangerous situation that seems to threaten junior colleges in areas of heavy Federal employment impact, as well as lower schools.

First was the administrative move to cut all Federal "impact" funds by 50 percent. Then we learned that an attempt will be made to exclude junior colleges altogether from the benefits of P.L. 874 and P.L. 815.

The number of junior colleges affected by this is not great, but where the actual impact of Federal bases is so considerable that a junior college qualifies (as in our case), it is badly needed. This would be a poor time to eliminate this aid. With a massive student financial assistance program and the new G.I. Bill expected to bring a heavy influx of students next Fall, we are urged to increase our facilities and programs to care for these coming students. Yet when we try to meet the need, our ability to carry on is threatened by withdrawal of the Federal impact funds.

To a lesser extent, elementary and secondary schools in impacted areas will also feel the bind if the threatened 50 percent cut in P.L. 874 funds is carried out.

It is argued that other Federal programs such as the Elementary-Secondary Act and the Higher Education Act of 1965 have increased Federal participation in education, but this aid is always for special programs. In our own case, we are cooperating wholeheartedly with the student financial aid program under the Higher Education Act, the only HEA funds presently available to us. In so doing, we stand to increase the numbers of our students, yet the proposed legislation would undermine our ability even to meet present operating costs. Quality of education would inevitably suffer.

This seems grossly unfair to us. Our district alone stands to lose some $200,000 in Federal impact funds next year. At least 30 other junior college districts are similarly threatened by loss of income in California and other states, at a time when they need that continuing income most.

We will appreciate any help you can give us to defeat the cutting of Federal impact funds, and especially the total elimination of Federal impact aid to junior colleges.

Thank you for your continuing interest in higher education.

Yours sincerely,

WALTER COULTAS, *Superintendent.*

CLAIREMONT JUNIOR WOMEN'S CLUB,
La Jolla, Calif., March 1, 1966.

Senator WAYNE MORSE,
Chairman, Senate Subcommittee on Education,
Washington, D.C.

DEAR SENATOR MORSE: We would like to take this opportunity to call to your attention a matter which is extremely important to the school children of San Diego. As you know in the past our school district has received payments in lieu of property tax from the federal government under P.L. 874. Due to the high impact of Navy personnel here, this money has amounted to a substantial per cent of the income of our school district.

The Bureau of the Budget's recommendations for reducing these funds would result in a serious deficiency of funds and a necessary curtailment of a substantial part of our school program. Our school district asks only that the assistance be continued at the current level; we are not asking for an increase as is the case with so many federally assisted programs.

While our President talks of a "War on Poverty" is seems like strange action indeed to reduce funds allocated to schools since a good education is our most potent weapon against poverty. We in San Diego are proud of the high quality of schooling available to all students.

We sincerely hope your subcommittee will take speedy action to extend P.L. 874 enabling our school district to receive sufficient revenue to carry out its program this year and in the future.

Yours very truly,

Mrs. WM. A. GROWDON, *Americanism Chairman.*

ARAPAHOE COUNTY SCHOOL DISTRICT SIX,
Littleton, Colo., March 2, 1966.

Hon. WAYNE MORSE,
Chairman, Senate Committee on Labor and Public Welfare
Education Subcommittee, Washington, D.C.

DEAR SENATOR MORSE: The Board of Education of Arapahoe County, School District Six is gravely concerned over the proposed reduction in aid to Federally impacted areas under Public Law 874. The effect of this reduction in our district of 14,000 students would be to eliminate all support under this law, amounting to approximately $70,000 per year. The rationale behind the law is no less valid today than when the law was enacted in 1951: to contribute to those districts whose assessed valuation is not increased while student enrollments are increased by tax exempt Federally connected installations. In our School District in 1966 local property tax is expected to amount to 68% of our total revenues. Since Public Law 874 is a replacement tax, the .7 mill local tax increase necessary to off-set the proposed cutback would severely handicap local efforts to improve our educational program next year, and any suceeding year in which the reduction would be in effect.

Furthermore, impacted aid is distributed on a per pupil basis which enables school districts to use these funds according to local needs as determined by the local district which is in support of the basic concept of American public education. Therefore, because of financial as well as philosophical considerations, we respectfully urge you to extend implementation of Public Law 874.

Sincerely yours,

RICHARD M. RINGOEN, *President.*

THE WHITE HOUSE,
Washington, February 28, 1966.

Mr. ROBERT L. ALEXANDER,
State-Federal Coordinator, Governor's Office, Columbia, S.C.

DEAR BOB: Thank you for your letter about the reduction in impacted area school aid and the enclosed from "The State."

The article is correct: The Administration has proposed a reduction in impacted area school aid. This would be accomplished principally by requiring school districts to "absorb" the cost of educating a larger percentage of Federal children; and by basing the Federal payment on the school district's per pupil expenditure, rather than on a State or national expenditure.

This approach will lead to reduced aid in many school districts and I am sure the facts cited in the article are essentially correct. But they are only a part of the picture. You should keep these facts in mind:

1. While the State of South Carolina will lose $4.6 million in impacted aid in fiscal year 1967, it will *gain* $25.2 million in aid under Title I of the Elementary and Secondary Act of 1965. Our rough guess is that it will pick up about another $4 million under other titles of that Act. Thus, South Carolina will end up with nearly seven times more Federal aid.

2. Below the State level, the same kind of relationships prevail. South Carolina has 16 "impacted" *counties*. Although they lose $4.6 million in impacted aid, they *gain* $10 million in Title I aid. Unfortunately, we do not have the data by school district in each of these counties, but it would seem likely that the same relationships would also hold in them.

In general and particular, therefore, it seems to me that South Carolina is faring very well. I do not think this outcome is just an accident, either. It directly reflects Federal policy to provide school aid to meet specific needs, especially the needs of the poor. This is not only a more attractive and supportable approach, but it is a far more effective way to allocate scarce funds than to distribute them according to a formula which has a hit-or-miss relationship to need.

Sincerely yours,

DOUGLASS CATER.

COOPER RIVER SCHOOL DISTRICT NUMBER FOUR,
North Charleston, S.C., March 9, 1966.

MR. ROBERT L. ALEXANDER,
State-Federal Coordinator, Governor's Office, Columbia, S.C.

DEAR MR. ALEXANDER: The contents of Mr. Douglass Cater's letter surprised me.

For your information, Mr. Cater is mistaken in his interpretation of the effect of P.L. 89–10 with relation to impacted areas. Public Law 89–10 can be used only in high-priority schools and current levels of local support may not be reduced because of this law. Funds spent under the provisions of P.L. 89–10 may be used only to provide additional services and is specifically directed toward providing specific aids for specific projects and may not be used for general expenses. It is therefore quite inconceivable how anyone expects recipients of impacted area legislation to cope with the same problems with less money through participation in P.L. 89–10 which limits the use of the money to certain areas.

If P.L. 874 is drastically reduced, how do we pay the salaries of additional teachers which we will have to employ because of increased student enrollment resulting from the military bases? As you know, there are other costs to contend with, e.g. teaching materials, heating, lighting, and janitorial services. The above examples will not be provided for under the provisions of P.L. 89–10.

The underlying inception behind P.L. 874 was to provide a good educational program for the children of federally connected parents. It was not intended that the federal government should make a contribution toward the cost of educating these children, but that it should assume its full responsibility.

Mr. Carter and the President apparently have been grossly misled regarding this matter.

I would like to meet with you some day or have you talk with Dr. Guy Varn regarding the provisions and intent of P.L. 874.

Sincerely,

GORDON H. GARRETT,
Superintendent of Schools.

DAGGETT SCHOOL DISTRICT,
Daggett, Calif., March 14, 1966.

CHAIRMAN,
Senate Committee on Education and Labor,
Senate Office Building,
Washington, D.C.

DEAR SIR: We note that President Lyndon B. Johnson has omitted Public Law 874 money from his new budget. Since all of our youngsters at Fort Irwin live on Post and 95% are from servicemen's families, this school at Fort Irwin has *no* local tax base whatsoever. Our Daggett School has about 25% of the student population from servicemen's families. The income from P.L. 874 is depended upon heavily in our district in order to make ends meet. This is a rural area with most families having low incomes, many of whom qualify as economically deprived under Dependency Prevention Commission standards.

Our Fort Irwin School has been built entirely with P.L. 815, Title X, funds. At present we have an application in for P.L. 815, Title V, funds to construct a a second school on Post. This second school like our present school, will be built on Federal property to serve Army personnel. We feel that it would be unfair to ask the low income families in our Daggett School area where our local tax base is to tax themselves further to build a school at Fort Irwin for military families to use and enjoy. We feel that this is a Federal facility and that it should be capable of developing its own funds for building and equipping its own schools.

Unless Congress and President Johnson make provisions to care for the school needs of these servicemen's families, the school standards of the Daggett and Fort Irwin communities will have to be materially decreased in order to serve every child. Fort Irwin has a present student population of over 400 while our Daggett School has only about 230 students.

Your urgent consideration of this matter will be very much appreciated.

MARTHA D. CHILDS,
Superintendent.
RICHARD M. STROUD,
ELLEN LINGREN,
K. M. MAYE,
Board of Trustees.

LANDOVER, MD., *March 10, 1966.*

Hon. WAYNE L. MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In addition to being a legal resident of Eugene, stationed with the Navy in Maryland, I am also President of a local Maryland PTA unit. As such, I am forwarding to you, a copy of a resolution passed by the Kent Junior High School (P.G. County) PTA. In view of your interest in the District of Columbia, I am sure this resolution is of interest to you, also.

WHEREAS, The President of the United States has suggested that aid to impacted school areas be severely reduced and that the Federal subsidy for the school milk program be eliminated.

RESOLVED, that our concern be expressed to our Congressmen, with the request that every possible effort be made to keep these essential programs in the Federal Budget, at their present level.

Very truly,

GRAYDON A. LEWIS, *President,*
Kent Jr. High School PTA.

OMAHA, NEBR., *March 8, 1966.*

Hon. WAYNE MORSE,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR MORSE: As a parent and a serviceman, I am vitally concerned about the impact of the proposed reduction in Public Law 874 funds.

I am presently stationed at Offutt Air Force Base, Nebraska, and living in Government quarters. My children are attending the Bellevue Public Schools in which 80% of the enrollment is federally connected. A curtailment of PL 874 funds to the Bellevue school district represents approximately a $2,000,000 loss annually.

For myself, at the outset, this does not represent an increase in cost to send my children to school. For those military people who own property in the local area it will, however, represent an increase in property tax of approximately 100%.

With the local property owner bearing the burden to pay for my children, and all other non-property owners children's education, I feel certain that the immediate results will be two-fold: a degradation of the curriculum and secondly, a demand for non-property owners to pay tuition for their children to attend school.

As an officer, I am more able to pay tuition costs, however, as you know, Senator, enlisted men are not in a position to take on this extra burden.

I strongly urge that no reduction be made in PL 874, which, if reduced would affect the military man's position in the community, create additional hardship on the military family and would aggravate an already difficult problem of reenlistment in all military branches.

Very truly yours,

JOHN H. NEWBY, *CDR, USNR.*

DISTRICT OF COLUMBIA CITIZENS FOR BETTER PUBLIC EDUCATION, INC.,
Washington, D.C., March 11, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Public Health, Education, Welfare, and Safety, Washington, D.C.

DEAR SENATOR MORSE: D.C. Citizens for Better Public Education, Inc., wishes to express its concern at the possibility of reduction or elimination of impact aid funds.

The District of Columbia public schools have suffered for years from almost criminal lack of financial support. Impact aid assistance was withheld after all other areas were receiving its benefits. The funds which have been available for the past two years are absolute essential to programs now in effect. The crucial need for funds for education in the District of Columbia makes it imperative, in our opinion, to retain the impact aid program.

Very truly yours,

FLAXIE M. PINKETT, *President.*

Pursuant to action taken at the meeting of the Executive Committee, March 3, 1966.

ST. THOMAS TOWNSHIP SCHOOL DISTRICT,
St. Thomas, Pa., March 9, 1966.

COMMITTEE OF LABOR AND WELFARE,
U.S. Senate,
Washington, D.C.

GENTLEMEN: The Board of Directors of the St. Thomas Township School District, Franklin County, Pennsylvania, took action at their regular board meeting on March 4, 1966, to respectfully request that you support the maintenance of Public Law 874 reimbursement for the School District at the present rate instead of reducing the reimbursement.

This is a very important factor for our school district due to the fact that we are located close to Letterkenny Army Depot and many of their employees reside in our township.

We will appreciate any consideration you can give to this very important matter.

Very truly yours,

PAUL H. KUNKLE, *Board Secretary.*

SAN DIEGO TAXPAYERS ASSOCIATION,
San Diego, Calif., February 23, 1966.

Hon. WAYNE MORSE,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: The San Diego Taxpayers Association is very concerned over the possible reduction in federal impact area funds (Public Law 874) to the San Diego Unified School District. If Congress does not pass a deficiency

appropriation this year the District could lose $511,604 of anticipated funds from the program. For next year, a possible 50% cut in the aid program would mean a revenue loss of over $2,600,000 to the District.

Of the current District enrollment of 127,400, over 22% or 28,668 are in the federally connected Public Law 874 category. This percentage impact far exceeds the present minimum requirement of 6%. It also clearly indicates the need and justification for federal funds, which have been provided under the program, as in lieu federal tax payments, to help offset the effect of federal tax exempt property on school financial requirements.

Local property taxpayers in San Diego have been straining to keep pace with school financial needs. Just within the past ten years the school property tax rate has increased by $2.07 per $100 of assessed valuation or by almost 93%. A significant reduction in Public Law 874 funds could mean an increase in next year's school rate of 36 cents or 8%.

The San Diego Taxpayers Association urges you to do everything possible to help insure that the current level of federal school assistance provided under Public Law 874 is maintained and not reduced.

Yours very truly,

NOLAN J. WRIGHT, *President.*

FEBRUARY 24, 1966.

Senator WAYNE MORSE,
Senate Office Building, Washington, D.C.

HON. MR. MORSE: It has been brought to my attention that the financial aid designated to federally impacted areas through Public Laws 815 and 874 may be reduced in order to finance other federal programs.

I do *not* feel this is a valid reason for curtaining PL 815 and 874 grants as these grants serve entirely different purposes and are intended to compensate school districts for the education of children who reside on or whose parents are employed on federal installations removed from tax rolls.

If President Johnson's proposal is approved by Congress, it could mean a loss of $400,000 to $500,000 in annual current revenue for the Monterey Peninsula Unified School District and could seriously jeopardize the future eligibility of the district for further building grants. The results could be catastrophic to the children on the Monterey Peninsula as well as to children residing in other federally impacted areas throughout the nation.

I therefore strongly urge that you consider this issue and use your influence to support the present formulas for Public Laws 815 and 874. You would thereby help maintain the quality educational program to which our children are entitled, particularly as their fathers, in many cases, are serving in the military forces of the United States.

Thank you for your time and interest toward a better and just government.

Sincerely,

MURIEL D. AUNE.

ESCONDIDO UNION SCHOOL DISTRICT,
Escondido, Calif., February 25, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education, Committee on Labor and Public Welfare, Senate Office Building, Washington, D.C.

DEAR SIR: It is our understanding that an effort is being made to delete the Federal aid to public schools now provided under Public Law 874.

We should like to present some facts relative to what dilution or elimination of the program would do to just our district.

Escondido is a district of average wealth per pupil and is an expanding district. Currently our enrollment is 5,954 and we have about 300 students on half-day session. We are completing housing as rapidly as possible under the State Building Aid Program.

This year it is anticipated that we will have 850 students in our schools whose parents are considered to be Federally connected. The revenue accruing to the district in accordance with P.L. 874 is estimated at $95,000. If this amount were eliminated from our budget income it would necessitate the adding of 16½ cents to our present property tax. It requires one cent on our tax rate to produce $5,750.

It has been said that funds received by school districts under the Elementary and Secondary Education Act would offset any loss occurring under P.L. 874. The fallacy in this statement is that Elementary and Secondary Act monies can be used by a district only for specified programs. The funds cannot be used to defray cost of general operation and maintenance. P.L. 874 money has no stipulation attached to it and may be used to help ease the burden of the local property owner.

As a representative of this area you are familiar with the concerted efforts being made to reduce property taxes, not increase them. While our present school taxes are not out of line with the rest of San Diego County there are only ten elementary districts with higher voted maximums than we have, and there are twenty-two who are below us for 1965–66. We are levying our voted maximum tax rate.

We urge you, as our elected representative, to give due consideration to any proposal to alter P.L. 874 in light of the facts we have presented herewith.

Very truly yours,

EDWARD V. MURPHY, *Superintendent.*

VISTA UNIFIED SCHOOL DISTRICT,
Vista, Calif., February 11, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

SIR: We would like to bring to your attention our concern for Public Laws 815 and 874, Federal Impact Aid.

These laws were well conceived, have been functioning with reasonable simplicity, and have been fulfilling their purpose.

It has been suggested that the law is unjust in view of the range of Federal Aid per pupil. We believe that the intent of the law was and is to assist the school district to carry out its program in spite of the influx of federally-connected children who do not bring a comparable increase in assessed valuation.

If this is true, one should not get involved in equalization problems, and thereby dilute the extent to which the law serves its original worthy purpose.

There may well be a need for Federal Aid to Education on a categorical or equalization basis, but we insist that they have no relation to an in lieu tax problem involving federal properties.

We, therefore, respectfully request that you do all within your power to establish P.L. 874 as it now is on a permanent basis in order that the many districts affected can have a more firm and consistent financial structure.

The absence of P.L. 874 revenues would place a burden of 90 cents per hundred on our local property owner in addition to the present rate of $3.44 per $100 if we are to maintain present educational standards and programs.

Very truly yours,

WILLIAM P. SCHLECHTE,
District Superintendent and Secretary to Board of Trustees.

CALIFORNIA DEPARTMENT OF EDUCATION,
Sacramento, Calif., February 15, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Senate Committee on Labor and Public Welfare,
Washington, D.C.

DEAR SENATOR MORSE: The California State Department of Education, with the assistance of a selected group of representatives from school districts—applicants under Public Laws 874 and 815, have undertaken a careful review of the report made by the Stanford Research Institute of its study on the operation of Public Laws 874 and 815, as well as the preliminary recommendations of the Commissioner on the Stanford Research Institute's Report issued June 30,

1965. The views expressed below on these documents represent the views of the Department of Education and, in general, the views of California's applicant districts.

The Congress is to be commended for passage of Public Laws 874 and 815, the extension and improvement of them and for the appropriations made that have funded them. The support provided the laws has demonstrated the acceptance by Congress of the Federal responsibility for needed educational assistance in areas experiencing school impacts because of Federal activity. The conditions which moved Congress to adopt the legislation still exist and will continue. In this respect, we are in general agreement with the Stanford Research Institute's Report that the laws are good vehicles for meeting this general need and Federal responsibility.

The following comments deal specifically with Suggestions for Revision of the Laws and Procedures, contained in Chapter 2, "Summary and Conclusions", of the Stanford Research Institute's Report. Appropriate comments are also included relative to the June 30, 1965, preliminary recommendations of the Commissioner of Education.

1. We are in full agreement that Section 3(b) should be made a permanent part of Public Law 874.

2. California school district applicants are not affected by the minimum rate option of one-half of the national average current expense of education. The impact of removing this rate floor will have to be measured in other states. We do not feel competent to comment on the impact or wisdom of the recommendation.

One group of districts—the separately formed elementary school districts in California—would be affected by elimination of the minimum rate option of one-half of state average current expense of education. The rate for these districts would be reduced from $256 (the statewide average) to $203 (the computed current expense in all districts of this type). The amount involved is far less than 10% of California's total entitlement. Greater impacts will be measured in other states, and their recommendations should be considered. It is likely that conclusive studies would reveal further facts that would remove the need for consideration of change in this aspect of the law.

We do agree that Public Law 89–10 is a better vehicle for income equalization among the states, but we wish to point out with emphasis that the categorical aids provided through Public Law 89–10 cannot meet the needs or Federal responsibility of the general purpose support provided through Public Law 874.

3. We are in agreement with the recommendation that local option for determining the Local Contribution Rate be abandoned in favor of a consistent procedure for district groupings within each state. California has practiced this option since original passage of Public Law 874, and has found it successful and highly satisfactory.

We do not believe that equity would result by retaining local option by basing the Local Contribution Rate for each district on that local district's share of current expense for non-federal pupils.

4. The ratio of .50 for payment for 3(b) pupils is reasonable and appropriate for California. On a statewide basis, the assessed valuation of residential property was, at last reckoning, about fifty-one percent of total. The ratio varies widely among districts; being very high in suburban residential areas, and lower than .50 in the industrialized centers, or areas of high value mineral, hydroelectric, or agricultural resources. The grouping of districts for determination of Local Contribution Rates reduces the importance of specifying this ratio on a district-by-district basis.

5. We are unalterably opposed to the recommendation that rates be determined for 3(b) pupils on the basis of surveying value and number of pupils, Federal and non-federal, per household. The suggestion is impractical, difficult and costly to administer and would add no great refinement to the present law.

6. The recommended change to require a parent working on Federal property to be the primary wage earner is unacceptable. There is no reasonable definition of primary wage earner. The Federal activity has caused the impact. The employment of spouse is incidental to the school impact.

7. We are in agreement that the six percent eligibility required for large districts should be eliminated. Size is a criteria for measuring the amount of burden that may be carried. In addition, current appropriations should be augmented to accommodate this accomplished change in law so that large district entitlements will not be allocated at the expense of other applicant districts.

8. We are opposed to the recommendation that the three percent eligibility factor become also and absorption factor. We believe that modifications should be considered to provide payment for less than the three percent required for eligibility when, because of the size of the district, the dollar impact is significant. A two and one-half percent impact in a district of 100,000 pupils in California is worth three-fourths of a million dollars. A two and one-half percent impact in a district of 50,000 is worth $375,000. Both amounts are significant. The inequity existing between the eligible and the almost eligible cannot be cured by providing an absorption factor unless the desire is to escape Federal responsibility.

9. We are in agreement with the proposal to consider all growth in Federal pupils for purposes of eligibility under Public Law 815. The present application procedure requires that Federal pupils be housed at local expense unless the two-year growth impact reaches five percent. The use of prior years' cumulative growth for eligibility purposes is sound and permits assumption by the Federal Government of its recognized responsibility. Further study should bear out the wisdom of this recommendation.

10. We doubt that the recommendation for a Public Law 815 rate structure that will reflect different costs for elementary, junior high and high school facilities is workable except with respect to separately formed elementary and high school districts. In unified districts, attendance and growth figures would have to be kept separate, requiring eligibility to be demonstrated by level. Without accounting for growth by level, a high incentive would exist to construct with Federal funds the highest cost facilities. An average pupil rate, with administrative cost controls for the less costly facilities, presently used is satisfactory.

We have appreciated the interest you, your Subcommittee and the Congress have shown in Public Laws 874 and 815. They are large factors in the school economy of California. Any modification which results in withdrawal of significant funds from California districts will seriously impair quality of education throughout the State. I know that full consideration will be given to the impact of any change recommended.

Please feel free to seek any information or assistance from us.

Sincerely,

MAX RAFFERTY.

WHITERIVER ELEMENTARY SCHOOL, DISTRICT NO. 20,
Whiteriver, Ariz., February 8, 1966.

Hon. PAUL J. FANNIN,
U.S. Senate,
Washington, D.C.

SIR: It is certain that within this Congressional period there will be considerable controversy concerning Public Law 874 and Public Law 815. Apparently there are step afoot to curtail our present Public Law 874 and Public Law 815 by implementing the Elementary-Secondary Act of 1965 (P.L. 89–10) in such a manner that it takes the place of Public Law 874 and, possibly, Public Law 815.

The Whiteriver Public Schools have operated under both types of Legislation. I can categorically state that it would be physically impossible for this district to operate under the Project system, as established by Public Law 89–10. It is impossible to plan from year to year. For example, I have requested, from the State Department of Public Instruction, information as to when we can begin planning Public Law 89–10 Projects for the 1966–67 school year. They have no idea and can not give even a guess. This is a ridiculous situation as we can not re-hire or hire additional teaching personnel until—no one knows when!! No business, nor can a school, operate under this type of system. I am definitely disallusioned as to the potential of Public Law 89–10. The time spent in drafting the proposals, time receiving approvals, limits the length of time the project is operable.

Let me get back to our present Public Laws 874 and 815. I have had eight years experience with these laws and they certainly may not be perfect, but they permit an administrator to plan for the following school year. This district, which is located entirely within the Fort Apache Reservation, could not operate without the present Federal funds. I know there have been statements made that these funds are not put to best use. This is a falsehood, as far as we in Arizona are concerned, as many districts have the same problems that we have. These Impact Laws, in my estimation, have done much for Education, and should be linked with the G.I. Bills as the greatest pieces of Federal Education Legislation that ever have been enacted.

Any drastic changes in our present Impact Laws would seriously injure the present Education System on this Reservation.

In closing, Public Law 874 and Public Law 815 are the meat and potatoes to this district, whereas Public Law 89–10, as an analogy, is the dessert.

Sincerely yours,

FRED R. LEWIS, *Superintendent.*

OAKLAND PUBLIC SCHOOLS,
Oakland, Calif., May 2, 1966.

HON. WAYNE MORSE,
U.S. Senator,
Washington, D.C.

DEAR MR. MORSE: I am sorry that during my recent visit to Washington, D.C., I was unable to see you. However, I did have a very satisfactory conversation with Mr. Charles Lee and brought up some of the key problems facing the Oakland Unified School District—problems which I find common to all of the large cities. Mr. Lee suggested that I indicate these concerns in writing, along with any supplementary materials. Essentially the problems I discussed were:

1. The need for continuation of Public Law 874 in its present form (statement attached).

2. The need for clarification of guidelines relative to the development and the administration of the Elementary and Secondary Education Act programs. (A letter to Mr. Ceja indicating this problem is attached.)

3. The need for placing all educational programs within one federal department, i.e., the Department of Health, Education and Welfare. Presently, local districts are working with various departments and offices in carrying out federal programs. These departments and offices issue different procedures and guidelines for the development and the administration of the various programs. Further, these guidelines and procedures are not only different but at times are actually in conflict. In addition, the time of our personnel is pressured unduly in working with various groups of federal representatives from these offices and departments.

4. The need to increase the general aid to education from the federal government rather than the present fragmented financing of a variety of programs. Our problem in financing the regular program of education is outlined in the accompanying budget statement presented to our Board of Education on March 8, 1966. In addition, I am enclosing an editorial from the Los Angeles Times which outlines the financing problem faced by districts in California.

5. Recognizing your keen interest in the problems of de facto segregation, I am also enclosing a copy of our booklet, "Quality Education in Oakland", which relates to these problems in our city. I should like to call your particular attention to the racial statistics for Oakland which are included in this brochure, pages 21 to 25. Also, attached are two studies of the impact of our optional enrollment procedures on two of our de facto white segregated schools.

Again, I am sorry not to have been able to meet with you but may I take this opportunity to commend Mr. Lee for his gracious hospitality in your absence. Oakland, as well as other urban areas, certainly will appreciate any help that you can give relative to these various problems.

Cordially,

STUART S. PHILLIPS,
Superintendent of Schools.

OAKLAND PUBLIC SCHOOLS
OFFICE OF THE SUPERINTENDENT
OAKLAND, CALIFORNIA

The Oakland Public Schools are appreciative of the opportunity to express to you the importance of Public Law 874 and its renewal in its present form. Oakland is in the San Francisco Bay Area and is one of the cities carrying a heavy federal impact of students in our schools whose parents are connected with the many activities carried on by the federal government in our area. We are one of a cluster of cities whose boundaries are almost indiscernible and who have many interdistrict agreements and procedures.

The Board of Education of the Oakland Unified School District has authorized the superintendent or his representative to pursue the renewal of legislation to assist federally impacted school districts as has been the federal policy for some 15 years now under Public Law 874.

The present legislation is providing assistance to our district because we have over 7,000 children in our schools whose parents are "federally connected" with any one of 100 installations in the Bay Area. The federal entitlement that comes from this large enrollment of pupils totals over $1,000,000 this year. While this is not a large percentage of our total budget, it is an important part of it. If this amount of money, or any major portion of it, were not available, and because there are no other tax sources available to us, the loss would mean the dismissal of 150 employees, mostly classroom teachers.

The Bay Area continues to be one of the important military and defense centers of the nation, as is shown by the fact that there are more than 100 federal installations here and as is shown by the fact that the number of children covered by P.L. 874 has held steadily at the high plateau of over 7,000 for the last several years. We have had, therefore, between 10% and 12% of our total enrollment in this category and, in the current survey being conducted, are again finding approximately 12%.

The citizens of our city are carrying their fair share of the load of educating all of the children in our community and in the past have voted special override taxes in order to produce the budget necessary for the continuation of this service. In June of this year we will have on the ballot a general increase in local taxation for school purposes, and are asking for an additional 99¢, which will bring our basic tax rate to $3.76 per $100 of assessed wealth. By California state law school districts have only the local property tax rolls to provide for the support of education. As a result of this heavy reliance on the tax base, the school income spent in Oakland for the 1965–66 school year came from the following sources in the proportions shown:

	Percent
Local property taxes	64.2
State sources	27.3
County subventions	1.5
Federal sources	3.2
Miscellaneous source	1.8

The local taxpayers in Oakland are, therefore, providing nearly two-thirds of the cost of education.

The financial status of the great majority of the school districts of California is similar to our own. Most of the districts have found or are finding it necessary to vote special override taxes. There are 83% of the children in California schools attending in districts which have voted such increased ceilings. It is also true that many of the school districts are educating children whose parents are connected with any one of the vast number of federal activities in our state, and you have already had information on the major extent of such military and defense work.

Before proceeding to the points at issue in connection with P.L. 874, it might be well to recall the original purpose of this act when it started in 1950.

> "SECTION 1. In recognition of the responsibility of the United States for the impact which certain Federal activities have on the local educational agencies in the areas in which such activities are carried on, the Congress hereby declares it to be the policy of the United States to provide financial assistance * * * for the local educational agencies upon which the United States has placed financial burdens by reason of the fact that * * *

* * * "(2) such agencies provide education for children residing on Federal property; or

* * * "(3) such agencies provide education for children whose parents are employed on Federal property * * *"

"The Committee Report accompanying H.R. 7940 (Public Law 874), 81st Congress, 2nd Session, Report No. 2287, stated clearly the policy and philosophy of the statute as follows:

"Section 3 of the bill seeks to compensate school districts in reasonable amounts for the cost of educating children who, because they reside on tax exempt Federal property or because their parents are employed on such property, do not in effect pay their own way. The underlying philosophy of this section is that the Federal Governmnet, as a property owner should pay to each local educational agency which furnishes education to children residing on or whose parents are employed on Federal property an amount per child roughly equivalent to the amount per child which other property owners in comparable communities pay toward the cost of educating children. Under this principle, Federal payments to school districts are more closely related to the 'burden imposed' than to the value of the Federal property. The committee believes that this approach will be more equitable both to the Federal Government and to the local school districts involved."

The method used by the federal government to meet the obligation described above has been clearly developed and consistently supported in testimony before congressional committees ever since 1950. Several specific elements contained in the legislation referred to above are important to note. These are:

1. The burden imposed on local school districts by federal activities was recognized and defined as a continuing problem.

2. A policy was established by the United States Government to provide continuing financial assistance to such school districts who were providing education to federally connected children whose presence in the classroom was unaccompanied by the usual taxable resources.

3. The federal assistance was related to the burden imposed and not to the value or potential value of federal property to produce revenue if subjected to local property taxes. These were laws that related directly to payment for services rendered.

4. The basis of the problem being faced is that of tax exemption and payment for the burden imposed for which there was no corresponding revenue. In a very real sense, "the Federal dollar shall follow the federally-connected child."

5. In a broad sense, Public Law 874 (and also 815) express the idea that when the federal government develops a tax exempt operation within the areas of other political subdivisions which create a demand for the services provided by the other political subdivisions, the operating governmental agency acquires a financial obligation to the degree of its demand for service.

Under Public Law 874 there has been a clear recognition, furthermore, of the need to safeguard the American plan of local control and operation of its schools. The local district educates the children who are there because of all of the federal activities and of the other activities which exist in the general area. The types of education offered to all students is to remain uniform and undifferentiated, and the local taxpayers make up the amount needed to support the best quality of education they can afford. Public Law 874 has been a practical and effective solution to a complex and difficult problem in school finance. The principle followed is the same as when the federal government draws water or uses power from local agencies through a meter and pays the metered amount just as do the citizens of the community. Educational services, of course, is "metered" in this sense by the counting of the federally connected children and by the partial reimbursement plan now in effect.

To get a clear picture of the Oakland situation, please consider the following:

(a) The annual cost of educating a pupil in our schools for 1964–65 was	$556.63
(b) Of this amount, the State of California sent us	141.96
(c) The amount of money to be raised by the local tax bill	414.67

This amount comes from the taxes on the residences of this community and on the business and industrial concerns here. Our local tax collector indicates that for our city the ratio between homes and businesses is approximately equal.

This means that of the $414.67 to be raised locally, about $200 comes from taxes on homes and the remainder on taxes from businesses.

For the federally connected child, however, there is no income that corresponds to the funds received from the residence or commerce for those students whose parents work on and live on federal property. That means no corresponding income was received to support the $414.67 necesary to provide his education. In this instance, the federal government has been providing under Public Law 874 approximately $287 to cover this deficit.

For the federally connected child whose parent lives in the community but works on federal property, there is no income to provide the $215 from businesses, and in this instance Public Law 874 provides us with approximately $144 to cover this deficit. Public Law 874, therefore, has been a practical and necessary means of aiding the local taxpayer maintain uniform quality of education even though heavy burdens are imposed. The laws also have established a basic working relationship between the federal government and the local school districts. It seems to us that the obligation of the federal government to continue this relationship is clear and should be provided for in legislation to renew Public 874, Section 3(b) in its present form. The special burdens of federally connected children are still here, are not decreasing, and certain states, such as California, are hard hit by this impact.

Other special federal programs of recent origin, such as Public Law 89–10 (E.S.E.A.) are designed for specific services to specific children in limited pockets within a school district. They are in no sense a replacement of nor substitute for P.L. 874 with its "all federal children" point of view. In fact, very few of our federally connected children can be the recipients of P.L. 89–10 funds. Every school in Oakland has some children in it whose parents have a federal connection, and thus every school in Oakland is receiving benefit of the P.L. 874 type of financing. Only a small number of the schools in Oakland, on the other hand, qualify for P.L. 89–10 financing.

In addition to our concern for legislation in the 1966–67 school year and those following it, we are also concerned with the current school year because of the deficiency that exists in financing P.L. 874 at the 100% of entitlement rate. We understand the deficiency is between 10 and 15%, which means a possible loss of between $100,000 and $150,000 in expected income. We urge consideration of this fact also by the Congress so that additional funds can be provided, based on the current entitlements which are being accumulated.

APRIL 28, 1966.

Mr. MANUEL CEJA,
Consultant, Compensatory Education, Program Development Unit, State Department of Education, Sacramento, Calif.

DEAR MR. CEJA: I have reviewed the proposed guidelines which were developed by Mr. Robert Wheeler of the Oakland Unified School District and Mr. Isadore Pivnick of the San Francisco School District, which reflect the thinking of the committee which met recently in San Francisco to consider the revision of the ESEA guidelines.

These proposed guidelines have been discussed with the administrative officers of the Oakland Public Schools, and we are unanimous in our feeling that if the thinking of the committee is reflected in the final version of the guidelines as represented by this tentative draft, it will avoid problems which threaten to seriously inhibit the ESEA program. We are particularly concerned that the responsibility for evaluating the extent to which school districts establish and maintain involvement with the community action groups remains a prerogative of the Office of Compensatory Education. We feel strongly that it is a mistake to delegate this assignment to a community action group. Further, we are concerned that while the former guidelines specifically denied veto power to community action groups that it was awarded to them within the text of the former guidelines. Our experience has shown us that the former guidelines leave room for misinterpretation which has the very serious potential of creating misunderstanding and, consequently, friction, which in turn operates to reduce the effectiveness of the ESEA program.

I am writing this letter because, along with the other administrative officers, I feel that it is important to convey our concerns for the developing success of the ESEA program as it relates to these matters.

May I cordially invite you to come to the Oakland Public Schools at your earliest convenience so that we may discuss these matters with you in detail. We should by happy to receive you as soon as possible.

Sincerely,

STUART S. PHILLIPS,
Superintendent of Schools.

OAKLAND PUBLIC SCHOOLS
OFFICE OF THE SUPERINTENDENT

SUPERINTENDENT'S BUDGET STATEMENT, MARCH 8, 1966

To the Honorable Oakland Board of Education:

GENERAL FINANCIAL PICTURE

The budget of a school district in a very real sense is an expression of the educational philosophy of the community and reflects the importance of education to its citizens. It is with sincere regret that I present to the Board a preliminary budget for the Oakland Public Schools for the year 1966–67 which, in contrast to the national scene, reveals all too clearly a lack of concern for and a lack of support of education.

The revenues of the school district for the coming year are woefully inadequate to meet the educational needs of boys and girls in 1966–67. To continue the educational program presently in operation without any additions will require an increase in district revenues well over $1,000,000. To provide the staff with a salary increase barely in excess of the rise of the cost of living it is necessary to slash budget allocations for educational programs, equipment, books, supplies and plant maintenance as well as to increase significantly the number of students in each class. To place our teachers' salary schedule in a competitive position demands complete elimination of many excellent programs, severe reduction of all services and greatly increased class size.

This is a very sad situation for the Oakland Public Schools, and these are distasteful alternatives which face the Board of Education and the administration. Our financial plight is particularly regrettable in that the citizens of Oakland have been informed repeatedly of the need for increased revenue. The Board of Education has taken advantage of every opportunity to present this problem to our community. Further, on a number of occasions the Board has urged state legislators to increase state aid for urban school districts. In February, 1963, the Board appointed a citizens committee to study the financing of the school district. In May of 1964, this committee recommended an increase in the school tax ceiling of 75¢ for the regular program along with an additional amount to be set for compensatory education. In December of 1964, the Board appointed a special citizens committee to consider the need for a school tax ceiling increase, and their recommendation of 99¢ was placed on the May, 1965, ballot.

Despite the recommendations of two citizens committees composed of outstanding civic leaders and representative citizens and despite the unanimous recommendation of the Board of Education, this school tax measure was defeated. Today, less than a year since the failure of the school tax measure, the school district is faced with a financial crisis.

In the past, the Oakland Board of Education has adopted budgets which reflect an outstanding educational philosophy. Primary concern has been evidenced for first, attracting and holding high quality teachers through maintaining competitive salary schedules and second, reducing class size. In addition, the Board has supported a well balanced educational program offering opportunities for the average, the mentally retarded, the gifted, and the handicapped. The Board has been particularly sensitive to the need for compensatory education and has allocated substantial sums of money for this purpose from a very limited budget. Further, considerable amounts of money have been devoted to alleviating the effects of de facto segregation. However, within the budget presented to the Board today it is not possible to support both competitive salaries and reduction in class size. Certainly, it is not possible to maintain a fair position on salaries and class size and at the same time offer the range of programs necessary to meet the needs of our youth.

DISTRICT SALARY POSITION

Excellence in education rests upon an excellent staff and the high quality of the instructional program in Oakland reflects an outstanding corps of teachers, supervisors, administrators and classified personnel. As we consider the importance of excellent teachers to quality instruction, a portion of your superintendent's budget statement of March, 1965, is repeated below:

"Across our nation, the competition in securing these teachers has increased many fold. This competition is reflected in higher salaries, fringe benefits and better teaching conditions. The competition is not only in the employment of new teachers to fill the usual vacancies resulting from retirements, resignations and enrollment increases, but this competition is also very critical in holding within our staff those teachers of proven outstanding ability. Opportunities are in abundance for the outstanding teacher, and the loss of even a few such teachers can be a severe blow to the instructional program in a school.

"Consequently, a community interested in excellence—in quality education—must look first to its staff; it must provide the salaries, the fringe benefits and the teaching conditions which will attract and hold its share of outstanding teachers among the new and among the experienced members of its faculties. Oakland is the fifth largest school district in the State of California, and, following a comprehensive survey,[1] the Board of Education accepted the recommendation of Booz-Allen & Hamilton that Oakland salaries should range within the top 25 percent of the 18 largest districts. However, since the year of that survey Oakland has maintained a very shaky position barely over the line and some times below the line of the top 50 percent of these 18 districts. The most alarming aspect of Oakland's salary position is the trend—the direction it is taking; and this trend, this direction is down."

Recognizing this basic relationship of educational excellence to personnel and despite the loss of the school tax election, the Oakland Board of Education granted a 4.5% salary increase for the year 1965–66. This action was highly commendable in consideration of our limited budget, but it had no appreciable effect upon Oakland's salary position relative to the other 18 large districts. Table I indicates that salary increases in Oakland during the past six years have been generally below the state average and that the increase for 1965–66 equalled the state average for the first time in five years. Further analysis of these data indicate that Oakland must grant a salary increase considerably above the state average in order to improve our relative salary position. A significant increase is required to bring Oakland up to the top quarter of the 18 largest districts.

TABLE 1

	1960–61	1961–62	1962–63	1963–64	1964–65	1965–66	6-year average
Oakland	2.3	4.2	1.6	3.5	3.4	4.5	3.3
Total, State	4.9	3.6	4.3	3.6	5.0	4.5	4.3

In addition, attention should be called to the fact that last year's cost of living increase in the Bay Area was 1.5%. The rise in the cost of living for the 1964–65 period is slightly higher and is represented as an increase of 1.8%.[2]

Looking toward the development of the preliminary budget for 1966–67, Director Hoopes in December, 1965, stated, "If the other members of the Board view this concern in the same light as I do, it is my hope that as a Board we would instruct the administration to give top priority to salary increases in developing next year's preliminary budget—salary increases that will significantly improve our competitive position with other districts." With the consensus of the Board

[1] "Report on Certificated Personnel Program, Oakland Unified School District" by Booz-Allen & Hamilton, 1958.

[2] Bureau of Labor Statistics Cost of Living Index, December 15, 1963, to December 15, 1964, 1.5 percent; December 15, 1964, to December 15, 1965, 1.8 percent.

the administration has accepted this charge in developing budget materials and information for presentation today.

DEVELOPMENT OF THE 1966–67 BUDGET

With the budget badly out of balance while projecting only the present program, the problem is not what to add but what to subtract. Nevertheless, despite inevitable budget reductions there are always necessary and desirable program additions to be considered. Some of these may assume priority over items presently included in the budget. Consequently, budget suggestions and recommendations were again requested of principals, directors, supervisors and department heads which reflected the judgments of both the teachers and the classified staff relative to needs for the coming year. Appreciation is expressed to the entire staff for their suggestions and assistance.

These requests along with the present program were carefully evaluated by the members of the Superintendent's Cabinet, and there is included in the preliminary budget a listing of recommended programs with projected costs for the coming school year. For the most part these additions include a limited number of certificated and classified personnel along with slight increases in various budget items based upon experience. Further, in compliance with the Board directive, Cabinet made an analysis of Oakland's salary relationships with other large districts as well as surrounding Bay Area districts. Based upon this study there is included in the preliminary budget a salary increase of 6%—a percentage which hopefully "will significantly improve our competitive position with other districts." These programs along wth the salary increase bring the expenditures of the district to $45,456,300 or approximately $3,000,000 in excess of our projected revenue and beginning balance of $42,415,000.

Estimates of a reasonable undistributed reserve for the budget of the school district have ranged from $300,000 to $600,000. The Board of Education has indicated that a 1% reserve is probably minimum. In the preliminary budget presented today the undistributed reserve is included as $100,000.

In general, federal funds are allotted to school districts only for additional programs. Consequently, such funds in no way relieve the budget for the regular on-going program. On the contrary, many of the federal programs demand matching funds and none of them include reimbursement to the district for indirect costs. All programs under the Elementary and Secondary Education Act are a part of a separate budget, and only the Neighborhood Youth Corps under the Economic Opportunity Act is included in this preliminary budget.

In reviewing the forecast of revenues, it must be kept in mind that income included for increased assessed valuation is purely an estimate based upon experience—no information is available. In addition, income from Public Law 874 is entirely dependent upon the action of Congress and the amount included in the budget is again an estimate. Finally, it should be pointed out that it is unreasonable to expect the business department to predict at this time the account balances and available cash for June 30. Nevertheless, there is added to the revenue of $39,760,000 an estimated amount of $1,210,000 representing account balances and other cash available as of June 30. It is important to emphasize that these are estimates and that it is not possible to determine with any degree of accuracy what these amounts will be.

CURTAILMENTS TO BALANCE THE BUDGET

Curtailing educational programs in order to balance the budget always involves difficult decisions, but to cut $3,000,000 out of a budget which represents largely an on-going program is a major task. Every effort has been made to suggest cuts which would result in the least harm to the instructional program, and would impair as little as possible the various services essential to the operation of the district. It should be kept in mind that approximately 87% of the school district budget is made up of salaries—salaries of certificated and classified staff including teachers, supervisors, administrators, secretaries, clerks, custodians, gardeners, carpenters, electricians, painters, plasterers, plumbers, roofers and a host of others. Consequently, to effect large budget curtailments one must reduce staff.

Prior to the development of the preliminary budget, the Superintendent's Cabinet reviewed the estimates of needed maintenance work submitted by the principals. These estimates included recommendations by teachers, curriculum assistants, counselors and the heads of the various departments and totaled $2,865,000 or approximately $1,000,000 above the budget allocation for 1965–66. These requests were reduced to $1,765,000 for inclusion into the preliminary budget, and have since suffered an additional 17% cut of $300,000. Plant operation shows a cut of 5% for custodians and 10% for the gardening staff.

Turning to the educational program, additions and replacement of instructional equipment each have been cut approximately 65%. Text and library books have suffered an average cut of 35%. Instructional supplies are reduced 31% and office supplies 12%. A number of educational programs traditionally carried on by the school district are completely eliminated: summer schools, staff assignments for high school activities, Chabot Science Center, Tilden Nature Program, elementary assistants, and secondary curriculum assistants, teachers on special assignment, the student clerk program, as well as the more recent study centers and pre-school program. Recommended additions to our counseling, vice- principal and nursing staff have been omitted. Other budget reductions include field trips, inventory, business and convention travel and various bus contracts.

Having cut severely all other sections of the budget we turn to the allocation for classroom teachers. Repeatedly the Board and the administration have stated that if significant savings are to be effected through budget cuts, class size must be increased. In this preliminary budget 180 teaching positions have been curtailed, 90 in the elementary schools and 90 in the secondary schools. These cuts will increase the average class size in the elementary from 30 to 35 pupils and the secondary academic classes will increase from 29 to 33 pupils. Attention should be called to the fact that reducing teaching positions to cut expenditures is not a simple process. In order to qualify for federal funds under the Elementary and Secondary Education Act, services offered by the school district in the target area schools cannot be curtailed. Consequently, all increases in class size must be absorbed by schools outside the target area. This problem is complicated further by the fact that under the Unruh Bill Oakland loses state aid as class size is increased. Therefore, cuts of approximately $1,270,000 in teaching positions yield only a saving of $1,000,000 after penalties have been subtracted.

CONCLUDING STATEMENT

In conclusion, this preliminary budget includes preliminary estimates of revenue, a minimum of needed additional personnel and increases in budget allocations, a 6% salary increase, and a list of budget cuts sufficient to bring the budget into balance with an undistributed reserve of only $100,000.

The decisions facing the school district are difficult and involve alternatives each of which has serious disadvantages. One fact, however, is abundantly clear—no matter what decisions are made this year, the Oakland School District must have additional revenue or face critical impairment of what has been an excellent program. Over a period of years the Oakland Public Schools have developed outstanding instructional programs and services designed to meet the needs of boys and girls possessing a wide range of interests, aptitudes and abilities. A long tradition of competitive salary schedules, fine working conditions and of opportunities for professional growth has attracted to the Oakland Schools a high quality staff of teachers, administration and classified personnel. Today it is apparent that this achievement which represents many years of work and effort on the part of members of the Board of Education and of the professional staff is in the balance. This fine educational program can be seriously harmed—can be reduced to second or third rate in a short period of time, and this must not be permitted to occur.

We must continue to urge the State Legislature to increase the financial support of education at the state level. As has been emphasized again and again, the proportionate share of Oakland's budget supported by the State has decreased from 47% in 1954–55 to 27% in 1964–65.

Further, valid as this objective certainly is, these efforts should not cloud the fact that the local tax ceiling for educational purposes should and must be increased. Out of the 33 largest California unified school districts with a range

of school tax rates from $3.04 to $6.44, Oakland ranks 23rd with a tax rate of $4.51. On the other hand it should be pointed out that for "other taxes" Oakland leads this list of 33 cities with a tax rate of $6.64, and is therefore 5th among these cities in total tax rate. Citizens of Oakland must be brought face to face with the fact that we are not giving adequate financial support to our public schools and that the help we need, we need now!

STUART S. PHILLIPS,
Superintendent of Schools.

[From the Los Angeles Times, Mar. 21, 1966]

THREAT TO SCHOOL FINANCING

California taxpayers traditionally have given strong financial support to public education. And the investment has built not only the biggest but probably the best school system in the nation.

In recent years, however, that support has wavered. Local construction bond issues and tax overrides that once were assured of approval now face increasing opposition at the polls.

The March 1 rejection of a proposed tax override by Glendale school district voters was only the latest in a dismaying series of setbacks for education.

Eleven of 20 school bond or tax proposals have been turned down in Los Angeles County since Jan. 1 while in Orange County 6 of 10 financing measures were defeated, according to a compilation by Dick Turpin, Times education writer.

The ominous implications of these votes are all too obvious.

Ever-expanding enrollments mean that more money must be spent to operate the schools and to build new ones. If the funds are not forthcoming, the quantity and quality of education inevitably suffer.

If the $189.5 million construction bond issue for Los Angeles city schools is not approved in June, 175,000 students will be on reduced sessions by 1969. Yet worried officials can't forget that only three of the last eight district propositions were passed.

Defeat of the Glendale override will force the dropping of 93 teachers. All class sizes at all schools in the district will be increased and one instruction period per day will be eliminated at all junior and senior high schools.

In the face of such critical necessities, why have voters rebelled?

The primary reason can be seen in the spiraling property tax rate, from which the schools must draw their major financial support. Although city and county governments also levy property taxes, only school districts must ask public approval.

The schools, moreover, must take the biggest bite of the property tax revenue because their only other source of income—state aid—now provides only about one-third of the necessary funds.

School tax elections, therefore, are uniquely vulnerable to property taxpayer resentment. Such elections regrettably can also be means of expressing dissatisfaction with the performance of school officials, educational policy or other issues unrelated to financial need.

These factors may explain, but they do not justify failure to give adequate support to the schools. The obligation to assure full educational opportunity is a public duty that must not be shirked.

At the same time, state aid to local school districts must be substantially increased. The property tax can no longer adequately finance the expansion of education.

The 66⅔% vote, required for passage of school bond issues should be lowered. The Times urges approval of a constitutional amendment changing the requirement to 60%.

Finally, sound bond issues and tax override proposals should be considered by the electorate on their merits and need. Protest votes on personalities and policies not related to fiscal questions should await school board elections.

The "taxpayers' revolt" would be far more fair and effective if it were directed at the basic causes of the schools' fiscal plight. Every such "demonstration" at the polls is another defeat for education.

OAKLAND PUBLIC SCHOOLS

OFFICE OF THE SUPERINTENDENT

EFFECT OF SELECTIVE FEEDER PLAN UPON RACIAL COMPOSITION OF THE SKYLINE HIGH SCHOOL

I. Prior to the selective feeder plan, the racial composition of the Skyline High School student body was as follows:

	Number	Percent
Spanish surname	33	1.7
Other white	1,866	95.7
Negro	18	0.9
Oriental	29	1.5
Other	4	0.2
Total	1,950	100.0

II. As a result of the selective feeder plan, the racial composition of the 10th grade in the fall of 1966 will be as follows:

A. Racial composition of out-of-boundary students

	Number	Percent
Spanish surname	5	3.0
Oher white	86	51.2
Negro	70	41.7
Oriental	6	3.6
Other	1	0.5
Total	168	100.0

B. Racial composition of the total 10th grade

	Number	Percent
Spanish surname	27	3.3
Other white	686	83.2
Negro	99	12.0
Oriental	11	1.3
Other	2	0.2
Total	825	100.0

III. As a result of the selective feeder plan, the racial composition of the 11th grade in the fall of 1966 will be as follows:

	Number	Percent
Spanish surname	19	2.4
Other white	667	82.8
Negro	93	11.5
Oriental	21	2.6
Other	6	.7
Total	806	100.0

IV. As a result of the first year Open Enrollment plan, the racial composition of the 12th grade in the fall of 1966 will be as follows:

	Number	Percent
Spanish surname	20	2.7
Other white	651	89.0
Negro	44	6.0
Oriental	13	1.8
Other	4	.5
Total	732	100.0

V. The racial composition of the total student body in the fall of 1966 will be:

	Number	Percent
Spanish surname	66	3.0
Other white	2,004	84.5
Negro	236	10.0
Oriental	45	2.0
Other	12	.5
Total	2,363	100.0

EFFECT OF SELECTIVE FEEDER PLAN UPON RACIAL COMPOSITION OF THE MONTERA JUNIOR HIGH SCHOOL

I. Prior to the selective feeder plan, the racial composition of the Montera Junior High School student body was as follows:

	Number	Percent
Spanish surname	8	1.0
Other white	967	96.0
Negro	16	1.5
Oriental	18	1.5
Other	0	0
Total	1,009	100.0

II. As a result of the selective feeder plan, the racial composition of the 7th grade in the fall of 1966 will be as follows:

A. Racial composition of the incoming out-of-boundary students

	Number	Percent
Spanish surname	0	0.0
Other white	1	1.7
Negro	58	96.6
Oriental	1	1.7
Other	0	0.0
Total	60	100.0

B. Racial composition of the total 7th grade

	Number	Percent
Spanish surname	3	0.7
Other white	330	79.3
Negro	75	18.0
Oriental	8	2.0
Other	0	0.0
Total	416	100.0

III. The racial composition of the 8th grade in the fall of 1966 will be as follows:

	Number	Percent
Spanish surname	7	2.1
Other white	307	93.1
Negro	6	1.8
Oriental	10	3.0
Other	0	0.0
Total	330	100.0

IV. The racial composition of the 9th grade in the fall of 1966 will be as follows:

	Number	Percent
Spanish surname	6	2.0
Other white	331	94.0
Negro	7	2.0
Oriental	7	2.0
Other	0	0.0
Total	351	100.0

V. The racial composition of the total student body in the fall of 1966 will be:

	Number	Percent
Spanish surname	16	1.5
Other white	968	88.0
Negro	88	8.0
Oriental	25	2.5
Other	0	0.0
Total	1,097	100.0

QUALITY EDUCATION IN OAKLAND

Guidelines for Improving Educational Opportunity

Oakland Public Schools

Oakland, California

February, 1966

2275

OAKLAND BOARD OF EDUCATION

Melvin J. Caughell, President

Mrs. Ann Corneille	Alan A. Lindsay
Barney E. Hilburn	Carl B. Munck
Lorenzo N. Hoopes	Seymour M. Rose

Stuart S. Phillips

Superintendent of Schools
and
Secretary of the Board of Education

Merle Hugh Elliott, Ph.D.

Editor and Consultant

"Quality Education in Oakland"

FOREWORD

In January, 1965, the Oakland Board of Education approved the recommendation of the California State Commission on Equal Opportunities in Education to:

> "...give immediate attention to the task of formulating a Master Plan for the operation and development of the Oakland City Unified School District. The comprehensive reports and recommendations of the Citizens' Advisory Committee on Oakland School needs in the areas of finance, school housing, and equal educational opportunities should provide an excellent start toward the accomplishment of this task, especially if the reports are properly coordinated. The Master Plan should be designed to improve the quality of education for all children and make provisions to eliminate or lessen the impact of de facto segregation at all levels."[1]

Upon the recommendation of the Superintendent, a part-time consultant was employed in order to relieve Dr. Merle H. Elliott, director of research, of some of his responsibilities related to routine reports and provide him with time to assist with the development of a master plan. An advisory committee was established including Dr. Spencer D. Benbow, Mr. Edward F. Cockrum, Dr. Merle H. Elliott, Mr. F. Wayne Flinn, Dr. Forrest C. Michell, Dr. Elmer F. Stolte, Mr. Robert R. Wheeler, and Mr. Robert A. Smith under the chairmanship of the Superintendent, Dr. Stuart S. Phillips, and with Mr. Wilson C. Riles, Executive Secretary of the Commission on Equal Opportunities in Education, as an ex-officio member and consultant. Although an ex-officio member, Mr. Riles has been most generous with his time, meeting with the advisory committee and participating in the development of decisions and recommendations. We are particularly indebted to Mr. Riles for his assistance.

During the Fall of 1965, Dr. Elliott retired from the Oakland Unified School District, but was retained as a part-time consultant to continue working with the advisory committee and to complete the writing of the report. Dr. Staten Webster, of the University of California, specialist in human relations, was also included as an ex-officio member of the committee and contributed materially to the discussions, the development of the suggestions and final recommendations.

---

[1] Refers to corresponding number in Bibliography.

In any large school district, planning is a continuous and never-ending process. Although there is usually no single document to which one may point as a "master plan", the elements are already in existence. They are found in many separate bulletins, reports, curriculum guides, minutes of meetings, rules and regulations. They are also implicit in decisions made, policies adopted, and courses of action taken over the years.

It soon became apparent to the advisory committee that the master plan should not include detailed treatment of all facets of the school district's operation. Such an endeavor would demand additional personnel and be far beyond the reach of the present administrative staff. Further, regular staff members are continually involved in developing new programs in administration, curriculum, and instruction. These program suggestions are channeled through the organization and brought to the Board of Education for consideration and approval.

The present statement, therefore, is intended as a master plan in the limited sense of indicating the major and most critical problems in the community of Oakland and of recommending guidelines--the educational policies, goals, and directions--by which solutions to these problems may be approached. This objective is consistent with the concern out of which the recommendation was made by the State Commission; e.g., "to improve the quality of education for all children and make provisions to eliminate or lessen the impact of de facto segregation at all levels".[1] The emphasis is placed upon developing a definite statement of Oakland's long-term commitment to the highest possible quality of education and the exploration of the implications of this commitment for the schools in the changing scene of the 1960's.

In presenting this statement to the Board of Education and to the citizens of Oakland, the administrative staff is fully aware of the conflicting opinions and sometimes polarized interests of many in the community. No specific proposal or course of action will be acceptable to everyone. The following

quotations from "The Quest for Racial Equality in the Pittsburgh Public Schools"[2] suggest the dilemma and the reactions of many urban school districts across the country as they strive to present solutions to these problems:

> "We will disappoint the civil rights advocates who look for sudden integration but who give little help in concrete counsel toward solutions. We will startle the white citizen who seeks to live in white isolation. We will disturb those, both Negro and white, who think that the social revolution of 1965 will pass over soon and that we will return to the old ways."
>
> "We deplore the fact that many white families have chosen to leave the city altogether rather than take part in the great social evolution now upon us. We can state emphatically that the public schools of Pittsburgh are producing objectively measurable results comparable with the most exclusive nonpublic or suburban school. There need be no cause for flight on the basis of educational offerings. If the flight is based on prejudice or a search for the isolation of whites, then we pity the children of such a family, because they will grow up in half a world."

- - -

CHAPTER I

OAKLAND'S PROBLEMS--A CHALLENGE TO THE TOTAL COMMUNITY

Like most large cities today, Oakland is a place of contrasts: affluence and poverty, stability and transiency, progress and retrogression, cooperative effort and intergroup controversy. Social, economic, and psychological problems of individuals and groups are complicated by class and racial tensions.

In 1964 the Federal Area Redevelopment Agency declared Oakland a depressed area on the basis of the high unemployment rate. At the time, this was the only urban area west of the Mississippi River to be so designated. For June, 1964, over-all unemployment figure for Oakland was estimated as 11%. For the non-white population the corresponding figure was estimated to be over 20%.

Census data of 1960 indicated that some 43,000 adults in the community had less than 8th grade education. Of these, approximately 17,000 had not gone beyond the 4th grade in school. School drop-outs and in-migration are adding to the numbers of the inadequately educated.

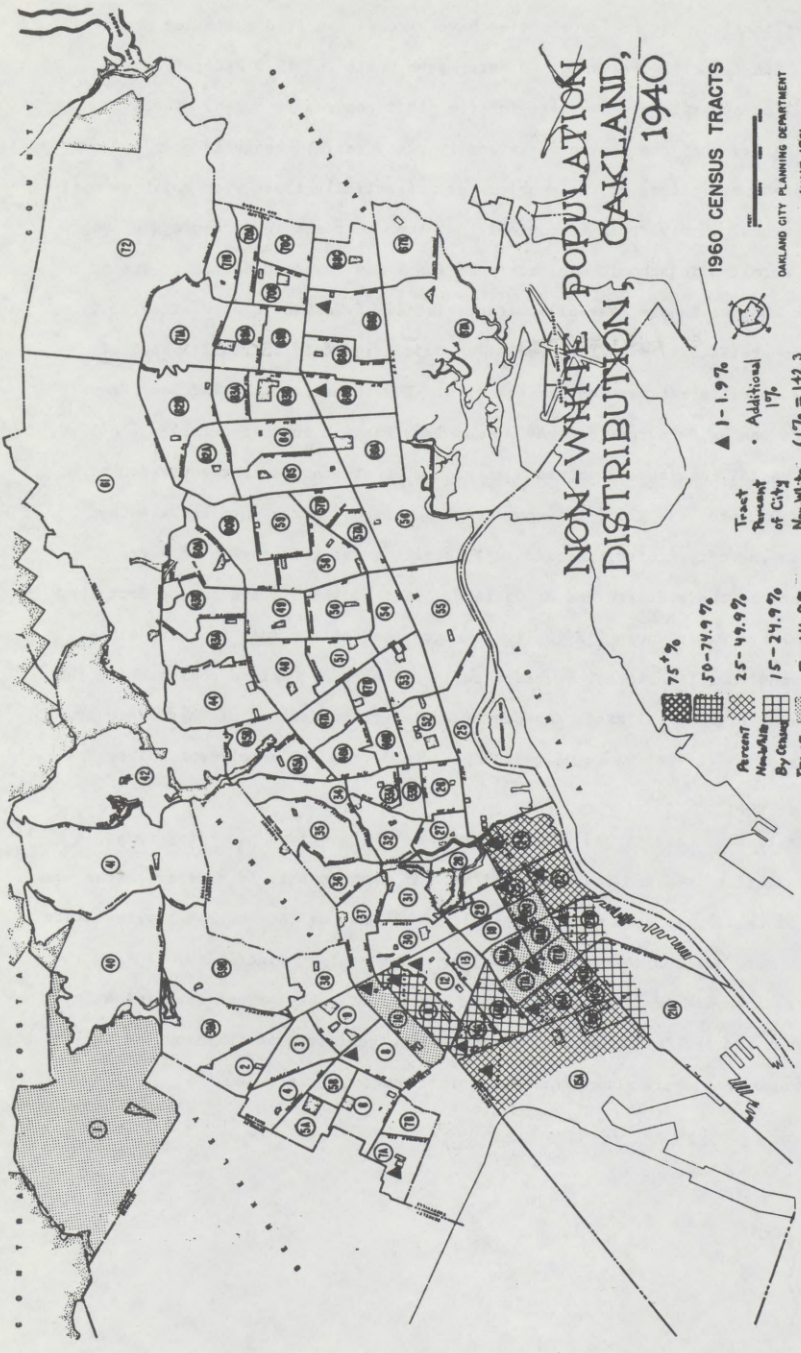
The changing nature of Oakland's population is illustrated by the fact that between 1940 and 1960 the number and percentage of Negroes increased tenfold. The number of Negroes changed from 8,642 in 1940 to 83,618 in 1960. Corresponding percentages were 2.0 and 22.8. Between 1950 and 1960, 53,000 whites left and 36,000 Negroes moved into Oakland.

As described above, there were very large changes in the ethnic composition of the Oakland population between 1940 and 1960. There is no accurate information on whether the former trends, the increase in percentage of Negro residents and decrease in percentage of Caucasian residents, are still continuing. The still increasing percentage of Negro pupils enrolled in school cannot be interpreted as direct evidence of continuance of these trends since this may merely reflect the fact that earlier Negro arrivals included many young families and parents of child bearing age. Statistics on Oakland birth rates which are available by race suggest that Oakland has arrived at a fairly stable over-all

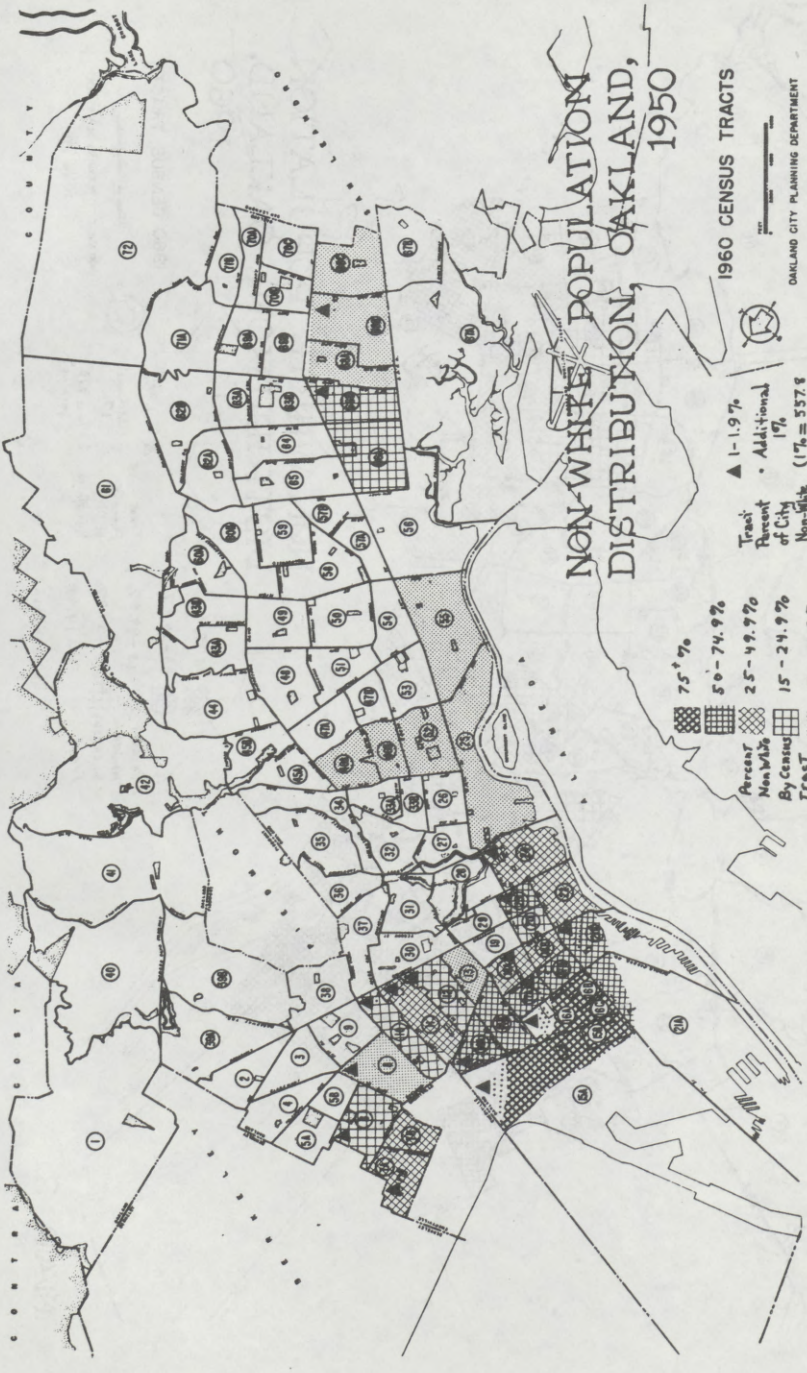
ethnic situation. Other large cities have already reported a similar phenomenon. The actual facts cannot be determined until the 1970 Federal Census or until an accurate and complete interim ethnic census is taken. There is a possibility that the period of extremely rapid racial change is over and that the present dimensions of the problems are essentially those with which we must be concerned. However, it is obvious that some increase in percentage of Negro pupils enrolled in schools will continue for a time even though there are no further changes in the over-all characteristics of Oakland's population.

The statistics for total population do not indicate the full impact of changes in different sections of the city. The three accompanying maps drawn from the census data for 1940, 1950, and 1960 furnish further details. In 1940, severe racial imbalance involved a small number of schools in the western section of Oakland. By 1960, this condition had spread north into Berkeley and south to the city limits. Particularly striking was the massing of Negro residents at the southern end of Oakland. Part of this is due to the fact that Negroes have experienced difficulty in migrating farther into Southern Alameda County and thus tend to be concentrated in the area of Oakland constituting the Castlemont High School area. As discussed later, one effect of this concentration is shown in the change of this high school from 44% enrollment of Negroes in 1963 to 72% in 1965.

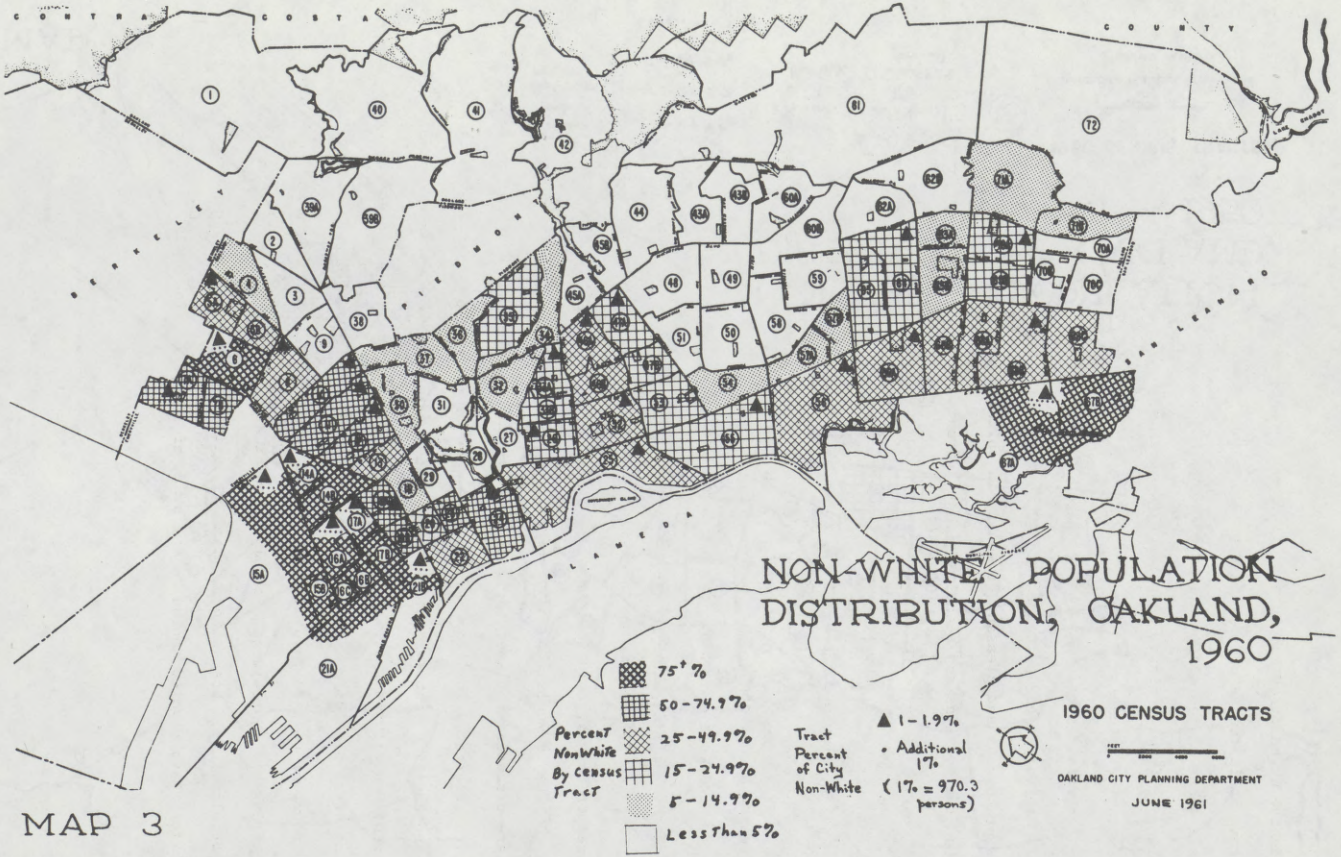
Oakland has always had substantial numbers of various minority groups. Its population is mixed and cosmopolitan. In many ways it is similar to the State of California as a whole. The plight of many of the newer Negro residents is much more serious than that of earlier disadvantaged minorities. Their numbers and concentration, the damaging effects of a history of discriminatory treatment and lack of opportunity, along with the increased training and skills demanded by employers constitute a critical and urgent problem.


NON-WHITE POPULATION, DISTRIBUTION, OAKLAND, 1940
1960 CENSUS TRACTS
OAKLAND CITY PLANNING DEPARTMENT
JUNE 1961
Tract Percent of City Non-White
▲ 1-1.9%
· Additional 1%
(1% = 142.3 persons)
Percent Non-White By Census Tract
75+%
50-74.9%
25-49.9%
15-24.9%
5-14.9%
Less than 5%

MAP 1


NON-WHITE POPULATION
DISTRIBUTION, OAKLAND,
1950
1960 CENSUS TRACTS
OAKLAND CITY PLANNING DEPARTMENT
JUNE 1961
Percent Non-White By Census Tract
75% and over
50 - 74.9%
25 - 49.9%
15 - 24.9%
5 - 14.9%
Less than 5%
Tract Percent of City Non-White
1 - 1.9% · Additional 1% (1% = 557.8 persons)

MAP 2


NON-WHITE POPULATION DISTRIBUTION, OAKLAND, 1960
Percent Non-White By Census Tract
75+ %
50-74.9%
25-49.9%
15-24.9%
5-14.9%
Less Than 5%
Tract Percent of City Non-White
▲ 1-1.9%
• Additional 1%
(1% = 970.3 persons)
1960 CENSUS TRACTS
OAKLAND CITY PLANNING DEPARTMENT
JUNE 1961

MAP 3

Every citizen in the City of Oakland stands at a crossroads where he must decide which direction he and his community are to go. Factors such as drastic changes in the nature of the population, new pressures and demands, an increasing awareness of the extent of social-economic-educational disadvantage in the population, growing dissatisfaction and friction, indicate a critical and potentially explosive situation.

Decisions made and actions taken now will shape the Oakland of the future. Is Oakland to be an area of slums, unemployment, racial tension? Or is it to be a prosperous and pleasant community in which to live, work, and raise a family? Can the citizens and agencies of Oakland unite in a common effort to combat the effects of poverty and ignorance; to eliminate discrimination based upon race, class, or creed; to offer excellent education for every child; to provide good housing, pleasant surroundings, cultural amenities? In other words, are citizens of every class, race, and group willing to plan and work together for the future of Oakland?

Inadequate housing, unemployment, discrimination, illiteracy, crime and delinquency, de facto segregation, the deterioration of the central core of the city, the flight of many Caucasians to the suburbs, are community problems rather than school problems.

The community is moving forward on many fronts. Some of the developments are discussed in later sections of this report. The City Council has demonstrated its interest. The Area Redevelopment Agency is making progress with imaginative and exciting long term plans and courses of action. The Oakland Economic Development Council and the city Office of Human Resources have launched many programs aimed at providing more and better opportunities for the disadvantaged. Active groups of citizens, public and private agencies, are working on various aspects of Oakland's problems. School personnel are involved in many of the non-school developments. Special committees of citizens, appointed by the Board of Education, have devoted months to the study of school housing, school finance, and

equal educational opportunity. A very special tribute should be paid to the large group of devoted citizens constituting the Equal Educational Opportunities Committee ("E.E.O. Committee") of the Citizens Advisory Committee on Oakland School Needs. The 59 recommendations of this Committee have had a substantial influence on the nature of the present report.[3] In addition, professional educational groups such as Oakland Education Association, Oakland Federation of Teachers, Elementary Principals Association, and others have studied and made recommendations on particular problems. The present report indicates both the concern and the commitment of the Oakland Board of Education and the administrative staff of the schools. Progress is being made and there are reasons for optimism about the future. There is, however, a continued need for greater coordination of effort.

The City of Oakland, as the center of the Eastbay Metropolitan Area, must assume the mantle of leadership in local and area planning for education, housing, industry, trade, and all other facets connected with the development of great urban centers. Planning for the future is the task for today. The best thinking of the entire community must be used to plan for the eradication of blight, both of property and human beings. Bold, far-reaching measures rather than hesitant, limited approaches must be planned to reach the desired objectives.

CHAPTER II

DE FACTO SEGREGATION

THE PROBLEM

Racial separation of pupils by law--de jure segregation--was declared unconstitutional in 1954. However, the meanings and interpretations attached to the term "segregation" have developed and multiplied far beyond the original concept dealt with by the Supreme Court in 1954.

Separation of pupils by patterns of residence and neighborhood school boundaries--de facto segregation--has become one of the thorniest problems confronting large urban school districts. Also, in racially mixed schools, the classification of pupils into different "tracks", ability or achievement groupings for instructional purposes, is seen to result in concentrations of minority group pupils in the slower class sections. Thus the organized efforts to provide special, adapted, or remedial instruction to those most in need have been labeled as "segregation by ability grouping" and subjected to severe criticism and attack. Again it has been recognized that actual attendance of both Negro and Caucasian pupils in a school does not magically produce a single unified school population. There is a tendency for Negro pupils to associate with each other and for the others to do likewise. In some recent reports this "psychological segregation" has been noted and criticized. A further aspect of segregation is only incidentally related to race. Pupils in deprived neighborhoods may be largely of a particular ethnic group but even more consistently they are of lower socio-economic class. Lower class status carries with it attitudes, behaviors, and motivations, unlike those of the middle class in other areas of the community. Any attempt to solve the problems of segregation-integration in a community must recognize the implications of this social class segregation superimposed upon the various types of ethnic segregation.

In the large cities of America we find the lower socio-economic group being composed largely of minorities--Negroes, Mexican-Americans, and Puerto Ricans. These minorities for the most part come from rural areas and have little or no

training or experience to prepare them for success in the pattern of urban life. In addition, these minorities possess problems resulting from segregation and discrimination, and in the cities they on many occasions continue to face practices which discriminate to their disadvantage. Hence, we find the slum areas of our cities populated largely by minorities, with the resulting overtones of segregation. Further, many of the children of these areas have educational problems typical of the lower socio-economic group with the additional imponderables related to discrimination: "evil self-image", inability to identify with the dominant culture, and lack of motivation for academic activities.

Racial imbalance in schools has been criticized on various grounds. The presence of "Negro schools" and "white schools" in a community deprives both groups of opportunity for the development of mutual understanding and acceptance necessary for progress toward solutions of common community problems. There is the charge that the stimulation necessary for educational progress is not provided by a school environment in which many pupils are low in motivation and achievement. Psychologically, it has been shown that restrictions and barriers present frustrating experiences which produce varying reactions such as rebellion, aggression, or apathy. Thus attendance at a "Negro school" of the neighborhood may be seen as a type of confinement to a limiting and inferior environment and may result in socially disruptive behavior and personality patterns.

De facto segregation is a complex phenomenon with many ramifications and there appear to be no simple solutions to the problems presented. Up to the present, no large school district has been able to eliminate de facto segregation. In fact, despite extensive efforts, the number of pupils in racially imbalanced schools has been increasing in most of the large cities. In the report, "Desegregating the Public Schools of New York City,"[4] prepared by the State Education Commissioner's Advisory Committee on Human Relations and Community Tensions (May 12, 1964), the following statements appear:

> "Despite Open Enrollment, rezoning, and associated efforts, segregation, city-wide, has not been reduced. On the contrary, the overall level of segregation has increased.
>
> "No act of the Board of Education from 1958 through 1962, with a single small exception, has had a measurable effect on the degree of school

segregation. (Editorial Note: The exception apparently refers to the closing of one segregated high school.)

"Our impression is that not a single elementary or junior high school that was changing toward segregation after 1958 by virtue of residential changes and the transfer of whites into parochial and private schools was prevented from becoming segregated by Board action."

This is indeed a discouraging report when the extent of New York City's determined efforts is considered. Similar information comes from other large cities. A number of plans have shown promise in smaller cities where distance, topography, transportation, and rate of population change present fewer difficulties than they do in Oakland. These plans are not always applicable to larger districts. Here in Oakland, schools with racial imbalance, i.e., "white schools" and "Negro schools" are not side by side and short distances apart. They are more likely to be separated by miles of distance and by intervening schools having varying degrees of integration. It is difficult to find the appropriate pairs or groups of adjacent schools which lend themselves to such arrangements as so-called "Princeton" plans.* However, regardless of experiences elsewhere, and the difficulties of finding ready-made solutions, the search for remedies is continuous in Oakland and additional ways of improvement must be found.

A major effort at alleviating the effects of de facto segregation is necessary for humanitarian, moral, and philosophical reasons. Furthermore, it is necessary on the basis of practicality and expediency. Sizeable enclaves of the city's population, living in slum conditions, alienated from the mainstream of the community culture and opportunity, constitute a real danger to the civic, state, and national welfare. There is also the tragedy of wasted talent and failure to utilize the full productive potential of some of our citizens. Finally, it is obvious that positive and definite action will increasingly be mandated by legal and administrative authorities of both the state and federal government.

* "Princeton" plans are designed to combine the student bodies of two or more schools having very different population characteristics in such a way as to further integration in each school. For example, two elementary schools, one largely "white" and the other largely "Negro", could be combined by sending all pupils in grades 1 to 3 to the first school and all pupils in grades 4 to 6 to the second school.

OAKLAND POLICIES ON DE FACTO SEGREGATION

The policy of the Oakland Unified School District is developed within the larger framework of the regulations of the State Board of Education. In 1963 the State Board issued the following statement relative to the problem of de facto segregation:

> "...persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.
>
> "For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:
>
> (a) The ethnic composition of the residents in the immediate area of the school.
>
> (b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.
>
> (c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.
>
> (d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.
>
> (e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."[5]

Oakland has been operating under these mandates of the State Board. In further clarification of position and policy, the Oakland Board adopted the following addition to its Rules, Regulations and Policies:

> "1001-2. It is the policy of this district to alleviate racial imbalance and the associated educational problems, and to achieve effective integration insofar as reasonably feasible."

STUDY OF THE PROBLEM

The staff of the Oakland Unified School District have reviewed the literature and have visited school districts over the Nation in search for ideas and

possible solutions. Recommendations and suggestions in the "Heyman Report", submitted to the United States Commission on Civil Rights,[6] and the report prepared by the Commission on Equal Opportunities in Education of the California State Department of Education,[1] have been carefully studied and discussed. The value and importance of Oakland's "EEO Report" (Report of the Equal Educational Opportunities Committee of the Citizens Advisory Committee on Oakland School Needs[3]) has already been mentioned. The Board of Education has spent many hours in regular and special meetings and has listened to presentations from a long list of organizations and large numbers of interested individuals.

Throughout 1965, the staff advisory committee for developing these guidelines has devoted hundreds of hours to the study. The members of the committee have analyzed racial statistics and trends in residential patterns; reread the various reports noted above as well as reports from other large cities; explored the result of using various suggestions and procedures for the solution of Oakland's problem; considered possible adaptations of programs designed for other school districts.

In addition to the excellent assistance rendered by Dr. Staten Webster of the University of California and Dr. Wilson C. Riles, Chief, Bureau of Intergroup Relations, State Department of Education, a concerted effort has been made to take advantage of every opportunity to explore these problems with other consultants and visiting experts. Meetings have been held with representatives of the Urban Renewal Agency, the Ford Foundation, and the University of California. All phases of the problems associated with segregation have been explored, debated and studied at length.

BOUNDARIES AND ETHNIC COMPOSITION OF STUDENT BODIES

In a study of the problem of de facto segregation in a particular city, attention usually becomes focused upon school attendance boundary lines and the concept that they limit the movement of minority groups.

Oakland like many other large communities has long had a policy of "neighborhood" schools with attendance boundaries located close to the geographical midpoint between schools. In determining boundaries factors of topography, transportation, traffic safety, and school capacity have been considered. Where school boundaries appear to vary significantly from geographical midpoints the reasons are generally evident in terms of topography, transportation, and traffic hazards.

Oakland is a city of rolling hills and many elevations. The residential areas slope from Skyline Boulevard--well above sea level--down to Broadway in the north and to MacArthur Boulevard in the south and east. From these two main traffic arterials, the slope of the city becomes more gradual to the San Francisco Bay and to the Oakland Estuary respectively. Public transportation routes and freeways generally parallel the contour of the hills.

The general pattern of de facto racial segregation, the waterfront and lower elevations largely Negro, and the "hills" predominantly white, is also reflected in a social and economic type of segregation. Poverty-stricken Negroes, whites, and others, are restricted to the waterfront or the flat lands. Substantial income is necessary to obtain residence in the hill areas.

Both the topography and transportation routes must be given careful consideration in the developing or the redrawing of school attendance boundaries. Changes in boundaries necessitating pupils to walk four or five additional blocks are often vigorously opposed by parents due to traffic hazards or hilly terrain.

Solutions to the problems of ethnic representation in the schools of Oakland are made especially difficult because of the great mobility of the population and the continued change in the character of various residential areas of the community. Schools which appear to have a fair representation of various ethnic groups may in a short space of time become drastically out of balance. Some changes in school attendance boundaries which have been proposed in the past would actually have increased the de facto segregation they were supposed to remedy.

Elementary Schools - In the elementary schools there is at present an over-all increase of 2% to 3% per year of Negro pupils and an equivalent decrease of "other whites."* However, these figures for the total city do not adequately reflect the great changes taking place in particular schools. Of the elementary schools, a racial count in June of 1963 classified 20 schools as enrolling over 80% "other whites". In these schools there were only 152 Negro students or about 2% of the total. Two years later, fall 1965, there was a total of 383 Negro students or about 5% in these schools. A few of the schools changed minimally, some a great deal. Practically all enrolled more Negro pupils. Four of the schools dropped below the "over 80% other white" classification in this short period. One actually changed from 93% to 75% "other white" and increased from 2% to 20% Negro enrollment.

20 Elementary Schools Enrolling Over 80% "Other White" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Burbank	85	7	83	8
Burckhalter	88	6	79	16
Chabot	96	2	93	3
Fruitvale	81	3	75	5
Glenview	90	3	84	3
Grass Valley	95	1	93	3
Hillcrest	99	0	98	0
Howard	93	2	75	20
Laurel	91	1	82	2
Maxwell Park	86	4	74	7
J. Miller	96	3	92	5
Montclair	97	1	96	1
Munck	97	0	91	2
Piedmont Avenue	87	0	88	3
Redwood Heights	99	0	94	0
Rockridge	96	0	89	5
Sequoia	95	0	90	0
Sherman	91	1	82	8
J. Swett	81	0	91	3
Thornhill	96	0	94	2
Total	91.8	1.9	86.4	4.9

* School "racial counts" have for convenience used the following arbitrary categories: Spanish surnames, "other whites", Negro, Oriental, others.

Thirteen of the elementary schools in June of 1963 were classified as 41% to 80% "other white." These enrolled 1146 Negro students or approximately 18%. Two years later they enrolled 1784 Negro students and the percentage had increased to over 26.

13 Elementary Schools Enrolling 41-80% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Allendale	80	3	77	6
Cleveland	56	1	54	7
Cox	61	19	43	37
Crocker Highlands	66	21	54	33
Edison	62	8	60	16
Emerson	58	27	46	37
Hawthorne	63	16	50	17
Jefferson	75	9	60	11
Lakeview	72	11	70	8
Horace Mann	63	16	51	22
Parker	72	20	54	36
Peralta	49	41	32	60
Toler Heights	58	31	28	61
Total	64.5	17.5	52.7	26.1

Ten elementary schools had enrollments of "other whites" ranging from 21% to 40% in 1963. The total Negro enrollment for these schools was 3845 or 50%. In October of 1965, the Negro enrollment was 5186 or 62%.

10 Elementary Schools Enrolling 21-40% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Bella Vista	40	32	34	41
Franklin	28	40	26	44
Grant	24	62	18	62
Lockwood	36	58	17	69
Manzanita	23	54	19	60
Markham	32	51	18	71
Melrose	25	45	19	55
Stonehurst	26	60	14	69
Webster	31	55	11	78
Whittier	34	52	19	63
Total	30.6	50.2	19.2	62.0

Another 14 elementary schools in June 1963 had enrollments composed of over 80% Negro pupils. In 1963, the total Negro enrollment was 10,325 or an average of 94%. By the fall of 1965, the number had decreased slightly to 9,526 with the total percentage about 96.

14 Elementary Schools Enrolling Over 80% Negroes in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Brookfield	2	95	1	96
Bunche	0	98	0	96
Clawson	1	91	0	95
Cole	0	98	0	99
Durant	1	96	2	97
Golden Gate	4	92	2	95
Hammarskjold	3	95	3	96
Lafayette	2	88	2	94
Longfellow	1	95	0	97
Prescott	0	97	0	98
Santa Fe	3	90	1	96
Sobrante Park	4	93	6	91
Washington	5	90	2	96
Willow Manor	0	96	0	99
Total	2.0	93.6	1.5	95.8

It is evident that the ethnic composition of elementary schools over the city is changing. The change is slower in those with the most extreme imbalance and rapid in those with some semblance of racial balance at present.

Junior High Schools - Of the 15 junior high schools, three were predominantly white schools in June of 1963. They enrolled 118 or approximately 4% Negro pupils. In October, 1965, they enrolled 283 or approximately 10% Negro pupils.

3 Junior High Schools Enrolling Over 80% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Bret Harte	93	1	83	7
King	83	11	70	23
Montera	97	1	94	1
Total	91.1	4.3	82.6	9.9

Five junior high schools were classified as enrolling from 41% to 80% "other white" pupils in 1963. A total of 771 or 16% Negro pupils at that time had changed to 1540 or nearly 33% by fall of 1965.

5 Junior High Schools Enrolling 41-80% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Claremont	73	21	50	44
Frick	63	24	42	46
Hamilton	57	13	49	26
McChesney	65	12	51	24
Westlake	42	15	35	26
Total	58.7	16.3	45.6	32.6

Three junior high schools with "other white" percentages from 10 to 40 enrolled 1634 or 63% Negro pupils in 1963. Two years later--fall, 1965--there were 1949 or 74% Negro pupils.

3 Junior High Schools Enrolling 10-40% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Havenscourt	19	67	8	79
Roosevelt	18	48	11	58
Woodrow Wilson	18	75	7	87
Total	18.4	62.7	8.3	74.0

Three junior high schools could be classified as predominantly Negro schools in 1963. In each case, the enrollment was over 90% Negro. A total of 2501 or 93% of these students were Negro. In October, 1965, the number of Negro students had decreased slightly to 2356, although the percentage of Negro pupils increased.

3 Junior High Schools Enrolling Over 80% Negro in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Hoover	0	97	1	97
Lowell	1	92	1	97
Madison	3	93	2	97
Total	1.7	93.2	0.9	97.1

Senior High Schools - Of the six senior high schools, the racial count of June, 1963 indicated that one was 97% "other white," one 94% Negro, and four had fairly well-integrated populations.

Skyline enrolled only 12 Negro students in 1963, less than 1%. In 1965, there were 160 Negro students, over 7%.

Senior High School Enrolling Over 80% "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Skyline	97	0	88	7

The four high schools with mixed populations enrolled 2369 or approximately 30% Negro pupils in 1963. Two and a half years later the number had increased to 3972 and the percentage to 43.

4 Senior High Schools Enrolling Middle Percentages "Other Whites" in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
Castlemont	46	44	19	72
Fremont	68	14	52	25
Oakland	65	17	46	25
Oakland Technical	44	42	26	51
Total	55.5	29.5	34.2	43.2

McClymonds, the one high school with a predominance of Negro students in 1963, showed a slight increase in both number and percentage.

Senior High School Enrolling Over 80% Negro in 1963

School	1963		1965	
	% Other White	% Negro	% Other White	% Negro
McClymonds	1	94	0	98

The rapid change in ethnic representation at Castlemont High School is especially worthy of note in relation to population mobility and the difficulty of solving de facto segregation problems through adjustments of attendance bound-

aries. Several years ago, while controversy centered on McClymonds as a "Negro school" and Skyline as a "white school", Castlemont was seen as a well "integrated" school. It will be seen above that in a period of 2½ years the Castlemont percentage of Negro students increased from 44 to 72 while the percentage of "other white" students decreased from 46 to 19. Castlemont in a relatively small number of years has gone from a small number of Negro students, to a reasonable ethnic representation, to a preponderance of Negro students. It has almost gone full cycle from segregated (white), to integrated, to "resegregated" (Negro).

In fact, as shown in the Tables above, every senior high school, even McClymonds, is increasing in number and percentage of Negro pupils. In the total senior high school enrollment the number of Negro pupils increased from 3331 (31%) to 4733 (40%) between June, 1963 and October, 1965.

In any study of the problem of de facto segregation in Oakland in relation to attendance boundaries, it becomes immediately apparent that the difficult problem areas are separated by both distance and elevation--the hill areas and the waterfront. In schools located in the broad band through the middle of the city, integration is taking place at a rapid rate. Further, within a short span of time considerable improvement in racial representation is being achieved in the so-called "hill area" schools both through residential patterns and by the enrollment options which will be discussed later. However, as in other large cities, the de facto segregation in Oakland which poses the most difficult and baffling problem is that which exists in the low socio-economic areas bordering our waterfront.

The State Commission on Equal Opportunities in Education, although recognizing the mobility of population throughout Oakland, concentrated its attention upon extreme geographical areas represented by Skyline High School, McClymonds High School, and Madison Junior High School. The State Commission did not believe that boundary changes could offer any real solution and recommended some form of optional enrollment.

As members of the staff advisory committee have studied the racial statistics for the many schools over the past four years, it has become evident that neither wholesale and arbitrary transportation of pupils nor continuing manipulation of school attendance boundaries offer real solutions to the problem of de facto segregation and racial imbalance in schools. The most desirable long term objective appears to be that of working toward elimination of the impact of boundary restrictions and toward more complete freedom of choice of school to be attended.

Although no real and lasting solution to de facto segregation appears to be possible through boundary changes, it is essential that no opportunity to lessen the impact of de facto segregation be overlooked. Consequently, there should be continual reassessment of school attendance areas in the light of the most recent racial census of pupils. Further, the location of future schools and the drawing of any new attendance boundaries must be given careful consideration. The racial composition of many Oakland schools is changing at such a rapid pace that no recommendation made at this time could possibly be valid five years hence. However, experience would seem to indicate that elementary schools will continue to be neighborhood schools. New secondary schools on the other hand should probably be located in the central residential areas in order to draw upon a good representation of the various socio-economic levels of the city.

EXPERIMENTATION WITH VARIATIONS IN ATTENDANCE PLANS

"Open enrollment plans" have been widely criticized. In a recent White House Conference there was critical reference to such "pseudo-programs" as "open enrollment and other voluntary transfer plans". It was also stated that "no plans which place the primary burden upon the parent and child rather than requiring the school system to reform or reorganize itself can be considered effective means of desegregation".

Such criticisms overlook the fact that open enrollment plans and other variations in attendance boundary regulations have values beyond the direct

impact upon ethnic representation in schools. The following quotation from the Citizens Advisory Committee on Equal Educational Opportunities for Detroit stresses this point:

> "Perhaps the most forceful reason in favor of such a plan is its psychological importance and its usefulness as a solution for the individual. Kurt Lewin, the noted topological psychologist, has said that whenever barriers are placed in the way of individuals or groups seeking to achieve life goals, this generates feelings of frustration and deep hostility. Such barriers, he points out, can be real barriers (such as limiting where people live) or psychological barriers (where people "feel" there are valid reasons why they cannot achieve a goal). Removing the barrier imposed by rigid school boundaries, it is said, if it could be worked out administratively, could contribute greatly to the lessening of growing tensions among parents of children in lower socio-economic areas."[7]

A number of Oakland developments have been designated as "open enrollment plans". Although they have some features of such plans, their purpose, the careful planning, and the method of application distinguish them from many "open enrollment plans".

Oakland is concluding its third year of experimentation with variations in school attendance opportunities and has evidence to show something of their effectiveness. The purpose has been threefold: to improve ethnic representation in certain schools, to lessen the psychological impact of school attendance boundaries as impassable and frustrating obstacles, and to utilize more effectively the available classroom facilities.

Students were provided with opportunities to attend any of the elementary, junior, or senior high schools in which room was available. The registration period was established in the spring of the school year for fall attendance and pupils were accepted on a first-come-first-serve basis.

But Oakland's experimentation goes far beyond this simple and usual "open enrollment plan". There is publication of the facts of enrollment possibilities at local school sites, particularly in schools with a preponderance of minority pupils, discussion by principals with parent groups, encouragement of parents and pupils to consider the possibilities. There is also an attempt through in-service training and parent discussion groups in receiving schools to insure

that transferring students will have a chance to become truly part of their new school. Even more important is the feature of planned feeder patterns (as in the junior high schools mentioned below) by which certain schools with heavy minority enrollments are given preferential treatment resulting in additional opportunities. The effectiveness of this experimentation has been further increased by the fact that the Board of Education has been willing to go beyond utilization of existing facilities and to provide additional classrooms and other facilities in some schools to promote better ethnic representation.

At the elementary level there have been from 41 to 47 elementary schools offering open enrollment opportunities each year. Some 11 have been schools now or formerly in the classification of over 90% "other whites", and most of the remaining schools in the 40-80% "other white" category. As would be expected, the elementary schools had the smallest movement of open enrollment pupils of any division of the district. Figures indicate a range of from 72 to 98 elementary pupils taking advantage of open enrollment opportunities each year. However, it should be noted that some improvements in racial representation have been achieved in "hill area" elementary schools due to this plan.

At the junior high school level there have been eight or nine schools offering enrollment opportunities each year. Some have been schools now or formerly in the classification of over 90% "other whites", and again most of the remaining schools were in the 40% to 80% "other white" category. Pupils at the junior high school level took greatest advantage of optional enrollment opportunities. Each year from 330 to 678 pupils have transferred to other junior high schools under this plan. Significant improvements have been effected in the racial representation at a number of junior high schools through these opportunities and one de facto segregated junior high school was phased out during this same period. There is a need for a plan of continual enrollment opportunity at the junior high school level. Further, the possibility of extending some variation of the recommendation of the State Commission on Equal Opportunities in

Education regarding Skyline High School to two junior high schools is being explored.

Of the six Oakland senior high schools, two have presented major sources of controversy because of racial imbalance. McClymonds has a student body almost entirely composed of Negroes. On the other hand, Skyline at its opening in the fall of 1961 was close to 100% Caucasian. These two schools have been the objects of repeated investigations and heated argument. Many recommendations and proposed solutions have been put forward. Unfortunately, the recommendations have been diverse and somewhat contradictory.

Under the optional plan only three high schools offered enrollment opportunities during the first year. In succeeding years this number was reduced to one--McClymonds High School. However, the key concern was with Skyline High School where there were no opportunities because of the general policy of limiting enrollment to building capacity. Consequently, at the direction of the Board of Education a special plan was developed for Skyline High School and the Board financed additional classrooms and related facilities to accommodate the increased enrollment. This plan provided an opportunity for approximately 5% of the 9th grade class of each junior high school outside of the Skyline High School boundaries to attend that high school.

Subsequently, the State Commission on Equal Opportunities in Education offered a recommendation to extend unlimited attendance opportunities at Skyline High School to the 9th grade students from the three junior high schools with the highest percentage of Negro pupils: Lowell, Hoover, and Madison. This recommendation was accepted by the Board and has in a sense actually changed the Skyline High School boundaries.

The Skyline special enrollment plans have been in operation for two years, in 1964 on the basis of equal enrollment opportunities to all junior high schools and in 1965 with the above unlimited attendance opportunities provided for students of the three "Negro" junior high schools--Lowell, Hoover, and Madison. Through these plans, substantial progress is being made in changing the racial

composition of Skyline High School. In the fall of 1965, the percentage of Negro pupils in the entering 10th grade was 15% as against 8% in the junior class and less than 1% in the senior class. Continuation of these present opportunities for enrollment should gradually produce a fair representation of various ethnic groups at this school.

Continuation and desirable expansion of these various lines of action to secure better ethnic representation in larger numbers of schools and to decrease the effects of de facto segregated educational experience will require substantial financial support. The recommendations being made include provision for additional classrooms and facilities at certain school sites.

TRANSPORTATION OF PUPILS

Provision of free transportation of pupils to schools in other neighborhoods is frequently assumed to be the simple, direct, and rapid way of ending de facto segregation. In reality this is a complicated subject with many aspects. The probable effectiveness of such a proposal in eliminating de facto school segregation in Oakland, the acceptability to the total community, as well as the ability of the school district to finance an extensive system of transportation, must all be weighed and considered.

It must be recognized that de facto segregation does not involve a single ethnic group. There are schools composed of de facto segregated Caucasians and of de facto segregated Negroes. Busing of either group alone will improve racial representation in the receiving school but not in the sending school. In order to have a major and immediate effect on de facto segregation, an extensive and elaborate system of shuttling pupils in both directions all over the city would be necessary. The experience of other large school districts suggests that the result would be massive resistance from many in the community and a hastening of the migration of Caucasians to suburban areas.

The racial census of the Oakland schools indicates that through continuing changes of residence and movement of people supplemented by various special enrollment opportunities there is a definitely increasing representation of

"minority group" pupils in formerly predominantly "other white" student bodies. The trend toward naturally integrated neighborhoods has been rapid and is especially evident in some of the secondary schools with their large attendance areas. Because of the movement of minorities into all residential areas of the city, the need or the desirability for providing free transportation of pupils to correct racial imbalance might well be questioned. The ultimate, in fact the only real solution, must be the achievement of integrated schools reflecting integrated residential patterns. Progress is being made toward this end.

A discussion of busing of pupils to other neighborhoods must recognize the fact that strong positions have already been taken and that feelings, emotions, and antagonisms are easily aroused. For some in the community the busing of pupils is the only clear-cut solution to de facto segregation. For others the possibility of busing children out of the immediate neighborhood is threatening and they are definitely opposed. Neither of these reactions is characteristic of particular residential areas of the city nor is it held by any one ethnic group. There are Negroes as well as Caucasians who are for and against the busing of their children.

Any recommendation or any course of action taken by the Oakland Board of Education with regard to busing of pupils must involve careful consideration of the feelings and emotions of people. Before action is taken, the parents and others concerned must have full explanation and reassurance that no child will be required to attend school in another neighborhood.

In Oakland, the Board of Education has had a long-standing record of reluctance to become involved in transportation because of the financial burden. Bus routes partially supported by the school district have been necessitated largely by lack of public transportation. The number of these routes has steadily decreased as public transportation has improved, and negotiations are presently underway to terminate all district support of the remaining school bus routes.

Further, a traditional policy of providing pupils with free public transportation based upon distance from the school was abandoned in 1965. Relying upon state reimbursement, the Oakland Unified School District does continue to provide free public transportation to "out of boundary" pupils attending classes for the gifted or the mentally retarded and to pupils with severe physical handicaps.

In other school districts, free transportation has frequently been used to take pupils from overcrowded schools to places where there is room available. In most of these situations, as in Oakland, rapid population increases have strained and crowded school facilities in some minority neighborhoods. There are at the same time a relatively small number of under-capacity schools in neighborhoods which are predominantly Caucasian. Busing of children to other schools for the specific purpose of utilizing empty classrooms may be considered as a practical and budgetary matter. It may at the same time be a method of producing definite improvement in ethnic representation of a number of schools.

Oakland cannot embark on a plan of wholesale and compulsory two-way busing for a number of reasons. As indicated above it would almost certainly be refused and rejected by many parents. Furthermore, there is the practical fact that the Oakland school district cannot possibly finance such an undertaking without crippling other programs. Finally, and equally important, it would mean abandoning the principle of increasing flexibility of attendance boundaries and of opportunities for voluntary choice to which we are committed. Instead there would be more restriction, rigidity, and compulsion.

While rejecting any plan of widescale busing of pupils there may be justification for a limited amount of free transportation of pupils for the specific purpose of utilizing empty classrooms in particular schools. This becomes especially desirable in cases where improvement in racial representation would result. It is recommended that the Board of Education give definite thought to a plan of offering a limited amount of free transportation to pupils in a small number of crowded elementary schools of underprivileged minority neighborhoods

so that they may attend certain other schools with under-utilized facilities. This should be considered an interim measure pending further movements of population and the progress made toward naturally integrated neighborhoods. Emphasis should be placed on the fact that participation would be voluntary. An additional suggestion is the use of the public transportation system rather than special charter buses. Charter buses do have the advantage of planned routes, loading stops, and time schedules. However, they are almost inevitably "segregated" under these circumstances and do not offer the more integrated experience of public transportation. Moreover, the charter bus regiments the time of arrival and departure of "out of boundary" pupils and prevents full participation in activities before and after school.

A limited amount of free pupil transportation would be one more indication of the commitment of the Board of Education to its written policy:

> "It is the policy of this district to alleviate racial imbalance and the associated educational problems, and to achieve effective integration insofar as reasonably feasible." (Section 1001-2, Rules, Regulatt Policies, Board of Education, Oakland Unified School District)

This commitment further requires that the school district continue to search for ways of furthering integration including, when appropriate and possible, the use of free transportation for pupils.

PROBLEMS OF EAST OAKLAND

The rapid shift in the population of the Castlemont area has been discussed above. Other areas in central and east Oakland have also had marked and sudden changes in ethnic composition. The statistics presented, covering the past 2½ years, reflect some of these changes. Heavy in-migration of Negroes over the past 10 years has been particularly evident in such areas as 23rd Avenue, Fruitvale, Lockwood, and Brookfield. At the same time there has been out-migration affecting particularly the groups of Spanish-speaking and "other whites".

Part of the population changes have been due to housing developments. The Oakland Housing Authority and the City Council in expanding certain housing

projects and adding new ones have nearly doubled the number of dwelling units in some sections of East Oakland. The temporary Lockwood Gardens Annex was reconstructed and made permanent. San Antonio Villa was built to provide 178 units specifically designed for families with a large number of children. Tassafaranga Village is now nearly finished and will add 105 units again specifically designed for large families.

Thus, in these eastern sections of the city there have been not only ethnic changes in population but also a great increase in numbers of children. The overcrowding and pressure on school facilities has been particularly heavy in such schools as Lockwood, Woodland, Highland, Whittier, and Havenscourt.

SPECIAL PROBLEMS OF WEST OAKLAND

De facto segregation and deprivation in McClymonds High School and the entire West Oakland area are especially difficult to eliminate. McClymonds differs from the other five Oakland high schools in two respects. It is located in an unattractive, crowded neighborhood. The majority of its students come from disadvantaged homes and they are largely Negro. Inevitably the nature of the neighborhood and of the student population is reflected in the school. Large numbers of these children entered elementary school with handicaps related to skills, information, attitudes, aspirations, and despite the efforts of capable teachers in the elementary and junior high schools these conditions have not been overcome. In the high school a limited number of students complete college preparatory courses with distinction and are accepted by the various colleges and universities. Too many, however, achieve at less than their full potential or become discouraged and drop out of school.

It is obvious that efforts of the school district to shift attendance boundaries or even to find a new location for McClymonds High School would be ineffective. Furthermore, proposals that McClymonds be phased out or eliminated as a school are neither practicable nor feasible. McClymonds is a relatively new and well-built school plant representing a value to the district of approximately four and a half million dollars. In the face of the present financial

plight of the school district, abandonment of this site and construction of equivalent facilities elsewhere could be judged as fiscal irresponsibility. Despite criticism and public clamor, McClymonds is a fine school with an excellent educational program, a competent and dedicated faculty, and many loyal students and alumni. It is a comprehensive high school with all of the standard offerings for students with a wide range of abilities.

Concentrated and drastic plans going far beyond anything the school district can accomplish by itself are needed to change the whole situation in the West Oakland area. Fortunately, there are many developments in the community which appear to be converging toward that end.

Urban Redevelopment Agency - In 1958, with the prospect of federal funds, the City of Oakland established the Urban Redevelopment Agency and set out to develop proposals to implement the redevelopment of West Oakland.

General Neighborhood Renewal Plan - Recognizing the critical need for improving conditions in West Oakland, the City Council adopted the General Neighborhood Renewal Plan in 1959. This plan covered about half of the general area of the McClymonds High School attendance boundary and provided for a long term study of the future business, commercial, and residential uses of the land. Zoning for future developments was to be adopted, and sub-area projects were to be initiated to accomplish rebuilding, rehabilitation, and/or conservation. The separation of noncompatible uses would also be achieved.

Acorn Project - One of several integral parts of the general plan of renewal is Acorn Project. This project, bounded by 10th Street, Brush Street, First Street, and Union Street, includes about 100 acres. It is the first Urban Renewal project for West Oakland and will achieve the rebuilding of one of the oldest areas of the city. Industrial and residential uses will be separated, and 800 new dwelling units will be created. Some 200 of these will be for the elderly and 600 for families with children. An elementary school enrollment of approximately 600 is estimated. A new school plant is needed for these children--actually a replacement for the former Tompkins School which was located in the

part of the Acorn Project now diverted to industrial use. The Redevelopment Agency and the Board of Education are hoping to achieve an ethnically integrated school to serve the new project. The successful integration of this student body is entirely dependent upon the degree to which the Redevelopment Agency is able to develop an integrated and racially representative residential area. All agencies and institutions concerned are working hard to attain these objectives and to provide a demonstration of future wide scale possibilities in West Oakland.

Oak Center Project - A second important part of the general renewal plan in West Oakland is the Oak Center Project. It is bounded by 10th Street, Brush Street, 18th Street, and Cypress Street, and includes 125 acres. The commercial and industrial areas are smaller than in Acorn Project and are mainly in the western section. Much more rehabilitation and conservation will be done than in Acorn and less redevelopment. Specific plans are being developed now and are soon to be submitted to the federal government.

Need for a larger view of a community problem - In considering the problem of McClymonds High School, the staff advisory committee held three discussion sessions with Mr. John Williams, Executive Director of the Redevelopment Agency. A tour was made of the redevelopment area and of the McClymonds High School plant. After considerable discussion it was the judgment of the committee and Mr. Williams that every effort should be made to continue McClymonds as a high school and in his words "to bring the community back to the school".

It was quite obvious to the committee that a total community effort involving a renewal of the entire area would be necessary to achieve the goal of maximum use of this multimillion dollar plant and to alleviate the condition of de facto segregation. A massive effort should be made to change the whole character of West Oakland. With total community cooperation it is possible to envision an attractive, spacious, and racially integrated area. It must provide single residences and high rise apartment buildings--desirable living accommodations for every level of income. From the point of view of the school district the ultimate elimination of de facto segregation in West Oakland hinges upon the

complete renewal and redevelopment which will include changing the character of the enrironment of McClymonds. Demolition of obsolete buildings, development of park and recreation areas, and transition to large and attractive educational complexes are among the possibilities.

In the judgment of the members of the staff advisory committee, it appears that the redevelopment of the McClymonds High School area under the urban redevelopment program could well produce substantial financial assistance to the city of Oakland in solving some of our key social problems. De facto segregation is a community problem and only by coordinating efforts in the areas of housing, education, and employment can we develop any substantial solutions. With the federal matching funds for physical rebuilding, through urban renewal and the possibility of Ford Foundation funds for human development, the redevelopment of the McClymonds High School area could well be a most significant factor in determining the future progress of the City of Oakland.

Cooperative action with University of California - In another area of operation, the Superintendent, the Department of Special Urban Educational Services, the assistant superintendents, the directors of instruction, and the principals in West Oakland have been developing a proposal for improving the educational achievement of the students in the area. As part of the general plan, a joint project with the University of California will coordinate the efforts of the University of California and the Oakland Public Schools in the McClymonds High School area. This project has been presented to Mr. Paul Ylvisaker of the Ford Foundation with the hope of receiving financial assistance from the Foundation for a planning grant followed by a longitudinal study. The project would include closed circuit television, the use of university faculty for instruction, and the development of new counseling and guidance techniques for culturally disadvantaged youth.

In the preliminary discussion, the representatives of the Ford Foundation, Mr. Ylvisaker, Mr. Henry Saltzman, and Mr. Cliff Campbell, expressed keen

interest in this unique proposal to coordinate the staff efforts of a leading university and a large school district toward developing solutions to the educational problems of disadvantaged youth. However, they each considered a community commitment to the redevelopment of the McClymonds area as the key to the Ford Foundation involvement in this proposal; such a commitment could only be given by the City Council, the Board of Education, public and private agencies, and community leaders.

In addition, such an arrangement with the University of California could well include a coordination of effort at the elementary and junior high school level. The new elementary school to be erected in the Acorn redevelopment area could be constructed with a view toward utilizing many of the new experimental teaching techniques and programs. Every effort would be expended to develop an outstanding educational program in order that the school would add substantially to the attractiveness of the area and assist in the success of the redevelopment project.

Only in such directions can there be hope for the future of West Oakland and ultimate solution for the problems presented by McClymonds and other schools of the area. Obviously, total community commitment, much time, and substantial funds will be required. In the meantime a great deal can be done to improve educational opportunity in West Oakland, to improve the outlook for disadvantaged pupils, and to alleviate the harmful effects of de facto segregation and racial imbalance. Guidelines for the educational programs and recommendations for such efforts are presented in other sections of this report.

RECOMMENDATIONS ON DE FACTO SEGREGATION

SCHOOL ATTENDANCE BOUNDARIES

1. Through the Department of Individual Guidance and Attendance, the school administration should continue to work toward greater flexibility in the administration of school attendance boundary regulations.

2. The Oakland Board of Education should continue to conduct an annual ethnic census of students by schools. School attendance boundaries and the administrative regulations should be continually reexamined in the light of these data for possible changes resulting in improved racial representation.

OPTIONAL ENROLLMENT PROCEDURES

1. A continuous optional enrollment procedure should be established, offering parents the opportunity to enroll children in any school, whenever room is available during the school year.
2. Waiting lists of applicants should be maintained when a school has reached capacity and parents notified as openings occur during the school year.

SELECTIVE FEEDER PATTERNS IN SCHOOL ATTENDANCE

1. Continue the Skyline High School selective feeder pattern for junior high schools outside the Skyline boundaries along with the unlimited enrollment opportunities offered to students from Hoover, Lowell, and Madison junior high schools. This program should be continued subject to limitations of school site and central facilities.
2. Consideration should be given to providing additional classrooms and related facilities at Montera Junior High School and possibly at Bret Harte Junior High School in order to make possible a selective feeder plan for the improvement of racial representation in these schools. Contributing elementary schools should be those in the Hoover, Lowell, and Madison Junior high school attendance areas.
3. Consideration should be given to providing additional classrooms and related facilities for a number of elementary schools such as Joaquin Miller, Montclair, and Thornhill in order to facilitate a selective feeder plan to improve racial representation.

4. To supplement optional enrollment, a selective feeder plan should be developed for the following elementary schools in which room currently is available:

Burckhalter	Maxwell Park	Sherman
Howard	Redwood Heights	Swett
Marshall	Sequoia	

Children living within the Highland, Lockwood, and Woodland attendance boundaries should be given particular encouragement to take advantage of these enrollment opportunities due to the concentration of population and overcrowding in these areas. Serious consideration should be given to offering students from these three schools free public transportation on the basis presently provided to special class (educable mentally retarded) and gifted students.

URBAN REDEVELOPMENT

1. Recognizing that de facto segregation is not alone a school problem but a community problem, the Oakland Board of Education should continue to cooperate with other agencies and assist in providing leadership to mobilize community support for the complete redevelopment of the McClymonds High School attendance area.
2. The school administration should continue to work with the Redevelopment Agency on the planning of the "Acorn Project Elementary School". Every effort should be made to select a school site which would permit limiting the attendance area of the new school to the redevelopment area. Such a procedure would insure that the student body would reflect the racial pattern in the residential area of the Acorn Project. It must be emphasized that this school will have an "integrated" student body only to the extent that the residential area is integrated within the school's attendance boundaries.

UNIVERSITY OF CALIFORNIA DEMONSTRATION PROJECT

1. Every effort should be made to implement the demonstration project presently under consideration by the Oakland Unified School District and the University

of California for the McClymonds High School attendance area. Although this project is more specifically related to compensatory education, it is recognized that in coordination with urban redevelopment such a project could be an important factor in reducing de facto segregation.

FUTURE SCHOOL CONSTRUCTION

1. Every effort should be made to select new school sites so that surrounding areas will provide multi-ethnic student bodies. In the future there should be serious consideration of the possibility of some large educational complexes (sometimes called educational parks) accessible to pupils from a wide geographical cross section of the city.
2. Decisions on school site selection and school construction should be related to continuing ethnic studies of student populations.

CHAPTER III

COMPENSATORY EDUCATION

THE PROBLEM

The handicaps of some minority group members living in a slum area are multiple, complex, and interacting. Physically, there is need for better homes, better nutrition, better medical care. Psychologically, there is need to see a ray of hope and a pathway to a better life. Economically, there is need for jobs and a place in productive America. In terms of a democratic society there must be equality of human rights and an end to discrimination. Not all of these can be provided or accomplished by the schools alone. Virtually all are dependent upon cooperative community action. The schools, however, are responsible for education and there is an enormous educational job to do. Much more is needed than "integration" if the present generation of disadvantaged young people is to be served. One obvious direction for intensive effort is indicated by the term "compensatory education."

Education must assist in breaking through the cycle of disadvantage and defeat. A democratic society cannot afford the loss and misdirection of the abilities of large groups of its population. Education, jobs, and opportunities must be provided. A specific part which the school must play is that of making certain that minority youth is trained for jobs and opportunities. Educational programs to meet the needs of individuals and to remove barriers to individual development so that all have full status in the functioning American society is the task of compensatory education.

DISADVANTAGED PUPILS

The cultural-educational deficiencies of pupils in slum areas have been carefully studied and described by a number of writers. There is substantial agreement on some of the handicaps and special needs of these pupils. It should be noted that the deficiencies and handicaps are only incidentally related to race. The characteristics are those of the lower class, the poverty stricken,

the deprived, the intellectually under-developed, regardless of race.

Some children are badly handicapped when they enter the public schools, their progress is often slow, and their retardation increases with years in school. Neither the psychological equipment which they bring to school nor the culture of the family and neighborhood sustain prolonged educational effort. These children are sometimes described as reluctant learners. Attendance is irregular, motivation is lacking, home support of schooling is at best inconsistent. They may leave school early, join the ranks of the unemployed, and continue the generation-to-generation cycle of disadvantage. Often they come from a home where the parents do not know how, or are not able, to do the things which the middle-class parent does to assure his child's progress in school. Routine, consistent discipline, rest and adequate nutrition, a quiet place to study, help with homework, interest and encouragement in school activities, acceptance of the importance of regular school attendance, are taken for granted as the parent's contributions in some segments of our society. Yet these important aids may all be missing in the homes of the disadvantaged.

Programs and educational recommendations for the preschool, kindergarten, and early elementary grades must recognize that these children frequently enter school with some of the following handicaps:

a. Language and vocabulary deficiency
b. Speech patterns differing from those of the major segments of the community
c. Limited exposure to the variety of experiences necessary for perceptual, conceptual, and intellectual development
d. Retardation in personal and social development, evidenced in such areas as ability to follow directions, to be punctual, to take self responsibility, to play and work cooperatively with other children
e. Lack of interest, motivation, zeal, for the verbal-intellectual aims of the classroom and the teacher. Unlike many middle-class children, these do not come to school with a desire to learn.

It is evident that work with parents as well as programs for young children are needed to overcome some of these handicaps. The total compensatory education effort must include a variety of approaches to the home and the parents.

As the children grow older, other psychological and sociological factors become increasingly important. Poor school performance, awareness of minority

status, evidences of discrimination, inequality of opportunity, tend to produce attitudes of failure, hopelessness, and inferiority. The minority group children may accept society's apparent low evaluation of their talents and abilities. School failure both results from and increases lack of interest and of motivation. Irregular attendance, truancy, and "dropping out" seem almost inevitable under these circumstances. Ultimately it is to be hoped that preventive programs in early childhood years will eliminate much of the later educational tragedy. In the meantime, however, the total program of compensatory education must include major emphasis upon guidance, counseling, and remedial work. Methods must be found to develop interest and motivation, to replace the attitude of frustration with a knowledge that there are opportunities, and to raise the level of aspiration.

Much has been said about the handicaps and limitations of the culturally disadvantaged. Such identification of characteristics which limit or impede school progress helps in formulating new school programs. At the same time it should be remembered that generally we are dealing with difference rather than inferiority. Dr. Frank Riessman, author of "The Culturally Disadvantaged Child" has well pointed out that the very terms used - "deprived", "disadvantaged", "impoverished", "handicapped", automatically connote inferiority. These children do not lack "culture" but in response to their environment have developed a different and entirely appropriate culture. Learning ability is not absent but the style of learning may be unlike that of the typical middle class child entering school. Riessman has indicated the natural tendency to focus upon the negative and to overlook the positive when we are faced with differences in people. He mentions some of the healthy strengths and values of the disadvantaged segments of our population, such as the real concern for education even though it may be accompanied by distrust of "schools"; the realistic outlook on the world; the warmth and humor; the ability to form easy and comfortable relationships with others; even the basic conservativism and adherence to tradition.

Robert C. Weaver[9] has gone even further in stating:

> ".....their values - although strikingly different from those of the dominant groups in our society - are not only utilitarian but worthy of emulation. Many of their patterns of behavior while unacceptable to the majority, may be compatible with successful urban living; others will require modification...."

A number of other warnings and cautions should accompany an attempt to make generalizations about any group. Such generalizations can be useful at times but they can also lead to over-generalization, to labeling of whole groups instead of looking at individuals. Education must always focus attention upon the individual even though general educational planning is facilitated by generalized statements.

Negro pupils - Since Negroes are the largest and most disadvantaged minority group in Oakland it will be assumed that this has been a description of their plight and their characteristics. What has been said does apply to many Negroes in Oakland. However, it should be repeated that these educational and economic disadvantages reflect poverty, poor environments, lack of opportunity, rather than ethnic group. It is important to remember that while some Negroes live in slum-like neighborhoods, are uneducated, untrained, unemployed, there are many others living in every section of the community, with the highest levels of education, and engaged in every occupation and profession. Generalizations are indeed dangerous and deceptive.

There are many other minority groups in Oakland that could be singled out for discussion. Some have apparent disadvantages that demand special educational programs. Others seem to have made admirable adjustments to the schools and the community. Two substantial minorities do merit special mention.

Pupils of Spanish language background - Pupils with Spanish language backgrounds constitute 8% to 10% of the enrollment in the Oakland schools. These pupils are not evenly spread throughout the schools but tend to be concentrated in certain geographical areas. One third of all elementary pupils identified as having Spanish surnames are enrolled in seven schools - Garfield, Hawthorne, Jefferson, Lazear, Lincoln, Horace Mann, and Melrose. The percentages of such

pupils in these schools range from 20% to 39%. The remaining pupils with Spanish surnames are more widely distributed in smaller numbers throughout the district.

Pupils of Spanish language backgrounds, particularly those whose parents have clustered together in less privileged residential areas, and have for various reasons been divorced from the mainstream of American economic and cultural development, have definite educational needs. Often they have limited mastery of their native Spanish as well as of English. The parents may have difficulty in communicating with the school and in understanding its programs. Teachers, counselors, and community workers who are fluent in the two languages can help to bridge the gap in communication. The fact that there are still such groups living in ghetto-like circumstances in California is a tragic commentary on our society.

The Oakland program of compensatory education must include special programs and planning for these pupils. The programs will be aimed at improving language skills in both Spanish and English, developing a feeling of pride in bilingualism and in the Spanish heritage, utilizing the Spanish-American cultural background as a source of interest and motivation, providing special curricular materials which emphasize the contribution of Mexico and Spain to the development and culture of Western United States, especially of California. Programs of these kinds should not only improve the educational attainment and growth of these particular pupils but should also be used to enrich and stimulate the whole educational scene in Oakland.

Pupils of Oriental origin - Approximately 5% of the elementary school pupils are of Oriental ancestry. The Oriental-Americans have brought with them behavior patterns and cultural values often compatible with the American educational and economic scene. Due to this fact they have survived the discriminatory treatment of their earlier years on the Pacific Coast and have truly made a place for themselves.

The adaptation of citizens of Oriental ancestry is especially interesting and even surprising in view of the fact that so much of Oriental custom and

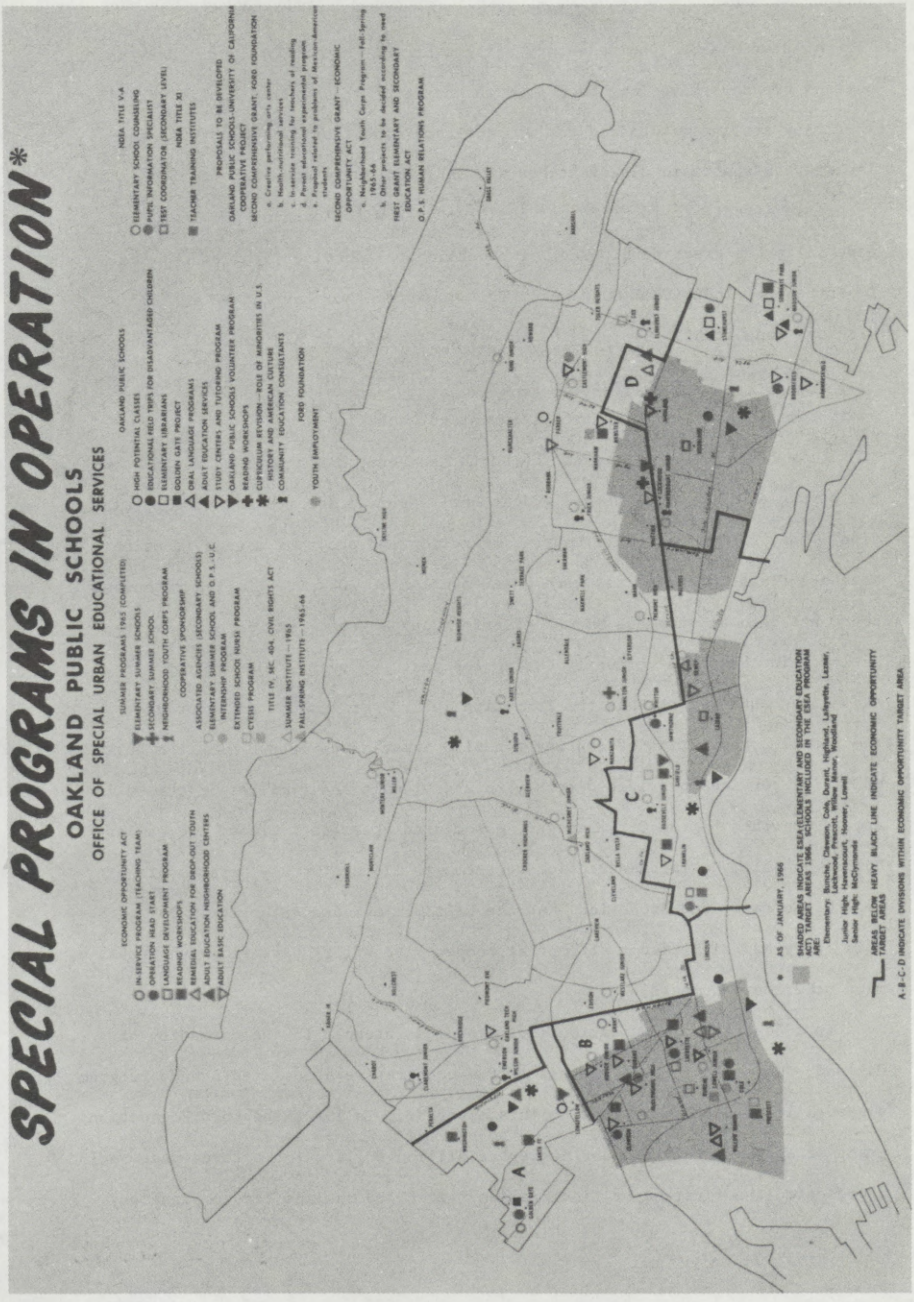
tradition has been maintained and that like other minority groups they have tended to cluster together in particular residential areas. Approximately 55% of Oakland's elementary school pupils of Oriental origin are enrolled in six schools - Bella Vista, Cleveland, Crocker Highlands, Edison, Lakeview, and Lincoln. The percentages in these schools range from 12% to 55%.

There appears to be no need for special compensatory education programs for these pupils. In general their adjustment and levels of achievement are very satisfactory.

POLICIES ON COMPENSATORY EDUCATION

While there is no simple statement of the Oakland Board of Education's policy on compensatory education, its commitment and intentions are to be found in courses of action taken over many years. A report prepared in 1962 by Dr. Stuart S. Phillips, "The Problem of the Low Achiever",[10] presents a comprehensive account of many of these earlier developments. The Oakland Unified School District has long accepted the principle of special services and programs for children too handicapped to make regular progress in standard educational programs. In the nineteen twenties and thirties Oakland pioneered in many special education programs. At least 25 years ago educational-cultural disadvantage was recognized as one of the conditions requiring special help. Throughout this period a differential basis of allotting teachers has been in effect. In schools where test results indicate large numbers of low-achieving pupils, additional teachers have been assigned and size of class lowered.

The policies of the Oakland Unified School District and its commitment to compensatory education are further evidenced by the great variety of special programs already in existence. Some of these are described in Oakland's "Programs in Operation, 1965-66"[11] and "Digest of Approved Special Projects".[12] The accompanying map (next page) shows graphically the large number, diversity, and geographical distribution, of these programs


SPECIAL PROGRAMS IN OPERATION*
OAKLAND PUBLIC SCHOOLS
OFFICE OF SPECIAL URBAN EDUCATIONAL SERVICES
ECONOMIC OPPORTUNITY ACT
IN-SERVICE PROGRAM (TEACHING TEAM)
OPERATION HEAD START
LANGUAGE DEVELOPMENT PROGRAM
READING WORKSHOPS
REMEDIAL EDUCATION FOR DROP-OUT YOUTH
ADULT EDUCATION NEIGHBORHOOD CENTERS
ADULT BASIC EDUCATION
SUMMER PROGRAMS 1965 (COMPLETED)
ELEMENTARY SUMMER SCHOOLS
SECONDARY SUMMER SCHOOL
NEIGHBORHOOD YOUTH CORPS PROGRAM
COOPERATIVE SPONSORSHIP
ASSOCIATED AGENCIES (SECONDARY SCHOOLS)
ELEMENTARY SUMMER SCHOOL AND O.P.S.-U.C.
INTERNSHIP PROGRAM
EXTENDED SCHOOL NURSE PROGRAM
CYESS PROGRAM
TITLE IV, SEC. 404, CIVIL RIGHTS ACT 1964
SUMMER INSTITUTE—1965
FALL-SPRING INSTITUTE—1965-66
OAKLAND PUBLIC SCHOOLS
HIGH POTENTIAL CLASSES
EDUCATIONAL FIELD TRIPS FOR DISADVANTAGED CHILDREN
ELEMENTARY LIBRARIANS
GOLDEN GATE PROJECT
ORAL LANGUAGE PROGRAMS
ADULT EDUCATION SERVICES
STUDY CENTERS AND TUTORING PROGRAM
OAKLAND PUBLIC SCHOOLS VOLUNTEER PROGRAM
READING WORKSHOPS
CURRICULUM REVISION—ROLE OF MINORITIES IN U.S. HISTORY AND CULTURE
PRESCHOOL AGE CHILDREN
COMMUNITY EDUCATION CONSULTANTS
FORD FOUNDATION
YOUTH EMPLOYMENT
NDEA TITLE V-A
ELEMENTARY SCHOOL COUNSELING
PUPIL INFORMATION SPECIALIST
TEST COORDINATOR (SECONDARY LEVEL)
NDEA TITLE XI
TEACHER TRAINING INSTITUTES
PROPOSALS TO BE DEVELOPED
OAKLAND PUBLIC SCHOOLS-UNIVERSITY OF CALIFORNIA CONSORTIUM FOR SCHOOL IMPROVEMENT
SECOND COMPREHENSIVE GRANT, FORD FOUNDATION
a. Creative performing arts center
b. Health-nutritional services
c. In-service training for teachers of reading
d. Parent educational experimental program
e. Proposal related to problems of Mexican-American children
SECOND COMPREHENSIVE GRANT — ECONOMIC OPPORTUNITY ACT
a. Neighborhood Youth Corps Program—Fall-Spring 1965-66
b. Other projects to be funded according to need
FIRST GRANT ELEMENTARY AND SECONDARY EDUCATION ACT
O.P.S. HUMAN RELATIONS PROGRAM
* AS OF JANUARY, 1966
SHADED AREAS INDICATE ESEA (ELEMENTARY AND SECONDARY EDUCATION ACT) TARGET AREAS 1966. SCHOOLS INCLUDED IN THE ESEA PROGRAM ARE:
Elementary: Bunche, Clawson, Cole, Durant, Highland, Lafayette, Lazear, Ledesmal, Prescott, Willow Manor, Woodland
Junior High: McChesney, Roosevelt, Sankofa, Sobrante, Westlake
Senior High: McClymonds
AREAS BELOW HEAVY BLACK LINE INDICATE ECONOMIC OPPORTUNITY TARGET AREAS
A-B-C-D INDICATE DIVISIONS WITHIN ECONOMIC OPPORTUNITY TARGET AREA

ACTIONS AND DEVELOPMENTS

As stated above, compensatory efforts are not new in Oakland. Many important programs have long been so much a part of the Oakland Public Schools that they are not recognized as "compensatory education". Among these are lowered class size in disadvantaged schools, extensive special education programs, efforts to identify and assist pupils with learning problems, and especially the great development of psychological services provided by the Department of Individual Guidance. This department was organized in 1933 with one consultant. By 1962 the number of consultants had gradually increased to 11. In February, 1966, there are 21 consultants and the greater part of staff time is spent in the more disadvantaged schools.

Like other large cities of the North and West, Oakland since World War II has struggled to provide needed educational services for its changing population. Many of the desirable courses of action and programs were evident but adequate financial resources were never available. Despite limited resources there has been an enormous amount of effort and a great deal of cooperative activity in the whole community during the past ten years. One of the early and unique achievements was the formation in 1957 of Associated Agencies - the formal organization of the seven public agencies concerned with the bulk of social services provided directly to individuals and families in the Oakland area. Convened by the City Manager, Associated Agencies included the Oakland Public Schools, Oakland Recreation Department, Alameda County Departments of Health, Welfare, and Probation, and the California Youth Authority. Out of this early and significant attempt at cooperative effort have flowed a great many other developments.

In 1961 the Ford Foundation indicated its interest in the community of Oakland. Undoubtedly, the success of the cooperative Associated Agency Program played a large part in attracting this interest. In 1962, the Ford Foundation grant of approximately one and a quarter million dollars for a three year period represented the first major financial assistance to Oakland for compensatory

education and related programs serving the disadvantaged. A little over $400,000 was for school programs and the remainder for a wide variety of activities by other social agencies.

With the McAteer Act of 1963 the State of California also furnished some supplementary financing for compensatory programs. These additional funds were welcome and provided a real stimulus for the development of a number of pilot projects. They were not sufficient for the extensive effort that was necessary in Oakland.

Rather suddenly during the past year the financial situation has improved. Increasingly, state and federal funds are offered by various legislative actions. The Economic Opportunity Act and the Elementary and Secondary Education Act are among these. In addition, funds for specific types of programs are available from such sources as the National Defense Education Act, Federal Vocational Education Act, and from the U. S. Public Health Service.

During the current school year Oakland will receive two and a half million dollars for compensatory programs under the Elementary and Secondary Education Act. The new financing has probably been publicized in Oakland, as it has elsewhere, out of proportion to the relief it offers the school district. Many have assumed that there is now enough money to do all that is needed. Actually this amount represents about 6% of the current operating budget and will cover only part of the necessary programs. The Oakland schools continue to have great financial problems.

The new financial assistance, although long overdue and welcome, brings to the school district other problems, complications, and limitations. In the past the school district has of necessity planned carefully, weighed alternatives, and tried to develop programs in an orderly manner. With new funds available, often with immediate deadlines, and with limitations as to type of program likely to be supported, districts are almost forced to launch programs hastily. There is little time to choose which program will be the most appropriate supplement to

existing educational programs or whether some other use of staff and resources will better serve the needs of the community. There is also the problem of starting programs at odd times during the school year because of the date on which an application is approved. The varying sources of funds, each with its own machinery and purposes, makes for a great deal of confusion, overlap, and fragmentation of programs at the local level.

Emphasis or insistence upon the new or different tends to penalize the school district which is already doing a great deal. For example, if Oakland did not have extensive guidance and special service programs, or kindergartens, or counseling, these could probably be started with federal support. But generally there is little help for the obviously needed expansion of existing programs.

In addition, the stress placed by federal and state agencies upon the task-force, the specific, and the limited type of action program makes no provision for funds to meet the educational needs of the entire school district and community. Typically, such funds may not be used for widespread lowering of class size or for increasing salaries of classroom teachers, nor may they be used to provide additional classrooms.

The new sources of financial support have added greatly to the burden on existing staff and on district resources. Plans have to be developed, applications written in proper form, personnel selected and trained, staff time and local money committed, on the chance that a proposal will eventually be approved. Real dilemmas are presented to the local administration. Classrooms and facilities cannot be produced the day after an application is approved. They must be planned for in advance. Likewise, teachers must be selected, hired, and possibly given special training ahead of time. To what extent should the school district budget and commit part of its limited funds on the gamble that later a project will be approved? New programs usually require some extent of "matching" funds from the school district. Thus with each new program the district must budget some of its own funds in order to obtain financial assistance from the outside

source. Direct costs of some of the new programs can be determined, but the indirect costs may be less evident. They include additional work spread through many divisions, offices, and schools of the district and sometimes reach overwhelming proportions. All of this may tend to dilute, detract from, or interfere with the on-going functions of the school system.

According to the latest listing, on November 1, 1965, there were a total of 50 approved special projects. More are in various stages of planning. The Oakland Unified School District has just received approval for a number of programs under the Elementary and Secondary Education Act. Some of these were previously financed under the Economic Opportunity Act, many are new. The extent of the special activities in compensatory education is confusing and difficult to envisage. The school administration is especially conscious of the need for, and the difficulty of, coordinating these varied activities, which involve so many facets of the school operations. Definite steps have been taken toward coordination. One of the most important was the establishment of a Department of Special Urban Educational Services.[13] The Director, reporting directly to the Superintendent, is responsible "for coordinating the efforts of personnel throughout the school district in the development, operation, and evaluation of special programs and services to serve students whose progress in school is affected by various social, economic, and cultural disadvantages."

PROGRAM PLANNING

The intent of this section is to list the major elements, most of which are already underway, that must be included in the complete compensatory education effort for Oakland. The rationale and purpose for these elements have been presented in earlier parts of this chapter--particularly in the discussion of disadvantaged pupils.

The total program will cover the age range from preschool to adult. It will involve new directions for counseling and guidance, utilization of a variety of specialists, and the continuing search for better methods. The educational

effort must include a great number of programs and a variety of approaches. Direct work with children, remedial and preventive measures, are of first importance. There must be experimentation with new techniques of teaching and new instructional materials. Motivation, aspiration levels, and attitudes toward learning, are extremely important and methods of developing and directing these must be found. Work with parents, so that they can understand, assist, and support the educational progress of their children, is of particular importance in the program of compensatory education. Teacher aides and other lay workers from the community can make a definite contribution.

The significance of work with children in the preschool years has been mentioned. "Head Start" types of program to compensate for the environmental deficiencies described, efforts to ensure a good beginning in school, must be expanded. The success of such programs will depend in part on accompanying plans to communicate with parents, to help them to understand the school's aims, to enlist their support, and even to teach them how to assist in their children's academic progress. The rapidly developing activities of the Department of Adult Education reflect awareness of the need for this kind of effort.

The compensatory education program must provide many opportunities for enriching and extending the experiences of disadvantaged pupils. From the very earliest years these pupils should be introduced to features of the community beyond the immediate neighborhood. Excursions, talks, demonstrations, and exhibits should be planned for this purpose. At appropriate age levels the pupils, under guidance, should become acquainted with the geography of the Bay Area, with the cultural centers, and with the major governmental agencies. Musical programs, art exhibits, and similar experiences should be readily available to these pupils as they are to other children.

The program of compensatory education must place great emphasis upon the communication skills: language, vocabulary, speech, reading, and writing. The reasons for this emphasis are threefold:

a. Measurements and assessments indicate that the most frequent and most extensive handicaps of the disadvantaged are in the communication skills.

b. Failure to master these skills presents a barrier to progress in all other educational areas, to development of vocational competence, and to full participation as a citizen in modern society.

c. This is the objective with which the school has most experience and most competence. It is truly an educational objective in contrast to social and other objectives which should be the joint concern of the school and other institutions.

A redirection of some services and methods has been found to be necessary in the program of compensatory education. For example, a proposal for additional guidance personnel in a disadvantaged area would be unacceptable unless the intent is to provide a concentrated type of service aimed at specific educational handicaps. Similarly, more counseling, more health services, provision of teacher aides, smaller class size, more remedial reading classes, may not be effective unless the personnel are trained for, and their activities directed toward, particular tasks. The implication of this recommendation is that in-service training must play a large part in each proposal for compensatory education.

There is no question that teaching of disadvantaged pupils requires many special qualities and much understanding. Riessman[8] has contributed greatly by his discussions of individual styles in teaching and of the need for comprehending the culture and values of the disadvantaged. The search for teaching methods and practices which work especially well with the disadvantaged should be continued. Teachers should be encouraged to experiment with new techniques which seem promising and which fit their particular style of teaching. Particular care should be given to the assignment of teachers and administrators in schools where compensatory education projects are underway. All of this again points to the

need for in-service training of staff in connection with compensatory programs.

New and improved curricular materials are necessary for the compensatory programs as well as for their effect upon the quality of education in all Oakland schools. These materials must be more realistic in presenting the varied ethnic composition of the people of Oakland and of America. They must also stress the contributions of the different minority groups to the culture and history of the United States. Progress has already been made in developing some of these materials. Oakland teachers have written a number of publications and commercial publishers are producing more.

Compensatory education cannot be limited to the strictly "academic". For many of the older pupils there must be emphasis upon vocational preparation and introduction to the world of work. This includes vocational counseling, supervised work experience, preparation for jobs and vocations. Of course jobs must also be provided, and cooperative programs with many other agencies have already been launched for this purpose.

In outlining the total scope of the compensatory education program, the needs of disadvantaged adults must be recognized. There are many in the community with limited education who do not take advantage of existing adult education offerings. New ways of reaching and interesting such adults must be discovered.

RECOMMENDATIONS ON COMPENSATORY EDUCATION

1. Work toward a coordinated and articulated compensatory education program.
2. Recognize that a redirection of services is necessary, search for new methods and new emphases to insure that each service is directly related to, and suitable for, the particular needs of the disadvantaged.
3. Highest priority should be given to projects or services aimed at improvement of educational achievement and more specifically at improving the skills of communication: language, vocabulary, speech, reading, and writing. Educational proposals should be judged in terms of their probable direct effect upon motivation of students and of upgrading the communication skills. In

weighing alternatives, priority should be given to that course of action most likely to lead to substantial improvement in motivation and in the communication skills.

4. Preference should be given to programs involving massive and saturation types of attack in limited target areas rather than to those proposing more diluted services to greater areas.

5. Extensive provision for in-service training of staff must be woven into each compensatory education proposal.

6. In the secondary schools, new ways of raising the aspiration levels, of lessening the dropout rate, and of improving the employment outlook for the disadvantaged must be sought. Much of this will come from cooperative action with other agencies.

7. Since many groups and agencies in the community are carrying on compensatory education and related programs, the school must be alert to the possibilities of relating its efforts to those of others. The programs under different auspices should be supplementary rather than duplicative if maximum effects are to be obtained.

8. There must be stress upon communication throughout the compensatory education program. This would include the teacher-pupil, counselor-pupil, school-home, and other relationships. For this purpose there should be greater use of bilingual teachers and counselors in schools where numbers of students come from a foreign language background.

9. Each compensatory education activity, service, or program, should be subjected to a rigorous and critical evaluation. Provision for evaluation must be part of the original planning of any proposal. In the long run, evaluative evidence indicating progress toward stated objectives should determine the nature of the future compensatory education program.

10. Care must be given to maintaining a balance of expenditures and resources, and particularly in the matter of staff time, so that new or specialized

63-285 O - 66 - pt. 6 - 16

programs do not disrupt the regular district-wide program, cause any deterioration in quality of education, or interfere with the orderly development of progress toward general improvement.

CHAPTER IV

EDUCATION IN HUMAN RELATIONS

PROBLEMS AND NEEDS

The nature of the future for Oakland and similar large cities will be determined more by the success of education in human relations than by any attempts at balancing the racial composition of schools. The effort to improve racial representation in schools, to reduce de facto segregation, and the extensive programs of compensatory education are in a real sense only supplementary to the basic problem of how people with varied characteristics and backgrounds live and work together in a community. Lessening of racial imbalance in school or residential area, compensatory education, equal rights and opportunities, absence of discrimination in education, housing, and employment are important and necessary. However, they are not sufficient to eliminate frictions and misunderstandings nor to ensure cooperation in the joint effort of solving social and economic problems.

Sincere and earnest groups of citizens often concentrate their attention upon the improvement of ethnic representation in particular de facto segregated schools. They are not always aware of the very special needs of the newly integrated school. There is a tendency to assume that when a reasonably representative student body is attained the problems have been solved. Mere physical presence of whites and Negroes in a school, whether produced artificially by adjustment of school boundaries, by busing of pupils, or naturally through patterns of residence, does not automatically result in a lessening of friction and distrust. Prejudice, fixation of stereotypes, social distance, and actual violence may indeed be increased by physical presence. In fact, it is in the schools or neighborhoods where the ethnic representation is improving that there is the greatest necessity for education in human relations. Changes are often threatening to all concerned. As pupils move to a new school or neighborhood, they and their parents should be prepared for the situation, standards, expecta-

tions, and the adjustments required on their part. Equally important, the parents, teachers, and pupils of the receiving school also need preparation and reassurance regarding the changes and the adjustments they must accept. These shifts and changes in population and enrollment patterns can be rewarding and satisfying experiences in an atmosphere of cooperation if the foundation has been laid. As we move toward improved racial representation in a school, the administration must be certain that adequate preparation has been made for integration, that the school is able and ready to handle the inevitable problems, and that all possible assistance has been provided.

The demands upon staff time in a newly integrated school are tremendous and almost overwhelming. Problems must be anticipated and prevented. Any difficulty in intergroup relations must be identified early and solved immediately. If action is not taken, the normal differences between students become magnified and exaggerated with overtones of racial friction. For these reasons, one of the specific recommendations of this chapter is that there be substantial additional staff in schools undergoing transition.

The compensatory education programs discussed in Chapter II are also related to the need for extensive education in human relations. These programs are dependent for their success upon the continued improvement of human relationships in the school and the community. Compensatory education programs in themselves can only come to full fruition in an atmosphere of understanding, toleration, cooperation, and equal opportunity. Compensatory education involves attitudes, motivations, and aspirations, as well as the learning of basic skills. If the community situation is such that attitudes are distorted, motivations and aspirations thwarted, then compensatory education programs will not be very effective.

POLICIES ON EDUCATION IN HUMAN RELATIONS

Teachers have always been concerned with education in human relationships. They have recognized the need and have endeavored to instill in their pupils some

of the concepts of self-discipline, cooperation, acceptance and toleration of differences, and other democratic principles. Such teaching should be an aspect of every modern curriculum.

At least as far back as 1945 the Oakland schools started making special efforts to provide for intercultural education and for the betterment of human relations. The following statement of policy and procedures was adopted in 1950:

"1. Human relationships are involved in all of the face to face situations of home, school, and community. In all we do we should concern ourselves with these crucial experiences of children and youth. Education in human relations should be an integral part of our entire school and community education program.

"2. Human relations are basically important in that upon individual and group behavior will depend the success of cooperative social action at all levels: community, state, national, and international.

"3. It is important how people feel about one another and about the part they play in the determination of affairs which are of importance to them.

"4. Satisfying social participation depends upon the individual's achieving vital attachment to causes to which he can give his allegiance and in having opportunities for group participation in which he can involve himself with confidence and enthusiasm.

"5. While human relations have always been a part of sound education, we now need particular focal points for planned guidance in face to face situations, for better understanding of behavior and the tension-causing influences which separate individuals. Assured experiences in cooperative group action are of immediate significance to our independent world."[14]

ACTIONS AND DEVELOPMENTS

Intercultural education was formally introduced in the Oakland schools in the fall of 1945. Workshops, demonstration projects, cultural exchange programs and new curriculum materials were organized and developed. The position of Director of Education in Human Relations was created in 1949 and Dr. Bernice Baxter filled this position until her retirement in 1959. At the very beginning, efforts were particularly directed toward those with foreign language background and especially the Spanish-Americans. Gradually with changes in population the attention has concentrated upon understanding of the culture of the Negro newcomer and upon ways of improving relations between white and Negro.

During the past few years, education in human relations has received increasing emphasis in Oakland as elsewhere. A series of summer workshops, many of the activities developed under the Interagency Project, the McAteer Act, the Economic Opportunity Act, etc. have been concerned with human relations. These efforts are so closely woven into other programs that their description tends to repeat previous accounts.

In the summer of 1965 a staff committee was appointed under the chairmanship of Mr. Robert R. Wheeler, Director of Special Urban Educational Services. At the same time a citizen's council on human relations was established under the chairmanship of the Superintendent. Both groups were requested to:

> "...address themselves to all facets of the problem of human relations, identifying successful practices and procedures as well as offering new suggestions for bringing about improvements throughout our schools. Their task will be to recommend ways in which we can more effectively improve human relations through our instructional program, administrative procedures, athletics, club activities, student government, or parent organization. Hopefully these two groups can encourage and assist teachers, students, and parents of our various schools to realistically assess their climate in human relations, to identify problems, and to take steps to solve them."[15]

Last summer a major development was the Civil Rights Summer Institute. This four week institute for selected Oakland teachers and administrators was conducted jointly by the University of California and the school district. It was financed to a large extent under Title IV of Public Law 88-352, the Civil Rights Act of 1964. The success of the Institute[16] was evident and has helped in providing a nucleus of key personnel to carry on the district's work in human relations as well as in many activities for the disadvantaged. The work of the summer institute is being continued in active groups of elementary and secondary teachers and administrators during the current school year.

A proposal, recently submitted to Washington for approval under the Civil Rights Act of 1964, has great potential and significance. This proposal, developed by the Office of Special Urban Educational Services, would involve the employment of two specialists to advise upon, and to develop, a total district program for education in human relations.

The request for this planning grant has already received tentative approval from Washington. It is expected that final approval will be given soon, that the planning study will be completed this spring, and the comprehensive district program launched next fall. It is almost certain that program proposals of this nature will be eligible for further financial support under the Civil Rights Act.

Attention to the improvement of human relationships must pervade every aspect of the educational system. The kind of teaching necessary for this enormous task cannot be accomplished through lectures, reading, new curricula, or courses of study, important as these may be. It must be done through working together toward common goals and must be encouraged and exemplified by the total staff of the schools at every opportunity. Each classroom and every employee in his dealings with others should provide an example of good human relationships.

RECOMMENDATIONS ON EDUCATION IN HUMAN RELATIONS

1. Give increased attention to in-service training of total staff in the importance of human relations. Included in this program should be clerical and custodial employees as well as teachers and administrators.
2. Insist that the climate of each school be conducive to good human relationships, that each classroom provide living examples of how best to work together in a democratic society.
3. Make administrative and other decisions in terms of the probability of improving human relationships in the school, neighborhood, and community.
4. In each school, attention should be given to local adaptations of the general program for improving human relationships. The whole range of student activities, interschool programs, the work of parent groups, significant developments in the neighborhood, and major events in the community should all be related to this human relations program.
5. The school program should be preventive, should spot possible future sources of difficulty or irritation, and should not be limited to "trouble-shooting" after problems have arisen.

6. Student activities should be stressed as offering one of the most productive avenues for improving human relationships in the school and community. Students and student organizations should be called upon to take responsibility and assume leadership. Additional adult help and guidance for student activities will pay great dividends.

7. Additional staff members should be provided to schools newly integrated or in process of rapid change in ethnic composition. Such personnel should be able to work closely with the whole school, especially with student activities; to give immediate attention to problem situations; and to assist in developing the school program suggested in Recommendations #4, #5, and #6 above.

8. Education in human relations, coordination and development of programs to improve human relationships in the community, should be a continuing and major concern of the Office of Special Urban Educational Services. Every special project initiated by that office should serve this end as well as the others for which it is more directly intended.

CHAPTER V

FAIR EMPLOYMENT PRACTICES - SCHOOL DISTRICT AS EMPLOYER

THE PROBLEM

In many ways the school has educational importance going far beyond its curriculum and its direct attempts to teach young people. For children and their parents it often stands as the image of the community or of organized society. Boys and girls not only learn the "three R's" in school but also obtain their first impressions of officialdom and of the relationships between people outside the immediate family or neighborhood circle. The school must not only preach and teach the ideals of democracy but must provide an example of these ideals in practice.

It is an idle gesture to talk in the classroom about equality of opportunity or about fair employment practices if youngsters and their parents cannot see these exemplified in the community and especially in the school. The school is, in addition to its other roles, an employer. Because of its very strategic position it must offer leadership to the community by providing a model of fair and unbiased treatment of employees. Actions, attitudes, and procedures involving unfair, prejudiced, or discriminatory treatment of any individual or group cannot be tolerated in a public school system.

As indicated below the Oakland Unified School District has officially stated its adherence to fair employment practices. Antedating the formal policy adoption, it has for many years been recognized as a district where in actual practice minority group applicants are welcomed. Agreement on basic principles of fair employment practices, even when supplemented by the best of intentions, still leaves the school district with some dilemmas, problems, areas of controversy, and room for honest differences of opinion.

There should be no discrimination in personnel procedures based upon race, creed, or origin. However, when insufficient numbers of applicants for initial hiring or for promotion are available by existing standards, should these

standards be changed and modified? Has integration of staff and adequate representation of each minority group such overwhelming priority that it must outweigh other factors? Minority group applicants for employment are especially likely to be handicapped in the speech and communication skills. For this reason they may be penalized in their ratings on verbal tests or in interview situations. Their vocabularies, manner and pattern of speech, may be different from that of the dominant culture of the community. There is pressure on employers to decrease the weight attached to verbal skills in employee selection, even to abandon any use of verbal tests. In some areas of employment this is justifiable but education is largely a matter of communication and verbal skills. In hiring teachers or promoting teachers to administrative and supervisory positions, the school must insist upon high standards of verbal performance.

There are problems concerning the assignment of employees to particular schools. Such assignment should be based upon the competencies of the individual and the needs of the school. Can race be considered in staffing? There have been statements that the administration should be colorblind and also that schools with large percentages of Negro students should have substantial numbers of Negro teachers, counselors, and other employees. It is argued that teachers from the minority group can best understand and teach the minority pupil. At the same time the school district has been accused of too frequently assigning Negro teachers and administrators to schools where Negro pupils are in the majority.

In discussing the school district as an employer, there is a tendency to concentrate upon teachers and to overlook the great variety of workers needed to operate a large school system. Out of a total staff of 4,500 in the Oakland Unified School District approximately one-third are "classified" as distinguished from the "certificated" employees. Included in the classified personnel are clerks and secretaries, accountants, data processing specialists, school lunch employees, custodians, gardeners, truck drivers, skilled craftsmen in the building trades, architects and engineers, and many others. All of these employees are,

of course, covered by the district's employment policies. Some occupations present special difficulties as the district seeks employees from various ethnic groups. There are still shortages of qualified applicants in some of the skilled crafts and other job categories.

PERSONNEL POLICIES

The Oakland Unified School District operates within the framework of the Fair Employment Practice Act of the State of California. Board of Education Rules, Regulations and Policies governing personnel include the following:

1001-1. The Board of Education declares that any discrimination on the basis of race, religion, creed, color, national origin, or ancestry will not be tolerated. (Addition approved March 30, 1965)

1001-2. It is the policy of this district to alleviate racial imbalance and the associated educational problems, and to achieve effective integration insofar as reasonably feasible. (Addition approved March 30, 1965.)

2130. "No teacher in giving instruction, nor entertainments permitted in or about any school, shall reflect in any way upon citizens of the United States because of their race, color, or creed." (Educ. Code, sec. 8451.)
"No textbooks, chart or other means of instruction adopted by the State, county, city, or city and county boards of education for use in the public schools shall contain any matter reflecting upon citizens of the United States because of their race, color, or creed." (Educ. Code sec. 8452.)

2400. Certificated personnel are employed solely on the basis of merit. Applicants are judged on evidence of professional and personal qualifications, including educational background and experience. Confidential evidence is obtained from personal interviews, written recommendations, and placement office records.

2412. A teacher selected for service in Oakland Unified School District receives a contract and a specific assignment in accordance with his qualifications and the needs of the district. Every effort shall be made to assign teachers to schools throughout the district in order that each school faculty shall reflect the cosmopolitan nature of the Oakland community. (Approved September 24, 1963.)

2416. Teacher requests for transfer may be submitted to the superintendent, following consultation with the principal. Each request is considered in terms of these factors:

1. Available vacancies and number of requests for transfer.
2. Level,field, and position to which teacher is best suited by qualifications and experience.
3. Best interests of school district, children, community, faculty, and teacher.
4. Every effort shall be made to assign teachers to schools throughout the district in order that each school faculty shall reflect the cosmopolitan nature of the Oakland community. (Approved September 24, 1963.)

2500. Classified personnel are employed solely on the basis of merit. Applicants are judged on basis of educational background and/or training, required skills, practical experience, and personal qualifications. Confidential evidence is obtained from personal interviews, former employers, and school records.

DEVELOPMENTS AND ACTIONS

During the past few years there have been frequent studies and investigations of the Oakland schools and of the community. These have dealt with civil rights, equal educational opportunity, and the many related issues. The "Heyman Report"[6] developed for the U. S. Commission on Civil Rights was more concerned with segregation and with equal educational opportunity than with employment practices. The most extensive examination of the school personnel and employment practices was made by the California Fair Employment Practice Commission[17] and reported in June, 1964. This report raised a number of questions and made several recommendations.

In July, 1964 Superintendent Stuart S. Phillips presented to the Board of Education the reactions and comments of the administrative staff.[18] The Superintendent indicated each recommendation and the various suggestions were being carefully studied. Questions were raised about certain data in the report and about some of the implications and conclusions drawn. However, the Superintendent and the Board of Education expressed agreement with the basic aims of the State FEPC Report--to continue to seek ways for the improvement of personnel practices so that there is "no discrimination because of race, creed, color, national origin, or ancestry."

The nature of the original recommendations in the FEPC Report and the progress made by the district regarding each is indicated in a follow-up report presented to the Board of Education on January 18, 1966.[19] This report is quoted in full below:

> During the 1962-63 school year, at the request of interested citizens and citizen groups, the California Fair Employment Practice Commission undertook an investigation of the teacher employment practices in the Oakland Unified School District under provisions of Section 1421 of the California Labor Code. As Commissioner assigned to direct that investigation, I issued a public report in June 1964 on our findings along with recommendations for action on the part of the District.

Before moving on to relate in detail what our recently completed follow-up investigation revealed, I would like to point out that the investigation and the resulting recommendations necessarily were focussed on the hiring and assignment of minority teachers and non-teaching personnel in the school system, and not on the problem of de facto segregation of students. The two problems are, of course, closely intertwined, and it is impossible to study one without looking also at the other. However, our immediate purpose was a study of employment and therefore our recommendations are limited accordingly.

Seven recommendations for improving equal opportunity in hiring and assignment were made to this board when it met with FEPC on June 16, 1964. These recommendations and the action the District subsequently took as shown by our later study are as follows:

Our first recommendation was "dismissal, if necessary, of any principal, administrative head, counselor, or teacher whose educational approach to minority group students is limited by prejudice as to their possible achievement."

Whether or not any teacher has been in fact dismissed or disciplined because of prejudicial attitudes it is nevertheless now a fact that in March 1965 the District took an official stand against such attitudes by adopting the following policy of nondiscrimination:

> "The Board of Education declares that any discrimination on the basis of race, religion, creed, color, national origin, or ancestry will not be tolerated.
>
> "It is the policy of this district to alleviate racial imbalance and the associated educational problems, and to achieve effective integration insofar as reasonably feasible."

This is a commendable policy, if the hard work to implement it is carried out. While the adoption of such a policy is useless if it is not rigidly observed, it does at the very least make possible disciplinary action when damaging prejudicial attitudes are revealed. This was not the case previously. However, I trust that this policy will be vigorously enforced.

Our second recommendation was "an intensive program for all certificated personnel of in-service training in human relations."

Two men, representing different minority groups, have been hired to accelerate the District's human relations program. In addition the District has called upon the resources of the community and asked leading minority spokesmen to participate in their in-service training programs. They have taken the important steps of organizing prominent members of the community, including minority members, into a Citizens Council and Staff Committee on Human Relations. This Committee has been charged with pointed responsibilities in identifying and dealing with human relations problems within the school system and in calling forth additional community resources for assistance in solving such problems. FEPC feels that the formation of this Committee is most praiseworthy and promises the possibility of continued broadening of equal opportunity within the District.

The third FEPC recommendation asked for "hiring of teachers on merit, without regard to their race, creed or ancestry; and assignment of minority group teachers to all schools, avoiding any concentration in particular areas."

In this connection, on September 24, 1964, the Oakland School Board adopted the following rules change:

> "A teacher selected for service in Oakland Unified School District receives a contract and a specific assignment in accordance with his qualifications and the needs of the district. Every effort shall be made to assign teachers to schools throughout the district in order that each school faculty shall reflect the cosmopolitan nature of the Oakland community."

Whether hiring of teachers had been carried out on a merit basis was not the subject for serious dispute in our earlier report. However, the matter of assignment presented a different problem, and requires some detail here.

Teachers Employed by Oakland Unified School District

Year	Total	Negroes	% of Total	Span. Surname	% of Total	Oriental	% of Total
1962-63	2,325	313	13.4	35	1.5	77	3.3
1963-64	2,152	319	15.0	28	1.3	70	3.0
1965	2,324	386	16.7	32	1.4	88	3.8

The number of Negro teachers in the Oakland schools rose from 313 in 1962-63 to 386 in 1965. The number of Oriental teachers rose from 77 in 1962-63 to 88 in 1965. During the same period, the number of Spanish surnamed teachers declined from 35 to 32--more on this later.

As for assignment of these teachers: in the 66 elementary schools six had no minority group teachers. Fifteen elementary schools had only one Negro teacher. Ten schools had no Negro teachers. In 1962-63 school year when we began our investigation, 32 schools had no Negro teachers. From the time our study began Negro teachers have been assigned to 22 additional schools; and at least seven of those 22 schools now have more than one Negro teacher.

All 16 junior high and the seven senior high schools have more than one Negro teacher. Three years ago there were three junior high schools without Negro teachers. This is no longer the case.

In assignment, we are pleased to note, good progress is being made toward greater minority representation. We would recommend continued efforts in this area.

The fourth FEPC recommendation asked for "equal promotional opportunities for all teachers, without regard to race, creed or ancestry."

In our earlier report we speculated that the low ratio of Negro teachers aspiring to administrative positions might be ascribed to the fact that they felt that such promotional opportunities simply were not available to them because of their race.

There is evidence to show that, following our recommendation, the situation has changed. In 1963-64 five Negroes were promoted--four to positions of principal, and one to position of supervisor of child welfare and attendance. In 1964-65, one Negro was promoted to junior high vice-principal, another

to consultant in individual guidance, and two more to supervisors in child welfare and attendance. Another was hired as director of a department. In 1965 four Negroes were named elementary or junior high vice-principals, and two more were selected as head teachers.

It is gratifying to note that the assignments of these promoted personnel are not in schools with predominantly Negro enrollments. Both the head teachers, for example, are teaching in schools that are predominantly white.

Laudable progress, we feel, is being made in the area of promotions--but it must also be pointed out that we noted no promotions among the 88 Oriental or 32 Spanish surname personnel, although their numbers are admittedly fewer.

Our fifth recommendation was "use of the list of substitute teachers as a recruitment source."

In following this recommendation, the District ascertained the number of substitute teachers as of September 16, 1965 as 207, with the following racial composition: Oriental--3; Negro--42; Spanish surnamed--3; other white--159. About one-quarter of the substitute teachers were Negroes. Of the 305 new teachers the district hired for 1965-66, 29, including minority teachers, came from the substitute list.

The sixth FEPC recommendation asked for "a conscientious effort to employ Spanish surnamed teachers or others with a knowledge of conversational Spanish."

The glaring lack of Spanish surnamed teachers in the school system gave rise to this recommendation. As noted earlier, in the past three years the number of teachers of Spanish surname has dropped.

In line with our recommendation, the school district added the University of Arizona and Arizona State College--as institutions where Spanish surnamed teachers might be found in greater numbers--to their recruitment sources. They have sent their personnel director to these schools. In addition they are keeping a tally of teacher applicants of Spanish surname. In 1965 a total of eight such applicants were interviewed. Two were hired, two declined the jobs that were offered, one was placed on the substitute list; two were Cuban refugees who could not speak sufficient English, one did not meet District standards.

A major problem, it can be seen, lies in persuading more Spanish surnamed teachers to apply. To help achieve this the District has contacted the Spanish speaking community and hired a Spanish speaking assistant to work at bringing more teachers of that background into the school system. Only a start has been made in this area; much remains to be done, and we strongly recommend that renewed emphasis be given to this matter.

As the seventh recommendation, we suggested "closer surveillance by the Board of hiring practices with regard to classified personnel."

Since that recommendation we have seen an appreciable rise in the number and percentage of such personnel. In the 1962-63 school year there were 457 clerical and stenographic workers, only ten of whom were Negro. By the 1964-65 year that number had increased to 67, with equally good increases of minority representation in all classified categories.

> Overall, the Oakland Schools have made progress toward implementing fully equitable hiring and assignment policies of both teaching and non-teaching personnel. I think it vital to point out, however, that in some areas, most notably the recruiting, placement and promotion of Spanish surname teachers, increasingly concentrated efforts are required. We feel that the groundwork has been well laid in the past year, but it remains now for the concentrated efforts themselves to be made and a sense of urgency in carrying out such efforts be communicated to all responsible administrators.
>
> Finally, I would like to underscore the FEPC's hopes for the achievement of truly meaningful and significant progress in equal opportunity within the Oakland school system. Our most recent investigation has shown that a good start has been made. I hope our contacts in the future will show continued, accelerating progress.

Even the most critical of investigations must recognize the extremely favorable situation in the Oakland Unified School District for employees from any and all minority groups. Oakland has long taken the lead in welcoming and searching for qualified applicants of ethnically diverse backgrounds. There have been improvements in recent years. The number and quality of applicants from minority groups is increasing. The increase is due to more aggressive recruitment, to the cooperation of training institutions, and to the spreading recognition of Oakland's employment policies. Minority group applicants know that they will be welcomed and that no school district offers better opportunities for professional development and recognition.

For the classified personnel, as well as for the teaching staff, there is an increasing number of well-qualified applicants for positions. This has been particularly noticeable in recent years in the clerical and secretarial ranks. There are still some areas of shortage--particularly in the skilled crafts and some other job categories.

PERSONNEL RECOMMENDATIONS

1. Continue an aggressive recruitment policy aimed at finding and attracting to Oakland highly qualified teachers and other employees and especially aimed at improving the ethnic representation of the staff.
2. Give continuing attention to implementation of stated policies of the Board of Education in regard to equal opportunities in employment, assignment, and promotion for all employees.

3. There should be periodic review of the effectiveness of district policies in achieving the stated objectives.

4. Encourage further follow-up studies of Oakland schools by the State Fair Employment Practices Commission. Regular consultation with the FEPC representatives will serve as a check on progress being made.

CHAPTER VI

SCHOOL AND COMMUNITY RELATIONS

PROBLEMS AND NEEDS

Communication and interaction with parents and the general public are basic to the community understanding and support of a school system. Any discussion in this area will necessarily include consideration of educational leadership, public opinion, how to obtain fair representation of the varied views in the community, and the general subject referred to as "public relations." There are broad questions as to how best the school district may share with the community its plans and goals, how it may maintain sensitivity to the needs and desires of the community, how it can involve the community in the development of plans, and how it can mobilize community support for the improvement of the quality of the educational program.

There is need for effective channels of communication and a two-way flow of information at every level of operation within the school district: Board of Education with community and staff; teacher with pupil and parent; principal with pupil, teacher, and community; central office staff with schools and community. It should be repeated that information must flow in both directions. On the part of the schools, there must be the desire and willingness to receive information as well as to impart information.

In trying to provide quality education for children in a community, the school district must both serve and depend upon the citizens. The Board of Education, elected by the community, must be sensitive to the needs of the community. All of the Board's actions are subject to the scrutiny and the criticisms of its constituents. The leadership potential of a Board of Education and its attempts to provide for better education are fruitless without wide community support. Provision of adequate communication to the whole community is a difficult and continuing undertaking. The necessity for a continuing flow of information back to the schools presents even greater difficulties. Often

and typically when everything is proceeding smoothly, the general public does not manifest its interest nor provide suggestions which may be useful. It is only when difficulties arise that the school discovers the true extent of the community's concern for its educational system.

Disadvantaged areas of the community present especially difficult and varied communication problems. Parents may not be accustomed to obtaining information from the written page or their reading ability in English may be limited because of a foreign language background. Much of the earlier discussion of the handicaps of disadvantaged pupils also applies to parents and is related to the school's communication problems. Traditional attitudes toward "authorities", "organizations", "the establishment", even suspicion of the school or a belief that school personnel are not interested in the underprivileged, all contribute to misunderstanding and failure in the process of communication.

POLICIES ON INFORMATION AND COMMUNICATION

The following excerpts from Rules, Regulations and Policies of the Board of Education clearly set forth the intentions of the Board of Education to improve understanding through better communication between schools and the community:

> "1010. All meetings of the Board of Education and committee meetings of the Board, except executive sessions called to discuss personnel, pupil disciplinary actions, and matters of litigation of which the disclosure of the deliberations would give an advantage to the adversary of the people as defined in the Education Code section 967 (1963 Edition) and the California Government Code sections 54950-54960, are open to the public.(Revised and approved September 22, 1964.)"

> "1011.....It shall also be the policy of the Board to notify newspapers of general circulation of all special meetings (except executive sessions) or of any change in meeting places of regular or adjourned meetings."

One of the standing committees of the Board of Education is the Publications and Information Committee (1023):

> "1028. This committee shall be responsible for recommendations to the Board of Education concerning:
> 1. Policies for communication of information about the schools through the media of publications, newspapers, radio, and television.
> 2. Procedures and practices for improvement of public relations."

Most important is the general policy statement of the Board on communications:

> "1028-1. It shall be the policy of this Board to promote and encourage lines of communication to the end that (1) the most effective educational opportunities shall be provided for the youth and adults of this city; (2) the development and understanding of these educational goals shall be the basis of all policies established by the governing board and administration; and (3) members of the staff and citizens shall have an opportunity to express their points of view in the establishment, implementation, and modification of policies and procedures. (Approved August 18, 1964.)"

In addition, Rules, Regulations and Policies of the Board of Education specifies among the duties of the Superintendent the following:

> "1104-17. He shall make such periodic reports to the Board and to the public as will keep them informed of the activities of the schools. He shall recommend to the Board such printing or publications as are necessary to accomplish this assignment.

ACTIONS AND PLANS

The Board of Education and the administration are fully aware of the obligation to keep the public informed about the schools and also of the importance of obtaining reactions and suggestions from the public. Recognition of the need for an informed, understanding, and cooperative public is evidenced by both written policies and by many activities of the Board and the school district.

The meetings of the Board of Education serve as a means for exchange of information on school matters. The Board has always welcomed visitors who wish to present their views, and endeavors to offer an open door to any individual or group concerned about some phase of the schools' policies or programs.

The individual members of the Board of Education contribute greatly to the district's total communication program by their contacts with the community, their wide participation and frequent public appearances, and by their devoted efforts to interpret school to community and community to school. Each member of the Board recognizes his dual role as a member of the public and as a representative of the school to that public.

Publications, bulletins, press releases, and other fairly formal means of communication are useful and can carry some of the burden of transmitting

information. The Board of Education Committee on Publications and Information serves an important function in assisting and promoting the search for additional means of communication. The school district's Office of Publications carries major responsibility for coordinating, preparing, and releasing information.

Parent-teacher organizations, Dads Clubs, and similar groups have always served an important function in bridging the communication gap between school and home. Unfortunately participation in such groups is sometimes difficult to obtain in the disadvantaged sections of the community. For reasons already described, disadvantaged parents are not accustomed to this type of activity and organization.

By far the most fruitful avenue of public relations for a school district may be the day to day contact of teacher with pupil. This is the part of the communication system upon which hinges the success of nearly everything else that is done. An obvious suggestion is that in-service training, orientation of new teachers, and especially preparation of teachers for disadvantaged areas, should stress this aspect of the communication process.

A great deal is going on to facilitate the flow of information but more can be done. A number of methods of strengthening or expanding present programs are being planned and discussed in the school district.

Among the more recent developments are the appointment of such groups as Citizens Council on Human Relations mentioned in Chapter IV, and the earlier Citizens Advisory Committee on Oakland School Needs, referred to in Chapter II. While these committees have other very specific functions, they also serve to broaden the base of participation in school activities and to disseminate as well as gather information. Recent federal legislation, such as the Economic Opportunity Act with its requirement that the disadvantaged and impoverished play a part in planning local projects, has resulted in much wider participation by these groups and should improve communication. For example, the Oakland Economic Development Council, which has responsibility for developing community action

programs for the impoverished, includes wide representation from all segments and neighborhoods of the city as well as from the Board of Education. Increasingly also, a variety of area councils, groups, and organizations, are assisting in establishing channels of communication with groups of people who have been relatively inarticulate in the past.

A related and very significant type of organized effort is the formation of "school-community councils." These have started in the "target schools" being served by the new programs under the Elementary and Secondary Education Act. These councils bring together school personnel and a variety of representative citizens of the school neighborhood for the specific purpose of establishing two way communication--interpreting the school to citizens and obtaining suggestions as to how the school may better serve the community. Although initiated in disadvantaged areas, such councils should be promoted and encouraged in other areas of the community.

Orientation programs for new students and open house nights for parents have always been part of the school program. These should be expanded and developed further for schools in disadvantaged areas and for schools undergoing transition toward integration. Ways of attracting the participation of parents of disadvantaged pupils must be found--possibly this would be through smaller groups or the encouragement of more informal "dropping-in." Again there could be more experimentation with meetings away from the school site, where a few neighbors could chat informally with the teacher or other school representative. The increasing use of teacher aides and other "non-professional" residents of the neighborhood should be very effective in bringing home and school closer together. A further suggestion is that at secondary schools more counseling time be provided so that counselors can be available to parents after school and in the evening hours.

One of the most rewarding of the district's recent projects in communication was the development of the documentary film "No Easy Answers". This film dealt

simply and graphically with the critical educational problems of the changing scene in Oakland--actually with many of the problems discussed in the present report. The film has been shown widely throughout the community, at service clubs, on television, and in the schools. Many groups have testified that the film was most informative, and their evident interest in urban educational problems indicates its impact and its success as a means of sharing information. Another documentary film concerning reading and related problems under Oakland's Elementary and Secondary Education Act projects is presently being discussed. This type of public reporting should be given full encouragement and support.

Recently, there has been renewed interest in the production of school "newspapers" in a number of elementary schools. One member of the Board of Education has been very active in encouraging this activity, and the results are promising. The particular value of these newsletters is that they are not limited to reporting school events but include significant community developments. Such newsletters can become an important and practical tool for keeping parents informed about their child's school. These newsletters also assist in communicating the purpose of the district's new instructional programs and should have support from the staff and parents.

Due to financial and personnel limitations, the Oakland school district has never been able to take full advantage of the public service time available from radio and television. While the time is obtainable without cost to the district, school staff is necessary to plan, coordinate, and produce programs. This is an area of mass communication that should be increasingly utilized in the future.

Much of the preceding discussion has been concerned with programs and activities already under way which need support, encouragement, and often additional staff. There are many indications of improvement in the total communication processes of the schools and the community. Still more would be possible if staff and facilities were available. It is clear that there is a

desirable general trend away from centralization and toward wide sharing of responsibility for communication and participation.

RECOMMENDATIONS ON SCHOOL AND COMMUNITY RELATIONS

1. Encourage and stimulate the formation of "school-community councils" throughout the Oakland school district.
2. Give all possible assistance to Parent-Teacher Associations, Dads Clubs, and similar organizations, so that they may continue to be an effective link in communication between school and home.
3. The Board of Education should continue its "open door" policy of offering easy access of the public to the Board.
4. Encourage the search for additional methods of communication, both formal and informal, throughout the school district and the community. Included should be increased utilization of documentary films and also of community service time on television and radio.
5. In-service training programs for both certificated and classified employees should stress the importance of communication.
6. All staff members should continually be alert for areas in which there is misinformation or lack of understanding, and should immediately strive to remedy these situations.

CHAPTER VII

CONCEPT OF QUALITY EDUCATION

Quality education is the goal toward which school districts continue to strive. In broad general terms it can be defined as the provision of the best possible educational opportunity for each individual. There can be little disagreement with such a general definition. However, in the specific details of programs and methods there are differences of opinion and much room for argument. Especially as a school district attempts to apply a concept of quality education to the formulation of comprehensive plans for disadvantaged youth are there challenges, dilemmas, and widely divergent points of view.

Quality education cannot and should not be exactly the same education for every individual. Among the characteristics of quality in education must be sensitivity to the needs and talents of each individual and provision of great variety of programs and methods to meet these needs and to nurture these talents. Here lies one of the dilemmas for the educator in planning for any group of children.

Adaptation of curriculum, such as emphasis upon communication skills at the expense of music, art, and similar areas, has definite value for some disadvantaged individuals but may be interpreted as a second rate type of education. Again, classification or grouping of pupils according to their readiness for specific learning opportunities may be seen as a very effective educational procedure or it may be interpreted as labeling certain children as inferior. The importance of training for jobs and the world of work has been stressed in many educational programs for the disadvantaged. But this also may be viewed as another variety of short-changing of groups of students.

Quality education is not the mere acquisition of academic skills and information. In an educational system of high quality there is intellectual growth and challenge and some experience with success. Quality education stimulates independent thinking and problem solving. It develops attitudes, values, and

ideals in an atmosphere of mutual respect. Education can only be judged in terms of what happens to individuals. If effort is stimulated, ambition aroused, or some talent freed, there is evidence of quality education. The national goal of education has been stated as the fostering of individual fulfillment to the end that each may participate in, and strengthen, our free society. With these characteristics of quality education in mind, some of the decisions concerning programs become less urgent.

Quality education will point the way to emphasis upon self-realization and growth of each individual. It will suggest that the atmosphere of the school, the understanding and encouragement of each pupil, are fully as important as the details of his program. Many and varied types of programs are entirely compatible with quality education. The highest or lowest quality of education may occur in a trade training program, a remedial reading class, or in the most advanced college preparatory curriculum. Quality in education results not from any particular program or grouping of pupils. It is the direct product of the highest and most imaginative calibre of teaching. Therefore, the emphasis in Oakland for all pupils, disadvantaged or otherwise, should be upon teachers and the teaching process. The best possible teachers must be obtained, equipped with the finest materials and tools, and expected to encourage, stimulate, and inspire young people. Variety of education programs and opportunity are important but primarily they are only a setting in which teachers work with pupils. Teachers and pupils must have priority over any particular program.

BIBLIOGRAPHY

1. The Commission on Equal Opportunities in Education, California State Department of Education. "Recommendations to the Oakland Board of Education on Certain Ethnic Problems in the Oakland City Unified School District." September, 1964.

2. Board of Public Education, Pittsburgh, Pa. "The Quest for Racial Equality in the Pittsburgh Public Schools, Problems, Principles, Practices, Plans." 1965.

3. "Report of Equal Educational Opportunities Committee of the Citizens Advisory Committee on Oakland School Needs." May 26, 1964.

4. The State Education Commissioner's Advisory Committee on Human Relations and Community Tensions. "Desegregating the Public Schools of New York City." May 12, 1964.

5. "Resolution Adopted by California State Department of Education." February 14-15, 1963.

6. The United States Commission on Civil Rights, Ira Michael Heyman. "Civil Rights U.S.A., Public Schools, Cities in the North and West, Oakland." 1963.

7. The Board of Education of the City of Detroit. "Findings and Recommendations of the Citizens Advisory Committee on Equal Educational Opportunities." March, 1962.

8. Riessman, Frank. "The Culturally Deprived Child." Harper and Brothers, New York. 1962.

9. Weaver, Robert C. "Human Values of Urban Life." Proceedings of the Academy of Political Science. May, 1960.

10. Phillips, Stuart S. "The Problem of the Low Achiever," report presented to the Oakland Board of Education. February, 1962.

11. Oakland Public Schools, Office of the Superintendent. "Programs in Operation, 1965-66." August 23, 1965.

12. Oakland Public Schools, Office of the Business Manager. "Digest of Approved Special Projects." November 1, 1965.

13. Oakland Unified School District, Oakland, California. "Oakland's Special Urban Educational Programs." December, 1964.

14. Baxter, Bernice. "Statement of Policy and Procedure on Education in Human Relationships." Oakland Public Schools. 1953.

15. "Superintendent's Report to Board of Education on Appointment of Staff Committee and Citizens Council on Human Relations." Oakland Unified School District. August, 1965.

16. "Solving Educational Problems of Schools in Transition," Report of Summer Institute Conducted under Civil Rights Act. August, 1965.

17. California Fair Employment Practice Commission. "Report on Oakland Schools, An Investigation Under Section 1421 of the California Labor Code, 1962-63." June, 1964.

18. Phillips, Stuart S. "Reactions and Comments to FEPC Report on Oakland School District." July, 1964.

19. California Fair Employment Practice Commission. "Interim Report on Oakland Schools," presented to Oakland Board of Education on January 18, 1966, by C. L. Dellums, Chairman, California Fair Employment Practice Commission.

Pub. 125-2M-266

RESOLUTIONS FROM THE LEGISLATURE OF THE STATE OF CALIFORNIA

SENATE JOINT RESOLUTION 6—RELATIVE TO THE IMPACT OF FEDERAL DEFENSE ACTIVITIES ON CALIFORNIA PUBLIC SCHOOLS

Whereas the establishment and operation of federal defense activities create an impact on the public schools of the areas adjacent thereto; and

Whereas the Federal Government has recognized responsibility for the impact on affected school districts through the enactment of Public Laws 815 and 874; and

Whereas it is now proposed that Congress modify the apportioning formula of the existing laws; and

Whereas the modification of the existing formulas would result in reduced apportionments to all local school districts serving children in federally impacted areas; and

Whereas many school districts in the State of California would be so affected by such reduction; and

Whereas it is desirable that the present formulas be continued separate from any consideration of education aid under the Elementary and Secondary Education Act, Economic Opportunity Act, or any other Federal proposal for specific aid to education: Now, therefore, be it

Resolved by the Senate and Assembly of the State of California, jointly,-That the Legislature of the State of California respectfully memorializes the President and Congress of the United States to continue for the 1966–67 school year the vitally needed programs of assistance to public education in Public Laws 815 and 874 by retaining the present apportionment formulas and the present level of aid; and be it further

Resolved, That the secretary of the senate is directed to transmit copies of this resolution to the President and Vice President of the United States, to the Speaker of the House of Representatives, and to each Senator and Representative from California in the Congress of the United States.

ASSEMBLY JOINT RESOLUTION 9—RELATIVE TO THE CONTINUATION OF THE FINANCIAL ASSISTANCE PROVIDED TO LOCAL SCHOOL DISTRICTS UNDER PUBLIC LAW 874 AND PUBLIC LAW 815, OF THE 81ST CONGRESS

Whereas activities of the Federal Government and related military, industrial, commercial and scientific operations are conducted on an immense and increasing scale within the State of California, have involved the removal from local tax rolls of substantial amounts of otherwise taxable property, and have cast upon local governmental agencies the burden and responsibility of providing governmental services for large and increasing numbers of people employed and otherwise involved in those undertakings, all to a degree perhaps unparalleled anywhere else in this nation; and

Whereas the impact and burden of these Federal activities and related undertakings are nowhere more keenly felt than in the many school districts which have been called upon to provide educational services for the thousands of children who are dependents of persons who are employed in or otherwise associated with these operations, and with respect to whom little or no local tax support or fiscal subvention is available to the agencies conducting the schools; and

Whereas the Congress of the United States has long recognized the special burdens so imposed upon local educational agencies and has provided substantial financial subventions therefor through legislation embodied in Public Law 874 and Public Law 815 of the 81st Congress, as from time to time amended; and

Whereas in a considerable number of school districts in this state the impact of these Federal and related activities is so pronounced that any substantial reduction in the subventions afforded under these Federal laws would confront the districts, as well as the State itself, with a major fiscal crisis in financing the continued operation of the public schools involved; and

Whereas the question of whether or not the subventions being afforded under Public Laws 874 and 815 should be continued is before the Congress, and it is of the utmost importance to major segments of the public school system in California that the subventions be continued at undiminished rates: Now, therefore, be it

Resolved by the Assembly and the Senate of the State of California, jointly, That the Legislature of the State of California respectfully memorializes the President and the Congress of the United States to continue the vitally needed programs of assistance provided for in Public Laws 874 and 815; and be it further

Resolved, That the chief clerk of the assembly is directed to transmit copies of this resolution to the President and Vice President of the United States, to the Speaker of the House of Representatives, and to each Senator and Representative of California in the Congress of the United States.

ROANE COUNTY SCHOOLS,
Spencer, W. Va., January 3, 1966.

HON. ROBERT C. BYRD,
Senate Building, Washington, D.C.

DEAR SENATOR BYRD: I certainly do appreciate the help you gave us on the ESEA question of school eligibility. The change in this regulation was definitely a help to our County. This change of using a percent and/or a numerical figure permitted us to qualify both large schools in Spencer. These two schools had 345 children from low income families. This represented almost thirty percent of the economically deprived children in Roane County. We have only three small schools that will not qualify now. They have a total of twenty-five economically deprived children enrolled. We are pleased with the change in the eligibility rule. I do feel, however, that all the economically and educationally deprived children should be included regardless of where they are.

It is my responsibility to write the projects proposals for ESEA in our County. To be very frank about this act, I am disappointed with the complexity of getting projects written and approved, the uncertainty of projects renewals, the limitations of construction and renovations of classrooms, limitation on use of equipment purchased under this act, retention of title on all equipment by the Federal Government and the limiting of the funds to special programs rather than basic programs.

I feel a general federal aid bill would have been of more value to a rural county such as ours. In considering who is educationally deprived in Roane County, it would be a true statement that all children in our County would fit this definition. This is supported by many facts such as lack of classroom space, overcrowded rooms, eighteen one and two room schools, long bus runs, lack of qualified teachers, low teacher salaries, lack of supporting services such as; guidance, social work, health, lunch and library. We now lack leadership personnel and this will become worse in the coming years.

I urge you to support school building construction and general aid to education. I feel the monies should be allocated to the local school systems and used to build a sound basic program. Local school systems should be held accountable for the funds, but not tied down on how to spend these funds.

I have several examples on how we would like to have spent our ESEA funds, but the rules and regulation of the act, the United States Office of Education and our State Department has limited and complicated the use of these funds. I would be very happy to expound on these examples provided you would like the information.

Sincerely yours,

JOHN D. KINGERY,
Assistant Superintendent.

RALEIGH COUNTY BOARD OF EDUCATION,
Beckley, W. Va., March 25, 1966.

HON. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

SIR: It is an unusual pleasure for me to write to you concerning the great benefits that have come to the Raleigh County School System from programs made available under the Elementary and Secondary Education Act of 1965.

Forty seven schools in our county have qualified for benefits under the Act. Mr. C. G. Peregoy, former principal of Woodrow Wilson High School, is director of the program and James K. Lowry, former teacher at Sophia High School is assistant director. Both these men are doing outstanding jobs. We are now operating under a comprehensive project approved by the State Department of Education in the amount of $946,363.38. We have employed 70 remedial teachers,

52 teacher aides and 50 instructional secretaries, one social worker, two health nurses, and four central office secretaries and clerks. Additional personnel is being added as fast as competent persons are located. In addition, much needed books, teaching aids, equipment, supplies, etc. are being purchased.

The impact of this program on our school system has been tremendous and we have only begun. Principals, teachers, parents, and pupils are all excited about the program. I am getting good reports on the program from all over the county. Teachers are telling me that remedial classes are really helping children to catch up.

We are also planning six-week summer schools in various parts of the county for eligible children. We feel that the summer schools will be an important part of our comprehensive program under the Act.

The main problems we have had to date in initiating the program center around inadequate or lack of classroom space and insufficient qualified personnel. Since Raleigh County is bonded to the limit for building construction and taxed to the limit for other school purposes, I do not see how we can solve the classroom shortage satisfactorily. I believe we can eventually obtain the necessary trained personnel if we can be assured the program will be permanent.

I hope I have the opportunity to talk with you when you are back home again regarding this great federal effort in education. I feel inadequate to tell you of all the merits of the program in writing.

As I have observed the operation of the Act to date, I would like to suggest that Congress take the following measures to strengthen the Act in order that greater benefits may be realized:

1. That the renewal of Titles I, II, III, and V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10) be made a matter of urgent priority by the Congress of the United States; that the authorization be for at least four years in order to assure continuity and continued progress in the improvement of the educational program; that the appropriations within each of these Titles be increased substantially to insure growth and extension of the program; and that the appropriations for funding of the Elementary and Secondary Education Act be made before June 1, 1966, in order to facilitate budgeting and employment of personnel in local school systems and efficiency in the use of such funds.

2. That there be a sizable additional appropriation of monies under Title I or through other means to provide capital outlay funds for buildings. It is apparent that there is a tremendous need for additional classrooms and other facilities to carry out projects under Title I. Many communities have reached their debt ceiling and cannot provide these facilities. A sizable proportion of the funds now available under Title I to improve the educational program cannot be used by local school systems unless some way is found to provide additional facilities.

3. That additional funds be provided in Title V to be allocated to state departments of education which could be dispensed to local school systems for financial assistance in planning programs under Titles I and III. At the present time local school systems must finance a substantial cost in the planning of programs and writing proposals. These costs must be borne by other parts of the regular school program to the detriment of the program in general.

4. That jurisdiction over supplemental educational services under Title III should rest in the state educational agency rather than in the federal office of education.

Also, I suggest the following adjustments in other federal programs to better serve the people:

1. (a) That the Adult Education and Head Start Programs which are presently a part of the Economic Opportunity Act under the jurisdiction of the Office of Economic Opportunity be transferred to the Department of Health, Education, and Welfare.

(b) That the Manpower Retraining Act be transferred from the Department of Labor to the Department of Health, Education, and Welfare as a part of the Vocational Act.

These three programs are primarily educational programs and should be administered under the jurisdiction of the Commissioner of Education.

2. That appropriations for P.L. 874 and for the distribution of surplus commodity foods not be discontinued, diminished, or eliminated.

I extend my very best wishes to you in the excellent job you are doing for our state.

Sincerely,

SHERMAN C. TRAIL, *Superintendent.*

BOARD OF PUBLIC INSTRUCTION,
DeLand, Fla., January 18, 1966.

Hon. GEORGE A. SMATHERS,
U.S. Senate,
Washington, D.C.

DEAR SENATOR SMATHERS: Knowing that you have a health problem of considerable severity it is with some degree of reluctance that I am writing you. At the same time the matter at issue is of great significance and I feel that you may be a key factor in resolving it. Therefore, I am placing this request before you for your earnest consideration.

As you know, Congress has enacted a number of laws in recent years which have had a direct impact on our schools. It has also passed a number of other laws relating to the reduction of the problems surrounding poverty which are momentous in their implication for education.

At the present time news reports indicate that there is some likelihood of a cutback in some or all of these programs because of the necessity for concentrating on the Vietnam situation. I can see where his necessity might exist and also can see where restrictions or temporary delays might be applied to some of the new programs.

This is not the case in all instances, however, and it is with the continuance of the Elementary and Secondary Education Act that I am concerned. On the assumption that this was an ongoing and permanent program we have used the funds provided by this Act to chart a new course with respect to the use of personnel working in the schools. Among other things we have created thirty new teacher positions and six supervisory positions, plus seventy-eight positions utilizing members of the community available and qualified for employment in the schools.

The really significant point here is that through the use of these federal funds we have shifted quite a few highly competent school people into newly created positions and are replacing them with other teachers and personnel through a process of recruitment. This means that at the end of the current fiscal year, June 30, 1966, we will have added quite a number of persons to our staff and will be faced with the necessity of arriving at a contractual agreement with them for the following year.

As you can see should the funds coming to us through the Elementary and Secondary Education Act not be forthcoming we would be in very serious trouble with respect to placement of and retention of the rather considerable number of people involved. All our carefully developed plans for expanding our school program to encompass the objectives of the Act would be set back because of the disruption and inconvenience occasioned by the shifting of personnel within the system.

It is extremely important for us to know—and I am certain that this is a nationwide situation—that Congress plans to finance the Elementary and Secondary Education Act next year. We are even now working on next year's budget and this information really should be available to us now. You can imagine the uncertainty that will exist in the minds of the people involved if they should finish the school year not knowing for a certainty what their status would be for the following year.

Another vital factor revolves around the great amount of planning and implementation that is part of such a significant undertaking as is included in the Elementary and Secondary Education Act. We cannot afford to spend our time meeting the requirements of the Act and striving to reach its objectives only to find that it was a one-year proposition and that all we have planned would have to be left undone and that all the people affected would have to seek other employment.

My request is simply that you use your very considerable influence to achieve an early decision as to the status of the Elementary and Secondary Education Act for the fiscal year 1966–67 and that all School Boards throughout the United States have this information in time to plan their budgets wisely. Let me add that Title I of the Act is the absolutely essential one. It is the one which is having the impact which I am describing. The other titles are important but are not absolutely essential. The financing of Title I and an early decision concerning it is absolutely essential.

It may be that you would like to have one of your staff members examine our Title I project, which is enclosed, to get the feel of its rather significant impact.

Then, consider that similar projects are being or will be established throughout the country and you will get a quick picture of what is occurring.

There is also one other particular program which I feel impelled to call to your attention and ask for your help. As you know, Title IV of the Civil Rights Act of 1964, contains provisions whereby local school systems may obtain funds for an in-service education program for teachers and for solving problems incident to desegregation. Through our own initiative we were able in Volusia County to secure a $350,000 grant for the current fiscal year to initiate our program PRIDE. This program centers its efforts on achieving the stated goals through a broadly conceived program of in-service education. I am enclosing information which describes our program in some detail.

It can be seen that any curtailment of the monetary support of this program would have a serious and undesirable effect on our total educational system. We would again be faced with a problem of displacement of a number of valuable school employees who entered this program with some reason to believe that it would be annually financed by the federal government for a period of several years.

Any influence you might be able to exert which would result in the assurance of the financing of Title IV, Civil Rights Act programs for the coming year would be very helpful to us. This information is also needed at the earliest possible moment in order that budgetary and personnel assignment matters may be settled at an early date.

May I express my sincere thanks for your continued efforts and a heartfelt wish that your health may soon improve.

Yours very truly,

JOHN H. SMILEY, *County Superintendent.*

U.S. SENATE,
Washington, D.C., March 15, 1966.

Hon. WAYNE MORSE,
Education Subcommittee,
U.S. Senate, Washington, D.C.

DEAR WAYNE: Enclosed is a copy of a resolution passed by the Utah School Boards Association on March 5 outlining its position regarding Public Law 89–10.

As you will note from it, the School Board Members throughout the State of Utah are deeply concerned over the lack of consultation with local and state boards in administering the Elementary and Secondary Education Act. They also request that in any future revision of this program that local and state boards and administrators be consulted. I heartily support their resolution inasmuch as I feel that the strength of American education is largely attributed to the interest and experience possessed by local representatives.

Sincerely,

WALLACE F. BENNETT.

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

Whereas the Utah School Boards Association is concerned with problems surrounding the implementation of the various titles incorporated in federal legislation known as Public Law 89–10, and

Whereas the formula for the distribution of funds under Title I of Public Law 89–10, should be revised to recognize more adequately the principle of equalization and to recognize the local effort of states for education in relation to personal income, and

Whereas the Utah School Boards Association believes that those persons most directly concerned with the implementation of this legislation should be consulted in the implementation of Public Law 89–10, and

Whereas the Utah School Boards Association believes that future legislation affecting either elementary or secondary schools should be enacted only after considerable consultation with local public school boards, state boards of education, superintendents, and their selected personnel: Therefore, be it

Resolved, That the United States Congress and the United States Office of Education be urged to consult with local public school boards and their administra-

tors in adopting guidelines for implementation of existing legislation; and be it further

Resolved, That the United States Congress and the United States Office of Education be urged to consult with those most directly concerned with administration of the public schools of the nation on a local level prior to the passage of any future federal education programs.

Adopted: March 5, 1966.

LICKING HEIGHTS LOCAL SCHOOL DISTRICT,
BOARD OF EDUCATION,
Summit Station, Ohio, March 16, 1966.

Senator FRANK LAUSCHE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR LAUSCHE: I am writing to you concerning the Elementary and Secondary Education Act P.L. 89–10. In our school the principal and I have been spending at least one-half of our school day plus Christmas vacation and evenings trying to decipher this law and guide-lines, in order that we might write a project proposal. We finished this project and sent it to the State Department of Education approximately one month ago, and spent all afternoon explaining it to personnel in Mr. Stevens office on Monday, March 14th. We found that they would not approve our proposal, because it would be helping other children besides the poverty stricken child.

If at all possible, could this be made into a general aid for education bill in order that we could be freed from this tremendous amount of work, and also, to save the hundreds of thousands of dollars being paid to people to administer this program.

I am convinced, that a great deal more money would be available to educate children, and that there would be no more waste of funds if this were to be a general aid program.

May I hear from you at your convenience.

Very truly yours,

CLIFFORD O. CRAIG, *Superintendent.*

NATRONA COUNTY HIGH SCHOOL DISTRICT
AND SCHOOL DISTRICT NUMBER TWO,
Casper, Wyo., March 24, 1966.

Senator MILWARD SIMPSON,
Senate Office Building, Washington, D.C.

DEAR MILWARD: It is pleasant for me to be able to report to the members of our congressional delegation on the use of funds made available under the Elementary-Secondary Act of 1965.

We have had approval of projects with a total cost of $257,517.14 under Titles I, II and III of the act. Some of the projects are now in operation and others are being readied for action the summer and next fall. We have had excellent cooperation from the State Department of Education of Wyoming and the U.S. Office of Education in assisting us in qualifying for these funds.

I am convinced that the projects financed under this act are the most exciting things that I have seen happen in my many years as a schoolman. Children, for whom our affluent society had almost no place, will have an opportunity to obtain an education that will equip them to become first-class, productive citizens. This, in my opinion, is the best investment of public funds that could be made.

May I suggest the following to you as you approach the evaluation of this act (89–10) and consider its future?

1. Titles I, II, III and V expire on June 30, 1966. I would urge the renewal of these titles as soon as possible so there will be no loss of continuity in the programs now under way. I would also urge that the renewal be for a longer term than one year since it is impossible to properly plan school programs on a year-to-year basis.

2. It would be most desirable if, under Title I or elsewhere, funds could be made available to provide classroom and laboratory space for these additional educational activities. We have been hard pressed to find rooms

in which to house the projects and do not believe that we could finance these by a bond issue.

3. The proposed reductions in the school lunch and milk subsidies seem unwise to me in that these programs are of direct benefit to so many of the youngsters who are assisted under ESEA. I can see no defensible reasons for these reductions unless need for economy is paramount. If this is so we should probably evaluate the whole program of aid to education since other areas are less basic than this one of food.

I will be very grateful to you if you will consider these recommendations as you work on these acts.

My thanks and best wishes to you.

Sincerely,

MAURICE F. GRIFFITH.

MARYLAND STATE DEPARTMENT OF EDUCATION,
Baltimore, Md., March 14, 1966.

Senator JOSEPH D. TYDINGS,
U.S. Senate,
Senate Office Building,
Washington, D.C.

DEAR SENATOR TYDINGS: It has come to my attention that the Congress is presently considering appropriation measures for FY 1967 Federal programs that would in some instances reduce the allocations to state and local school systems in support of public education. I would like to request your assistance in supporting present levels of Federal financial participation in existing education programs. I would hope that additional Federal funds could be provided next year for support of these programs.

I would like to make a special plea concerning the funds that will be made available next year to finance programs under Title V of the Elementary and Secondary Education Act of 1965 (PL. 89–10). As you are aware, this section of the law provides funds to states to finance programs which are designed to strengthen state departments of education across the nation. In my opinion, of all the programs in which the Federal government is involved, this legislation can effect the greatest long-range improvement of public education.

We in Maryland have utilized our Title V funds this year primarily in two ways. First, a number of additional supervisory positions have been established in our department. These new positions are in such important areas as elementary education, secondary education, art, music, and health education. These are subject fields that until now have not had representation on our staff. Second, we have established a strong program of inservice education for our staff members. This program includes educational leave, workshops and conferences, and a plan of tuition reimbursement for personnel taking courses on a part-time basis. None of the above activities had been available in this department until Title V funds became available for these purposes. I sincerely believe that these programs will materially strengthen the leadership that this department is able to provide the twenty-four local school systems in Maryland.

I notice that only a $22 million appropriation for Title V has been requested for the coming year. On the basis of a full year's operation, this figure represents a fourteen-and-one-half percent reduction from the appropriation for this year. I request your support in attempting to ensure that at least no reduction (on an annual basis) be made in the Title V appropriation for the fiscal year beginning July 1, 1966. If this can be accomplished, other programs can be developed to strengthen our department. If it is not accomplished, we will need to use practically all of our Title V funds to support the additional positions that have been established this year. We will have to retrench seriously on other programs designed to improve our efforts.

There is one other aspect of the Title V legislation that I would like to mention. According to the present legislation and effective as of July 1, 1967, the 100% Federal financial participation in the legislation will be reduced, as far as Maryland is concerned, to approximately 50%. This would be most unfortunate. We need further incentives to strengthen state departments of education rather than being faced with the deterring effect of state matching. No other section of P.L. 89–10 requires state matching. In my opinion it would be

very desirable to have this provision amended out of the law. A possible alternative to this would be to permit state departments to use as matching funds state funds that are already being expended in the state deparment rather than newly appropriated state funds.

I shall appreciate your continued support of programs designed to improve educational opportunities for the children of Maryland and the nation. If there are any questions that you would like to discuss with me, please do not hesitate to contact me.

Kindest personal regards!

Sincerely yours,

JAMES A. SENSENBAUGH,
State Superintendent of Schools.

FEA DEPARTMENT OF COUNTY SUPERINTENDENTS,
March 28, 1966.

Hon. GEORGE A. SMATHERS,
U.S. Senate,
Washington, D.C.

DEAR SENATOR SMATHERS: At their annual Spring Conference in Tampa, March 20–22, the county superintendents of the state discussed the needs and problems related to federal policy and legislation pertaining to education.

Since the Federal Government is becoming more definitely a partner in the educational enterprise, know you will want to have as much information as you can get as to how programs provided by federal legislation are working in local communities of the state. For that reason, we have asked the superintendents, individually, to contact you in order to inform you about the benefits and the "bugs" in federal programs.

The group further requested that a letter be written as an official communication from this organization setting forth its position on these items of federal policy and legislation.

1. It is recommended that Titles I, II, III and V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10) be renewed and that the authorization be for at least four years in order to assure continuity and continued progress in the improvement of the educational program. Without such assured continuity, the resulting lack of adequate planning will jeopardize the effectiveness of these programs. It is important and imperative that the appropriations for funding of the Elementary and Secondary Education Act be made before June 1, 1966 in order to facilitate budgeting and employment of personnel in local school systems and efficiency in the use of such funds.

2. If the Elementary and Secondary Education Act is to be really effective, then there must be an appropriation of moneys under Title I or through other means to provide capital outlay funds for buildings. A sizeable proportion of the funds now available under Title I to improve the educational program cannot be used by local school systems unless some way is found to provide additional facilities.

3. It is recommended that additional funds be provided in Title V to be allocated to state departments of education which could be dispensed to local school systems for financial assistance in planning programs under Title I and III. Florida is struggling under this handicap right now and attempting to solve it temporarily by taking funds from other parts of the school program for one year, hoping that before another year rolls around some such provision as recommended above will be made.

4. The Elementary and Secondary Education Act should be amended to allow local school systems to recover their indirect costs in connection with appropriations under Titles I, II and III. School systems throughout the country are finding that these indirect costs constitute a substantial burden on the regular school budget and that, as in the case of planning costs, moneys to finance these costs must be taken away from other parts of the school program.

5. It is strongly urged that the Adult Education and Headstart Programs and the Manpower Retraining Act be transferred to the Department of Health, Education and Welfare. Since they are primarily educational programs, it is felt that they should be administered under the jurisdiction of the Commissioner of Education.

6. It is strongly urged that appropriations for P.L. 874 and further distribution of surplus commodity foods not be discontinued, diminished or eliminated.

These comments and recommendations are intended to be helpful. We hope that as federal programs in education are further developed and expanded, you will feel free to call upon us, both individually and as a group, if there is any way in which we can be of assistance to you in your consideration of proposed legislation relating to education.

May we thank you for all your courtesies extended to us in the past.

With best personal regards, I remain,

Sincerely yours,

RAY TIPTON, *Executive Secretary.*

DADE COUNTY PUBLIC SCHOOLS,
Miami, Fla., April 7, 1966.

Hon. GEORGE SMATHERS,
U.S. Senate,
Washington, D.C.

DEAR SENATOR SMATHERS: Your persistent and effective leadership in the Senate in behalf of education for the boys and girls of Dade County and the nation is sincerely appreciated. It seemed to us that now might be a good time to report to you on the various federally related school programs and what they have meant to Dade County. We should also like to point out some of the needs and problems as we see them.

Under Title I of the Elementary and Secondary Education Act of 1965 our schools became eligible for 3½ million dollars of supporting funds. Six projects were designed with specific disadvantaged areas of the community as targets for concentrated instructional services designed to meet the particular needs of the children residing in these neighborhoods.

One of these projects is aimed at improving the reading skills. One hundred twenty-four reading teachers were given four weeks of intensive special training and assigned to project schools to augment the teaching of reading in 372 classrooms involving 11,160 elementary age boys and girls. These efforts are supported by both materials and equipment. The full impact on the schools and community served by this project has not been assessed, but the efforts of these teachers have become synonomous with skilled, inspired teaching.

To further assist in overcoming the reading deficiencies of many of these children, five mobile reading clinics staffed by fifteen specialists travel each day to schools in areas of crucial need to give special diagnostic reading and instructional services. This flexible, highly professional effort is proving most successful.

Guidance and counseling have long been recognized as particular needs of the disadvantaged children. We are now able to assign thirty-six guidance specialists to work in the target areas to help the boys and girls find educational programs in which they are capable of some degree of success and a feeling of worth regardless of reputed I.Q. scores and stations in life.

We have been able to add twenty-four full time visiting teacher-counselors to work in twenty-five schools in the poverty area. The services of these counselors are focused on helping the elementary child who is not receiving maximum benefit from his school experience. The visiting teacher-counselors are qualified to provide case work service to the child and work with the teachers and parents in improving the pupil's use of the school experience. The counselors work closely with the neighborhood centers of the Economic Opportunity Program and refer parents who need employment and rehabilitation.

Although we have had a strong program for physically and mentally handicapped boys and girls for many years, additional help has been secured under this legislation. Seven special education teachers are devoting full time to work in the schools, the hospitals and the psychological wards where these especially disadvantaged young people are to be found.

As a logical sequence to the massive effort in the elementary schools, an intensive program provides in-service training for 150 teachers who are now working in the disadvantaged areas designing curriculum and teaching techniques for the junior high schools. Areas which are being stressed include reading instruction, library utilization and guidance. Seven thousand boys and girls are directly affected in this laboratory-like junior high learning effort. The ma-

terials and techniques developed are shared with classrooms beyond this particular project.

A combined use of 1½ million dollars in funds from Public Law 89–10 and 2 million dollars in funds from the Economic Opportunity Act have made possible, for the disadvantaged five-year-olds, a pre-school program described more fully elsewhere in this letter.

An evaluation team has been formed to assess each project serving disadvantaged youth. We are confident that the evaluative information obtained will help strengthen the entire program.

Title I projects referred to in the above paragraphs have demonstrated that things can be done to brighten the present and future for thousands of our disadvantaged young people. These projects are in limited and specific areas of instruction. It is vital that they be continued and, if possible, expanded. There are, of course, many other projects which we hope to initiate for these and other disadvantaged children.

Under Title II of the Elementary and Secondary Education Act, Dade County is working closely with the Florida State Department of Education and with the private schools in this area in originating an application for funds with which to purchase additional school library resources. As you know, our libraries are basic to the educational processes. Neither our public nor private schools have ever had a sufficient number of library books. The acquisition of additional books is particularly important now that we are able to emphasize the reading skills among our boys and girls. It is hoped that funds under Title II will be provided to insure growth and extension of our libraries in the coming years.

Under Title III of the Elementary and Secondary Education Act Dade County has made application for funds to provide a self-instruction center for pupils. Also, a project has been submitted for an in-service training center for instructional personnel. Under Title III we have seen for the first time the possibility of obtaining needed educational services by developing exemplary programs, educational centers and supplementary services needed to nourish and vitalize the continuing educational processes.

The Florida State Department of Education has responded to the challenge of providing professional counsel and direction to the schools in initiating and operating the federally related programs. This has been made possible by funds received by that department under Title V of the Elementary and Secondary Education Act. It is vital that this source of support be continued in order to sustain the leadership resources of our State Department of Education.

To this point my remarks have been addressed to Titles I, II, III and V of Public Law 89–10. We hope the renewal of these titles will be made a matter of urgent priority by the Congress of the United States and that an authorization will be made for at least four years in order to assure continuity and uninterrupted progress in the improvement of the educational program. It is most important that the appropriation for the funding of the Elementary and Secondary Education Act be made before June 1, 1966 in order to facilitate budgeting and employment of personnel as well as efficiency in the use of the funds.

Your attention is particularly invited to the need for early appropriation of funds for all of the federally related programs. As you know, every worthwhile endeavor in modern education has consistently demonstrated the fact that time for careful planning is absolutely necessary in initiating programs for quality education.

One major problem which we have in Dade County is the need for facilities in which to house the programs which we are operating and which we plan to initiate. I believe that the school people over the nation and the citizenry in general recognize that there should be a sizable additional appropriation of monies under Title I or through other means to provide capital outlay funds for buildings. Special programs provide special opportunities for boys and girls. They also provide unquestionable need for additional classrooms and facilities in which to carry out the projects. As a Dade Countian you are well aware that our taxes have gone up dramatically because of the increased, though realistic, assessment of properties for tax purposes. There are a number of indications that the people of Dade County, who have consistently supported public education, feel that their local taxes are now as high as they can stand. Members of the press and other responsible groups have voiced the opinion that local taxes have reached a reasonable limit for this time. A sizable proportion of the funds

now available under Title I to improve the educational program cannot be well used by local school systems unless some way is found to provide additional facilities.

If pupils in the regular program of a given school system are not to be penalized by the federally related programs, it will be necessary that the Elementary and Secondary Education Act of 1965 be amended to allow local school systems to recover their indirect costs in connection with programs under titles I, II and III. At the present time no allowance is made for indirect cost associated with federally funded projects under these titles. In Dade County we find that the indirect costs constitute a substantial burden on the regular school budget and, as in the case of planning, monies to finance these costs must be taken away from other parts of the school program to the detriment of the education of children not touched by the Elementary and Secondary Education Act. Reference is made to the general administrative expenses, building maintenance and certain auxiliary services. These expenses are a real and necessary part of any program. They increase with the advent of additional programs. Precedent for paying such costs has been established in the percentage for overhead allowance which is made to colleges and universities under Title IV of the Act.

Another important phase of planning is that of designing programs for submission pursuant to the various titles of the federal acts. At the present time local school systems must finance a substantial cost in planning the programs and in writing up the proposals. In Dade County these costs are borne by other parts of the regular school program to the detriment of the programs in general. We feel that it is most desirable that additional funds be provided in Title V of the Elementary and Secondary Education Act to the State Department of Education for allocation to local school systems for financial assistance in planning programs.

Under the Economic Opportunity Act a number of other important programs are under way. Head Start is providing badly needed pre-school experience for 3,000 five-year-olds in the poverty areas. The Neighborhood Youth Corps has enrolled 1,050 teenagers in work-learning experiences which not only provide income, but also help them to develop job skills. Title II of the Economic Opportunity Act is funding a special educational program for 2,500 migrant children and a number of their parents in the agricultural areas of south Dade County. Basic education is being provided in reading and arithmetic for culturally deprived adults.

A contract under the Vocational Education Act of 1963 funds a work-study program to provide employment and on-the-job experience for 258 vocational students working in various governmental agencies. Another effort under the Vocational Act is the Booker T. Washington Learning Laboratory where 270 culturally disadvantaged boys and girls in grades 10, 11 and 12 are receiving special training and guidance as preparation for full-time employment or advanced vocational training.

Funded by the Manpower Act, 2,241 students are receiving training in thirty-three separate occupational areas. This program is designed to help youths and adults who have previously terminated their school experiences.

Pursuant to the Civil Rights Act there is a project with three components which have operated cooperatively to facilitate the massive phasing out of the predominantly Negro secondary schools and the accompanying integration processes.

On the basis of the sound values which are being received by the learners and communities in which these programs are operative, it is felt that the funding of the efforts under the Economic Opportunities Act, the Vocational Education Act, the Civil Rights Act and the Manpower Act should certainly be as great or greater than at the present time. However, it is recommended that the Adult Education and Head Start Programs which are presently a part of the Economic Opportunity Act under the jurisdiction of the Office of Economic Opportunity should be transferred to the Department of Health, Education and Welfare. We also believe that the Manpower Retraining Act should be transferred from the Department of Labor to the Department of Health, Education and Welfare as a part of the Vocational Act. These three programs are primarily educational programs and should be administered under the jurisdiction of the Commissioner of Education.

There is an urgent need for Public Law 874 (81st Congress), as amended effective July 1, 1962, to be retained in its present form.

The Dade County, Florida, Public School System which experienced a population explosion in the 1950's (from 68,500 pupils in 1950 to more than 203,000 today) is the seventh largest metropolitan system in the nation. To provide educational facilities and programs for these pupils, the system has had to tap every financial source—local, state and federal—to the fullest extent possible. For the current year, it was necessary to cut some ten million dollars from the budget, resulting in a reduction of needed personnel services and the elimination of needed planned facilities.

For the first time in the history of Public Law 874, the school system was able this year to meet the new qualifying percentage requirement of federally-connected pupils and has received some six hundred thousand dollars to assist in providing education for some 6,000 pupils whose parents live on or work on federal property in the area.

It is imperative that this financial assistance be retained if these pupils are to be provided the education to which they are entitled.

Since proper nutrition is essential to the good health of our school children, we wish to share with you information relative to the school lunch program. Section 2 of the National School Lunch Act, as amended, states: "It is hereby declared to be the policy of Congress, as a measure of national security, to safeguard the health and well-being of the Nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food, by assisting the States, through grants-in-aid and other means, in providing an adequate supply of foods and other facilities for the establishment, maintenance, operation, and expansion of nonprofit school-lunch programs."

To sacrifice or curtail the existing policy would create a definite hardship on the school lunch program in Dade County. For the period of July 1, 1965 through February 28, 1966, we operated at a loss of $112,619.15 as compared with an operating gain of $128,248.61 for the same period last year. One of the main factors for this variance is the decrease in the amount of federal commodities distributed to the schools during the 1965–1966 period. Another factor for this loss is the rise in food prices. In spite of these conditions we have been able to maintain the high quality Type A lunch required by the National School Lunch Act. If the kind and amount of federal food commodities and the cash reimbursement we have received were to be reduced or eliminated, we would be faced with the following alternatives: Either the price of lunches would have to be increased, or the quality of the lunches lowered. If we were forced to do either, the present participation of 74% which we are now enjoying would likely drop significantly because many children could not afford the higher prices. We have evidence that the school lunches, which many children eat, are the only balanced meals that the children get. If we are to continue to offer nutritious meals to the vast majority of school children in Dade County at a selling price of twenty-five cents to elementary children and thirty-five cents to secondary children, we can only do so if we continue to receive federal food commodities and cash reimbursement to the same extent that we have in the past.

Pursuant to your active interest in all matters relating to the Cuban refugees and the fusion of their children into the schools of Dade County, it seems in order to review the status of federal support for Cuban refugee education in Dade County. On October 3, 1965, just prior to the most recent influx, the enrollment of Cuban refugees in the kindergarten to 12th grades totaled 15,501. Only 200 of this group of children have left the Dade County Schools. Approximately 1,400 additional Cuban refugee pupils who entered the United States after October 3, 1965 have enrolled in our schools and an acceleration in the rate of new enrollments is expected as the air lift continues. For the great majority of refugee children who enrolled before October 3, 1965, we are receiving from federal sources 45% of the average daily membership cost. We have been advised that these payments will continue through this fiscal year and for the fiscal year 1966–67.

For each Cuban refugee child in membership over and above the 15,501 as of October 3 we are receiving a payment for housing of $600. We are also receiving $518 annual operating funds for each of the refugee children in average daily membership who entered the United States after October 3, 1965. Present agreements with Office of Health, Education and Welfare provide for a continuation of these payments through 1966–67.

The education of Cuban refugee children would be an impossible burden for the citizens of Dade County if it were not for this federal support. It is most

important that sufficient federal funds be available to sustain the present program and to provide for those who enter in the future.

In summary, the following recommendations relative to the federally funded programs are submitted:

1. That the renewals of Titles I, II, III and V of the Elementary and Secondary Education Act of 1965 be made a matter of urgent priority; that the authorization be for at least four years and that the appropriations for funding of this act be made before June 1, 1966.
2. That a sizable additional appropriation of monies be made to provide capital outlay funds for buildings.
3. That additional funds be provided in Title V to be allocated to State Departments of Education for the purpose of allocation to local school systems for financial assistance in planning programs under Titles I and III.
4. That the Elementary and Secondary Education Act of 1965 be amended to allow local school systems to recover their indirect cost in connection with programs under Titles I, II and III, as well as those programs under other acts and titles.
5. That the Adult Education, Head Start and Manpower Retraining Acts be transferred from their present department to the Department of Health, Educaion and Welfare.
6. That appropriations for Public Law 874 and for the distribution of surplus commodity funds not be discontinued, diminished or eliminated.
7. That plans for the financing of Cuban refugee education after present agreements have expired be initiated in the fall of 1966.
8. That provisions be made for early appropriations of funds for all of the federally related programs in order to provide adequate time to plan programs and to procure personnel to operate them.

Sincerely yours,

JOE HALL, *Superintendent.*

NEBRASKA DEPARTMENT OF EDUCATION,
Lincoln, Nebr., April 4, 1966.

To: Members of the Nebraska Congressional Delegation.
From: Floyd A. Miller, Nebraska Commissioner of Education.
Re: Observations and Recommendations Relating to Public Law 89–10, Elementary and Secondary Education Act of 1965.

The attached information concerning Public Law 89–10, Elementary and Secondary Education Act of 1965, was prepared by the Nebraska State Department of Education. It reflects the Department's opinion concerning problems encountered in administering the Act and recommendations concerning proposed amendments.

We are sending you this statement for your information and hopefully for your use as you consider changes in P.L. 89–10 and the required funding. Should you have questions about any part of it, please write. Otherwise please feel under no obligation to react to this memorandum.

General reactions

We believe that Federal support is an indispensable element in an adequate program for financing public education. Education is a matter of national as well as state and local concern. Efforts to improve the quality of education must expand at all levels if the national interest is to be served properly.

We wish to commend members of the 89th Congress and the President for their efforts to imrove the quality of education in our nation as evidenced by the enactment of the Elementary and Secondary Education Act of 1965. Further, we wish to express our sincere appreciation to the personnel in the U.S. Office of Education for their efforts to assist the Nebraska State Department of Education and local school districts in getting the Act into operation. U.S. Office of Education representatives on numerous occasions have come to Lincoln and provided very practical assistance. Next year, with more time to plan and design programs, we expect that the Act will become fully functioning.

Naturally, we would have much preferred that the funds provided by the Act would have been less categorical and more in the nature of general aid.

Because the aid has such a narrow and limited purpose (especially in Title I), efforts to improve the quality of the general educational program are not encouraged to any large extent. It is our opinion that deserving children are not limited only to those who may be regarded as "educationally deprived."

We were disappointed, also, in the rather elaborate and extensive applications required of the local school districts by the U.S. Office of Education, especially in the area of "evaluation." We feel that unnecessary "red tape" and an excessive amount of paper work will tend to restrict and impede the efforts of local school districts to provide quality programs for deserving children. It is our opinion that administrative detail should be limited to that which is absolutely essential.

We recommend that the presently limited purposes of the ESEA be expanded to encourage improvement of general educational programs in local school districts and that Federal administrative procedural requirements be substantially reduced. It seems imperative that additional funds be made available to provide additional facilities for program activities funded by the Act. It is apparent that some program funds will go unused because adequate space is not available for new or extended educational activities. We would further recommend that educators at all levels, but more especially those at the Federal level, continue to make every effort to prohibit "over-involvement" of the Federal agency with local school districts. We protest, too, any efforts or propsals which would result in this same over-involvement in our State agency.

We have the following reactions to the amendments to the Elementary and Secondary Education Act of 1965 introduced by Mr. Powell (H.R. 13160).

Title I

We agree that the program should be extended through fiscal year 1970 to assure continuity and continued progress, and that the low-income factor should be increased to $3,000 for fiscal years 1968, 1969, and 1970. It is estimated that this would make an estimated additional $600 million available to provide improved educational opportunities to 2.9 million additional children. We believe that the incentive grant proposals should be repealed and that the $400 million estimated savings should be made available as additional basic grants.

We believe that the minimum amount of administration funds for Title I, 89–10, should be increased from $75,000 to $100,000 and should become part of that Title. The amount of a project makes little difference in the requirements of state administration and yet the amount available to states for administrative purposes varies from over $1,000,000 (New York) down to $75,000 (Nebraska and others).

We would further suggest that the law should be amended to permit reallocation of unobligated funds. These funds could then be made available to school disricts in which the 1960 census data has proven wholly inadequate. Thus, the effects of presently existing inequalities could be decreased.

Title II

We agree that state departments of education should have a minimum set amount of money for administration in order to fulfill the administrative requirements prescribed in Title II, ESEA. However, the minimum should be $50,000 rather than $30,000 for administration of the program.

The cost of administering local applications is more dependent on the total number of applications rather than the dollar amount of the individual application. Nebraska has twenty-five hundred school districts.

Title II funds should be made available to increase the library and instructional materials staff. Materials are effective only as they are used efficiently by children and teachers. This implies the employment of specialized personnel for Title II activities.

At this writing, Nebraska's State Plan for Title II has not received approval from Commissioner Howe. Because of Nebraska's constitutional and statutory restrictions, it was not possible for public agencies in Nebraska to satisfy the provisions of Public Law 89–10 for private and parochial children and teachers. Thus, according to the Law, "the Commissioner shall arrange for the provision." We urge that all possible haste be made on the part of Commissioner Howe and the U.S. Office of Education in approving Nebraska's State Plan and in providing for private and parochial children and teachers. Title II funds (approximately

$775,000) which remain unobligated by June 30, 1966 will be lost to the children and teachers of Nebraska.

Title III

We agree that the program for Supplementary Centers and Services should be continued through 1970 and that the authorization for funds be increased to $150 million.

We recommend an amendment which would cause Title III to be administered directly by the states. The present arrangement with State recommendation and Commissioner decision is rather a fuzzy one. Further, funds should be made available for the purpose of State administration. Even if the U.S. Office of Education continues to determine final approval of Title III projects, the State's responsibility to review and recommend is a costly one. We recommend that a minimum of $25,000 be made available to the states for administrative purposes under this Title. This would permit the development of State guidelines under the broad framework of the Act as well as State administration of said guidelines in project development.

Title V

We agree that the program for strengthening state departments of education should be continued through fiscal 1970 and that increased funds should be appropriated.

The need for strengthening state departments of education is absolutely basic to improving the scope and quality of education in the nation. In our opinion this is one of the most promising pieces of educational legislation ever enacted. Yet, beginning in fiscal year 1968, the Federal share of funds for Title V will be reduced from 100 percent to 66 percent maximum. We strongly recommend the enactment of legislation which will cause the Federal share of funds for Title V to remain 100 percent through fiscal 1970. It is expected that by 1970 Federally funded activities will have shown obvious merit and stability. State funds, then, may be more easily procured for matching purposes. This matching, however, should not necessarily force the expenditure of new money.

PITTSBURGH PUBLIC SCHOOLS,
Pittsburgh, Pa., March 28, 1966.

Hon. HUGH SCOTT,
U.S. Senate,
Washington, D.C.

DEAR SENATOR SCOTT: From time to time my responsibilities as Superintendent of Schools cause me to view with considerable awe the great new revolutionary forces now affecting public education. I know that you have put your strength behind this movement, and I express my very real appreciation to you for the good things emerging in the Senate on behalf of the boys and girls of the Pittsburgh Schools.

I offer one note of caution in the hope that you will receive it in the spirit that is intended. There seems to be an increasing tendency to establish categorical educational activities aimed at the children of the poor and made subject to the approval or disapproval by local agencies of the Office of Economic Opportunity. Here in Pittsburgh we have what I believe are extremely good relations on a permissive and mutually respectful basis between the Community Action Program executives and our school administration. We expect to pursue this high level of good will and cooperation. Any tendency, however, to legislate a subordination of the local authority and responsibility of the Board of Education to the Office of Economic Opportunity or its agents would in my judgment strike at the very heart of the historic and essential place of the local Boards of Education. I cannot, as a responsible school administrator, serve conscientiously a number of different governmental agencies that may at some time find themselves in conflict. I can, in my judgment, work with a very high degree of cooperation between agencies with the assurance that the ultimate decisions affecting the education of boys and girls must rest with the Board of Education.

Sincerely,

S. P. MARLAND, Jr., *Superintendent.*

STATE OF NEBRASKA,
Lincoln, Nebr., April 1, 1966.

Hon. CARL T. CURTIS,
U.S. Senator,
Washington, D.C.

DEAR CARL: I am enclosing a summary of the information I have received from the Midwestern Governors about Public Law 89–10, Title I. You will note that many states have experienced difficulty in making full use of the allotted funds available.

On the basis of the findings of the Midwestern Governors, I would appreciate your assistance in seeking out and acquiring a way to carryover the first year's funds to the second year. Our needs are great and it is very hard to accept less than full utilization of the welcome support now available through the federal program.

With best regards, I am
Sincerely,

FRANK B. MORRISON, *Governor.*

State	Federal allotment (1st year)	Experience to date
Illinois		As of Mar. 16, 788 applications received; 425 approved. Expect to obligate ⅚ of total Federal allotment by June 30.
Iowa	$18,653,000	As of Mar. 1, 675 applications approved for $11,000,000. Expect to obligate total of $14,000,000 by June 30.
Kansas	10,000,000	$7,000,000 allocated as of Mar. 8.
Kentucky	30,000,000	We have 197 local school districts. By Mar. 9, 161 had submitted applications, 68 percent of our funds have been allocated.
Michigan [1]	35,083,000	As of Feb. 21, 43 percent of funds allocated. Estimated 80.5 percent will be obligated by June 30.
Minnesota	24,500,000	As of Mar. 12, 271 of a total of 773 applications had been approved. We expect to obligate a total of $16,000,000 by June 30.
Missouri	29,857,000	Total obligated may exceed $26,000,000 by June 30. As of Mar. 11, 603 projects had been approved for $19,009,784.
Nebraska	6,000,000	As of Mar. 15, $3,000,000 has been allocated.
North Dakota		As of Mar. 10, 192 applications had been approved, for $1,923,000. We have 280 high school districts.
Ohio	39,500,000	As of Mar. 10, 200 projects have been approved for $12,225,000. Another 200 were pending for $4,000,000. "It is doubtful * * * Ohio will take full advantage of the entire 1st year funds."
South Dakota		As of Mar. 3, applications of only 140 school districts out of a total number of 2,000 have been approved.
Wisconsin [1]	18,230,000	As of Feb. 21, 75 projects approved for $4,283,000. Estimated $13,411,000 (74.3 percent) will be obligated by June 30.

[1] Figures obtained from Office of Education.

NEVADA DEPARTMENT OF EDUCATION,
Carson City, Nev., April 6, 1966.

Hon. ALAN BIBLE,
U.S. Senator from Nevada,
Washington, D.C.

DEAR SENATOR BIBLE: Our administrative staff members in the Nevada State Department of Education who are responsible for the implementation of different titles of Public Law 89–10 have discussed the amounts that are appropriated to Nevada for the administration of the different titles.

It is our opinion that for states like Nevada with such large areas and small populations the amounts available for administrating the following titles of the Act are not sufficient.

The minimum amount of $75,000 for administering Title I should be written into the law in order that such states as Nevada would be protected in the future in the administration of this title. The five percent of the amount appropriated to administer Title II for the fiscal year 1965–66 was sufficient but when this is reduced to three percent the amount will be quite inadequate.

We believe the amount of five percent should remain for the administration of this title.

If Title V of the Act is to accomplish its intent the less populous states should not be required to provide matching funds for this project. A request for such matching money to our legislature would be rejected, because of the demands that will be made for the University and for the county school districts.

We earnestly solicit your concern in relation to these matters, and hope that the Act (89–10) will be amended in such manner that the allotments for the administration of these titles will be more liberal for the less populous states.

Very truly yours,

R. H. MANNING, *First Assistant Superintendent.*

NEVADA DEPARTMENT OF EDUCATION,
Carson City, Nev., April 6, 1966.

Hon. HOWARD CANNON,
U.S. Senator from Nevada,
Washington, D.C.

DEAR SENATOR CANNON: Our administrative staff members in the Nevada State Department of Education who are responsible for the implementation of different titles of Public Law 89–10 have discussed the amounts that are appropriated to Nevada for the administration of the different titles.

It is our opinion that for states like Nevada with such large areas and small populations the amounts available for administrating the following titles of the Act are not sufficient.

The minimum amount of $75,000 for administering Title I should be written into the law in order that such states as Nevada would be protected in the future in the administration of this title. The five percent of the amount appropriated to administer Title II for the fiscal year 1965–66 was sufficient but when this is reduced to three percent the amount will be quite inadequate. We believe the amount of five percent should remain for the administration of this title.

If Title V of the Act is to accomplish its intent the less populous states should not be required to provide matching funds for this project. A request for such matching money to our legislature would be rejected, because of the demands that will be made for the University and for the county school districts.

We earnestly solicit your concern in relation to these matters, and hope that the Act (89–10) will be amended in such manner that the allotments for the administration of these titles will be more liberal for the less populous states.

Very truly yours,

R. H. MANNING, *First Assistant Superintendent.*

DEPARTMENT OF SCHOOLS,
JEFFERSON COUNTY,
Charles Town, W. Va., April 20, 1966.

Hon. ROBERT BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: May I present some views on the operation of the Elementary Secondary Education Act?

It is my sincere hope that you will review very carefully the administration of the Elementary Secondary Education Act as appropriations for continuance are requested.

I wonder if this program is actually functioning as intended and whether it is really doing the job that needs to be done.

We have not, to date, participated in a project. However, we are planning one of a remedial nature for the summer of 1966.

The main reason for not participating is lack of space and qualified personnel. (We find it difficult to secure people for the regular program.)

To begin with, we were called to a meeting on June 28, 1965 to discuss guidelines for implementing this act. The time came and no guidelines.

In August we sent 5 people to a clinic to get information as to procedure and guidelines at the appointed time. Still no guidelines were available.

The Act, I believe, was finally funded in September, 1965.

In November, 1965, we were told to forget all previous instructions and begin anew. Guidelines were issued.

As required, we surveyed each school to determine those who were economically deprived. Our County percentages were determined to be 16%. Any school that did not have this percentage was not eligible for participation.

We had several schools that would not be eligible yet had a number of boys and girls who were economically deprived.

Again the rules were changed to say that any school that had 41 students economically deprived would be eligible. (The 41 was arrived at by dividing the total number of deprived in the County, ages 5–17, by number of schools.)

More recently, we have been informed that any high school that has several elementary schools, in their atendance area, with a high concentration of economically deprived will be eligible.

After a school becomes eligible, those in the school who are educationally deprived are determined and programs planned.

We do not believe we should take well qualified teachers from the regular classroom to provide special programs. To do this would mean using substitutes who are not fully qualified. This could only result in perpetuating the problems now existing.

It appears to me if these funds were made available to enable us to get and keep well qualified teachers and provide space that we could provide a program that would do the job. Under these conditions, special classes could be offered, equipment could be provided, and curriculum expanded to serve a real purpose.

We do not mean to say that all should be turned loose to do as they wish.

Improved programs and additions should be well planned and such plans defined by the School System. Any programs provided should be subject to scrutiny and approval of the State Department of Education. It is important that school people have the responsibility without outside control.

A National Magazine, a few weeks ago, stated that all future programs dealing with poverty would have to be approved by the Community Action Group.

It this is true, it certainly puts a Board of Education in the position of having professionally planned programs vetoed from outside. This should never be. Any veto should be from those higher up in the field of education.

We would hope that you receive reactions from many others. We would suggest that you discuss this with our State Superintendent of Schools and members of his staff.

We feel that all programs connected with education, including Head-Start, should come under and through the State Department of Education in all States.

I appreciate the opportunity of presenting my views.

What can be done to avoid a jungle of red-tape?

With kindest personal regards.

Sincerely,

T. A. LOWERY,
Superintendent, Jefferson County Schools.

PRESTON COUNTY SCHOOLS,
Kingswood, W. Va., April 19, 1966.

Hon. ROBERT C. BYRD,
The United States Senate,
Washington, D.C.

DEAR SENATOR BYRD: In the weeks immediately ahead you and your colleagues in Congress will be sharing a common responsibility with those of us in the educational profession throughout the nation—that of evaluating the first year's impact of the historic legislation enacted by the first session of the 89th Congress to deal with longstanding needs in the public and private school systems in the nation. This time of "taking stock" is especially important as school administrators face up to budgets and educational planning for the 1966–67 term and legislators begin hearings on proposed amendments and new bills affecting education.

It is precisely because Congress has responded so forthrightly to the educational needs of the nation that we feel keenly the responsibility of our profession—teachers, supervisors, administrators, and boards of education—to be forthright and frank in reporting to representatives in Congress both the effect of present legislation upon school programs and policies and the need for new measures. This letter is written in that spirit and represents a consensus of its signers and of responsible school leaders with whom we have talked.

The Elementary and Secondary Education Act of 1965, of course, is the keystone in the program of educational legislation that has emerged from recent sessions of the national Congress; and it is with that historic enactment that most of these comments are concerned. If there has been a kind of ambivalent response by school leaders to that significant Act, we believe that it has not been because they underestimate the significance of the legislation but rather because of the enormous difficulties encountered in developing and administering programs within the framework of guidelines established by the federal and state educational agencies to implement the Act. Undoubtedly, it was this aspect of the legislation that prompted the comment in a recent issue of "Education U.S.A." that "the Elementary and Secondary Education Act is easily the biggest, most irritating, and potentially most significant package ever delivered to them (state superintendents of schools) to administer." For local school administrators, and certainly for the teachers in the classrooms where ESEA-financed programs are to touch the lives of children, the irritations and frustrations stem largely from the delays that have resulted from the time-consuming procedures required in the preparation of proposals, obtaining approval from state and federal education agencies, establishing separate accounting facilities as required, and the processing of orders for materials (with the all-too-common reply from the supplier that "due to unprecedented demand, we cannot make delivery for 90 days.")

It was to be expected, of course, that many problems would arise in the initial implementation of legislation so vast and so new as the Elementary and Secondary Education Act, particularly since the funds must be allocated as 'categorical' aid rather than as general supplements to local budgets for the improvement of the overall educational program. Parenthetically, it should be pointed out that a rather difficult public relations problem arises when intelligent, interested patrons ask the question, "Why must our Federal tax dollars that are returned to us for support of *our* schools be subjected to more restrictions than those imposed on the state and local tax dollar that we contribute for the same purpose that of providing better education for our children?" It is a question not easily answered in a society predicted upon the principle of local autonomy in public education. Please be assured that we have no doubt about the sincerity of the Congress, in writing into P.L. 89–10, Section 604 prohibiting any United States department or agency from exercising "any direction, supervision, or control over the curriculum, program instruction, administration, or personnel of any educational institution or school system. . . ." There is a very real possibility, however, that this intent of the Conkress can be jeopardized by restrictive regulatory guidelines that impose a kind of "negative control" in the employment and of personnel, materials, and instructional procedures. Prohibitory regulations can be just as deadly as mandatory ones.

One can hope that many of the problems which have arisen in this first year can be avoided in the future, especially if local school systems are given greater latitude in the use of imaginativeness and first and knowledge of their educational needs in the development and implementation of programs. There is, however, a very real and immediate concern among school people in the matter of evaluation mentioned at the outset of this letter. For many worthwhile projects proposed early in the year, the delays resulting from the long process of project approval, funding, staffing, and implementation have precluded the possibility of attaining the objectives set forth in the project design. It is imperative that the Congress, especially members of education committees, be aware of these delays and other extenuating circumstances as they evaluate the effectiveness of ESEA's first year. There is even the possibility that because of such restrictions and delays, some school districts may not be able to expend all allocated funds before the August 31st deadline—particularly those already understaffed systems that are most in need of assistance. Critics of federal partnership in school financing should not go unchallenged if they seize upon such circumstance as an indication that federal financing of education is not needed. Certainly in West Virginia,

with its constitutional limitations on property tax rates, most school systems have an urgent need for more revenue than local and state financing can provide. There is also a legitimate need for a long-term authorization of federal funds for local school support in order for boards of education and administrators to use the funds more efficiently in carefully planned programs designed to meet the specific needs that local educational leaders have identified and understand—needs that cannot be met by "crash" programs.

We earnestly enlist your support, in committee hearings and in general debate, for the kind of legislation that will make it possible for the full effect of our enormous national wealth to be directed to the crucial matter of maintaining a strong, independent system of education. The historic legislation enacted by the first session of the 89th Congress provides an excellent foundation upon which to build an effective and workable local-state-federal partnership in educational planning and financing. Indeed, the problems encountered in the first year of the Elementary and Secondary Education Act can become the key to that kind of partnership, if they are faced objectively and intelligently.

Again, we express appreciation for your record of support for constructive educational legislation at all levels of government. It affirms your awareness that without a well-educated electorate, a free, democratic society cannot long endure.

Sincerely yours,

BOARD OF EDUCATION OF THE COUNTY OF PRESTON,
LAWRENCE LOSH, *Secretary.*
J. DONALD EVERLY, *President.*
HARLAND CALE, *Vice-President.*
KERMIT ZINN, *Member.*
W. H. HARRIMAN, Jr., *Member.*
DONALD P. BROWN, *Member.*

DADE COUNTY PUBLIC SCHOOLS,
Miami, Fla., April 7, 1966.

HON. SPESSARD HOLLAND,
United States Senate,
Washington, D.C.

DEAR SENATOR HOLLAND: Your persistent and effective leadership in the Senate in behalf of education for the boys and girls of Florida and the nation is sincerely appreciated. It seemed to us that now might be a good time to report to you on the various federally related school programs and what they have meant to Dade County. We should also like to point out some of the needs and problems as we see them.

Under Title I of the Elementary and Secondary Education Act of 1965 our schools became eligible for 3½ million dollars of supporting funds. Six projects were designed with specific disadvantaged areas of the community as targets for concentrated instructional services designed to meet the particular needs of the children residing in these neighborhoods.

One of these projects is aimed at improving the reading skills. One hundred twenty-four reading teachers were given four weeks of intensive special training and assigned to project schools to augment the teaching of reading in 372 classrooms involving 11,160 elementary age boys and girls. These efforts are supported by both materials and equipment. The full impact on the schools and community served by this project has not been assessed but the efforts of these teachers have become synonomous with skilled, inspired teaching.

To further assist in overcoming the reading deficiencies of many of these children, five mobile reading clinics staffed by fifteen specialists travel each day to schools in areas of crucial need to give special diagnostic reading and instructional services. This flexible, highly professional effort is proving most successful.

Guidance and counseling have long been recognized as particular needs of the disadvantaged children. We are now able to assign thirty-six guidance specialists to work in the target areas to help the boys and girls find educational programs in which they are capable of some degree of success and a feeling of worth regardless of reputed I.Q. scores and stations in life.

We have been able to add twenty-four full-time visiting teacher-counselors to work in twenty-five schools in the poverty area. The services of these coun-

selors are focused on helping the elementary child who is not receiving maximum benefit from his school experience. The visiting teacher-counselors are qualified to provide case work service to the child and work with the teachers and parents in improving the pupil's use of the school experience. The counselors work closely with the neighborhood centers of the Economic Opportunity Program and refer parents who need employment and rehabilitation.

Although we have had a strong program for physically and mentally handicapped boys and girls for many years, additional help has been secured under this legislation. Seven special education teachers are devoting full time to work in the schools, the hospitals and the psychological wards where these especially disadvantaged young people are to be found.

As a logical sequence to the massive effort in the elementary schools, an intensive program provides in-service training for 150 teachers who are now working in the disadvantaged areas designing curriculum and teaching techniques for the junior high schools. Areas which are being stressed include reading instruction, library utilization and guidance. Seven thousand boys and girls are directly affected in this laboratory-like junior high learning effort. The materials and techniques developed are shared with classrooms beyond this particular project.

A combined use of 1½ million dollars in funds from Public Law 89–10 and 2 million dollars in funds from the Economic Opportunity Act have made possible, for the disadvantaged five-year-olds, a preschool program described more fully elsewhere in this letter.

An evaluation team has been formed to assess each project serving disadvantaged youth. We are confident that the evaluative information obtained will help strengthen the entire program.

Title I projects referred to in the above paragraphs have demonstrated that things can be done to brighten the present and future for thousands of our disadvantaged young people. These projects are in limited and specific areas of instruction. It is vital that they be continued and, if possible, expanded. There are, of course, many other projects which we hope to initiate for these and other disadvantaged children.

Under Title II of the Elementary and Secondary Education Act, Dade County is working closely with the Florida State Department of Education and with the private schools in this area in originating an application for funds with which to purchase additional school library resources. As you know, our libraries are basic to the educational processes. Neither our public nor private schools have ever had a sufficient number of library books. The acquisition of additional books is particularly important now that we are able to emphasize the reading skills among our boys and girls. It is hoped that funds under Title II will be provided to insure growth and extension of our libraries in the coming years.

Under Title III of the Elementary and Secondary Education Act, Dade County has made application for funds to provide a self-instruction center for pupils. Also, a project has been submitted for an in-service training center for instructional personnel. Under Title III we have seen for the first time the possibility of obtaining needed educational services by developing exemplary programs, educational centers and supplementary services needed to nourish and vitalize the continuing educational processes.

The Florida State Department of Education has responded to the challenge of providing professional counsel and direction to the schools in initiating and operating the federally related programs. This has been made possible by funds received by that department under Title V of the Elementary and Secondary Education Act. It is vital that this source of support be continued in order to sustain the leadership resources of our State Department of Education.

To this point my remarks have been addressed to Titles I, II, III and V of Public Law 89–10. We hope the renewal of these Titles will be made a matter of urgent priority by the Congress of the United States and that an authorization will be made for at least four years in order to assure continuity and uninterrupted progress in the improvement of the educational program. It is most important that the appropriation for the funding of the Elementary and Secondary Education Act be made before June 1, 1966 in order to facilitate budgeting and employment of personnel as well as efficiency in the use of the funds.

Your attention is particularly invited to the need for early appropriation of funds for all of the federally related programs. As you know, every worth-while

endeavor in modern education has consistently demonstrated the fact that time for careful planning is absolutely necessary in initiating programs for quality education.

One major problem which we have in Dade County is the need for facilities in which to house the programs which we are operating and which we plan to initiate. I believe that the school people over the nation and the citizenry in general recognize that there should be a sizable additional appropriation of monies under Title I or through other means to provide capital out-lay funds for buildings. Special programs provide special opportunities for boys and girls. They also provide unquestionable need for additional classrooms and facilities in which to carry out the projects. Our taxes have gone up dramatically because of the increased, though realistic, assessment of properties for tax purposes. There are a number of indications that the people of Dade County, who have consistently supported public education, feel that their local taxes are now as high as they can stand. Members of the press and other responsible groups have voiced the opinion that local taxes have reached a reasonable limit for this time. A sizable proportion of the funds now available under Title I to improve the educational program can not be well used by local school systems unless some way is found to provide additional facilities.

If pupils in the regular program of a given school system are not to be penalized by the federally related programs, it will be necessary that the Elementary and Secondary Education Act of 1965 be amended to allow local school systems to recover their indirect costs in connection with programs under Titles I, II and III. At the present time no allowance is made for indirect cost associated with federally funded projects under these titles. In Dade County we find that the indirect costs constitute a substantial burden on the regular school budget and, as in the case of planning, monies to finance these costs must be taken away from other parts of the school program to the detriment of the education of children not touched by the Elementary and Secondary Education Act. Reference is made to the general administrative expenses, building maintenance and certain auxiliary services. These expensse are a real and necessary part of any program. They increase with the advent of additional programs. Precedent for paying such costs has been established in the percentage for overhead allowance which is made to colleges and universities under Title IV of the Act.

Another important phase of planning is that of designing programs for submission pursuant to the various titles of the federal acts. At the present time local school systems must finance a substantial cost in planning the programs and in writing up the proposals. In Dade County these costs are borne by other parts of the regular school program to the detriment of the programs in general. We feel that it is most desirable that additional funds be provided in Title V of the Elementary and Secondary Education Act to the State Department of Education for allocation to local school systems for financial assistance in planning programs.

Under the Economic Opportunity Act a number of other important programs are under way. Head Start is providing badly needed preschool experience for 3,000 five-year-olds in the poverty areas. The Neighborhood Youth Corps has enrolled 1,050 teenagers in work-learning experiences which not only provide income but also help them to develop job skills. Title II of the Economic Opportunity Act is funding a special educational program for 2,500 migrant children and a number of their parents in the agricultural areas of south Dade County. Basic education is being provided in reading and arithmetic for culturally deprived adults.

A contract under the Vocational Education Act of 1963 funds a work-study program to provide employment and on-the-job experience for 258 vocational students working in various governmental agencies. Another effort under the Vocational Act is the Booker T. Washington learning laboratory where 270 culturally disadvantaged boys and girls in grades 10, 11, and 12 are receiving special training and guidance as preparation for full-time employment or advanced vocational training.

Funded by the Manpower Act, 2,241 students are receiving training in thirty-three separate occupational areas. This program is designed to help youths and adults who have previously terminated their school experiences.

Pursuant to the Civil Rights Act there is a project with three components which have operated cooperatively to facilitate the massive phasing out of the predominantly Negro secondary schools and the accompanying integration processes.

On the basis of the sound values which are being received by the learners and communities in which these programs are operative, it is felt that the funding of the efforts under the Economic Opportunities Act, the Vocational Education Act, the Civil Rights Act and the Manpower Act should certainly be as great or greater than at the present time. However, it is recommended that the Adult Education and Head Start programs which are presently a part of the Economic Opportunity Act under the jurisdiction of the Office of Economic Opportunity should be transferred to the Department of Health, Education and Welfare. We also believe that the Manpower Retraining Act should be transferred from the Department of Labor to the Department of Health, Education and Welfare as a part of the vocational act. These three programs are primarily educational programs and should be administered under the jurisdiction of the Commissioner of Education.

There is an urgent need for Public Law 874 (81st Congress), as amended effective July 1, 1962, to be retained in its present form.

The Dade County, Florida, public school system which experienced a population explosion in the 1950's (from 68,500 pupils in 1950 to more than 203,000 today) is the seventh largest metropolitan system in the Nation. To provide educational facilities and programs for these pupils, the system has had to tap every financial sources—local, state, and federal to the fullest extent possible. For the current year, it was necessary to cut some ten million dollars from the budget resulting in a reduction of needed personnel services and the elmination of needed planned facilities.

For the first time in the history of Public Law 874, this school system was able this year to meet the new qualifying percentage requirement of federally-connected pupils and has received some six hundred thousand dollars to assist in providing education for some 6,000 pupils whose parents live on or work on federal property in the area.

It is imperative that this financial assistance be retained if these pupils are to be provided the education to which they are entitled.

Since proper nutrition is essential to the good health of our school children, we wish to share with you information relative to the school lunch program. Section 2 of the National School Lunch Act, as amended, states: "It is hereby declared to be the policy of Congress, as a measure of national security, to safeguard the health and well-being of the Nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food, by assisting the States, through grants-in-aid and other means, in providing an adequate supply of foods and other facilities for the establishment, maintenance, operation, and expansion of nonprofit school-lunch programs."

To sacrifice or curtail the existing policy would create a definite hardship on the school lunch program in Dade County. For the period of July 1, 1965 through February 28, 1966, we operated at a loss of $112,619.15 as compared with an operating gain of $128,248.61 for the same period last year. One of the main factors for this variance is the decrease in the amount of federal commodities distributed to the schools during the 1965–1966 period. Another factor for this loss is the rise in food prices. In spite of these conditions we have been able to maintain the high quality Type A lunch required by the National School Lunch Act. If the kind and amount of federal food commodities and the cash reimbursement we have received were to be reduced or eliminated we would be faced with the following alternatives: Either the price of lunches would have to be increased or the quality of the lunches lowered. If we were forced to do either, the present participation of 74% which we are now enjoying would likely drop significantly because many children could not afford the higher price. We have evidence that the school lunches, which many children eat, are the only balanced meals that the children get. If we are to continue to offer nutritious meals to the vast majority of school children in Dade County at a selling price of twenty-five cents to elementary children and thirty-five cents to secondary children, we can only do so if we continue to receive federal food commodities and cash reimbursement to the same extent that we have in the past.

Pursuant to your active interest in all matters relating to the Cuban refugees and the fusion of their children into the schools of Dade County, it seems in order to review the status of federal support for Cuban refugee education in Dade County. On October 3, 1965, just prior to the most recent influx, the enrollment of Cuban refugees in the kindergarten to 12th grades totaled 15,501. Only 200 of this group of children have left the Dade County schools. Approximately 1,400

additional Cuban refugee pupils who entered the United States after October 3, 1965 have enrolled in our schools and an acceleration in the rate of new enrollments is expected as the air lift continues. For the great majority of refugee children who enrolled before October 3, 1965 we are receiving from federal sources 45% of the average daily membership cost. We have been advised that these payments will continue through this fiscal year and for the fiscal year 1966–67.

For each Cuban refugee child in membership over and above the 15,501 as of October 3, we are receiving a payment for housing of $600. We are also receiving $518 annual operating funds for each of the refugee children in average daily membership who entered the United States after October 3, 1965. Present agreements with the Office of Health, Education and Welfare provide for a continuation of these payments through 1966–67.

The education of Cuban refugee children would be an impossible burden for the citizens of Dade County if it were not for this federal support. It is most important that sufficient federal funds be available to sustain the present program and to provide for those who enter in the future.

In summary, the following recommendations relative to the federally funded programs are submitted:

1. That the renewals of Titles I, II, III and V of the Elementary and Secondary Education Act of 1965 be made a matter of urgent priority; that the authorization be for at least four years and that the appropriations for funding of this act be made before June 1, 1966.
2. That a sizable additional appropriation of monies be made to provide capital out-lay funds for buildings.
3. That additional funds be provided in Title V to be allocated to State Departments of Education for the purpose of allocation to local school systems for financial assistance in planning programs under Titles I and III.
4. That the Elementary and Secondary Education Act of 1965 be amended to allow local school systems to recover their indirect cost in connection with programs under Titles I, II and III, as well as those programs under other acts and titles.
5. That the Adult Education, Head Start and Manpower Retraining Acts be transferred from their present department to the Department of Health, Education and Welfare.
6. That appropriations for Public Law 874 and for the distribution of surplus commodity funds not be discontinued, diminished or eliminated.
7. That plans for the financing of Cuban refugee education after present agreements have expired be initiated in the fall of 1966.
8. That provisions be made for early appropriations of funds for all of the federally related programs in order to provide adequate time to plan programs and to procure personnel to operate them.

Sincerely yours,

JOE HALL, *Superintendent.*

BOARD OF PUBLIC INSTRUCTION, LEE COUNTY,
Fort Myers, Fla., April 12, 1966.

Hon. SPESSARD L. HOLLAND,
United States Senate,
Washington, D.C.

DEAR SPESSARD: Since the Federal Government is becoming more definitely a partner in the educational enterprise, I know you will want to have as much information as you can get as to how programs provided by Federal Legislation are working in local communities of the State. For that reason, I am contacting you in order to inform you about the benefits and the "bugs" in Federal Programs.

1. It is recommended that Titles I, II, III and V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10) be renewed and that the authorization be for at least four years in order to assure continuity and continued progress in the improvement of the educational program. Without such assured continuity, the resulting lack of adequate planning will jeopardize the effectiveness of these programs. It is important and imperative that the appropriations for funding of the Elementary and Secondary Education Act be made before June 1, 1966 in order to facilitate budgeting and employment of personnel in local school systems and efficiency in the use of such funds.

2. If the Elementary and Secondary Education Act is to be really effective, then there must be an appropriation of monies under Title I or through other means to provide capital outlay funds for buildings. A sizeable proportion of the funds now available under Title I to improve the educational program cannot be used by local school systems unless some way is found to provide additional facilities.

3. It is recommended that additional funds be provided in Title V to be allocated to State Departments of Education which could be dispensed to local School Systems for financial assistance in planning programs under Title I and III. Florida is struggling under this handicap right now and attempting to solve it temporarily by taking funds from other parts of the school program for one year, hoping that before another year rolls around some such provision as recommended above will be made.

4. The Elementary and Secondary Education Act should be amended to allow local school systems to recover their indirect costs in connection with appropriations under Titles I, II and III. School systems throughout the country are finding that these indirect costs constitute a substantial burden on the regular school budget and that, as in the case of planning costs, monies to finance these costs must be taken away from other parts of the school program. Title I of the Elementary and Secondary Education Act has allowed us to make a tremendous improvement in bringing students in our depressed areas remedial instruction in all areas.

Head Start has brought the entering first graders in the depressed areas nearly to the level of the first graders in the higher level economically of the community.

5. It is strongly urged that the Adult Education and Head Start Programs and the Manpower Retraining Act be transferred to the Department of Health, Education and Welfare. Since they are primarily education programs, it is felt that they should be administered under the jurisdiction of the Commissioner of Education.

6. It is strongly urged that appropriations for P.L. 874 and further distribution of surplus commodity foods not be discontinued, diminished or eliminated.

These comments and recommendations are intended to be helpful. I hope that as Federal Programs in Education are further developed and expanded, you will feel free to call upon us if there is any way in which we can be of assistance to you in your consideration of proposed legislation relating to education.

Sincerely yours,

RAY L. WILLIAMS,
Supt. of Public Instructions.

THE BOARD OF PUBLIC INSTRUCTION FOR THE COUNTY OF POLK,
Bartow, Fla., March 31, 1966.

Hon. SPESSARD L. HOLLAND,
U.S. Senator,
Bartow, Fla.

DEAR SENATOR HOLLAND: For sometime I have intended to write to tell you of some of the programs being implemented in Polk County under several federal education acts.

I know that your busy schedule will not allow you to personally read lengthy letters. I feel compelled, however, to communicate my thoughts in the hope that this letter will serve as "grassroots" information.

If Title I, II, III and V of the Elementary and Secondary Education Act (Public Law 89-10) are to be renewed, I would urge that the Congress do so at an early date. When programs are not adequately planned *before* budget time, they lose much of their effectiveness. I should also like to recommend that you consider the inclusion of capital outlay funds as a part of 89-10. Local systems, already overcrowded, simply cannot afford to put the basic program as provided by the state and county in substandard facilities in order to take advantage of federal funds. One of the prime needs of public schools in Florida is money for buildings.

Of course, I would hope that any future treatment of federal aid to education laws would result in the individual states having the jurisdiction over the ap-

proval of projects and the spending of the monies. We sometimes find it very difficult to plan a total integrated program when we have to deal with different approval agencies for monies often being used for common purposes.

Of all federal programs now in existence, we in Polk County hope that the surplus commodity food laws be kept as they are. We in Polk County have a truly outstanding lunchroom program and would hate to see it diminished.

In Polk, we have been reluctant to "jump feet first" into the federal money "pool" just because it is available. We have tried conscientiously to separate the social, the welfare and the civil aspects from the educational elements of all the federal acts. It simply cannot be done under existing laws! Of course, I am aware that present laws are not designed for their educational purposes alone. Nevertheless, as a school man, I find myself confused and often frustrated by the other aspects of public administration. Within the limits of existing laws, we have interlocked several programs which we believe to be educationally sound. We have tried to avoid tying the citizens of this county to a special crash program or a special segment of our school population in order to be able to withdraw from the federal projects if the federal monies are removed or if the programs fail to provide educational benefits.

The attached brief report is intended to give you an idea of Polk County's efforts under the Elementary and Secondary Education Act. Of course, we are involved with other acts at this time. If it will be of interest to you, I shall be happy to review each of the acts as applied in Polk County at this time.

It goes without saying that I join all the citizens of Polk County in restating our appreciation to you for the able and effective leadership you have provided in the Senate.

Very truly yours,

SHELLEY S. BOONE,
Superintendent of Public Instruction.

"OPERATION RETRIEVE"

Polk County's Program Under the "Elementary and Secondary School Act," P.L. 89–10, Shelley S. Boone, Superintendent of Public Instruction

BACKGROUND

Early in 1965 the Congress of the United States passed P.L. 89–10, commonly known as the "Elementary and Secondary School Act." This legislation provides approximately 1.4 billion dollars for the improvement of schools as follows:

Title I—Strengthen elementary and secondary school programs for educationally deprived children in low income areas ($1,060,000,000)
Title II—Library, textbooks, material resource ($100,000,000)
Title III—Supplementary educational centers and services ($100,000,000)
Title IV—Cooperative research ($100,000,000)
Title V—Strengthen State Departments of Education ($25,000,000)

Florida's portion of these monies (for this fiscal year) is as follows:

Title I—$27,896,230
Title II—$2,604,055
Title III—$2,702,679
Title IV—not allocated by State
Title V—$549,680

At this time in Polk County we are not directly involved in Title V or Title IV. We have submitted a project under Title III to improve our film library and materials center and under Title II we expect to receive approximately $2.00 per child to spend on library books and materials.

We are most involved with Title I at the present. To date about $850,000 has been designated for our county under this program to use in "new programs for the benefit of educationally and economically deprived children." It is possible that an additional $200,000 will be released this year.

FORMATION OF OUR PLAN (TITLE I)

Soon after passage of this act we began a study in this country to determine how we might organize a program within the specifications of this law to best meet the needs of our children. A study was made of data from the 1960 census, test records were analyzed, survey forms were circulated to school people through-

out the county, discussions were held among all groups of school people, suggestions were invited from many sources. From all of this information we arrived at a list of educational needs and formulated a project which would attempt to meet these needs in some measure.

OUTLINE OF THE POLK COUNTY PLAN

Briefly summarized, the program is as follows:

Phase 1—Kindergarten programs located in three areas to provide a total of about 28 half-day sessions.

Phase 2—"Crisis" centers in three areas to provide services for exceptionally handicapped children.

Phase 3—Corrective programs to reach students in a variety of grade levels in three parts:

Part 1—Corrective reading program
Part 2—Guidance services
Part 3—Improvement of basic vocational skills

Funds have been requested as follows:

Phase 1	$299,821.59
Phase 2	110,514.58
Phase 3	438,912.04
Total	849,248.21

We have designed these projects with these basic ideas in mind:

1. Attempting to meet the needs of educationally deprived youngsters.
2. Designing a program of new approaches which will not create a "financial monster" in the event Federal Funding is eliminated or curtailed.
3. Avoiding the establishment of a separate school program unrelated to the regular program. To do this we will administer this program through our regular channels and salaries of all persons employed will be in line with the county salary schedule. We anticipate that all school personnel will be, to some degree, involved in this effort.

PRESENT STATUS

At this time Phase I and Phase II have been approved in Tallahassee. We have received money for the initiation of Phase I and we expect money from Phase II to be in our hands before January 1, 1966. The Phase III plan has been completed and mailed and we expect it to be approved at an early date.

We are aiming at starting all operations by February 1, 1966. It is obvious that a vast amount of detail must be handled in a short time and it is likely that we will start in an incomplete fashion but we will start as efficiently as we can.

THE FUTURE

Present funding will expire at the end of this fiscal year (June 30, 1966). At that time we expect to re-apply for the 1966–67 year and perhaps be able to refine our plans by having had this year's experience.

We hope that everyone, school people and lay people, will watch this effort and offer constructive criticisms. We have an opportunity here to help many of our children and perhaps learn many things which will help us in the future.

BOARD OF PUBLIC INSTRUCTION, MARION COUNTY,
Ocala, Fla., April 15, 1966.

Hon. SPESSARD L. HOLLAND,
United States Senate,
Washington, D.C.

DEAR SENATOR HOLLAND: During the past year, it has been my privilege to serve as Chairman of the FEA Department of County Superintendents and I should like to take this opportunity of advising you concerning some of the needs and problems related to federal policy and legislation pertaining to education which have become apparent to the county school administrators throughout the state. Many of these needs and problems were discussed at our annual spring conference in Tampa, March 20–22.

Mr. Ray Tipton, our executive secretary, was instructed to prepare an official communication from the FEA Department of County Superintendents, setting forth the superintendents' positions on certain items of federal policy and legislation. We have been advised that this communication has gone forward.

I should like to personally endorse these positions and urge your support of enabling legislation as may be needed for their accomplishment as follows:

1. Renewal of Titles I, II, III and V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10). Also, it is important that funding be made before June 1, 1966, for efficiency in budgeting such funds.

2. Recommend that moneys be made available to provide capital outlay funds for buildings. Programs are suffering from lack of building facilities.

3. Recommend additional funds in Title V to state department of education that could be dispensed to local school systems for financial assistance in planning programs under Title I and III.

4. Additional moneys for counties should be included in Title I, II and III of the Elementary and Secondary Education Act for additional cost in planning and administration of programs.

5. Adult Education and Headstart Programs are very important. Recommend that these programs along with Manpower Retraining Act be transferred to the Department of Health, Education and Welfare.

6. It is very important that appropriations for P.L. 874 and further distribution of surplus commodity foods not be diminished in any manner.

Please accept our hearty commendation for your efforts on behalf of educational support. The Marion County School System is benefiting from the present federal programs in education, and it is hoped that they will be further developed and expanded along the lines set forth in the aforementioned correspondence. Any curtailment in funds will certainly tend to offset the gains that we have made.

Please feel free to call upon us for views or information if we can be of any assistance in your consideration of legislative matters relating to education. We want you to know that you have our continuing support.

Sincerely yours,

JOHN W. SEAY,
Superintendent of Public Instruction.

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT,
Sacramento, Calif., April 5, 1966.

Hon. GEORGE MURPHY,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MURPHY: The Sacramento City Unified School District has fully cooperated with the Congress in utilizing federal funds during the current fiscal year to improve existing programs of instruction, to initiate compensatory education opportunities for disadvantaged pre-school and school aged children, to provide job training for out-of-school youth and adults, to provide paid work experience to disadvantaged students, and to offer basic education to disadvantaged adults. Nearly $2,000,000 in federal funds will be expended in the current fiscal year in providing these special educational services and part-time to full-time employment has been provided for more than 500 individuals.

One of the persistent and perplexing problems faced by the public school district in providing programs and services which are federally funded is the uncertainty of the funds for the next succeeding year. Our district has an operating budget in excess of $30,000,000 and the reserves carried for emergencies are generally less than $400,000, and next year such reserves undoubtedly will be less. The district, thus, is not able to guarantee employment for the next fiscal year when congress does not appropriate funds in time. This situation makes it mandatory for us to notify individuals in these federally funded positions that employment will cease on June 30. Since the most opportune time for hiring most school district personnel for the next succeeding year occurs in March, April and May, we are hard pressed to fill positions with competent individuals during the summer months.

There are many steps along the way following congressional approval and funding. Under the provisions of the Elementary and Secondary Education Act

of 1965 there is the determination of the allocation of funds to the state, county or school district. Following this determination it is then up to the local school district to provide personnel to write up project proposals for services which are submitted to the state agency; the state agency requires time to study and evaluate the proposal, and to determine if the intent of the legislation is being followed. After the state agency approval there is the time needed to employ personnel, to purchase the needed instructional supplies and equipment, to provide pre-service and in-service training for the new personnel and to make ready suitable facilities for conducting these instructional programs. The time factors stated above are most necessary if the planned services are to be in the best interests of children.

Ideally the procedures described above require a minimum of four or five months. Thus congressional action is needed in January or February preceding the fiscal year for which educational services are to be provided. Early congressional action will also insure the needed time for planning the best and most efficient use of these education dollars.

The matter presents to our district a problem of increasing acuteness, and it is the intent of this letter to urge your support for early congressional consideration of, and decision on, the question.

Sincerely,

F. MELVYN LAWSON, *Superintendent.*

VERMONT STATE SUPERINTENDENTS' ASSOCIATION,
Montpelier, Vt., April 22, 1966.

Senator WINSTON L. PROUTY,
Senate Office Building,
Washington, D.C.

DEAR SENATOR PROUTY: Speaking for the Vermont Superintendents' Association I wish to express our grave concern over the proposed change in the appropriation for Title I of the Elementary and Secondary Education Act 1965. As amendments to the original legislation have increased categories eligible for aid, we see the money being allocated to the public schools actually reduced.

School administrators have made every effort to utilize effectively the federal money which has been appropriated. They have anticipated an expansion in the available funds which when not forthcoming will greatly reduce the effectiveness of what already has been undertaken.

It would be our hope that you would give your support to increasing the original appropriation as it was anticipated at the time of passage of this act.

Sincerely yours,

PHILIP H. MATHEWSON, *President.*

HARTFORD, CONN., *April 21, 1966.*

Senator THOMAS J. DODD,
Senate Office Building,
Washington, D.C.:

Urge removal of the requirement that States match Federal funds provided for in title V, P.L. 89–10 strengthening State departments of education. It is very difficult to guarantee a continuing program on this basis since the funds are contingent not only of the action of Congress but State legislatures as well.

WILLIAM J. SANDERS, *Commissioner of Education.*

GEORGIA STATE DEPARTMENT OF EDUCATION,
Atlanta, Ga., April 28, 1966.

Hon. HERMAN E. TALMADGE,
United States Senator,
Washington, D.C.

DEAR SENATOR TALMADGE: The Elementary and Secondary Education Act has provided much needed funds for a sizeable number of our school children in Georgia. We are always grateful for any financial assistance available for the further improvement and expansion of public education for the children of Georgia.

As the Congress considers appropriations for this Act for fiscal 1967, it would be most helpful to provide for some needed changes as an effort to improve the administration of the several programs. The most needed changes are as follows:

1) Title I should provide at least one per cent (1%) of the entire allocation to the state or a minimum of $75,000 per state, paid early in the year for state administration expenditures.

2) Title II should provide five per cent (5%) of the state allocation instead of the three per cent (3%) now provided, or a minimum of $30,000 available early in the year for state administration.

3) Title V should be amended to eliminate the matching provision and provide for $30,000,000 for fiscal 1967 instead of $22,000,000. This Title has given to the states an opportunity to provide additional quality leadership in all phases of public education. The strengthening of state departments of education has a direct impact upon the quality of education within the individual system.

We sincerely appreciate your past support of educational legislation and sincerely request your careful consideration of these suggestions.

With warm personal regards, I am

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

RICHMOND COMMUNITY SCHOOLS,
Richmond, Mich., April 28, 1966.

Hon. PHILIP HART,
United States Senate,
Washington, D.C.

DEAR SENATOR HART: The following paragraph is quoted from a letter sent to all state departments of education on April 2nd by the U.S. Office of Education.

"The fiscal year 1967 (school year 66–67) appropriation request for Title I of the Elementary and Secondary Act of 1965 is $1,070,410,000 . . . It is expected that the appropriation will provide approximately 85 percent of the total amount authorized for 1967 by the various provisions of the title . . . for planning purposes for the fiscal year 1967, applicants, generally, should expect to receive 85 percent of their maximum allocations for 1966."

Although this is actually more money than the 1965–1966 appropriation, it is actually less because more groups have been included—Indian children, under the Bureau of Indian Affairs, children of Migratory parents, children in state schools for the handicapped and orphan homes. This would seem to be a serious break of faith.

One of the most serious hurdles I had to overcome with my school board and citizenry was "What would you do if you commit yourself and the appropriations are cut?" I assured them, just as I had been assured, that we could plan on at least three years before there would be serious reconsideration.

This puts us in a tremendous bind. We have made commitments to people and need to make some more soon in order to carry what we started this year. How can any continuity of planning be accomplished under the threat of diminishing funds?

I would sincerely appreciate it if you would give your careful consideration to this problem.

Sincerely,

UREY B. ARNOLD, *Superintendent.*

NORWAY-VULCAN AREA SCHOOLS,
Norway, Mich., April 29, 1966.

Hon. PHILLIP HART,
U.S. Senate,
Washington, D.C.

DEAR SENATOR HART: In checking the appropriations for the Elementary-Secondary Education Act for next fiscal year, we notice that the reimbursement rate will be *decreased* due to the fact that additional categories have been added with appropriations for these categories.

A reduction in funds under this program would greatly hamper the programs that have been started in our district.

We would greatly appreciate the appropriation of funds to cover the additional categories that have been added.

Sincerely yours,

DONALD S. BRUMBAUGH, *Superintendent.*

PAW PAW PUBLIC SCHOOLS,
Paw Paw, Mich., April 29, 1966.

Senator PHILLIP HART,
The United States Senate,
Washington, D.C.

DEAR SENATOR HART: This past year the Paw Paw Public Schools participated in Project Head Start, Title I and II of the Elementary and Secondary Education Act. This participation was approved with some questions in the minds of the members of our Board of Education. In the past, our Board has experienced. Federal programs that began with 100% reimbursement and then found that in a year or two this money was withdrawn leaving the school and the local district to pick up the difference. An example of this is Title V of the National Defense Education Act where we are receiving 10% of the cost of this program. I have now been informed that the Title I appropriation for the coming year is $1,070,410,000, or an increase over the previous year's specific amount of money. However, there has been added to the 1966–67 Title I additional categories such a's (1) Indian Children under the Bureau of Indian Affairs, (2) Children of Migratory Parents, (3) children in state schools for the handicapped, and (4) orphan homes. Consequently, with the addition of these categories, the total appropriation in essence is less than the 1966–67 school year. Are we again to face cutbacks in a program that was sold to us on 100% reimbursement? I can honestly say that our school system is a leader in our county with the child whose parents cannot financially meet the needs of their children. I would appreciate your consideration and help in seeing that if we are to have these programs that they will be reimbursed in the amount of 100%.

Sincerely,

DAN MCCONNELL, *Superintendent.*

STATE OF IDAHO,
DEPARTMENT OF EDUCATION,
Boise, Idaho, April 25, 1966.

Hon. LEN JORDAN,
United States Senator from the State of Idaho, Washington, D.C.

DEAR LEN: As you no doubt know, the western states are not getting sufficient funds to adminster Title I of PL 89–10 as the present Act is written. We would like to see the $75,000 minimum for administrative purposes, as sponsored by Harriet Miller of Montana, continued in order to do a good job and to keep this Title operative. This continuation will aid Idaho.

The 3 percent figure for Title II, as written in the present PL 89–10 bill for administration, is not sufficient for sparsely settled states. While it serves the purpose very well for the larger states, it just does not fit in Idaho. We need a minimum figure for administration of Title II of approximately $50,000.

The third request has to do with Title V. This Title, as you well know, is to strengthen State Departments of Education. We just do not have matching funds for this Title. Therefore, we suggest that everything possible be done to eliminate the matching provision of Title V and thus give us an opportunity to develop as the bill really intended.

We in Idaho are still very much interested in the PL 874–815 program and would like to see it continued.

Len, I would like to thank you again for all that you have done for us in the past and hope that this will give you some of our thinking in Idaho in relation to PL 89–10.

Yours very truly,

D. F. ENGELKING,
State Superintendent of Public Instruction.

RESOLUTION NO. 33, MARIPOSA COUNTY BOARD OF EDUCATION, STATE OF CALIFORNIA

Whereas, the Congress of the United States and the State of California has instituted programs within the school districts of the various counties of this State and,

Whereas, these programs add additional funds to the school districts and,

Whereas, these funds are to be spent according to the approved projects and the California School Accounting Manual and,

Whereas, said expenditures must be checked and approved in the various county offices of the State according to their approved projects and the California School Accounting Manual and,

Whereas, such work will add an additional load to the business offices of the county school, offices of the State and,

Whereas, such business offices are financed through the county general fund and,

Whereas, this creates a situation where federal money is adding an increase to the already over-burdened property tax of the various counties: Now be it therefore

Resolved, That the Mariposa County Board of Education hereby requests that necessary action be taken to provide funds to the business office within the county office of each county by the federal government to provide for the processing of the expenditures of federal funds; be it further

Resolved, That copies of this resolution be forwarded to Senator Way, Senator Kuchel, Senator Murphy, Congressman Johnson, Assemblyman Chappie, and California State Department of Education.

Adopted this 14th day of February, 1966.

MARIPOSA COUNTY BOARD OF EDUCATION.

Ayes: Charles E. Adams, Robert E. Cromer, Dr. Robert J. Evans, William F. Pierce, William J. Shimer.

Noes: None.

Absent: None.

Attest:

C. G. ADELSBACH, *Executive Secretary.*

SOLEDAD UNION SCHOOL DISTRICT,
Soledad, Calif., May 2, 1966.

MR. THOMAS KUCHEL,
U.S. Senator,
Sacramento, Calif.

DEAR MR. KUCHEL: There has been recent discussion pertaining to the impact of migrant farm workers in Monterey County. The Soledad Union School District is in the heart of the Salinas Valley and has had a large number of families of farm workers move into the area.

The school enrollment on April 23, 1965 was 1,121; the enrollment on April 22, 1966 was 1,218. This represents an increase of 197 pupils. The facilities of the school district are being over burdened. This large increase has caused larger class size than optimum for quality education, lack of furniture and equipment, employment of teachers, and a generally lowering of standards established by the school district.

This large increase has necessitated the expending of funds from reserves that are already insufficient for efficient operation. The school district has not been able to properly plan for program or placement due to the rapid increase.

The school district had six large complexes for single men. Of these, two have been converted for families and one in the process of converting. The possibility of the others being converted cannot be discounted. The community has a housing authority, of which one complex is a farm labor center housing seventy-five (75) families.

The Monterey County Planning Commission has approved a twenty unit apartment for farm labor housing and one grower is now constructing twelve new apartments. These will increase the enrollment in September.

Housing of students is only one phase of the school planning. A more important factor is providing an instructional program for all children. Not only are many of the children migrant, but primarily Spanish speaking. To properly plan, these particular children require a different program before participating in the traditional instructional program.

The school district has made an attempt to develop an instructional program to provide services of health and English as a second language for this type child, but is vastly inadequate for the number currently enrolled. Special materials have been made available for classroom teachers to aid these children. The schools have made wide use of N.D.E.A. and E.S.E.A. projects to develop a total quality instructional program; however, the large increase in students and the "turn over" of students has been a detriment to the school objectives.

Larger funding from the State and Federal government agencies is required for a successful school operation. The district is faced with inadequate housing, insufficient funds, and shortage of qualified instructors.

The school district has supported the educational needs of children by providing excellent facilities, materials and equipment, and adequate salaries for personnel. The electorate has bonded the district to capacity and approved state loans to provide housing, and voted override taxes so that the tax levy for the 1966–67 school year is $1.91. The school district has made an effort for the educational program.

This letter is to request your assistance and cooperation in initiating and supporting legislation that will aid our school district and others that are faced with the same problem.

Sincerely,

WENDELL BROOM,
District Superintendent.

CALIFORNIA SCHOOL BOARDS ASSOCIATION,
Sacramento, Calif., April 26, 1966.

Hon. THOMAS H. KUCHEL,
Senate Office Building,
Washington, D.C.

MY DEAR SENATOR KUCHEL: We hereby request that Federal regulations governing state and local use of funds under the Elementary and Secondary Education Act of 1965 include a provision exempting such funds from any state regulation that requires certain percentages of school operation budgets be designated for specific purposes.

This particular Federal regulation is indicated because California has a statutory provision that 50 to 60 percent of all funds spent for current operating expenses of a school district must be spent for classroom teachers' salaries. The statutory definition of classroom teacher does not include librarians, counselors, coordinators, or many other non-classroom teaching positions necessary to effectively carry out the programs provided for in the Federal Act.

The obvious solution to this particular problem is to include the exemption in the State Statute. This, however, is not politically possible as any and all attempts to amend the State Law have been successfully repelled by a mass of protests from teachers and teacher organizations.

Nevertheless, the California Statute is greatly handicapping school districts in their efforts to properly staff for programs that require non-classroom teaching positions dealing with parents, children, or community agencies. For example, under this California Law, any school district which hires a community relations coordinator for $10,000 per year must also spend $15,000 for classroom teachers' salaries, regardless of whether additional teaching staff is needed or whether teachers' salaries in the district are well above the average in the area.

In spite of the merits of the California Law, we feel that the purpose of the ESEA should not be thwarted because Federal funds subvented to local school districts must be deployed according to arbitrary standards set by State statutes.

Yours very truly,

ROBERT W. FORMHALS.

HANFORD JOINT UNION HIGH SCHOOL,
Hanford, Calif., April 29, 1966.

Hon. THOMAS KUCHEL,
Senator from California,
Washington, D.C.

DEAR SIR: The Board of Trustees of the Hanford Joint Union High School District has asked me to bring certain problems of federally funded projects to your attention.

School districts do not receive funds from most federal projects until after the district has made the expenditure approved in the project. Some projects do not provide reimbursement until after the close of the fiscal year of operation. It creates a considerable hardship on most districts to provide financing for these programs and have to wait so long to be reimbursed. At times, for instance, we are unable to maintain sufficient balances in our budget to meet our commitments to our regular programs.

At the present time, the Elementary and Secondary Education Act is the only program in which we participate that provides pre-apportionment of funds. All other federal projects are reimbursed at varying time intervals following expenditure.

The funds available to our school district are determined by prior submission and approval of specific projects. Since funds are encumbered by the State Department in the name of the school district when the project is approved, it is our opinion that funds for approved projects under a federal act should be made available to school districts on either a partial advance, similar to projects under the Elementary and Secondary Education Act, or through immediate reimbursement following expenditures.

At the present time we have approved projects in operation under the following federal acts:

Manpower Development and Training Act
Economic Opportunity Act
Vocational Education Act
National Defense and Education Act
Elementary and Secondary Education Act

The total federal funds which our district is receiving under these acts is close to a quarter of a million dollars. As you know, these are all for restricted or special programs. Financing the expenditures for these projects places quite a burden on our regular operating funds.

I have already called this matter to the attention of the California State Department and California legislators. They tell me that the procedures for distributing funds to local districts are established by federal legislation or by federal administrative agencies. I am, therefore, bringing this problem which affects most school districts in the state to your attention in the hope that you might be able to initiate appropriate remedial action.

Very truly yours,

STRATTON L. TARVIN,
District Superintendent.

LOS ANGELES CITY BOARD OF EDUCATION

PROPOSED AMENDMENT TO PUBLIC LAW 89–10 REGARDING INDIRECT COSTS

Section 207(a) of Public Law 89–10 is amended by inserting after sub-paragraph (a)(2):

"(3) Payment shall be made under paragraph (1) of this section to local educational agencies for indirect costs in an amount equal to 10% of the direct costs of an approved program or project, and payments for such costs shall not be deemed a reduction of the combined fiscal effort of the State educational agency and the local educational agency as set forth in paragraph (c)(2) of this section."

Definitions

Add a definition of "indirect costs" as Section 4(e)(16). See definition portion of P.L. 89–10, Title I.

"The term 'indirect costs' refers to elements of cost necessary to the operation of a program or project, which cannot be readily or efficiently identified directly with the program or project or which constitute an expansion of the normal administrative overhead of the local educational agency applied to support the program or project."

PROPOSED AMENDMENT TO PUBLIC LAW 89–10 REGARDING MULTIPLE COMMUNITY ACTION AGENCIES

Section 205(a)(7) of Public Law 89–10 is amended as follows:

"(7) that wherever there is, in the area served by the local educational agency, a *one or more* community action programs approved pursuant to title

II of the Economic Opportunity Act of 1964 (Public Law 88–452), the programs and projects have been developed in cooperation with the public or private nonprofit agency responsible for the community action program *in the area in which the major portion of the programs and projects of the local educational agency are located;* and . . ."

SAN LUIS OBISPO COUNTY BOARD OF EDUCATION

RESOLUTION 66–3

Whereas, it has come to the attention of this board that the established benefits of Public Laws 815 and 874 are jeopardized by a proposed amendment which would reduce appropriations by 55%, and

Whereas, Public Laws 815 and 874 have contributed to the support of fourteen local school districts of San Luis Obispo County which have been subjected to impaction of federally connected pupils, and

Whereas, this Board has determined that the proposed 55% reduction in Public Law 815 and Public Law 874 would work an undue hardship on the taxpayers of the affected districts, and

Whereas, the loss under the proposed amendment, when applied to San Luis Obispo County is estimated to equal $92,041.00, or an amount equal to an average local tax increase of 5¢ per $100 assessed valuation in the districts affected, and

Whereas, the justice and equity of these Public Laws have been demonstrated and acknowledged by federal and local agencies for many years: Now therefore be it

Resolved, That

(1) this body seek the active support of United States Senators Kuchel and Murphy and Congressman Talcott in defeating any amendment or proposal which would erode the funding or operation of Public Laws 815 and 874, and

(2) that local districts affected be urged to take appropriate similar action to preserve the beneficial effect of these laws.

Adopted this 17th day of February, 1966, on motion of George Porter, seconded by Harold Sween, and approved by the following roll call vote:

Ayes: Board members Lewis, Hailey, Porter, Fernamburg, and Sween.

Noes: None.

For the Board of Education:

VANCE D. LEWIS, *President.*

Date: February 17, 1966.

LASSEN COUNTY BOARD OF EDUCATION, SUSANVILLE, CALIF.

RESOLUTION

Whereas, the Congress of the United States and the State of California has instituted programs within the school districts of the various counties of this State and,

Whereas, these programs add additional funds to the school districts and,

Whereas, these funds are to be spent according to the approved projects and the California School Accounting Manual and,

Whereas, said expenditures must be checked and approved in the various county offices of the State according to their approved projects and the California School Accounting Manual and,

Whereas, such work will add an additional load to the business offices of the county schools offices of the State and,

Whereas, such business offices are financed through the county general fund and,

Whereas, this creates a situation where federal money is adding an increase to the already over-burdened property tax of the various counties: Now be it therefore

Resolved, That the Lassen County Board of Education hereby requests that necessary action be taken to provide funds to the business office within the county office of each county by the federal government to provide for the processing of the expenditures of federal funds; be it further

Resolved, That copies of this resolution be forwarded to Senator Teale, Senator Kuchel, Senator Murphy, Congressman Johnson, Assemblywoman Davis and California State Department of Education.

Dated this 21st day of March, 1966.

MRS. GLORIA FARRIS, *President.*
GLENN R. THOMPSON, *Secretary.*

MADERA COUNTY BOARD OF EDUCATION, MADERA, CALIF.

RESOLUTION

Whereas, the Congress of the United States and the State of California has instituted programs within the school districts of the various counties of this State and,

Whereas, these programs add additional funds to the school districts and,

Whereas, these funds are to be spent according to the approved projects and the California School Accounting Manual and,

Whereas, said expenditures must be checked and approved in the various county offices of the State according to their approved projects and the California School Accounting Manual and,

Whereas, such work will add an additional load to the business offices of the county schools offices of the State and,

Whereas, such business offices are financed through the county general fund and,

Whereas, this creates a situation where federal money is adding an increase to the already over-burdened property tax of the various counties: Now be it therefore

Resolved, that the Madera County Board of Education hereby requests that necessary action be taken to provide funds to the business office within the county office of each county by the federal government to provide for the processing of the expenditures of federal funds; be it further

Resolved, That copies of this resolution be forwarded to Senator Cobey, Senator Kuchel, Senator Murphy, Congressman Sisk, Assemblyman Winton, California State Department of Education and the County Boards of Education of the various counties of the State of California.

Dated this 12th day of January, 1966.

HOWARD KERNUTT, *President.*
NORMAN M. GOULD, *Secretary.*

BUREAU FOR PHYSICALLY HANDICAPPED CHILDREN,
NEW YORK STATE EDUCATION DEPARTMENT,
Albany, N.Y., April 26, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education, Committee on Labor and Public Welfare, United States Senate, Washington, D.C.

DEAR SENATOR MORSE: This letter is being written on behalf of the National Association of State Directors of Special Education, an organization that represents professional personnel in state departments of education who have primary leadership responsibility in the implementation and supervision of programs for handicapped children.

Of concern to the Association is the apparent minimal development of programs for handicapped children under Title I of Public Law 89-10. Since this legislation does not specifically allocate funds to the states to be used in the development of programs and services for handicapped children, much has been left to the initiative of local state departments of education as well as to local school districts. The result in many instances is that funds are not being used to develop and strengthen programs for handicapped children.

Quite naturally, since handicapped children in a sense represent a minority problem and, therefore, subject to all the disadvantages associated with minority problems, and if the intent of the Federal legislation is to insure the expansion and development of quality programs and services for handicapped children, then it is strongly recommended that consideration be given to amending Title I so that an allocation of funds is earmarked for programs for handi-

capped children. This principle has been incorporated in Public Law 89–313 and I am confident that as a result of Public Law 89–313 the programs for handicapped children in State-operated schools will be enhanced.

By establishing a set allocation of Federal funds specifically designated for handicapped children, the Federal Government will insure at least a minimum expansion of programs and services for handicapped children. If a state or local school district wishes to do more for its handicapped children, they would have the freedom to do so but at least they will be mandated to provide more than a token program. This point of view which supports the use of categorical aids does not in any way suggest that school administrators are not equally concerned with the needs of handicapped children as they are with other children under their supervision. However, it does recognize that there is competition for the dollar and unless part of that dollar is to be earmarked for programs for handicapped children, such programs will be lost to the more powerful majority interests representing other types of disadvantaged children.

Another obstacle in the development of programs for handicapped children is the comparatively high cost of such programs. School administrators must necessarily be concerned with utilizing funds to provide programs for the greatest majority of children. Under this type of pressure the financing of programs to meet individual differences in order to obtain the objective of providing an education consistent with the ability of every child becomes jeopardized. We are sure there are no easy answers to the many problems related to the development of equitable legislation affecting the educational programs and management of children. However, if it is the desire of the Federal Government to set "a basic floor under those essential services for all adults and children in the United States," funds will have to be earmarked for those handicapped children who, unless cared for, will become lost as they seek access to equal educational opportunities.

Thanking you for your consideration to the above point of view, we are

Sincerely yours,

JAMES MARSHALL,
President, NASDSE.
RAPHAEL F. SIMCHES,
Chairman, Legislative Committee.

UNITED PARENTS ASSOCIATIONS OF NEW YORK CITY, INC.,
New York, N.Y., May 10, 1966.

Senator WAYNE MORSE,
Chairman, Subcommittee on Education,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: Enclosed please find copies of two briefs presented by our organization to the New York City Board of Education in opposition to Federal aid for non-public schools under the provisions of the Elementary and Secondary Education Act. We are opposed to proposed amendments to the Act, embodied in S. 3046, which would broaden public assistance for parochial and other private schools.

The UPA represents over 400,000 mothers and fathers in New York City, who are members of 450 public school-parent associations. We urge you to oppose the pending legislation before the Education Subcommittee as a dangerous threat to public education in our nation.

Sincerely,

JOSEPH RAPPAPORT,
Executive Director.

PREPARED STATEMENT OF MRS. FLORENCE FLAST, PRESIDENT, UNITED PARENTS ASSOCIATIONS, AT THE SPECIAL MEETING OF THE BOARD OF EDUCATION, HELD ON WEDNESDAY, MARCH 30, 1966, ON THE "AUTHORIZATION TO PROVIDE SPECIALIZED SERVICES IN NON-PUBLIC SCHOOLS IN TITLE I PROGRAMS UNDER THE ELEMENTARY AND SECONDARY EDUCATION ACT"

The United Parents Associations urges the Board of Education to reject the resolution before you in its present form and to nullify all arrangements made with representatives of the non-public schools. We feel these arrangements are in violation of our constitutional guarantees of separation of church and state;

an encouragement of divisiveness, intolerance, and segregation by race and creed; and a real threat to public education in this city.

While we have, for generations, strongly supported efforts to gain Federal aid for our public schools, we have just as strongly opposed the provision of such aid to non-public schools, whether secular or sectarian, directly or indirectly, even in the guise of the child benefit theory. Such aid will inevitably result in further fragmentation of our public school system and help to erode one of the bulwarks of this democracy, free public education which is open to all children, regardless of race, class, or creed.

But this is not the time or the place to argue the merits or faults of the Federal aid legislation. We did that in Washington.

We do feel, though, that this issue should have been aired *here* at the very start, when, under the regulations, our school district was "invited to submit proposals" under Title I. I have searched through the calendars of the Board of Education of this past year and find no indication that the Board ever publicly discussed the question of whether or not to apply for these Federal funds, considering the requirement that these funds must also be used to provide special services to non-public school children. Did the Board members themselves ever consider this question of "whether or not" before considering the "how?" Should not the people of this city have had an opportunity to address themselves to this issue?

Even assuming, as you may have, that there would have been public clamor to accept the funds and to meet the intent of the act, the Board should have provided an opportunity for public discussion in order to establish guidelines and limits for the use of these funds *before* the Superintendent began conferring with representatives of the non-public schools and before these projects were submitted to the State Department of Education for approval.

Under the guidelines issued by Commissioner Allen, "The local educational agency is given wide latitude in the selection of programs that meet the requirements of the Act and the regulations of the Commissioner." The "legislative history" of the Act also includes the following quotes:

"The decision about the best arrangement for providing special educational assistance under Title I is left to the public educational agency of the school district, under the Constitution and laws of the State."

"That States like New York and California which have very strict constitutional prohibitions on aid to private schools still do permit special services of the type mentioned. This legislation, therefore, *respects State and local autonomy and judgment*."

"Thus, public school boards could make available the services of such special personnel as guidance counselors, speech therapists, remedial reading specialists, school social workers who would reach the nonpublic school children *in* the public schools *or* through public services in the non-public school buildings, *or* through mobile services, *or* through community centers, et cetera. But these special services *would not be part of the regular instructional program of the non-public schools*." [Italics mine.]

At what point did the Board exercise its local autonomy and judgment? Given the various alternatives outlined in the legislative history, why did you choose—if in fact you did make the choice—to provide the services *in* the non-public school buildings, rather than in the public schools or community centers?

The State Department of Education guidelines indicate that Title I funds can even be used to transport the non-public school pupils to public schools for these programs. During the normal school day this might present problems in our overcrowded public schools. But during the released time period, when thousands of public school children leave for religious instruction, similar thousands of children could leave their non-public schools for these special services in the public schools—a kind of reverse released time.

I would also draw your attention to the reference, quoted a moment ago, to special services which are not part of the "regular instructional program of the non-public schools." Can instruction in art, music, library, reading, and health education be considered special services in this context, as distinguished from the regular instructional program? Have these subjects not been taught in these schools? We note that under the Educational Enrichment program, Reading Improvement teachers would teach reading to whole classes while their teachers are relieved for preparation work. Is this a means of improving the working conditions of non-public school teachers in line with the UFT contract for pub-

lic school teachers? This is not remedial reading. This is regular classroom instruction by any measurement.

Also included in the legislative history of the Act is the following:

"In the course of the hearings before the Subcommittee, *virtually all the educators* who appeared before us *agreed on the desirability of the mixing and shoulder rubbing in the classroom between non-public school children and the public school children.*" "We expect the Council and its staff in its ongoing scrutiny of these programs, to make sure that the added educational enrichment produced by this classroom interaction is in fact achieved in the conduct of these local programs." [Italics mine.]

Certainly then it was the intent of the Congress to encourage such commingling of children in democratic comradery at this important stage in their development and this crucial time in our history. Considering the fact that the enrollment in the private and parochial schools of this city is 90% white, and considering the losing battle the Board is fighting to improve integration in our public schools, through grade reorganization and other techniques, would not this be an excellent opportunity to provide integrated experiences which could not otherwise be achieved?

As a matter of fact, one of the general criteria for Title I proposals is that the project be "designed to promote integration activities." Why then were after-school programs not proposed to accommodate both public and non-public school children together?

Can you, in good conscience, accommodate public school integration by lofty policy statements at the same time as you permit the use of public monies at your discretion to provide educational services within the exclusive walls of non-public schools, which by the very nature of their selection process, have helped to create the problem of segregation in our public schools? Whether intended or not, it is a fact that since the Supreme Court decision on desegregating the public schools, parochial school enrollment increased at a rate that is 2½ times that of the public schools and the net effect on public school integration has been amply documented. Under the circumstances the 6th "Whereas" in your resolution, referring to non-discrimination, must have been written with tongue in cheek.

It is indeed ironic that grade reorganization in our public schools and these proposed projects for the non-public schools should be on the same calendar of the Board of Education, and both financed by Federal aid.

It is also inconceivable to us that at a time of tremendous teacher shortage, and a shortage of specialists of the types of being provided for these projects, that the Board could agree to assign 280 teachers during the regular school day to non-public schools, in addition to 106 stenographic personnel. It is not even suggested in these proposals that such assignment would be of a voluntary nature. But we could anticipate, that with the provision of Board of Education salaries, pensions, and other fringe benefits, that many teachers might well avail themselves of the opportunity to leave a special service school and happily choose this escape. Any program that provides for assignment of teachers to non-public schools during the regular school day will inevitably encourage such an exodus of teachers from our public schools, despite the assurances that filling our own staff requirements will be given priority. How can you, with the responsibility imposed upon you as members of a Board of Education, aid and abet competing agencies to recruit scarce personnel from our inadequately staffed public schools?

If it is anticipated that a recruitment campaign can fill these jobs, why have we not successfully recruited the teachers we need in our public schools? Why does a special service school in Harlem, which serves "disadvantaged" public school children, have to limp along with only 44% of its staff regularly licensed?

Moreover, how much supervision will be required by Board of Education personnel and to what extent will this also reduce the supervisory staff in our public schools? The NYC Board of Education has an obligation to our public schools. We would deem it a dereliction of duty if you should permit the use of public school teachers, supervisors, or clerical staff in non-public schools during the regular school day.

We would also question whether Title I does in fact permit you to supply these schools with kitchen and lunchroom facilities, art, materials, musical instruments, book shelves, etc. These would seem to fall within the clas-

sification of general aid. After all, would the non-public school administrators really prevent their pupils, other than the disadvantaged, from using lunchroom facilities, or any of the other equipment? Even as to radio and television sets, the law does not *require* that these be provided. It suggests that programs using these media might be a type of service provided for disadvantaged children.

It is indicated that all equipment supplied for specialized services would remain the property of the Board of Education and would be on a loan basis. However, the costs of administering a "loan" program we know are so high that in reality the equipment, as well as books, must actually be given to the non-public schools. The term "loan" is used merely as a means of getting around constitutional restrictions.

As to the distribution of funds, we would like to know how it was determined to apportion these to the non-public schools. We note that of $65 million available to NYC $50 million has been budgeted for the public schools and we assume $15 million is then available for the services to non-public schools. Is this true? If so, that represents 23% of the total. Are 23% of our economically deprived and disadvantaged children in the parochial schools? This hardly seems possible. What criteria were used to identify these children?

We note that in the Board's budget for after-school study centers, in both Elementary and Junior High Schools, the portion financed by Federal funds for the entire 1965–66 school year totaled $233,000, one-third less than is proposed for a three month period for the parochial schools.

In our elementary schools we have a total of 455 corrective reading teacher positions with close to a quarter of a million children reading below grade. That's a ratio of one C.R.T. for every 550 children. And we know that these positions are in many instances filled by untrained substitute teachers because corrective reading specialists are not available. The proposal for the parochial schools calls for 93 such teachers for 15,000 children, or a ratio of one teacher to every 150 children.

Of all the projects under consideration, there is only one which we feel merits approval in its current form and that is the teacher training institutes to be conducted after school, on weekends and during the summer session.

As for speech clinics, remedial and tutorial centers, and guidance centers, we urge that these be provided in a public school building or a community center after 3:00 P.M. and that they be open to all the disadvantaged children in the community, regardless of whether they regularly attend public or non-public schools. It is within your discretion to make such a determination.

And lastly, we are unalterably opposed to sending any public school staff into the non-public schools or recruiting teachers for this purpose as undermining your own efforts to provide quality education in our public schools.

Reject this resolution, which is a blank check endorsement, and request a revision of the proposals which would be consistent with your obligations. The very basic concepts of the American ideal are at stake in this issue and the fabric of our public school system is in jeopardy.

PREPARED STATEMENT OF DR. JOSEPH RAPPAPORT, EXECUTIVE DIRECTOR, UNITED PARENTS ASSOCIATIONS, AT SPECIAL PUBLIC MEETING OF THE BOARD OF EDUCATION, HELD ON WEDNESDAY, APRIL 27, 1966, ON THE RESOLUTION TO AUTHORIZE PARTICIPATION IN TITLE II OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

Since the Board has already sanctioned provisions for servicing nonpublic schools under Title I, we recognize the futility of appearing here on this item. Yet we feel an obligation to state publicly our total opposition to a trend, a direction, which has the potential of destroying public education.

We understand that 90–95% of the school districts in this country have gulped the bait of Federal aid which Congress placed on the hook. We would have hoped, naively perhaps, that at least NYC's Board of Education could have resisted this temptation with the awareness each of you has of the far reaching impact this will have on our public schools, and so consistent with our position on Title I, the United Parents Associations strongly urges the Board of Education to reject this resolution. Using the device and legal fiction of "child benefit" and the "loan" of published and audiovisual materials, the Federal legislation and this resolution actually authorize public assistance for the expansion of the internal resources of parochial and other private schools.

We regard the proposed implementation of Title II as an even more dangerous step than the Board's concession on specialized services under Title I.

Despite this fiction of "loans," when you supply supplementary books and materials to a parochial school, you help build up its facilities, regardless of any rubber stamp marked "public property." Would not these resources actually be on "long term" loan, a *de facto* grant? Despite the *ex libris* of John Q. Public, we question whether these materials within the confines of sectarian schools would be available for any public use. Denial to the public of access to materials under its legal title and custody poses fundamental constitutional issues.

This resolution poses many other questions that we feel must properly lead to its rejection by the Board, charged with the administration of public instruction in our City.

We are deeply concerned that the parochial schools would gain advantages over public schools by indicating, on the basis of estimated needs, the comparative inadequacy of the quality and quantity of their available materials, their relative low expenditure for books in the past, and the resource requirements of their curriculums. The explanation, as part of this resolution, speaks of the distribution of Federal funds on a per capital basis. But this is the transparent guise of "child benefit." The Federal and State guidelines and this resolution state that distribution solely on a per capita basis would not satisfy the criteria of relative need, which is basic to Title II.

This presents a fundamental contradiction. The sum of $1.75 is allocated for every public and private school pupil in this school district. Yet under the criteria of relative need, would you actually be providing $1.75 for every pupil in the public schools?

Consider your obligations under this resolution. Its implementation under the guidelines requires a comparison of the relative needs and resources of public and parochial schools as institutions. For example #9 in your explanation, which is set forth as policy, indicates the allocation of materials on criteria of relative need. What proportion of the total allocation under Title II will be provided to public schools—to private schools?

Would the Board of Education have to supplement the materials held by sectarian schools to a greater extent, on a proportionate basis, than the public schools? Certainly any favored-treatment grants would be entirely inconsistent with your powers. In our own public schools, will there be any school which will receive no benefits from this program? How are priorities to be determined?

Who would actually determine the needs of the parochial schools? Will you be sending members of your staff into the parochial schools to work with their administrators in a study of their resources? This would be in clear violation of the separation of church and state. And if you permitted the sectarian schools to determine their own needs, you would be violating the guidelines which call for cooperative planning. Indeed, you would be caught in the tangle of guidelines, enmeshed in a net of inconsistency.

The resolution refers to the maintenance by the Board of appropriate inventories and records of the books and materials to be supplied. But who would control the housing, cataloguing, and use of this public property? Would not these controls, even under general principles of library management set forth by the State, obviously lie with the parochial schools, constituting a denial of public jurisdiction? And when and how will books, presumably on loan, be returned? If this is really a loan program, the resolution should indicate the conditions for the return of the books.

Encyclopedias, atlases, yearbooks and dictionaries are clearly institutional resources which are not extended to pupils on loan. However the library regulations accompanying this resolution include such reference materials. This contravenes an alleged "loan" program to pupils.

In the provisions of materials to the libraries, classrooms, and storerooms of the private schools, we are concerned about the contradiction with the expressed intent of the Congressional House Committee which stated in its report that "funds provided under this title *will not inure to the enrichment or benefit of any private institution.*" Yet, will not books go directly from the publishers to the non-public schools, without even the pretense of extending these books directly from this Board to individual pupils in these schools?

Let the Board be reminded again that the Constitution of our State prevents you from using public property or funds, whether directly or indirectly, in aid of any denominational school. Our courts have ruled, particularly in *Judd* vs. *Board of Education* (1938), that books may not be loaned to pupils of non-public schools. Aid may not be furnished indirectly, the court ruled, "that may be to the benefit of the institution or promotional of its interests and purposes."

Under the guise of "per capita aid" and the fiction of "loans"—and on the basis of relative need and of priorities—this resolution would also require the Board to contradict in practice its stated goals and objectives. For example, how would the Board entertain an application for Title II materials from licensed private schools set up as a result of opposition to your own directives on school pairing? This is but one instance where the Board would find itself supplying materials to non-public schools whose rapid growth and consequent needs are linked directly to the flight from the public schools resulting from your own policy on integration.

In your decision on Title I for the provision of specialized services, you determined that after-school programs would be conducted only in public schools or other public premises. The guidelines for Title II permit the utilization of existing public school library facilities after school for direct use by private school students and teachers. The resolution says nothing about this, and thus is inconsistent with your decision on Title I. The guidelines also permit distribution on an equitable basis through the public library, as well as the establishment of a special depository in the district for direct use by private school pupils.

In any event, Title II is so flagrantly contrary to our constitutional guarantees and the powers and objectives of this Board that there are few, if any, defensible approaches to this program.

Members of the Board, you are being asked to resort to legal fictions—to compromise the basic convictions that we share regarding our fundamental laws and the public schools. Reject this resolution, and guard the welfare and interests of public education which are now so dangerously challenged.

STATE OF NEW JERSEY DEPARTMENT OF EDUCATION,
Trenton, N.J., April 12, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: The attached is in reference to a letter received by this office from the Fairfield Township Board of Education, copies of which were sent to you and other interested parties.

You will note from our response to the Fairfield Township Board of Education that the intent of Title I of Public Law 89–10 is to provide programs and services to educationally disadvantaged children. Consideration is given to the approval of construction when that construction is justified by the program developed in accordance with the provisions of Title I. This is spelled out in Attachment #3.

We have provided in our letter to the Board of Education a number of suggestions for programs which would assist the school staff in improving the educational offerings for the children of the Township.

On February 23 last a Title I evaluation team from the U.S. Office of Education visited the Department of Education. The members of the team reviewed the proposed construction project of the Fairfield Township Board of Education and advised us that this project seemed to be in conflict with the intent of Title I, P.L. 89–10.

I would add that personnel from our office and the County Superintendent's office in Cumberland County visited with the Fairfield Township Board of Education and inspected facilities prior to our decision on the project.

I trust that this information may be of assistance to you.

Sincerely,

WILLIAM W. RAMSAY,
Coordinator, P.L. 89–10.

APRIL 12, 1966.

Mr. ALBERT HEPNER,
President, Fairfield Township Board of Education,
Fairton School,
Fairton, N.J.

DEAR MR. HEPNER: The following comments are appropriate in reply to your letter of March 25, 1966 requesting reconsideration of your Title I project application for construction:

Although it is evident that Fairfield Township, New Jersey has a need to construct additional school facilities, it is equally evident from your project

application that construction of general classrooms is your prime purpose—for fiscal year 1966, 1967, and some construction of shop facilities for fiscal year 1968.

Your application states that in 1968 any money not used for construction would be used to secure a full-time nurse and provide a health program and needed supplies and equipment.

It further states that if federal funds are available in fiscal year 1969, services would be secured to directly support the learning process, i.e. remedial and special teachers could be secured, a team consisting of psychological, social work, and guidance services will be needed.

A review of your application and its intent would make it appear that almost all funds available from Title I for fiscal year 1966, 1967, and a considerable amount from fiscal year 1968 would be invested in a construction program.

Although some limited construction is permissible under Title I, the utilization of nearly all of your funds for fiscal year 1966 and 1967, and a considerable portion for fiscal year 1968 appears to be contrary to the intent of Title I.

If your prime purpose and need is to reduce class size and student-teacher ratio, a more direct and immediate approach could be developed without construction or with limited construction. The additional needs of students spelled out in your application appear to be almost as critical and could be accomplished to a great extent without construction.

An examination of the needs as outlined in your application might prove helpful to you as you reexamine your application.

Reduction of Class Size

It is possible to reduce class size by employing additional teachers, teacher aides, and remedial specialists to be assigned to existing classes. Remedial specialists could assist children and teachers in improving the educational attainment of educationally disadvantaged children in both the Fairton and Gouldtown Schools. Additional teachers or teacher aides could provide the regular classroom teacher time and opportunity to provide more individual attention to the needs of her children.

Equipment and Instructional Aids

Some of the funds available could be used to increase your inventory of instructional materials, aids, and equipment. Such materials and equipment are permissible is required to carry out the Title I project.

Some of the instructional materials, aids, and equipment might also have the advantage of being available for many more youngsters when not being used by those in the project.

An increase in equipment and instructional materials and aids would have the further advantage of providing your present staff members with more adequate instructional tools.

Summer School Program

The summer school program could be carried out in your existing facilities much as you have indicated in your list of needs. Special programs could be set up for individual or small group instruction.

The summer program has the added advantage of availability of personnel who are normally not employed during the summer months. It would undoubtedly be possible to obtain specialists and provide many services to your children during July and August.

Cultural Opportunities

Your application indicates that there is a great need for students to take field trips outside of your community to enrich their backgrounds. It also indicates that resource people and cultural activities and opportunities should be provided within the school and community setting.

These activities are permissible and may in fact stimulate and prepare children to take advantage of their present academic opportunities.

Health Services

It would be permissible to employ a full-time nurse to attend to the many health problems which are directly affecting your preschool and in-school children.

Funds could be made available to supply glasses, hearing aids, orthopedic and other devices which parents cannot afford to buy and which are limiting the educational attainment of children in your schools.

Dental care, services, and supporting supplies and equipment could be provided.

Medical care, services, supplies and other equipment including an audiometer and telebinocular could be provided if needed to assist the child and the school in the educational process.

Additional services of dentists, physicians, and other professionals who are trained to attend to the physical health of students appear to be desirable and permissible.

Mental, Social and Emotional Health

Psychological, social work, and guidance services could be provided as part of your project. The availability of such services for students, parents, and teachers might go a long way in preventing problems and alleviating present problems.

Inservice Training

Although you do not list this as a need, there is considerable evidence that teachers need reorientation and upgrading in order to be able to deal effectively with the educationally disadvantaged child.

Most of the colleges and universities are engaged in such activities throughout the State in Title I projects. Attention to teachers and their improvement might have immediate and long-range advantages.

The utilization of your available funds in some or a combination of the preceding could in fact be more productive than the utilization of your funds for construction. A project could be developed which could enable you to work with two to three hundred children in both schools rather than simply the reduction of class size for children in the Fairton School.

I am sure that you are aware that a petition has been received in this office. It reads as follows:

Whereas:

(1) We are citizens, residing in District II, namely Gouldtown, of Fairfield Township, Cumberland County, New Jersey, who are deeply interested in the educational offerings for our youngsters.

(2) We were unable to obtain information concerning our Title I proposal from your local administration and board.

(3) We have reviewed the Title I proposal in the County Superintendent's office and feel that some of the data was inaccurately presented as a basis to obtain funds (i.e. that the greater deprivation is in District II rather than District I).

Therefore:

We, the undersigned, request further information concerning Fairfield Township's Title I proposal before authorization is granted.

(Signatures of over 150 people were attached.)

In response to the petition, a letter was sent to the petitioner, Mrs. Claude Gould, President of the Gouldtown Elementary School's Parent and Teachers Association, apprising her of the fact that your Title I application had not been approved. It was suggested that a more productive approach might be for Mrs. Gould and the petitioners to sit down with the Board of Education and its administrators to discuss the needs of children who are economically and educationally disadvantaged and find immediate and productive ways of utilizing Title I funds to benefit such children. A copy of that letter is attached. (Enclosure No. 1). In addition the response was accompanied by a letter sent to Mr. James N. Thompson, Administrative Principal, on March 2, 1966. (Enclosure No. 2).

Although your letter which accompanied the resubmission of the Title I application quoted from several sources to support your contention that construction is permissible under Title I, the following references would point out rather clearly that the utilization of Title I funds almost entirely for construction is not the intent of Title I. (Enclosure No. 3).

In summation it would appear that your Title I application as submitted is not approvable, since its intent is to construct additional facilities for fiscal year 1966, 1967, and to a considerable extent fiscal year 1968.

Since all project applications must be submitted to the County Superintendent and are subject to his review and approval, I shall be pleased to make available to Mr. William Fenton, County Superintendent of Schools, educational specialists who will assist him and you in re-designing your project application to

meet more effectively and directly the needs of the educationally disadvantaged children in both the Fairton and Gouldtown Schools.

I shall make myself and representatives from the Department of Education available to meet with Mr. Fenton and representatives of the Board of Education, school administrators, and community representatives if a meeting of this type would be helpful.

Sincerely,

WILLIAM W. RAMSAY,
Coordinator, P.L. 89–10.

[Enclosure No. 1]

MARCH 9, 1966.

MRS. CLAUDE GOULD,
President, Gouldstown Elementary School's Parent and Teacher's Association, Bridgeton, N.J.

DEAR MRS. GOULD: I am enclosing a copy of a letter sent to Mr. James N. Thompson, Jr., Administrative Principal, on March 2, 1966 in regard to the Fairfield Township Board of Education's Title I project application.

As you will notice, the letter indicates that the project for construction of four rooms at the Fairton School was not approved. Some suggestions for utilization of Title I funds are included in the letter.

Since the project was not approved, a petition at this time would appear to be inappropriate.

A more productive approach might be to sit down with the Board of Education to discuss the needs of children who are economically and educationally disadvantaged and find immediate and productive ways of utilizing Title I funds to benefit such children.

Sincerely,

WILLIAM W. RAMSAY,
Coordinator, P.L. 89–10.

[Enclosure No. 2]

STATE OF NEW JERSEY DEPARTMENT OF EDUCATION,
Trenton, N.J., March 2, 1966.

Mr. JAMES N. THOMPSON, Jr.,
Administrative Principal,
Fairfield Township Board of Education,
Fairton, N.J.

DEAR MR. THOMPSON: Following a review of your Title I project application with representatives of the U.S. Office of Education on Thursday, February 24, 1966, a decision has been reached not to approve your Title I project application for construction.

The attached information has been extracted from the revised U.S. Office of Education Title I guidelines and is the basis of the decision not to approve your construction project:

1. The construction of school facilities for a regular school program is not the purpose of Title I.

2. Only a portion of an applicant's Title I funds may be used for construction of school facilities if such facilities are necessary to carry out a specific project.

(a) Your project, directed at reducing teacher-pupil ratio, may be accomplished this year and in subsequent years, by the employment of additional teachers, teacher aides, or remedial specialists to be assigned to existing classes, therefore, reducing teacher-pupil ratio without the need for construction with Title I funds.

(b) By extending projects which meet the needs of educationally disadvantaged children after school, Saturdays, and during the summer, your present facilities would be available and direct services could be provided immediately without construction.

3. The following services which are mentioned in your project information could be provided without utilizing Title I funds for construction:

(a) Improvement of health services including the employment of an additional nurse if necessary to carry out the program of improved health services.

(b) Remedial and special instruction including the employment of additional remedial or special teachers necessary to carry out the project.

(c) Psychological, social, and guidance services including the employment of the necessary personnel to carry out the project.

(d) Cultural opportunities for educationally disadvantaged students.

(e) Summer school programs for educationally disadvantaged students which could include cultural, educational, and recreational opportunities including the employment of the necessary personnel to carry out the project.

I am herewith returning your Title I project applications.

Should you need assistance in redesigning Title I projects for submission other than construction, please do not hesitate to contact me.

Sincerely,

LOUIS A. DUGHI,
Assistant Coordinator of P.L. 89–10.

[Enclosure No. 3]

"A project application may not cover the construction of school facilities except in those exceptional cases in which such construction is demonstrated to be essential to assure the success of the program or project under Title II of the Act. (Title II of the Act herein refers to Title II P.L. 81–874 of Title I 89–10). If the construction of school facilities is demonstrated to be essential for a program or project, the application must comply with other requirements of Title II of the Act and the regulations in this part, such as the requirements in 116.19 in regard to participation by children in private schools and the requirements in 116.21 in regard to labor standards and overall State Construction planning."

On page 33 of "The Guidelines: Special Programs for Educationally Deprived Children" (OE–35079), the following statements appear:

"The construction of school facilities for the regular school program is not the purpose of Title I. Applicants should therefore make every effort to lease facilities or to adapt existing facilities to the requirements of the activities and services proposed under their projects."

If existing facilities cannot be leased or adapted, the applicant should consider alternate project activities and services that are equally promising and for which facilities are already available.

In addition to the restraining language in the act and the regulations, construction should be undertaken only in extraordinary cases because—

Is a capital investment of long duration. A new building contributes to the educational achievement of children over a long period of time and, in the meantime, many children will not receive services which could have been bought with the money used for construction.

Reduction of the number of pupils per teacher or per adult can be accomplished immediately, without construction, by using a teacher aide or assigning more than one teacher to a class.

The number of children who could be accommodated in any one year in regular school facilities constructed with the amounts available under Title I would be extremely small in proportion to the total number of educationally deprived children who have special educational needs.

Present facilities can often be better utilized by initiating projects after school, on Saturdays, and during the summer. Many buildings remain open only 180 7-hour school days—a fraction of their potential.

Most important, a local educational agency must weigh the merit of sacrificing a remedial and enrichment program to one that would erect a facility. A million dollars spent on construction is a million dollars not spent on various action programs that would directly affect the lives of educationally deprived children this year.

A portion of an applicant's Title I funds may be used for the construction of school facilities but only if such facilities are necessary to enable the applicant to carry out a specific project as approved by the State educational agency. This means that the applicant local educational agency must describe the nature and scope of a project that will meet the special educational needs of educationally deprived children. If the State educational agency concurs with the applicant that no facilities are available for the proposed project, then it may approve funds for construction under Title I.

A Title I project in any fiscal year should not be solely a construction project. The greater portion of the funds allocated to a school district in a fiscal year should be used for operational purposes.

The scope of construction should be limited to those facilities which are required for a specific project.

In requesting funds for construction, the applicant is expected to submit evidence to the State that (1) existing facilities cannot be adapted to the project by remodeling or by rental, and (2) the facilities proposed for construction are the minimum school facilities required for the operation of a project under which certain specific services will be provided.

Even where facilities are needed before school instruction can take place, there are services and activities for children and their parents which could be carried on while waiting for a building to be built.

CITIZENS COUNCIL ON DELINQUENCY AND CRIME,
Minneapolis, Minn., April 22, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education of Senate Committee on Labor and Public Welfare, Washington, D.C.

DEAR SENATOR MORSE: The Citizens Council on Delinquency and Crime of Minnesota calls to your attention a serious omission in Public Law 89–10 (89–313) which provides Federal Grants-in-Aid in education to children in special schools or in special classes of our public schools. The enclosed statement reports the omission of children in our correctional institutions from receiving any benefits which this law will be providing to children in other special schools and classes.

We believe the act should be amended to include children in correctional institutions. The Citizens Council will appreciate whatever assistance you can give us on this matter.

Yours truly,

GERALD L. DAHL,
Secrtary and Staff Consultant.

Enc.: Statement Regarding Public Law 89–10 (89–313).

PREPARED STATEMENT OF LEONARD H. MURRAY, CHAIRMAN, CITIZENS COUNCIL ON DELINQUENCY AND CRIME OF MINNESOTA, REGARDING PUBLIC LAW 89–10 (89–313), FEDERAL AID TO EDUCATION FOR CHILDREN IN SPECIAL SCHOOLS OR IN CLASSES OF PUBLIC SCHOOLS PROVIDING SPECIAL EDUCATION

The Citizens Council on Delinquency and Crime of Minnesota was very interested over the prospects of Public Law 89–10 (89–313) which would provide Federal Grants-in-Aid to children in special schools or in special classes in our public schools. We were disheartened to recently learn that although children committed to our correctional institutions are classified as "socially handicapped," by interpretation of state law, they were excluded from receiving benefits of Grants-in-Aid under Public Law 89–10 (89–313).

In our opinion, this is a very serious omission from the law. We concur with Duane J. Mattheis, Commissioner of Education, that these young people have as great or greater need for improved educational programs as any other students in the State. Members of the Citizens Council have visited the correctional schools on several occasions and recognize an urgent need for educational improvements in their program.

We, therefore, strongly support the recommendations that Public Law 89–10 (89–313) be amended to include students in correctional institutions.

The Citizens Council also learned from the Commissioner of Education that under the present federal distribution formula, it would be impossible for them to make an efficient and reasonable distribution of funds for children in correctional schools. To provide for more reasonable distribution, we recommend that a special allocation of these funds be directed specifically to the students in correctional institutions and not through the usual route of the child's home school district.

We are most hopeful that these recommendations will be incorporated into Public Law 89–10 (89–313) so that the children in our correctional institutions will also be able to receive the aid to education to which they are entitled.

MONONGALIA COUNTY SCHOOLS,
Morgantown, W. Va., April 26, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Senate Committee on Labor and Public Welfare,
Washington, D.C.

DEAR SENATOR MORSE: Recently I accepted an appointment as superintendent of a county school system in West Virginia. In accepting the appointment, one of the commitments that had been made which led me to feel that it would be possible to start to remedy the sub-standard education which is being provided to the boys and girls in that area, was the Congressional commitment to a program of supporting education in areas where there is a high incidence of low income.

In the suburban school district where I am currently serving, the Elementary and Secondary Education Act has had an effect upon the quality of education as a result of grants received under Titles I, II, and III. In the school district to which I am going in West Virginia, it is not only desirable, it is imperative that there be maintained at least the level of support that was received during the current fiscal year, if improvements of any significance are to take place. Actually, substantially larger sums are needed to begin to approach the quality of education being provided in suburban districts.

During the past three months I have had the opportunity to contrast the education which is available to the boys and girls of the Appalachian area with that of the suburban area in which I work, and would be happy to share with you a description of the gross inequalities that exist in the educational opportunities afforded youngsters of this country.

The real paradox is that even in those school districts which are receiving a high level of financial support, we have only begun to scratch the surface of what can be done in the development of human potential through our public school system. The question is not whether this country can afford to carry out the commitments made last year, but whether it can afford to continue the minimum level of investment that has been made up until now.

Sincerely yours,

LLOYD C. NIELSEN,
Superintendent-elect.

ALBANY, N.Y., *April 26, 1966.*

Senator WAYNE MORSE,
Chairman, Senate Subcommittee on Education,
Washington, D.C.:

As vice chairman of the Joint Legislative Committee on Mental Health and Retardation, it is my understanding that Charles Petrozzi is to testify before your group on Wednesday, April 27. A great amount of attention is needed in this field and a national survey to determine the number of multi-handicapped children and various combinations of handicapped would assist us in determining to what extent to pursue, and much needed legislation. We are much aware of the problem in the State of New York and always trying to better the cause. I would appreciate whatever cooperation with Mr. Petrozzi, who also has a great amount of knowledge in this matter.

Assemblyman STANLEY STEINGUT,
Vice Chairman of Joint Legislative Committee on Mental Illness and Retardation.

ALBANY, N.Y., *April 26, 1966.*

Senator WAYNE MORSE,
Chairman, U.S. Senate Subcommittee on Education,
Washington, D.C.:

Charles R. Petrozzi, chairman of the National Committee for Multi-handicapped Children, is scheduled to testify before your group Wednesday, April 27.

I understand that he will request the Federal Government to undertake a national survey to determine the number of multi-handicapped children, and the various combination of handicaps. Today these youngsters have no education opportunities open to them. There is a vital need in this area and I am

very much aware of the problems of these youngsters. Before any effective planning to help them can take place incidence figures are essential. I would appreciate your positive action on this request.

New York State Assemblyman GREGORY J. POPE,
152d Assembly District.

NATIONAL ASSOCIATION OF STATE DIRECTORS OF SPECIAL EDUCATION,
Albany, N.Y., April 26, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education, Committee on Labor and Public Welfare, United States Senate, Washington, D.C.

DEAR SENATOR MORSE: This letter is being written on behalf of the National Association of State Directors of Special Education, an organization that represents professional personnel in state departments of education who have primary leadership responsibility in the implementation and supervision of programs for handicapped children.

Of concern to the Association is the apparent minimal development of programs for handicapped children under Title I of Public Law 89–10. Since this legislation does not specifically allocate funds to the states to be used in the development of programs and services for handicapped children, much has been left to the initiative of local state departments of education as well as to local school districts. The result in many instances is that funds are not being used to develop and strengthen programs for handicapped children.

Quite naturally, since handicapped children in a sense represent a minority problem and, therefore, subject to all of the disadvantages associated with minority problems, and if the intent of the Federal legislation is to insure the expansion and development of quality programs and services for handicapped children, then it is strongly recommended that consideration be given to amending Title I so that an allocation of funds is earmarked for programs for handicapped children. This principle has been incorporated in Public Law 89–313 and I am confident that as a result of Public Law 89–313 the programs for handicapped children in State-operated schools will be enhanced.

By establishing a set allocation of Federal funds specifically designated for handicapped children, the Federal Government will insure at least a minimum expansion of programs and services for handicapped children. If a state or local school district wishes to do more for its handicapped children, they would have the freedom to do so but at least they will be mandated to provide more than a token program. This point of view which supports the use of categorical aids does not in any way suggest that school administrators are not equally concerned with the needs of handicapped children as they are with other children under their supervision. However, it does recognize that there is competition for the dollar and unless part of that dollar is to be earmarked for programs for handicapped children, such programs will be lost to the more powerful majority interests representing other types of disadvantaged children.

Another obstacle in the development of programs for handicapped children is the comparatively high cost of such programs. School administrators must necessarily be concerned with utilizing funds to provide programs for the greatest majority of children. Under this type of pressure the financing of programs to meet individual differences in order to obtain the objective of providing an education consistent with the ability of every child becomes jeopardized. We are sure there are no easy answers to the many problems related to the development of equitable legislation affecting the educational programs and management of children. However, if it is the desire of the Federal Government to set "a basic floor under those essential services for all adults and children in the United States," funds will have to be earmarked for those handicapped children who, unless cared for, will become lost as they seek access to equal educational opportunities.

Thanking you for your consideration to the above point of view, we are
Sincerely yours,

JAMES MARSHALL,
President, NASDSE.
RAPHAEL F. SIMCHES,
Chairman, Legislative Committee.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

RESOLUTION NO. 66–1, A RESOLUTION TO AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT, PUBLIC LAW 89–10

Whereas, the national government has begun a large scale commitment to public education through the Elementary and Secondary Education Act of 1965, Public Law 89–10;

Whereas, this commitment recognizes the historic interdependence of the national, state and local governmental units in Titles I, II and V of this Act while seeming to ignore this interdependence in titles III and IV; and

Whereas, it is the feeling of the National Association of State Boards of Education that the role of the State Boards of Education should be given recognition in Titles III and IV: Now, therefore, be it

Resolved by the Annual Convention of the National Association of State Boards of Education meeting in St. Paul, Minnesota, this 23rd day of April, 1966:

Section 1. That the Congress of the United States be strongly urged to amend at its earliest convenience the Elementary and Secondary Education Act of 1965 to place the primary responsibility for the establishment of educational policy in Titles III and IV of this Act in the competency of the State Boards of Education of the several states thus carrying out the philosophy embodied in Titles I, II and V of this Act; and

Section 2. That a copy of this resolution be forwarded to the appropriate committees of Congress and to the United States Commissioner of Education.

R. A. MANCHESTER,
Chairman, Resolutions Committee.

This is to certify that the above Resolution was adopted at the 1966 convention of the National Association of State Boards of Education held at the St. Paul Hotel, St. Paul, Minnesota, on April 23, 1966.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION,
FRANCIS I. SMITH, *President.*
———— G. COMSTOCK, *Secretary.*

ROSEBURG PUBLIC SCHOOLS,
Roseburg, Oreg., April 13, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.

SIR: Roseburg Public School District is participating in Public Law 89–10, Titles I and II. It is our early opinion that we will be able to do much for the disadvantaged youth in our reading project under Title I. At the present time we have promoted two of our excellent classroom teachers. One is supervising the special reading project, the other is assisting and handling much of the written material that goes along with the project. We have had 180 teachers voluntarily enroll in the course "Diagnostic and Remedial Teachers for Disadvantaged Children" to improve their competence in the teaching of reading. We are bring in college professors from Southern Oregon College. We are also experiencing a little bit of "hauling and pulling" on the part of our principals but we believe that this is good because it shows some thinking is going on. Briefly, in so far as P.L. 89–10 is concerned, we think that the funds will reach some of the barren areas in our school program which have needed watering for quite a while.

In the above paragraph I stated that we had brought two teachers into the main office to see that this program got off the ground and was properly supervised. We had to hire two teachers to take their place in the classroom. The hiring and placement of these teachers is for the ensuing school year starting July 1, 1966 through June 30, 1967. Since we are budgeting for the program (P.L. 89–10) and relying upon the Federal Government to fund this, it becomes a point of anxiety, not only for the Roseburg School System, but for every school district in the state which has a program under Title I. *I personally urge each one of you Senators and Representatives to exert every effort that you can to fund P.L. 89–10 as early in the year as possible and preferably before June 1.*

If I may express myself real frankly to you, it seems to me that as our Senators and Representatives you would gain support politically from a large number of

school men who have been on the fence about Federal Aid to Education by *funding such a program far enough in advance so that we can plan with some assurance* that it will carry through. I think you people sometimes lose site of the fact that while the Federal Government (Congress) can raise money at any time by the enactment of a law, we as administrators in school districts must rely upon passage of a budget by the electorate each year. Assuming that any Federal allocation to education is good, and I believe 89–10 is, you have it within your power also to help school boards maintain confidence in school administrators by giving us some facts to work on. The way it stands now is that "we are assured" (by whom and by when no one knows) that P.L. 89–10 will carry over. This kind of assurance builds no confidence between Boards of Education and those who are advising them. In short, I certainly hope that you can do something about this and get the bill funded early enough for we school superintendents to prepare budgets in the future.

I want to add that many of us are concerned about losing school lunch funds and milk subsidies. Many of the local school lunch programs are in jeopardy without continued assistance from the Federal Government. Further, I am personally disappointed that there will be a possible cut in the National Defense Education Act funds. These funds certainly have been of great value to our school district. The materials that they have purchased have enabled us to lift our program as well as our personnel. There is no institution in the United States that used Federal funds more equitably and fairly than the public school. There is no institution in the United States which touches as broad a group of people or which does as much good for the people of the United States as does the school. The money we receive from Federal Aid goes to the rich, the poor, the farmers, the mill worker, the professional man, the social service workers—every single aspect of social life is influenced by Federal Aid and no other facet of our life, defense excepted, can make that claim.

Respectfully yours,

M. C. DELLER,
Superintendent, Roseburg Public Schools.

NEW YORK, N.Y., *March 25, 1966.*

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: At the United Federation of Teachers Luncheon, you appealed for us to make our views known to you. I am responding to this appeal.

To say that the teachers of the New York City public schools are extremely upset by Title I of the Elementary and Secondary School Act is an understatement.

We are suffering from the results of the middle-class exodus to the suburbs and the huge influx of the non-English speaking, the culturally and economically deprived, the amoral, etc. Those who can possibly afford to—the wealthy, the middle class and even many of the lower class who have found a way to do so through self-sacrifice and/or scholarships—have sent and are sending their children in ever increasing numbers to the private and parochial schools. This further aggravates the public school situation.

We don't have enough classroom teachers—hundreds of classes are uncovered or covered by substitutes. Many programs have not been instituted because of lack of personnel. We desperately need more speech teachers, psychologists, guidance counselors, etc. etc. etc.

Now, as a result of Title I, instead of the public schools being helped, our scarce personnel will be further depleted, the public schools will be further downgraded, the parochial and private schools will be benefited.

We do not understand the reasoning behind this. The public schools are open to all; they are the democratizing catalyst. Is there a move afoot to call for democracy, integration, etc., then to make these impossible? Even if there were an oversupply of teachers and funds, the public schools should get top consideration—but in our present condition, when we so desperately need personnel and funds to augment the parochial and private schools at the expense of the public schools is tantamount to an educational crime.

Respectfully yours,

(Mrs.) GLADYS S. BENBASET.

BOARD OF EDUCATION,
Wyandotte, Mich., April 20, 1966.

Hon. WAYNE MORSE,
U.S. Senate.

MY DEAR SENATOR: The Elementary and Secondary Education Act of 1965 (89–10) is, in my opinion, the most significant event in the history of American education since the passage of the Morrill Land Grant Act of a century ago. It is making it possible for us to implement programs which once inhabited the realm of "wishful thinking". The impact of this act on local school districts has been profoundly stimulating.

I encourage your expeditious support of the 1966 version of this act (S. 3046) and of its amendment number 536.

Yours very truly,

T. R. SPARROW.

AUSTIN INDEPENDENT SCHOOL DISTRICT,
Austin, Tex., April 19, 1966.

Hon. J. J. PICKLE,
House of Representatives,
Washington, D.C.

DEAR JAKE: On April 2, the U. S. Office of Education sent a letter to all State Departments, of Education stating that "The fiscal year 1967 (school year 1966–67) appropriation request for Title I of the Elementary and Secondary Education Act of 1965 is $1,070,410,000. It is expected that the appropriation will provide approximately 85 percent of the total amount authorized for 1967 by the various provisions of the title. For planning purposes for fiscal year 1967, applicants, generally, should expect to receive 85 percent of their maximum allocations for 1966."

While this appears to be an increase in funds under this title, actually it is a decrease because amendments to the original legislation provide that for the next school year there will be added to those eligible under Title I other categories that will require an appropriation of $1.3 billion dollars, or approximately $300 million more than is provided in the present budget.

This could handicap the Austin Public Schools in carrying out the program we now have set up under Title I and we would appreciate it if you would request the Education and Appropriation Committee of the House and Senate to fund Title I at least proportionately with the additional categories under the Act.

Knowing of your keen interest in the educational program of our schools and your desire to see the Federal programs continued as planned, we know that you will be interested in investigating the appropriation recommended for Title I for 1966–67.

Sincerely yours,

IRBY B. CARRUTH.

OREGON EDUCATION ASSOCIATION,
Portland, Oreg., May 5, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: Enclosed please find a one page document setting forth the OEA's position on the question of federal aid to education. This statement was developed for and by the State School Finance Committee and has been adopted by the Representative Council.

I have sent a copy of this statement to all those in attendance at the National School Finance Conference held by the NEA in early April in Chicago. The letters I have received thus far indicate the document may have struck a responsive chord among the conferees.

We hope these suggestions will fall on fertile ground and believe they offer a way to avoid the building of a substantial educational bureaucracy in Washington and what we consider to be the undesirable outcome of this, an undue degree of federal intervention and control of education. We see the growth of a large federal bureaucracy as the concomitant of federal aid as it is presently being distributed.

One circumstance that may be cited as evidence of the difficulties that would be compounded by expanding federal aid in its present categorical form is that arising from delayed approval of projects. It is seemingly very difficult to coordinate the operation of a state's local budget law with the delays commonly experienced in gaining federal approval of a project. For example, local districts are often faced with offering contracts to personnel without having assurance of necessary funding. Qualified people are scarce and they do not wait around for jobs that may not materialize.

We are also wary of the reaction of school boards and communities when programs are cut back. A number of places accepted federal aid only with reluctance and trepidation. Many of them are only looking for an excuse to say "I told you so."

Very truly yours,

JOHN HAKANSON,
Director, Department of Research.

PREPARED STATEMENT OF OREGON EDUCATION ASSOCIATION: A POSITION STATEMENT ON FEDERAL AID TO EDUCATION ADOPTED BY REPRESENTATIVE COUNCIL, MARCH 4–5, 1966

Federal aid to education is necessary and desirable. It can be justified for two basic purposes. One, it should have the effect of broadening the tax base upon which public education depends. Two, it may properly be used to stimulate and support activity in certain areas where the Congress deems this to be in the national interest.

It is recognized that some degree of federal intervention and direction will accompany federal monies. The Oregon Education Association deplores the present extensive reliance on categorical aid as tending to fragment the federal effort while at the same time enhancing opportunities for federal direction to become too specific.

Some of the present variety of programs of federal aid to education are seen to be temporary in nature. Others may be partly experimental in conception as our society struggles to implement a new relationship between government and citizen in the field of education.

As the distinction between control and accountability becomes more refined through experience, a plan of federal aid to education can and should evolve from existing legislation that will safeguard against expenditures contrary to the will of the people as expressed by Congress while preserving those elements of strength in our educational system stemming from the exercise of state and local sovereignty that have enabled this nation to develop and sustain an extensive and comprehensive system of education.

It is suggested that these objectives may be achieved through a program embodying the following general principles:

1. A significant proportion of federal aid should be granted to the states on a per capita child basis to be distributed through state programs granting aid to school districts, provided that certain standards be established which must be met if federal aid is to be received. These standards should be concerned only with basic factors, including, but not necessarily limited to (1) adherence to federal laws such as the Civil Rights Act, (2) the distribution of some minimum part of federal monies being granted to schools on the basis of a sound foundation program-equalization formula, and (3) some form of simple and direct fund accounting procedures involving a report of expenditures in general terms.

The acceptability of a state's plan for distributing this general aid portion of federal monies should be gauged by a commission appointed by the President and advised by the Office of Education and other professional educators. It is suggested that the Compact for Education may properly find a role for itself in this process.

2. The remainder of federal aid should be distributed under the concept of stimulative grants of a categorical nature in such a way as to encourage research in all aspects of the educational effort and stimulate activity in such other areas of education as the Congress deems to be in the national interest.

The Congress should determine the proportions of federal funds allotted to education that should be devoted to general aid and to categorical aid as

it makes biennial appropriations. It is the desire of the Oregon Education Association that the proportion of federal aid provided as general aid to education should progressively increase as the impact of increased expenditures makes itself felt in improved programs of education.

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., May 6, 1966.

Hon. WAYNE MORSE,
United States Senate,
Washington, D.C.:

Funds available from the Elementary and Secondary Education Act, Title V, have had a revitalizing effect on state educational agencies. These funds have made possible personnel additions to our clerical and professional staffs; the expansion of educational data processing; and the promotion of research projects, conferences, and studies that lead to better education for children in our state.

My concern is directed at the provision calling for the agency to match federal funds. This could virtually eliminate many of the services and programs initiated under Title V in Oregon this next school year 1966–67 since the 1965 Legislature didn't anticipate this requirement and failed to appropriate matching funds. It is urgent that the matching provision in ESEA Title V be eliminated if state educational agencies are to continue to be vital members of the educational team.

Your help in increasing the appropriations for Vocational Education, P.L. 874, P.L. 815, and School Lunch is appreciated.

LEON P. MINEAR,
Supt. Public Instruction.

NATIONAL ASSOCIATION OF SECONDARY-SCHOOL PRINCIPALS,
Washington, D.C., May 13, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: One provision in the proposed Amendments to the 1965 Elementary and Secondary Education Act is a matter of concern to this Association. Under Title IV, the Cooperative Research Act, there is a provision which would permit the Commissioner of Education to enter into contracts with private profitmaking agencies and individuals for the training of educational research personnel. This proposal would make the Office of Education itself an operating agency, outside of its historic role of giving support to the education community at large. We question the advisability of permitting the Office of Education to use federal funds to assist in the training of educational researchers in the development and use of commercial products which are the source of corporation profits.

We have always favored federal support of educational research, including the development of new equipment and materials using modern technology for educational uses. We would not object to a contract between the Office of Education and a profitmaking corporation for the training of the Office of Education's own employees. But we feel that the Office of Education should not carry on direct educational research or the training of professional education researchers. This function should be left to the non-profit academic and private agencies who also train teachers and other professional personnel.

We recognize the need for more trained researchers, and agree that their training should include a knowledge of the methods and the equipment produced by contemporary technology. But we feel that this knowledge, as an integral part of their training, should be incorporated in a program of education prepared by one of the non-profit agencies engaged in such training, such as a state department of instruction, a university, or a non-profit foundation or research center. It is the function of these organizations to train researchers, and they are quite competent to deal with the profitmaking

corporations for specialized training on a cost-efficiency basis whenever students require it.

We think that the role of the Office of Education should continue to be that of supporting the training of all levels of professional educators by channeling funds into the most promising areas of research, avoiding duplication by acting as a clearinghouse of ideas, and urging the universities and similar institutions to go in for needed research projects. All this without becoming an operating agency itself. This is what the innovations under Title III and the new laboratories established under Title IV were created to do. We believe that this is what the Cooperative Research Program was originally designed for.

We have studied a statement of the Office of Education entitled "Research Training Contract Authority" which expresses very well the need to have such training provided to education researchers. But we are not persuaded that the Office of Education should try to provide it by contracting with profitmaking organizations. A paragraph numbered "2" begins with a sentence which refers to "allowing all qualified applicants to submit proposals for training the educational researchers * * *." Any qualified applicant is already quite free to do so by submitting proposals to the many non-profit agencies engaged in teacher and researcher training. These agencies can in turn incorporate such proposals whenever they are appropriate in projects for which they request federal grants or cooperative agreements. This we believe is the proper procedure.

The sentence quoted above also refers to the researchers as "needed to evaluate the process of and to give better direction to the national education effort." The Office of Education is indeed engaged in *supporting* a national education effort, which is carried on by state and local educational agencies; but every request for authority in the Office of Education to "direct the national education effort" is sure to alarm those who fear federal *control.*

We feel that this proposed amendment to Title IV is a weakness in S. 3046 which plays into the hands of its opponents and should be eliminated.

Sincerely,

ELLSWORTH TOMPKINS, *Executive Secretary.*

EAGLE POINT PUBLIC SCHOOLS,
Eagle Point, Oreg., April 1, 1966.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: I am soliciting your support on the essential elementary and secondary education act PL 89–10. This act desperately needs to be renewed with an appropriation for it by June 1, 1966.

In our school district and in Jackson County, many worthwhile educational programs have been initiated, staff members have been hired, and educational equipment and materials have been purchased. Consequently, money is urgently needed to continue these projects. Many of the teachers are placed in a precarious position since they have resigned their regular teaching positions to take the new assignments under this act.

A good illustration of this would be the Child Resource Specialist program approved under Title I. Our plan was approved and with this assurance we contracted teachers. In order to make this program a success we had to take it on faith. Unless these teachers were hired and trained, we could not emanate the program for next year. In the event that this program is not continued, there will be no money available to pay the salaries that have been contracted. The money that has been spent will be wasted.

If federal funds are to be beneficial to public schools, we must have some guarantee that districts will not be left in this position.

Undoubtedly, you are aware of some of the projects financed under this federal act in Jackson County. For instance, some of them are:

1. Project Prometheus—a summer enrichment program for high school able and gifted students.
2. Child Resource Specialist program—for grades 1–6 in Jackson County.
3. The special summer enrichment programs and summer kindergarten programs.

4. The purchase of library resource materials and equipment, and some audio-visual equipment.

It would be beneficial to all of us if both the act and financial appropriations could be made available for a three or four year period instead of having to fear the loss of the act each year. These educational acts stimulated many vitally important programs which should be continued on a long range basis to accomplish ultimate, as well as immediate, objectives.

I would appreciate your assistance in this matter.

Yours truly,

EDWARD LEAMING,
Chairman, Board of Directors.

PREPARED STATEMENT OF JEROME E. LEAVITT, PROFESSOR OF EDUCATION, PORTLAND STATE COLLEGE, PORTLAND, OREG.

UNITED STATES EDUCATION IN 1965

When our review of education in the United States for the year 1964 was completed, we did not believe that the major educational events of 1965 could top those of the preceding two years, which had included: the Federal government's entering education on a massive scale both financially and in an advisory capacity; the publication of Conant's studies of American education on many levels; the large percentage increase of college-age students in college; the significant amount of consideration given to such major problems as segregation and dropouts; the marked increase in awareness of the importance of education of pre-school children; and the introduction of a variety of new and important curricula.

As we moved into 1965, it became obvious that people in general, and those on all levels of government in particular, had not lost their earlier interest in education, but had in fact, become more deeply involved. It was recognized that we had an education-minded President, Lyndon B. Johnson, and a Congress that in its first session passed five major education bills. The titles of some of particular significance and import to the larger percentage of the population are: "The Elementary and Secondary Education Act of 1965," "The Higher Education Act of 1965," and "The Economic Opportunity Act," all being continuations both of last year's activities and forerunners of those of the next year.

The year 1965 also might be known as the year in which events made people and people made events. The firing of Cal Gross as New York City's Superintendent of Schools brought to the attention of the country the critical problems that exist in the cities. The appointment of John Gardner, former president of the Carnegie Corporation, to the post of Secretary of Health, Education and Welfare, and the assignment of Frank Keppel to work directly with him, for the first time brought two persons whose primary contributions and interests have been in the field of education to positions of national importance in government. James B. Conant's suggestions on "shaping educational policy" are on their way to being implemented by former North Carolina Governor Terry Sanford in his plan to develop an Interstate Compact for Education. And, of course, as was mentioned previously, the leadership of an education-minded President has continuously sparked action on all fronts of education.

Other significant educational events also highlighted 1965 as a year in which the citizenry was highly education conscious. Seven hundred people, leaders in American education, at the White House conference explored such topics of current concern as: "Education in the Urban Community," "Education in the World of Work," and "Improving the Quality of Education." The National Education Association at its annual meeting affirmed that the power of the teaching profession must be utilized in order to assist teachers adversely affected, particularly those affected by desegregation. The growth of community colleges was beyond anyone's predictions. The war on poverty by its recognition of the need for "creating a positive educational environment" through "Headstart" was one of the ways in which the greatly increased interest in early childhood education was stimulated.

It was in 1965 that state departments of education started to "feel their oats," and gained more stature than they have ever had in the history of our country.

Contributing factors included: more skilled leadership at the state level; upgrading of the departments of education staff members' own image of themselves; utilization by Federal and local educational agencies of state departments as co-ordinating units and purveyors of leadership in state-wide and regional planning by the departments.

The unrest of college students and the dissatisfaction of professors with college administration, coupled with the alleged significant lowering of the quality of teaching in large and small public and private colleges, pointed up a series of shocking conditions that cannot be ignored by those sincerely interested in the future of education and the well-being of our country. It may be said, perhaps, that more student and faculty protests and situations indicative of the unrest occurred during 1965 than took place during the last ten years put together. Placards reading: "I am a human being; do not fold, bend or mutilate." appeared on many campuses. In this connection, one authority in the field of administration asserted that the "middle management" in universities and colleges is the poorest found in any enterprise, and "is one of the underlying causes of such numerous and serious riots, strikes and boycotts by college students and staffs."

The importance of education to the public at large was brought out in a survey by Louis Harris, which indicated that the lack of a good education was the biggest disappointment in life of 18 percent of the Americans queried, ranking next behind death in the family.

The biggest educational surprise of the year to many people was that large private enterprise (big business) had jumped with both feet into the educational scene, at all levels and in all areas of instruction, including such diverse situations as the provision of training programs for the Job Corps and the operation of independent vocational and academic schools. By the way of illustration, the Federal Electric Company operated the training center for the Job Corps at Camp Kilmer in New Jersey. The company not only is responsible for the general management of the camp, but also for a diversified vocational and distributive occupations program. In addition, many technical institutes offering courses in electronics and engineering grew by leaps and bounds, adding correspondence courses, and establishing the many additional centers.

Another surprise development was the establishment of new colleges to operate as independent business enterprises supported by student fees. Parsons College, in Fairfield, Iowa, under the direction of Millard G. Roberts, is a classic example of an institution of this kind. By pruning the curriculum, paying high salaries so that instructors can be lured from other colleges, boosting tuition and recruiting students, Roberts found that a good college could be run for a profit. At the present time, at least, five other colleges are following this pattern. This development provides an interesting contrast to the prediction of Henry Dyers (Vice President of the Educational Testing Service) that by 1970 free colleges will be available to all. He based this prediction on what he believed is the public's increasing willingness to pay the cost of education, the expanding of state and Federal aid to education programs, and the fact that students only pay about one-third of the cost of their education.

So far, however, no one holds the educational crystal ball.

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., February 18, 1966.

Hon. WAYNE L. MORSE,
United States Senate,
Washington, D. C.

MY DEAR SENATOR: The Advisory Committee to the Administrators of Title I, ESEA in Oregon is very concerned regarding the matter of Congressional appropriations for this Title in the public schools for the fiscal year year 1967. We would urge the Congress to make this appropriation at a very early date.

In Oregon, as would be true of many states, school district budgets are being prepared now to be submitted for approval within the next month or two for the next fiscal year. It is difficult to know how to budget for federal funds when appropriations have not been made, and districts do not have a rough indication of receipts from such funds.

It is necessary in this state to contract personnel by March 15 of a given year for employment in the ensuing fiscal year. Teachers who are being employed specifically for a position within a Title I project are somewhat reluctant to sign contracts for positions for which no funds have been appropriated.

Delay in apropriations upsets the economic pace and psychological frame of reference, not to mention the public image of Congress and state departments of education.

It is also difficult for school district personnel to plan for programs and projects for the year ahead when funds for such programs and projects seem to be in doubt.

The members of this committee have requested me to write you, on their behalf, to urge the Congress to consider and approve the appropriation for Title I, ESEA for the next fiscal year at the earliest possible date.

Sincerely yours,

THOMAS E. WOODS,
Chairman, Advisory Committee for Title I, ESEA.

STATE OF NEW MEXICO,
DEPARTMENT OF EDUCATION,
Santa Fe, February 21, 1966.

Hon. WAYNE MORSE,
Chairman, Education Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: During the summer of 1965 I wrote to Senator Anderson requesting his assistance to amend Title V of the Elementary and Secondary Education Act of 1965, P.L. 89–10.

The Chief State School Officers of the nation are very much concerned with the matching requirement of this title and would like to have it amended.

On August 9, 1965 you wrote to Senator Anderson and advised him that you would bring my correspondence to the attention of the subcommittee. I am enclosing a copy of my letter to Senator Anderson in this regard.

At a recent meeting of school administrators in Atlantic City, New Jersey, I had an opportunity to discuss this matter with Superintendent of Public Instruction Minear of your state. Dr. Minear shares my concern in this regard and advised me that he would be contacting your office on this problem. Your assistance in amending this title would be greatly appreciated. I am reasonably certain that the 50 Chief State School Officers of this nation would give you their complete support.

If I can be of any assistance to you in this regard, please do not hesitate to call on me.

Sincerely yours,

LEONARD J. DE LAYO,
Superintendent of Public Instruction.

STATE OF NEW MEXICO,
DEPARTMENT OF EDUCATION,
Santa Fe, July 16, 1965.

Hon. CLINTON P. ANDERSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ANDERSON: After careful study and evaluation of Title V of the Elementary and Secondary Education Act of 1965, my colleagues in other states and I feel that Section 503(b)(1) will limit and restrict the strengthing of State Departments of Education because of the matching provision that will be required subsequent to July 1, 1967.

As you know, New Mexico's educational financial needs are growing constantly. The State Legislature in each session is faced with the problem of providing these additional needs. The State Department of Education in this state as well as in other states has not received appropriations sufficient to enable us to build and strengthen Departments to the extent that we know is necessary in carrying out our role of offering leadership and service to our schools. If the matching provision is to remain, we will find ourselves in the precarious position of having expanded and strengthen the Department based upon availability of funds under Title V, then two years hence, the availability will decrease to between 66% to 50%. We will then be forced to request from 34% to 50% of the funds for the expansion from the State Legislature. This creates an additional financial burden upon the Legislature. If they do not appropriate

the funds to support the strengthening of the Department, we would then be forced to discontinue the programs that we had established and revert to the level that had existed two years prior.

I would like to suggest that you consider the amending of Section 503(b)(1) to the extent that the Section be so written that it will eliminate the matching provision. I am certain that the Chief State School Officers from all 50 states will endorse and support this Amendment.

Your kind consideration of the above suggestion would be greatly appreciated.

Sincerely yours,

LEONARD J. DE LAYO,
Superintendent of Public Instruction.

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., February 24, 1966.

Mrs. WAYNE CORNOGEY,
Gilchrist, Oreg.

DEAR MRS. CORNOGEY: Senator Wayne Morse has referred to the State Department of Education your letter of January 27 in which you ask whether or not there are state funds to help mentally retarded children attend school other than the state residential schools.

The state appropriates money at the present time to assist school districts in providing special classes for educable mentally retarded children. There is no assistance to school districts for special classes for trainable retarded children; however, a few school districts in the state operate such programs with partial or total school district support.

The provision of state assistance to school districts for classes for the trainable has been discussed in a number of legislative sessions. A center which would provide both day care and training for these children has been tried the past year or two under state auspices in Clackamas County at a site located just outside Oregon City.

Whether programs such as this will be extended by the legislature in 1967 or whether this type of center with the public school classes will be authorized is a question which we cannot answer at the present time. If the public school classes are authorized, doubtless a number of these will be established in the state. However, it will require a rather large community to furnish ten eligible children for such a class.

We regret that we cannot be more helpful to you at this time.

Sincerely yours,

JOY HILLS GUBSER,
Assistant Superintendent.

FAIRTON SCHOOL,
Fairton, N.J., March 25, 1966.

Dr. WILLIAM W. RAMSEY,
Coordinator of Public Law 89–10,
State Department of Education,
Trenton, N.J.

DEAR DR. RAMSEY: In your letter of March 2, 1966, the Fairfield Township Board of Education was informed that their Title I application was not approved. During a recent telephone conversation you informed me that we should resubmit the application explaining in greater detail why we would urge you to reconsider the addition of 4 classrooms to the Fairton School.

The Board of Education definitely feels that of all the extreme needs in our school system, classroom construction is given priority as the greatest present need. We feel that this project could be approved based on the following reasons under Title I:

(a) Quote from—American School and University Vol. 38, no. 6, Feb. 1966 pg. 41: "Equipment may be acquired and school facilities constructed when necessary to carry out approved programs."

(b) Quote from Title I: Better Schooling For Educationally Deprived Children DE–35077, published by U.S. Dept. of Health, Education and Welfare; office of Education (same quote as above).

(c) In reference to Guidelines: Special Programs for Educationally Deprived Children (DE–35079) published by U.S. Dept. of Health Education and Welfare—John Gardner, Secretary, Harold Howe II, Commissioner—

Office of Education pg. 26. Under section 205 (a) (4), construction of facilities. Our school board is very willing to comply with the N. J. Dept. of Education concerning any regulation needed to follow in order to pursue this project.

(d) Quote from School Programs For Educationally Deprived Children, bulletin no. OE–35075, pg. 6. "Certain limited classroom construction may be carried out if lack of minimum classroom facilities is the major obstacle to educational programs for children in the project area and suitable space is not available for rental or lease. But, in general, the provisions of this title are not intended to relieve present or anticipated classroom shortages."

(e) Referring back to our application, Part I, Basic Data, Addenda, C no. 1, the following is in addition to what was stated:

1. Since 1950 the Fairton School has had 3 additions, a total of $123,966. This money was raised through taxation, bonds, and money received from State Building Aid. Since 1950, the Gouldtown School has had 4 additions which totals $192,000. This also was paid through taxation, bonds and State Building Aid. At the present time the Board of Education is still paying on the principal and interest.

2. Within a mile of the Fairton School, the Fairton Trailer Park has approximately 160 trailers plus approximately 20 recently poured pads. It is a very good possibility that these trailers and pads will be filled by September 1966. The number of children coming from these units would be in question. We also have a similar problem with a trailer park within a mile of the Gouldtown School with the population increasing.

The township does not receive any tax ratables from these trailers even though the board desires to provide the best education possible for all children regardless of color, race or creed.

3. Referring to our enrollment as of January 31, 1966 you will note that the Fairton School had enrolled 477 and Gouldtown School 427. Note that in Fairton School the Kindergarten classes had 71 students. Due to this a third Kindergarten class was needed. Since this room was not available, a split session was developed with a Special Class. This split sesion will continue in September 1966 based on the large Kindergarten enrollment. Based on the present enrollment, next year our two first grades will have 36 and 35 or if additional students are enrolled a split session will be needed. If the building program is not approved we will have no other alternative but to have split grades and split sessions.

For further information concerning the need of classrooms see the attached enrollment sheet for proposed classes 1966–67 and Part I Basic Data—Addenda C—Additional Classrooms.

(f) Our children are forced to use churches for their graduation exercises. A fire hall is used for special programs. The children must cross heavily traveled highways to get to these destinations. Therefore, these are some of the reasons why we need expanded facilities.

(g) Due to the large number of seasonal agricultural workers who are moving into the township for seasonal work during the spring and summer and establishing permanent residence our enrollment is increasing gradually without support of tax ratables. If you will refer back to the statistical reports covering the past ten years you will note the steady growth of Fairfield Township. The population is increasing and the tax rate continues at a high level with a low average income without taxable industry.

(h) We have heard that because of the Vietnam situation, we might not receive future promised funds. The funds available this year should be used in the most beneficial way. This is why we are asking for our Title I funds to be used for the most urgent present need.

A visit to the Fairfield Township area by you and other representatives is suggested. The group could be given a tour of the township to observe existing conditions.

We believe due to the lack of facilities and a school population containing a very high percentage of educationally and economically disadvantaged children in all grade levels, that building 4 classrooms in the Fairton School this year and 4 classrooms in the Gouldtown School next year would be putting Title I funds to its greatest use for the children of our township.

Respectfully,

ALBERT HEPNER,
Pres., Fairfield Township Board of Education.

ECONOMIC OPPORTUNITY CORPORATION,
Millville, N.J., March 18, 1966.

To Whom It May Concern:

The Fairfield Township Board of Education has indicated its greatest need to be the providing of class room facilities in order to provide the kinds of programs and incur the effectiveness of teaching that is desired to advance educational opportunities in Fairfield Township.

Their desire to use $58,997.00 under Title I of the Elementary and Secondary Education Act meets with the reluctant approval of SREOC as a part of the program necessary to advance the goals of our region. There are many factors in the situation that must be taken into consideration; and having reviewed same, our conclusion is this is necessarily a beginning step.

Sincerely,

THOMAS T. POGUE,
Executive Director.

Proposed classes for 1966–67, Fairfield Township

GOULDTOWN

Classroom	Grades	Students	Classroom	Grades	Students
1	Kindergarten	[1] 50	1	5	34
1	1	20	1	6	34
1	1	21	1	7	34
1	2	33	1	8	21
1	2	18	1	8	22
	3	15	1	Lower split	13
1	3	34	1	Upper split	13
1	3	13			
	4	20	Total (16)		482
1	4	31			
1	5	27			
	6	6			

[1] A.m. and p.m.

FAIRTON

Classroom	Grades	Students	Classroom	Grades	Students
1	Kindergarten	[1] 55	1	6	35
1	1	36	1	7	24
1	1	35	1	7	24
1	2	32	1	8	23
1	2	14	1	8	24
	3	17	1	Lower split	10
1	3	32	1	Upper split	9
1	4	26			
1	4	27	Total (17)		[2] 477
1	5	34			
1	5	20			
	6	10			

[1] Plus 20.
[2] Plus 20 equals 497.

JACKSON COUNTY INTERMEDIATE EDUCATION DISTRICT,
Medford, Oreg., March 4, 1966.

Hon. WAYNE MORSE,
Senate Office Building, Washington, D.C.

DEAR SIR: This is to endorse your current stand on federal aid to education. If 89.10 bill should be impaired in any way, the programs which have so recently begun could not continue. This would be disastrous to local boards, to educators, and to the children who are eligible for the programs.

Please continue fighting. Money is as necessary to fight for progress in our schools at it is to fight confusion in Viet Nam.

Yours sincerely,

NORMAN L. WYERS.

MICHIGAN ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS,
East Lansing, Mich., January 20, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: The elementary principals of Michigan, through their Professional Standards Commission, developed a plan (with the hope of receiving Federal Government assistance) to better prepare teachers for educational leadership; that is, for principalships, curriculum directors and all administrative leadership roles.

Too, because of the explosion of both school needs and human knowledge, the suggested plan included aid to the "on-the-job" educational leaders who largely are in need of up-grading their qualifications.

Since you have a copy of our proposed plan, we are sending you a copy of the tabulation of answers received from a questionnaire submitted to the superintendents of the schools in Michigan.

I am sure that the replies very strongly show the need for improving educational leadership in Michigan and the rest of the nation.

Since President Johnson strongly urges the improvement of education, I hope that our plan for up-grading the qualifications of educational leaders will be put into appropriate legislation. Only improved educational leadership can really bring about this educational gain.

Our association president placed the plan of the Professional Standards Commission, which was designed to up-grade the educational standards of educational leaders, in the hands of the Leadership Development Commission when our state organizational pattern was streamlined. This explains the difference in letterheads in our previous correspondence.

If, by chance, you have been unable to find a copy of our original plan, a note to us will quickly obtain another one for you.

Sincerely,

JACK RABE,
Chairman, Preparation for Principalship.

LEADERSHIP DEVELOPMENT COMMISSION

What Is the Status of the Preparation for Educational Leadership in the State of Michigan?

The Leadership Development Commission of the Michigan Association of Elementary School Principals sent out 680 questionnaires asking three questions of school superintendents.

I. Do you provide a preparatory program for beginning principals *prior* to their placement?

Replies: 29 yes—131 no. These were some of the items listed in the replies: The person selected must:

1. Serve as a teaching assistant to the principal.
2. Serve as a principal in a small school before becoming principal of a larger school.
3. Intern for one-half day daily in more than one school for a year.
4. Have been a consultant.
5. Intern in three different schools for a year's total time, then intern one-half year in the school to be administered.
6. Rotate through the school's administrative positions for a period of two years before placement.
7. Attend weekly seminar sessions which covered the following topics:
    a. How children learn
    b. Philosophy of administrative supervision
    c. Curriculum
    d. Personnel
    e. Student personnel
    f. Business functions
    g. Building operation
    h. School community affairs

II. Is your district directly responsible for some program of additional training for in-service (on-the-job) principals?

Replies: 30 yes—124 no. Some of the replies were:

1. Self-evaluation forms are used.
2. Seminars are held with other school systems to upgrade the new principal.
3. The new principals meet with the system's administrative council.
4. Board sends the new principals to clinics.
5. Board sends the new principals to workshops.
6. Requires an in-service seminar work about a simulated school.
7. Study group meetings are held for new principals.

III. What would you propose if you could structure the ideal plan for the preparation of educators for the role of elementary principal?

Replies: Sixty-eight superintendents recommended one year internship, while thirty-one others suggested some other form of internship or on-the-job training for a total of 99 replies from 167 returns most superintendents recommended University work in connection with internships, in addition to internships, and instead of internships, which indicates that the superintendents place much reliance on the ability of Universities to aid in the up-grading of educational leaders.

Some of the more unusual practices suggested were: The candidate should:

1. Be a specialist in elementary education.
2. Intern in three or more different schools.
3. Take university work in the summer under the direction of a master public school principal.
4. Be an expert in the diagnosis and correction of learning difficulties.
5. Serve as a curriculum director three years before the principalship.
6. Be a consultant to teachers one year before becoming a principal.
7. Have taught in rural schools.
8. Have courses in guidance.
9. Have courses in group dynamics.
10. Have been a substitute for the regular principals when they were unable to be on the job.
11. Have a program of sensitivity training.
12. Have program of reading widely in educational literature.
13. Be required to periodically renew the certificate necessary for the principalship.
14. Have background in research in education.
15. Have worked in the room with an experienced teacher at each grade level to be administered.

Implications

To obtain a clear picture of the lack of pre-preparation of principals-to-be, one cannot look at the 29 schools doing some kind of pre-preparation of educational leaders in comparison to the 131 respondents who stated that they had no program, but one must compare the 29 schools with the 680 schools to which the questionnaires were sent.

It can be reasonably assumed that if only 29 schools of 160 who answered the first question affirmatively, no larger percentage and likely a far smaller percentage of the 420 schools not responding would have answered affirmatively. Thus, the 18+% of affirmative replies to question #1 in relation to the 680 schools or school systems in Michigan would be, likely, a very small percentage. Further, to get a clearer picture, a look at the number of principals involved would be helpful.

There are in Michigan approximately 1500 elementary principals, 700 secondary principals, many curriculum directors, superintendents, coordinators, consultants and supervising personnel that are in the role of educational leader.

Too, of the 29 schools answering "yes" to the question, only one-fourth of the number have well developed comprehensive programs of pre-preparation for educational leaders.

The same approximate situation applies to the up-grading practices of principals new to the job. In plain figures, the preparation of principals-to-be and the up-grading of encumbent principals is very minimal in practice. Fortunately, some schools reported excellent practices and presented well-formulated programs.

Why are so many schools doing little-to-nothing for the improvement of their educational leaders?

Apathy, lack of awareness of the need and indifference to the problem are not so likely to be the answer to the question, as lack of finances on the part of both the individual educational incumbent or the would-be-leader and the school systems of the state; especially is this so as the strongly recommended up-grading program was an internship under university supervision, which means a year off the regular job with no appreciable remuneration.

The better programs should be written up and made available to those who wish to begin a program of up-grading.

REEDVILLE ELEMENTARY SCHOOL,
DISTRICT No. 29,
Aloha, Oreg., February 4, 1966.

Hon. WAYNE MORSE,
Member of the Senate,
Washington, D.C.

DEAR MR. MORSE: At a recent meeting of Oregon school superintendents at Salem, Public Law 89–10 was discussed quite thoroughly, and many of us who work in the so-called bedroom areas concurred that the method of distributing funds needs revision.

Many of these school districts are poor in relation to assessed valuation behind each student, yet we have very few parents who are in the poverty classification. In the urban sprawl that is developing, homes are congregated in certain school districts without any industries to help carry the tax load.

On the other hand, many comparatively rich districts have a few poverty pockets that allow them to draw funds under 89–10, but in most cases the funds are used to help educationally deprived children, rich or poor; consequently the rich districts become richer and the poor remain the same.

Since these funds are intended to help all educationally deprived, not just those in the poverty classification, I feel that many school districts in the urban sprawl are discriminated against. The funds under Public Law 89–10 should be distributed in relation to the wealth of the total district.

Respectfully,

JOSEPH WENZEL, *Principal.*

AGAWAM SCHOOL DEPARTMENT,
Agawam, Mass., January 18, 1966.

Senator WAYNE MORSE,
Washington, D.C.

DEAR SENATOR: Enclosed you will find a copy of a resolution voted by the Cooperative School Service Center at the University of Mass., Amherst Massachusetts. Anything you may do to implement this resolution will be deeply appreciated.

Sincerely yours,

JAMES CLARK, *Superintendent of Schools.*

THE COOPERATIVE SCHOOL SERVICE CENTER AT THE UNIVERSITY OF MASSACHUSETTS, AMHERST, MASS.

A RESOLUTION

The Cooperative School Service Center at the University of Massachusetts; an organization representing fifty public school systems distributed throughout Massachusetts, Vermont, New Hampshire, and Connecticut; hereby resolves that the present pattern of Federal Aid for Education as exemplified by Public Law 89–10 (The Elementary and Secondary Education Act of 1965) is both inequitable in distribution and cumbersome in operation and that; in view of the great and obvious need for Federal Aid to public education; the President of the United States, the Senators and Representatives of the Congress of the United States, the United States Commissioner of Education, the State Commissioners of Education in Massachusetts, Connecticut, New Hampshire, and Vermont, are hereby petitioned to take immediate steps to Amend Public Law 89–10 to provide for the distribution of aid funds through state departments of education to each school district on the basis of the population and the per capita

income with a minimum of Federal control and with the elimination of excessively complicated application procedures. The duly assembled membership of the Cooperative School Service Center takes this action for the following reasons:

1. The present application procedures for Federal funds are so complex that the very school districts needing aid to the greatest degree will not be able to prepare competitive applications.

2. The present application procedures place excessive control in the hands of persons unfamiliar with the needs of individual school districts, persons who are most apt to be impressed by the influence that can be exerted by selected school systems and their politically oriented associates.

3. The complexity of the present program (such as the Federal plan writers and reviewers who need state and local plan writers and reviewers to use up the money in order to have something to review) is completely unnecessary in view of availability of capable and honest educators at the local level, educators who can certainly be trusted to expend Federal funds in a meaningful and sincere manner.

Amherst, Mass., November 5, 1965.

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., April 1, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.:

We wish to direct our remarks to those amendments that affect the Elementary and Secondary Education Act.

In my judgment, the Elementary and Secondary Education Act should be extended to 1970. This would guarantee the local districts an opportunity to propose projects of both short and long duration. It would also assure school districts of financial support for more than one school year. The inclusion of Indian and migrant children has much merit. The provision for the use of a more current base in determining maintenance of local effort is a step in the right direction.

Title I

We do have two serious concerns regarding Title I of the Act. The expenditure of not less than $5000 for local district projects could eliminate 1964 school districts from participation on the basis of maximum grant entitlement for the 1965–66 school year. Some school districts would cooperate in the development of projects that would enable them to meet this feature, and we are sure others would not. Funds for the administration of Title I are minimal. They should be increased to probably not less than one and one-half percent of the state's entitlement.

Title II

The new provision for state administrative costs is more realistic.

Title III

In my judgment, this title should be made a part of Title V with a provision calling for a state administrative plan. The State Department of Education would develop a state administrative plan within acceptable guidelines set forth by the U.S. Office of Education.

Title IV

It is my opinion that many worthwhile research projects and activities are taking place because of the funds made available under this section. It should be expanded to make funds available for the acquisition of physical facilities.

Title V

The funds available under this title have given new life to state educational agencies. The addition of new staff members, research projects, studies, and conferences has brought about a communication link with all levels of education that will speed educational improvements for the children in our state.

We are pleased that the Act has been broadened to include Indian and migrant children. The inclusion of Puerto Rico, Guam, and others should prove bene-

ficial in upgrading their educational programs. It is hoped the appropriations will be adequate to meet the provisions of the Act.

We would like to place before you for the record our position on P.L. 815 and P.L. 874.

We believe that the federal government has a responsibility to reimburse local districts when activities of the federal government place a financial burden upon the local school district. We also believe that the federal government has an obligation to local school districts where federal activities remove real property from the tax assessment rolls. Public Laws 815 and 874 are established programs that have been extremely helpful to eligible school districts in Oregon. These programs have been well handled under the able leadership of B. Alden Lillywhite with a minimum of federal control. The school administrators of the local districts like the way these two laws have been handled.

Instead of restricting Public Laws 815 and 874 by crippling amendments, we would like to see them liberalized to include both 3A and 3B pupils under the existing eligibility requirements. I would like to propose an amendment to the laws that would make postal employees and post offices eligible. I would further recommend that you consider amending Public Law 874 to coincide with Public Law 815 wherein the Commissioner is authorized to waive or reduce any or all percentage requirements in unusual circumstances.

Should you have any questions regarding our position, we would be pleased to hear from you.

LEON P. MINEAR,
Superintendent, Public Instruction.

NATIONAL EDUCATION ASSOCIATION,
LEGISLATIVE COMMISSION,
Washington, D.C., April 6, 1966.

Hon. WAYNE LYMAN MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: One year ago we in NEA and the Oregon Education Association were busy on your doorstep with our pleas for support for the Elementary and Secondary Education Act of 1965. While we knew there was vast need, in your District and everywhere, for immediate new programs to cope with deficiencies which many local school districts could not adequately meet from their local resources, we could not know in advance how widely or how rapidly the local school boards and administrators would act to draft and propose specific new local programs, even with Federal assistance.

Congress wisely required that the programs under Title I of P.L. 89–10, where two-thirds of the money was invested, must be initiated by the local school and drafted specifically to fit their needs.

Last week we asked for and received the first summary made by your State Department of Education of the response of the local districts. Of 381 eligible districts, some 339 local districts have drafted local programs and submitted them to the State Department for approval; only 42 local districts have not submitted applications, most of which represent districts with such small entitlements that there was little motivation for action. Only a very small number, if any, are opposed on political grounds to utilization of the Federal funds to meet the need of their children who were educationally-deprived. Dr. Wilson Riles, California's Director of Compensatory Programs, suggested this week that those few reluctant districts in his state, if they reject the Federal assistance, were clearly obligated to meet those needs within their districts by locally-financed programs to compensate for the existing deficiencies.

We are naturally most gratified at the response of nearly every eligible local district in your state. We thought this review of the situation might be useful to you in the consideration of the proposals for extending these programs which are now before you. Great good is being done for many children whose needs had not previously been met.

In a summary of 9 western states which I just compiled, 2029 local districts have applied under Title I; only 458 did not—a very strong beginning. Oregon is one of the best with overwhelming response to your legislation.

Yours sincerely,

MONROE SWEETLAND,
NEA Legislative Consultant, Western States.

OREGON STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., March 23, 1966.

Mr. MONROE SWEETLAND,
NEA Legislative Consultant, Western States,
Washington, D.C.

In answer to your request of March 11 I am enclosing our most recent survey on the Scope of Oregon School Interest in Title I, PL 89–10 Funds.

If we can be of further service, please contact this office.

JESSE V. FASOLD, *Deputy Superintendent.*

SCOPE OF OREGON SCHOOL DISTRICT INTEREST IN TITLE I, P.L. 89–10 FUNDS AS GAGED BY THE NUMBER OF DISTRICTS APPLYING FOR FUNDS, MARCH 21, 1966

The following pages list Oregon's school districts by county and the Title I, P.L. 89–10 maximum basic grant entitlement for each. Districts not eligible have no entitlement listed. Eligible districts which probably will not apply for funds in fiscal year 1966 are lined out. No attempt has been made to determine the percent of the maximum basic grant applied for, but for most districts it will be 100 percent.

Below is a recapitulation of the number of districts in Oregon, the number of districts eligible for Title I, P.L. 89–10 funds, the number of districts not eligible for Title I funds, and the number of school districts which probably will not apply for such funds in fiscal year 1966.

Also listed below is information indicating the amount of local interest based on records in the State Department of Education to date.

Total number of Oregon school districts	415
Less number of districts not eligible for funds	34
Number of eligible Oregon school districts	381
Less number of districts eligible but apparently not interested this year	42
Number of eligible districts that have or will be applying for funds	339
Number of districts which have applied	277
Number of districts which will apply	62
	339
261 Approved Projects	$6,630,345.94
46 Projects pending (submitted but not yet approved)	581,779.57
Total	$7,212,125.51
Total State Maximum Basic Grant	$8,538,940.00
Funds Remaining March 21, 1966	$1,326,814.49

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10

County and district	*Entitlement*
Baker:	
Baker No. 5J	$65,199.20
Huntington No. 16	4,364.80
Hereford-Unity No. 30J	5,456,00
Pine-Eagle No. 61	13,094.40
Benton:	
Alsea No. 7J	7,092.80
Philomath No. 17J	9,275.20
Corvallis No. 509J	48,012.80
Bellfountain No. 23	1,636.80
Irish Bend No. 24	1,091.20
Monroe No. 25	5,183.20
Apline No. 26	1,636.80
Monroe Union High No. UH1J	4,092.00

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Benton—Continued	
Oak Grove No. 4	$272.80
North Albany No. 34	272.80
Fairmount No. 43	272.80
Fir Grove No. 74	272.80
Clackamas:	
Dickey Prairie No. 25	272.80
Molalla No. 35	10,366.40
Butte Creek No. 67J	6,001.60
Mulino No. 84	3,000.80
Rural Dell No. 92	818.40
Milwaukie No. 1	69,836.80
Concord No. 28	8,729.60
Clackamas No. 64	7,911.20
Milwaukie No. UH5	42,011.20
Lake Oswego No. 7	75,292.80
West Linn No. 3J	26,734.40
Colton No. 53	4,364.80
Oregon City No. 62	105,028.80
Gladstone No. 115	11,457.60
Carus No. 29	545.60
Canby No. 86	15,549.60
Ninety-One No. 91	2,728.00
Canby No. UH1	9,275.20
Welches No. 13	4,092.00
Boring No. 44	1,636.80
Bull Run No. 45	545.60
Sandy No. 46	13,640.00
Cottrell No. 107	2,728.00
Sandy No. UH2	12,003.20
Estacada No. 108	12,821.60
Redland No. 116	2,455.20
Three Lynx No. 123	545.60
Estacada No. UH6	7,092.80
Damascus-Union No. 26	3,000.80
Clatsop:	
Astoria No. 1	39,010.40
Jewell No. 8	5,456.00
Olney No. 11	4,364.80
Warrenton No. 30	19,096.00
Lewis and Clark No. 5	17,459.20
Seaside No. 10	14,731.20
Gearhart No. 15	8,729.60
Cannon Beach No. 37	1,364.00
Seaside No. UH1	11,184.80
Columbia:	
Vernonia No. 47J	11,457.60
St. Helens No. 502	36,828.00
Rainier No. 13	5,728.80
Goble No. 20	1,636.80
Delena No. 32	3,000.80
Apiary No. 38	
Rainier UH No. UH3	4,910.40
Scappoose No. 1J	14,185.60
Warren No. 7	545.60
Scappoose UH No. UH4J	7,365.60
Clatskanie No. 5	6,001.60
Quincy No. 25	3,546.40
Clatskanie UH No. UH5J	5,183.20

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Coos:	
Coquille No. 8	$34,372.80
Coos Bay No. 9	79,930.40
North Bend No. 13	42,829.60
Powers No. 31	3,273.60
Myrtle Point No. 41	18,823.20
Bandon No. 54	35,736.80
Crook: Crook County unit	70,928.00
Curry:	
Port Orford-Langlois No. 2J	7,092.80
Ophir No. 12	6,547.20
Brookings No. 17	11,457.60
Gold Beach No. 3	8,184.00
Gold Beach Union High No. UH1	4,092.00
Deschutes:	
Bend No. 1	87,023.20
Sisters No. 6	9,002.40
Redmond No. 2J	23,460.80
Tumalo No. 3	3,546.40
Terrebonne No. 5	3,546.40
Alfalfa No. 24	272.80
Redmond Union High No. UH1J	15,822.40
Douglas:	
Oakland No. 1	17,459.20
Roseburg No. 4	74,201.60
Glide No. 12	10,093.60
Days Creek No. 15	5,728.80
Camas Valley No. 21	3,819.20
Drain No. 22	10,639.20
Yoncalla No. 32	6,547.20
Elkton No. 34	3,273.60
Umpqua No. 45	3,000.80
Riddle No. 70	9,820.80
Glendale No. 77	19,641.60
South Umpqua No. 19	32,190.40
Winston-Dillard No. 116	18,823.20
Ash Valley No. 125	----------
Sutherlin No. 130	34,372.80
Gardiner No. 9	3,000.80
Reedsport No. 105	9,002.40
Reedsport UH No. UH13	5,456.00
Harney:	
Crane No. 4	1,909.60
Pine Creek No. 5	272.80
Diamond No. 7	818.40
French Glen No. 16	818.40
Drewsey No. 13	1,636.80
Lawen No. 18	818.40
Andrews No. 29	272.80
Sod House No. 32	545.60
Fields No. 33	818.40
Trout Creek No. 53	272.80
Crane UH No. UH1J	4,092.00
Burns No. 1	11,730.40
Suntex No. 10	272.80
Double O No. 28	272.80
Hines No. 30	5,456.00
Hood River: Hood River County School District No. 1	51,559.20

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Jackson:	
Phoenix No. 4	$37,919.20
Ashland No. 5	36,828.00
Central Point No. 6	71,746.40
Eagle Point No. 9	31,099.20
Rogue River No. 35	24,279.20
Applegate No. 40	4,092.00
Prospect No. 59	1,909.60
Butte Falls No. 91	9,820.80
Medford No. 549	112,393.60
Jefferson:	
Culver No. 4	4,910.40
Ashwood No. 8	----------
Black Butte No. 41	----------
Madras No. 509J	33,008.80
Josephine:	
Josephine County Unit	86,204.80
Grants Pass No. 7	78,293.60
Klamath:	
Klamath Falls No. 1	43,375.20
Klamath County Unit	164,498.40
Klamath Falls UH No. UH2	13,367.20
Lake:	
Union No. 5	3,273.60
Lakeview No. 7	18,277.60
Paisley No. 11	4,092.00
Silver Lake No. 14	545.60
Plush No. 18	1,636.80
Adel No. 21	1,636.80
Fort Rock No. 24	545.60
Ana River No. 25	----------
Vernon No. 41	2,728.00
Lane:	
Pleasant Hill No. 1	6,274.40
Eugene No. 4	201,326.40
Springfield No. 19	127,397.60
Fern Ridge No. 28J	36,009.60
Mapleton No. 32	7,911.20
Creswell No. 40	17,732.00
South Lane No. 45J	48,831.20
Bethel No. 52	30,826.40
Crow-Applegate No. 66	5,728,80
McKenzie No. 68	----------
Junction City No. 69	31,372.00
Lowell No. 71	10,639.20
Oak Ridge No. 76	16,368.00
Marcola No. 79	8,456.80
Blachly No. 90	5,456.00
Florence No. 97J	33,827.20
Westfir No. 117	33,827.20
Lincoln: Lincoln County Unit	139,400.80
Linn:	
Mari-Linn No. 29J	2,455.20
Sweet Home No. 55	48,012.80
Scio No. 95	9,548.00
Lourdes No. 124	1,364.00
Mill City No. 129J	11,457.60
Central Linn No. 552	24,824.80
Griggs No. 84	818.40
Sodaville No. 13	2,182.40
Lebanon No. 16	30,280.80

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Linn—Continued	
Sandridge No. 30	$1,091.20
Hamilton Creek No. 33	9,002.40
Fairview No. 66	2,455.20
Lacomb No. 73	4,637.60
Denny No. 78	545.60
Gore No. 81	2,182.40
Crowfoot No. 89	8,184.00
Tennessee No. 102	2,728.00
Lebanon Union High No. UH1	26,188.80
Harrisburg No. 42J	4,637.60
Harris No. 46	818.40
Wyatt No. 63J	545.60
Harrisburg Union High No. UH5J	2,182.40
Albany No. 5	33,008.80
Price No. 6	818.40
Grand Prairie No. 14	2,728.00
Oak Creek No. 15	1,364.00
Dever No. 20	818.40
Riverside No. 24	1,091.20
McFarland No. 25	1,364.00
Tangent No. 26	1,091.20
Millersburg No. 32	1,909.60
Oakville No. 36	----------
Crabtree No. 110	3,819.20
Lakeview No. 14	545.60
Clover Ridge No. 136	2,728.00
Knox Butte No. 19	3,819.20
Albany Union High No. UH8J	48,285.60
Malheur:	
Rockville No. 2	----------
Ontario No. 8	70,382.40
Beulah No. 11	----------
Nyssa No. 26	52,650.40
Annex No. 29	7,638.40
McDermitt No. 51	----------
Adrian No. 61	16,368.00
Jordan Valley No. 3	----------
Arock No. 81	----------
Jordan Valley Union High No. UH1	----------
Brogan No. 1	818.40
Vale No. 15	27,280.00
Willow Creek No. 42	5,183.20
Vale Union High No. UH3	14,731.20
Juntura No. 12	----------
Harper No. 66	4,364.80
Marion:	
Jefferson No. 14J	16,095.20
North Marion No. 15	39,828.80
Salem No. 24J	383,829.60
St. Paul No. 45	24,279.20
Pratum No. 50	1,636.80
Woodburn No. 103	39,556.00
Detroit No. 123J	3,000.80
Bethel No. 125	4,637.60
Aumsville No. 11	5,183.20
Marion No. 20	2,182.40
West Stayton No. 61	2,455.20
Turner No. 79	10,912.00
Shaw No. 80	818.40
North Santiam No. 126	545.60

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Marion—Continued	
Cloverdale No. 144	$2,728.00
Cascade UH No. UH5	21,824.00
Silverton No. 4	58,379.20
Evergreen No. 10	818.40
Willard No. 30	272.80
Victor Point No. 42	4,092.00
Bethany No. 63	2,455.20
Scott's Mills No. 73J	5,728.80
Mt. Angel No. 91	19,914.40
Silver Crest No. 93	2,728.00
Monitor No. 142J	4,910.40
Central Howell No. 540	2,455.20
Silverton Union High No. UH7J	46,648.80
Pioneer No. 13	3,000.80
Brooks No. 31	5,728.80
North Howell No. 51	1,364.00
St. Louis No. 59	3,819.20
Eldriedge No. 60	7,092.80
Gervais No. 76	16,640.80
Parkersville No. 82	4,637.60
Buena Crest No. 134	2,455.20
Gervais Union High No. UH1	20,460.00
Sublimity No. 7	2,728.00
Stayton No. 77J	8,456.80
Stayton Union High No. UH4J	6,547.20
Morrow: Morrow County District No. 1	18,004.80
Multnomah:	
Portland No. 1J	1,940,153.60
Parkrose No. 3	65,744.80
Reynolds No. 7	48,012.80
David Douglas No. 40	136,127.20
Bonneville No. 46	4,910.40
Gresham No. 4	50,468.00
Orient No. 6J	27,825.60
Pleasant Valley No. 15J	5,183.20
Rockwood No. 27	17,459.20
Lynch No. 28	26,461.60
Gresham Union High No. UH2J	59,470.40
Holbrook No. 38	1,636.80
Union High Five No. UH5	1,909.60
Polk:	
Dallas No. 2	54,832.80
Ballston No. 9J	272.80
Central No. 13J	62,744.00
Bethel No. 17	1,636.80
Perrydale No. 21	1,091.20
Valsetz No. 62	----------
Tillamook:	
Tillamook No. 9	19,368.80
Neah-Kah-Nie No. 56	39,283.20
Beaver No. 8	4,364.80
Hebo No. 13J	4,364.80
Sand Lake No. 21	1,636.80
Nestucca Union High No. UH3	8,184.00
Umatilla:	
Pilot Rock No. 2	13,640.00
Echo No. 5	6,547.20
Umatilla No. 6	5,728.80
Hermiston No. 8	55,924.00

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Umatilla—Continued	
Umapine No. 13	$1,091.20
Pendleton No. 16	70,109.60
Weston No. 19	9,275.20
Athena No. 29	10,093.60
Stanfield No. 61	10,912.00
Ferndale No. 10	1,909.60
Pleasant View No. 22	272.80
Milton-Freewater No. 31	16,640.80
Fruitvale No. 72	272.80
Milton-Freewater Union High No. UH3	14,731.20
Union:	
La Grande No. 1	49,922.40
Union No. 5	7,092.80
North Powder No. 8J	3,273.60
Imbler No. 11	3,546.40
Cove No. 15	3,273.60
Elgin No. 23	8,729.60
Wasco:	
Chenowith No. 9	20,732.80
The Dalles No. 12	40,920.00
Tygh Valley No. 40	7,638.40
Maupin No. 84	3,000.80
Maupin Union High No. UH1	9,002.40
Washington:	
Hillsboro No. 7	38,192.00
Reedville No. 29	1,636.80
Groner No. 39	2,728.00
Farmington View No. 58J	2,182.40
North Plains No. 70	12,276.00
Hillsboro Union High No. UH3J	49,922.40
Cornelius No. 2	6,820.00
Forest Grove No. 15	41,465.60
Gales Creek No. 30	4,910.40
Forest Grove Union High No. UH5	25,916.00
Beaverton No. 48J	76,384.00
Banks No. 13	26,734.40
Tigard No. 23	10,912.00
Tigard Union High No. UH2J	15,549.60
Tualatin No. 1J	9,002.40
Gaston No. 511J	5,456.00
Forest Dale No. 16	545.60
Gaston Union High No. UH6J	2,728.00
Cipole No. 45	----------
Sherwood No. 88J	8,729.60
Sherwood Union High No. UH9J	5,183.20
Yamhill:	
Dayton No. 8	7,365.60
Newberg No. 29J	84,022.40
McMinnville No. 40	46,103.20
Sheridan No. 48J	19,641.60
Carlton No. 11	3,819.20
Yamhill No. 16	14,458.40
Yamhill-Carlton Union High No. UH1	8,184.00
Amity No. 4J	18,004.80
Hopewell No. 49J	1,364.00
Amity Union High No. UH5J	9,548.00
Willamina No. 30J	21,551.20
Gilliam:	
Condon No. 25J	7,911.20
Olex No. 11	----------

Oregon School District, Maximum Basic Grant Entitlement, 1965–66 Under Title I, Public Law 89–10—Continued

County and district	*Entitlement*
Grant:	
Dayville No. 16J	$6,820.00
Grant Union UH No. 3	----------
Izee No. 31	----------
John Day No. 3	2,728.00
Long Creek No. 17	----------
Monument No. 8	----------
Mount Vernon No. 6	----------
Prairie City No. 4	5,456.00
Seneca No. 47	----------
Wallowa:	
Bridge No. 11	----------
Enterprise No. 21	15,004.00
Flora No. 32	2,728.00
Joseph No. 6	2,728.00
Park No. 25	----------
Troy No. 54	----------
Wallowa No. 12	6,820.00
Wheeler:	
Fossil No. 21	----------
Mitchell No. 55	5,728.80
Spray No. 1	3,546.40
Sherman County: 6 districts, not eligible.	

MARCH 11, 1966.

Hon. HAROLD HOWE, II,
Commissioner of Education,
Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. COMMISSIONER: This letter will serve to confirm the oral request of the staff of the Subcommittee on Education to Mr. Ivan Seibert, Thursday, March 10, for background material relative to the current operation of the Title X, NDEA program (Sec. 1009) under which matching grants up to a maximum of $50,000 annually are made to the several States.

It is my feeling that information as to the manner in which the program has operated since its inception and an assessment of the degree to which the funds have contributed to a demonstrable improvement in State educational statistical services can be most helpful to the subcommittee in carrying out its legislative oversight functions.

Of particular interest to us, in my judgment, would be an indication of the progress which has been achieved in the development of uniform terminology and uniform units of measurement; the degree to which the State statistical services' publications are helpful to the Office of Education in compiling national data, and an indication of the recency or currency of the data which is compiled by the States and collated by the Office.

It would also be helpful if, in the report, there could be included from your standpoint an indication of such plans as the Office may have for the use of the new Educational Computer Center which would permit the aggregating of basic educational statistics relative to school housing which would allow the determination, without the need for a special survey, of informational items such as the number of schools per school district in each of the States and of these, the number of buildings devoted to elementary education, secondary education, four-year and intermediate or junior high school purposes; the size or capacity of such structures in terms of the number of one-classroom, two-classroom buildings, etc.; the age of such structures, and the number of students served by each such classroom.

You can appreciate, I am sure, that these latter questions are prompted in part by the desire of the subcommittee to array meaningful data which could be helpful to it in evaluating legislative proposals for school construction authorities.

Sincerely yours,

WAYNE MORSE.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., March 23, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: Thank you for your letter of March 11 to Commissioner Howe.

On March 14 Mr. Seibert sent to Mr. Charles Lee, of your staff, some materials on the program under Section 1009, Title X, NDEA. Copies of these materials are enclosed. He has also supplied the enclosed copy of Working Paper No. 1. Pages 21–25 are pertinent to your question.

The Office of Education has been working with the Committee on Educational Data Systems (CEDS) of the Council of Chief State School Officers for the past three years on the development of a nationwide Basic Educational Data System (BEDS). Agreement has been reached on the most basic, highest priority items of information to be included in this system in all five areas of staff, instructional program, pupils, facilities, and finance.

These data are transmitted from the State education agencies to the U.S. Office of Education in unit record, punch card or magnetic tape form, and will permit the aggregating of basic educational statistics without the need for a special survey, as you state in your letter. Once reduced to magnetic tape, these data will provide both general and special purpose statistics, on demand, for local and State education agencies, geographic areas, Congressional Districts, Federal programs, etc.

The Fourth Annual National OE–CEDS Conference is being held this coming April 4–7, at the Woodner Hotel in Washington, D.C., for the purpose of determining the 1966–67 OE–CEDS program for the implementation and further development of this joint Federal-State project.

It is expected that the first usable data to come from this cooperative effort will be fall 1966 professional staff information, to become available for use in the spring of 1967 for the participating States.

School facility information will be made a part of this system for the first time in the fall of 1966. Allowing one year for development, such school building data for fall 1967 should become available for use in the spring of 1968 for the participating States.

If the Office of Legislation can be of further assistance, please let us know.

Sincerely yours,

ALBERT L. ALFORD,
Acting Assistant Commissioner for Legislation.

Working Paper No. 1

FEDERAL-STATE-LOCAL COOPERATIVE ARRANGEMENTS IN STATISTICS

Statements on Programs and Problems of
Federal-State-Local Cooperative Arrangements
for Selected Statistical Activities

Prepared for the

NATIONAL CONFERENCE ON COMPARATIVE STATISTICS

February 23-25, 1966
Washington,
D. C.

Office of Statistical Standards
Bureau of the Budget
Executive Office of the President
Washington, D. C. 20503

FEDERAL-STATE-LOCAL COOPERATIVE ARRANGEMENTS IN STATISTICS

Statements on Programs and Problems of Federal-State-Local Cooperative Arrangements for Selected Statistical Activities

Contents

	Page
Introduction	3
Department of Agriculture:	
Development of Cooperative Federal-State Arrangements for Agricultural Statistics Program	5
Department of Commerce:	
Intergovernmental Relations in Census Bureau Programs	10
Federal-State Cooperative Efforts in Compiling Highway Statistics	17
Department of Health, Education, and Welfare:	
Some Office of Education Programs for Promoting State and Local Statistics	21
Cooperation in Producing National Health Statistics	26
Statistical Programs of the Welfare Administration	31
Department of Justice:	
Development of the Uniform Crime Reports	36
Department of Labor:	
Cooperative Statistical Programs of the Department of Labor	40

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
Washington, D. C. 20503

Federal-State-Local Cooperative Arrangements in Statistics

Introduction

Cooperation between the Federal, State and local governmental units in statistical programs has, in the past, been limited to specific subject areas, primarily agriculture, labor, and vital statistics. The highlights of some of the more extensive and successful of these cooperative programs are set forth in the short papers presented in this pamphlet.

The activities of the Crop Reporting Service of the Department of Agriculture date back to Civil War days, with the appointment of State statistical agents as early as 1882. Census reporting on finances of States and local areas began in 1850. Collection of mortality statistics started in 1880. The collection of labor statistics goes back more than half a century. Uniform Crime Reports and highway statistics systems have developed since the 1930's. More recently cooperative Federal-State efforts in statistics on education and welfare have been highlighted.

Each subject field of statistics developed in its own manner taking into account the National and State interests and the existing organizational arrangements in the field. The manner and degree of Federal-State-local cooperation varied accordingly. In the vital statistics program the Federal Government purchased from the States records which met specified standards. Grant-in-aid arrangements facilitated local-State-Federal efforts in the development of welfare statistics. The employment statistics programs involve a cooperative arrangement between the Bureau of Labor Statistics and the Bureau of Employment Security in Washington and the cooperating State agencies in each of the States and the District of Columbia. Generally, the programs described may be divided into those where the governmental units report on their own activities and those where they act as a transmittal point between other respondents and the Federal Government.

The cooperative arrangements in these programs provide, in some measure, for continuing contact between the Federal Government and the States. Arrangements for consultation and help vary from the informal to highly detailed joint working arrangements. Worthy of note is the annual Interstate Conference on Labor Statistics described in the last paper in this series.

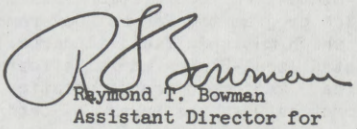
While there has been coordination among agencies at the Federal level, and some coordination between Federal and State agencies has emerged through the mechanisms of the individual programs, there has as yet

been no significant effort at over-all development and coordination of statistical programs by the different levels of Government.

Briefly, the National Conference on Comparative Statistics is intended to explore current and developing needs for comparable statistical information to aid decision making and to serve important governmental ends. Primary attention is being directed to statistical requirements at the State and local levels. Opportunities and methods for improving the content, availability, use, and comparability of data for these purposes are also being explored.

To avoid time-consuming review of existing arrangements, the administrators of eight agencies which have statistical programs involving Federal-State-local interests were asked to prepare background papers on their programs, highlighting the arrangements which have developed over the years. Selected problems which were faced and overcome in the development of uniform standards are also discussed. In some instances, especially where highly developed systems have emerged, the principles on which Federal-State cooperation is based are outlined.

The general goal of the National Conference on Comparative Statistics is to accelerate efforts to define and meet critical information needs and to foster appropriate intra-governmental, interstate, and intergovernmental coordination. Hopefully, the experiences described in these eight papers will provide background for discussing the next steps in moving toward these goals. They indicate that much has been accomplished in special subject fields. But the development by the several levels of government of a body of statistical information properly designed for interrelated decision making has yet to be undertaken.



Raymond T. Bowman
Assistant Director for
Statistical Standards

U. S. DEPARTMENT OF AGRICULTURE

Development of Cooperative Federal-State Arrangements For Agricultural Statistics Programs[1]

Development of a cooperative agricultural statistics program between the United States Department of Agriculture and State agencies throughout most of the country represents the efforts of many people over many years. In fact, cooperative Federal-State relationships go back to the very beginnings of the Department. Work of early national leaders and the agricultural societies in the States helped lead to passage of the Organic Act of 1862 which established the Department of Agriculture. This Act, which gave the new Department a very broad charter to carry on research and development work, specifically called for collecting statistics. Development of Federal-State cooperation in collecting statistics is summarized below for two principal functions--crop reporting and market news.

Federal-State Crop Reporting Service

The first identifiable appropriation solely for agricultural statistics was $20,000 for the 1865 fiscal year. The Department published monthly reports on the condition of crops based on information received from volunteer crop reporters in each county. In 1866, annual reports on acreage, yield per acre, and production of important crops were initiated, as were reports on January 1 livestock numbers. Within a few years, collecting agricultural statistics was firmly established on a continuing basis.

Several States were also actively interested in collecting crop data. The Iowa Horticultural Society was a leader in such activities, and as early as 1872 obtained crop condition and production figures from county correspondents. Other States began to collect statistics on agricultural production and livestock numbers through tax assessors. In most of the States, collecting statistics was considered the responsibility of a State Department of Agriculture or State Board to which service and regulatory activities had been assigned.

In 1882 the USDA appointed State statistical agents. This was a significant development because it brought the State and Federal agencies closer together, and informal cooperative relations were established in a number of States. A change in USDA organization in 1914, establishing full-time State statisticians, laid the ground work for developing closer and more

1/ Prepared by J. Richard Grant, Statistical Reporting Service, U. S. Department of Agriculture.

formal working relations with State agencies. By that time, several States--including Kansas, Iowa, and Wisconsin--were making State and county estimates of crop production and livestock numbers. Some duplication of effort occurred which led to discussions of the desirability of a joint Federal-State crop reporting program to avoid overlapping functions and to improve the estimates. In the spring of 1917 the first formal agreement was entered into. It was with the Wisconsin Department of Agriculture. A few months later a similar agreement was reached with the State Industrial Commission of Utah. Agreements with Missouri and Nebraska followed in the spring of 1918 and with Ohio in the fall of that year. During the early 1920's, agreements were concluded with many other States.

Today, USDA's Statistical Reporting Service has cooperative agreements covering the collection of statistical data on crops and livestock in 44 States--with 38 State Departments of Agriculture and with six State agricultural colleges, universities, or experiment stations. Additional cooperative agreements covering dairy manufacturing statistics are in effect with 29 State Departments of Agriculture and one State agricultural college. The Federal Statistician in charge in the States operates a joint office usually made up of both Federally and State paid personnel and is generally recognized by the State agency as being responsible for all agricultural statistics programs in the State. Crop and livestock reports for the few States in which there are no cooperative arrangements are supported solely by Federal funds of the Statistical Reporting Service.

For the current fiscal year the Federal appropriation for the Statistical Reporting Service is about $11.5 million, while the 44 cooperating States are spending about $1.9 million for cooperative and State statistical programs. The additional State funds make possible the collection and publication of such supplementary data as (1) crop acreages, production, and livestock numbers for within-State areas such as crop reporting districts or counties; (2) special commodity surveys, and (3) other special studies on such subjects as farm labor, prices, and marketing problems. Another major use of these funds is for preparing and printing State statistical bulletins. The amount of funds provided by individual States varies widely. State farm censuses are conducted in 13 States, financed in various ways by State funds. In most States the SRS State Statistician is responsible for the content of this questionnaire and compilation of data. The three sources of funds for State programs are: Regular State appropriations; State funds appropriated to match Federal funds under provisions of the Research and Marketing Act of 1946; and industry funds

provided for gathering specific data relating to an industry. Regardless of the source of funds the reports are made equally available to everyone.

Federal-State Market News Service

The Consumer and Marketing Service of the U. S. Department of Agriculture cooperates with many of the State Departments of Agriculture in gathering and distributing market news reports on supply, demand, prices, and movement of agricultural products. This work had its beginning during World War I as the marketing of farm products had become highly specialized and integrated on a nation-wide basis, largely the result of improvements in transportation, storage, and communication. There was a growing recognition by farmers and dealers in agricultural commodities that an impartial agent was needed to gather price and supply information for public release on a uniform and consistent basis.

The first report, issued in 1915, was a simple statement of prices and market conditions for strawberries at Hammond, Louisiana. During the next few years market news reporting expanded rapidly in a number of areas and commodities. This was followed by the opening of a small number of seasonal market news field stations in various fruit and vegetable producing areas, and the assignment of market news reporters to cover the wholesale produce markets in large distribution centers such as New York City, Chicago, St. Louis, Kansas City, Buffalo and Baltimore. Market news for meat and meat by-products was initiated at a few principal cities in 1917, and a year later daily reports on trading and prices for livestock at public markets in Chicago, Kansas City, and Omaha were begun. Market news reporting on dairy and poultry products was then instituted at some of the principal markets. Bi-weekly reports were begun in a few States for wheat, corn, oats, and hay, including data on prices, probable receipts and shipments. In 1919 the Cotton Futures Act was amended to include a provision for market news reporting of cotton.

The need for close cooperation with State and local agencies was recognized and a variety of cooperative arrangements evolved. It was recognized that certain broad regional or national aspects of the program could be handled more advantageously by USDA, whereas other aspects of local operations, for example in States not having heavy concentrations of production or marketing of the commodities being covered, could be better handled by the States. The Federal responsibility includes establishing terminology to insure uniformity of data reported.

In the market news service today, there is a nation-wide network of 181 year-round and 40 seasonal field offices in 135 cities. In total, 42 States participate through cooperative agreements in the collection and dissemination of market news. For fruits and vegetables, cooperative agreements are in effect with 27 States. Dairy and poultry market news agreements are in effect with 33 States. Fewer States cooperate in livestock and grain market news, and only two States participate in cotton market news work. The degree of cooperation and financial sharing varies greatly among the offices and by commodities. In some offices, C&MS handles the operation with States sharing cost by providing certain personnel or service items. Other offices may be operated by a State, with C&MS providing leased wire facilities, postage, or otherwise sharing in the cost. The most common arrangement is for the cost to be shared about equally between State and Federal governments.

In 1965, the Consumer and Marketing Service spent $6.5 million for market news--including the costs of a number of Federal reporting offices at terminal markets, and a 20,000-mile leased teletypewriter network which enables the market news offices to flash market news across the country rapidly. The States spent approximately $2.5 million for market news during the same period.

Recent Developments

In December 1962, Secretary of Agriculture Freeman appointed a Joint Task Force to study Federal-State cooperative arrangements in administering programs of mutual concern. The Task Force, in preparing a Statement of Policy, recognized the following basic points that are essential to efficient operation of Federal-State cooperative programs:

(a) The National Government and States should be partners, not competitors;
(b) There should be a free and full exchange of information between agencies;
(c) When administering a program as a joint effort to meet both Federal and State requirements, there are few if any cases in which the issues are so clearly defined that independent action by either party may not lead to misunderstanding;
(d) Although a high degree of uniformity in purpose and procedure between States is a desirable objective, there must be provision for flexibility in agreements as State laws and interests differ; and
(e) Any cooperative program must have strong local support for maximum effectiveness--and few if any such programs are of exclusive interest to a single State--thus full coordination of the efforts of Federal and State employees assigned to such programs becomes basic to sound program management.

The Statement of Policy emphasizes the importance of developing and maintaining harmonious relations, and the need for both parties to appreciate the responsibilities of the other. It is in this spirit that the cooperative Federal-State program for collecting and disseminating agricultural statistics has been so successfully developed.

63-285 O - 66 - pt. 6 - 23

DEPARTMENT OF COMMERCE
Bureau of the Census

Intergovernmental Relations in Census Bureau Programs[1]

The Bureau of the Census enjoys extensive dealings with State and local governments, and regards their informational requirements as among the most important to be served by its statistical work.

Through periodic censuses and more frequent surveys, the Bureau assembles data on numerous subjects, including not only population but also agriculture, business, construction, foreign trade, governments, housing, industry, and transportation. In most of these subject fields, findings are published for regions, States, and local areas, as well as for the Nation as a whole.

An exhaustive treatise would be needed to enumerate the many uses made of Census Bureau data by State and local governments. The present document has a much narrower focus. It describes briefly the relationships which have developed in several Census programs which directly draw upon these governments for cooperation in the assembly of basic statistics, with particular reference to problems of data classification and comparability.

Statistics on Governments

The Government Statistics Program of the Bureau of the Census is the primary source of comprehensive, geographically comparable, data on the finances and employment of State and local governments. As part of the quinquennial Census of Governments, information on these subjects is gathered each 5 years from all governmental units, and is published in considerable detail. This periodic Census also provides extensive data on the numbers and characteristics of local governments, and on valuations set for local property taxation. Sample surveys covering several thousand governments are conducted annually to supply national and State-by-State data on governmental finances and employment. Less extensive quarterly surveys provide summary current figures on State-local tax revenue and construction expenditure.

1/ Prepared by Allen D. Manvel, Chief, Governments Division with the assistance of other members of the staff of the Bureau of the Census.

The annual finance surveys cover governments' fiscal years, and deal with revenue by source (including tax revenue by type of tax), expenditure by function and by character and object, indebtedness and debt transactions, and financial assets. Differing degrees of detail are published for various levels: more than 300 categories on finances of the individual State governments; nearly 200 categories for national estimates of local government finances; and about 40 categories for State-by-State data covering both State and local government finances.

The annual sample survey of public employment covers the month of October, and deals with numbers of employees (full-time, part-time, and full-time equivalent), and October payrolls, sub-classified in terms of about 25 functional categories.

Basic figures are gathered mainly by mail surveys, using questionnaires adapted to various types and sizes of governments. However, for the States and some large local governments, most of the needed financial information is compiled in detail by Census personnel from their official reports and records.

Major elements of the classification system applied in this program date back for 60 years or more, but important changes have been made from time to time. Direct responsibility for the classification system rests with the Census Bureau. However, the Bureau has benefited by widespread close relations with cooperating State and local officials, as well as with representative users of the published findings.

Significant issues concerning the data classification system and comparability of the data are taken up with the standing Census Advisory Committee on State and Local Government Statistics, which meets periodically at the Bureau. This group includes, as continuing ex-officio members, the executive directors respectively of the Council of State Governments, National Association of Counties, National League of Cities, and United States Conference of Mayors, plus 6 other members who are also directly familiar with important applications or characteristics of governmental data. In 1950, when a comprehensive revision of the Bureau's financial classification system took place, a special technical group of advisers was enlisted to work with this standing committee.

Handling of problems of data comparability is also aided by continuing close relations with such groups as the National Association of State Budget Officers, the Municipal Finance Officers Association, and the International City Managers Association; by participation of a senior staff member in the work of the National Committee on Governmental Accounting; and by consultation with staff of the Advisory Commission on Intergovernmental Relations and of other Federal agencies concerned with State and local government statistics.

Efforts to assemble uniformly classified data through this program depend heavily upon the voluntary cooperation of State and local governments. Under our Federal system, each State government has independent control over the nature of its own basic structure, records, and accounting systems, as well as those of its political subdivisions. Accordingly, there is no provision for mandatory reporting under this program, such as those which legally apply to censuses (and some surveys) that deal with private establishments and individuals. Furthermore, unlike some other Federal statistical activities of an intergovernmental nature, this program includes no provision for Federal payments which might provide a reward or sanction for the maintenance of standard records or the reporting of data on a uniform basis.

These facts tend to limit the extent of subclassification of various kinds of data that can be assembled at reasonable cost through this program, and probably introduce some degree of nonuniformity in the resulting statistics. (For example, despite intensive efforts to obtain comprehensive reporting of local government spending for equipment, and for payments to other governments, some units undoubtedly do not separate all such amounts from their spending for "current operation," in responding to Census inquiries. As another example: in obtaining assessed value data for the Census of Governments, only a summary classification by type of property can be carried out at reasonable cost, because of the dearth and diversity of use-class information to be found in local assessment records.)

Nevertheless, over an extended period of time, this statistical program has both benefited by and contributed to improved coverage and comparability of official State and local government records concerning governmental structure, finances, employment, and taxable values. Specific Bureau efforts in this direction have included, in addition to its own publication of data and its recurrent survey inquiries, such actions as: assistance to the National Committee on Governmental Accounting in preparing its studies and recommendations; provision of sample survey forms and detailed Census classification manuals, upon request, to State and local finance offices who are designing official record systems; and the dissemination of background documents, such as a recent pamphlet on "Classification of Local Government Finance Data for Census Bureau Reports," and an earlier leaflet on the "Relation of Census Statistics on Governmental Finances to Original Sources."

Population Statistics

Both the decennial Census of Population and intercensal population activities of the Census Bureau involve significant dealings with State and local governments.

For the periodic census, these relationships include (in addition to the mapping work described below under "Geographic Activities"): (a) appearances by representatives of State and local governments in the advance conferences held in various parts of the country to determine major data needs the census should meet; (b) active State-local cooperation in pretests carried out within selected areas; and (c) aid from public officials and agencies in an intensive publicity program at the time of the decennial census effort. Such publicity is of particular importance with the shift toward increased reliance upon mail-canvassing in lieu of household canvassing.

The Bureau's preparation of intercensal estimates of population draws heavily upon data concerning births, deaths, school enrollment, and building permits, which are recorded in the first instance by local and State government agencies. Most of the necessary information is drawn from data assembled by the National Center for Health Statistics, the U.S. Office of Education, and the Construction Division of the Census Bureau. However, especially in preparing population estimates for individual States and selected major metropolitan areas, these sources are supplemented by correspondence with public agencies of particular areas. At intervals also, the Bureau assembles information on established State-local programs for estimating population. An up-to-date bulletin on this subject is in preparation.

Individual cities, counties, or entire States also contract with the Census Bureau for special censuses of population. About 700 such special censuses have been taken since 1960, each providing data on total population by sex and color. The results are certified to local and State officials, and are summarized in Census Bureau publications. Efforts are under way to make it easier for the contracting local governments, when they so desire, to arrange for the assembly of more detailed information than that which is provided by the usual "standard" type of special census.

Geographic Activities

The geographic and mapping work of the Bureau of the Census involves numerous examples of local-State-Federal cooperation.

Data gathered in periodic censuses are tabulated for various kinds of local government areas, including counties, municipalities, townships, and city wards. The boundaries of all such areas must be specifically determined as of the census date.

The determination and mapping of the boundaries of local political subdivisions is based largely on information and maps which the Census Bureau obtains directly from municipal and county officials. For those few States where a single State agency maintains up-to-date records of the identity and boundaries of all operative municipalities, it is possible to rely mainly upon that central State source, in lieu of canvassing individual local units. The work of the Bureau will benefit considerably if more States establish such central records, as recommended by the Council of State Governments' 1963 Program of Suggested State Legislation.

In preparation for the 1970 census, a program is now under way to prepare a set of base maps which will delineate, at a constant scale and with standard content, the entire urban core of each standard metropolitan statistical area. Each map is to include an accurate and up-to-date record of streets and other physical features. This effort draws upon local and State agencies for available geographic information, and for a review of the preliminary draft map for each area. Copies of the resulting maps will be made available to governmental agencies at cost of reproduction.

Especially because of changes that occur in the boundaries of local government jurisdictions, it is often difficult to make historical comparisons of data for them. To minimize this problem, the Census Bureau has encouraged local groups to define statistical areas which would remain geographically constant. There are more than 200 local census tract committees in the United States, most of which include some local government members. These committees define census tracts for their communities (mainly standard metropolitan statistical areas), and the defined tract areas are used in the tabulation of census findings. To serve a similar purpose more broadly for entire States, including rural areas, the Bureau has worked in close cooperation with local and State officials to define a set of "Census County Divisions" throughout each of 18 States. These areas also are used for tabulation of periodic census findings.

Plans for the 1970 census envision the collection of information primarily by mail within areas served by city postal delivery routes. This will require the advance preparation of computerized "address coding guides" for such areas, so that each residential address can be associated with a particular block-face, block, tract, and the other larger areas for which data are to be tabulated. The Census Bureau expects to ask local governments to provide some of the information needed to prepare the coding guides. In turn, the resulting address coding guides should have an important potential for use within local areas, especially the large urban centers, for tabulating information collected locally in terms of the same geographic framework as that used for the decennial census.

Data on Building Permits

As part of its Construction Statistics program, the Bureau of the Census gathers information each month on the number and dollar volume of building permits issued by about 4,000 local governments, and collects similar information annually from the rest of the 12,000 permit-issuing local governments in the Nation. The results appear in published monthly and annual data on building permits, and are also used to develop statistics on housing starts and construction put in place.

This entire operation relies heavily upon the cooperation of local permit-issuing offices. There are a dozen States in which some arrangement also applies for cooperative participation in this program by an interested State agency. Such arrangements are of three types, as follows:

1. In two States, all local reports are made to a State agency, which in turn completes and mails in the standard Census Bureau questionnaires, on a monthly basis for each sample-panel jurisdiction and annually for other permit-issuing places.

2. In each of six States, the Bureau of the Census collects monthly reports from the selected permit-issuing places and forwards copies promptly to a cooperating State agency. That agency, in turn, gathers monthly reports from other permit-issuing places and supplies annual summaries of the data it has obtained for each such area to the Bureau of the Census.

3. In each of four States, the Bureau carries out directly its regular monthly sample canvass and its once-a-year survey of other permit-issuing places, but in addition provides duplicate copies of the survey returns on a prompt flow basis to an interested State agency. In addition, building permit data for individual areas are supplied on a fee basis to a number of official local planning bodies.

The policy of Federal-State cooperation in this area was firmly established when building permit data were being gathered by the Bureau of Labor Statistics, but the existing pattern has developed since 1959, when the program was reassigned to the Census Bureau. The present system places primary emphasis upon direct Federal collection, supplemented by prompt sharing of reports with interested State agencies. This is designed to minimize local reporting burdens, to facilitate the use of standard questionnaires and sampling techniques, to speed the preparation of nationwide reports, and to obtain the economies available through central mail handling and processing operations.

Although this long-established program has undoubtedly promoted some degree of basic uniformity in the records maintained by local permit offices, a substantial amount of diversity remains. Some interarea differences in the nature of permit documents and records probably result from specific local needs or conditions, but it seems likely that much of the variation is merely a matter of tradition or historical accident. This suggests the potential value of an organized effort toward increased standardization of building permit records. It would be helpful if, as an initial step and through appropriate State-local cooperation, agreement might be reached on a minimum list of defined information items that should appear on building permit applications. Successful action along this line should improve the reliability of results from the existing program and, even more important, extend the range of useful information that could be drawn from building permit records for both local and national use.

Census of Transportation

The economic censuses which were taken for the year 1963 included, for the first time, a Census of Transportation. One of the four major phases of this census was a Truck Inventory and Use Survey, which assembled comprehensive data on numbers of motor trucks, by type, size, and model year, and on annual mileage and other aspects of truck transportation.

Some of this information was directly based upon facts recorded in the licensing records of State motor vehicle agencies, while the rest was gathered by mail canvassing of a sample of registered owners. For 1963, arrangements were made with a number of the State agencies for Census Bureau employees to select directly from their records a probability sample of truck licenses. In other instances, sampling was done from a private directory firm's listing of truck licenses which that company, in turn, had obtained from State motor vehicle agencies.

Plans are now being developed for the 1967 Census of Transportation. In view of the splendid cooperation provided by various States in 1963 and the benefits to be derived from a uniform procedure, the Bureau expects to seek the cooperation of each State, and to sample truck licenses directly from the records of their respective motor vehicle agencies.

U. S. DEPARTMENT OF COMMERCE
Bureau of Public Roads

Federal-State Cooperative Efforts in Compiling Highway Statistics[1/]

In 1934, Congress passed the Hayden-Cartwright Act (48 Stat. 993) which, among other things, authorized up to 1½ percent of the annual Federal-aid apportionments to the States for highway construction to be used for planning for future highway work.

Under the impetus of this statute as later broadened and codified as Section 307, Title 23, U.S. Code, the States created within their highway departments organizations to conduct highway planning surveys. The expression of Federal interest, coupled with the availability of Federal funds to defray a portion of the costs, has undoubtedly been a factor in the success of this Federal-State cooperative activity over the past 30 years.

As a result of this basic legislation a substantial volume of information and statistics has been produced over the years. Not only have data been made available to the Federal Government on which have been based major decisions as to highway programs and policies, but the data have also advanced the skills and science of highway planning, and with the creation of highway planning divisions within the State highway departments, a continuity of the planning function has been obtained, from which the States have also benefited in such areas as programing, budgeting, planning, and research.

In the beginning, the planning surveys were concerned with three major fields of study: (1) Inventory of the highway plant including road types, widths, surfaces, roadside culture, mapping, etc.; (2) traffic studies including measurements of traffic volumes, frequency of loads, origin and destination (trip) studies, and the like; and (3) fiscal studies from which were compiled statistics on the quantities of fuel consumed on highways, numbers of vehicles registered, highway income and expenditures, highway costs, and related data.

These three major areas of study still comprise the bulk of the continuing programs, but a larger and more diverse body of statistics are now needed to meet and plan for modern highway needs, and the demands of a society geared to urban living in an electronic world. For example, although transportation planning studies for specific urban areas had been made for many years as a function of

1/ Prepared in the Office of Planning, Bureau of Public Roads, by Messrs. Michael Lash and William R. McCallum.

the planning surveys, the Federal-Aid Highway Act of 1962 both broadened the concept of these studies and set a target date of July 1, 1965, by which date a continuing, comprehensive transportation planning process in urban areas of 50,000 or more population should be in effect. The statute required that there must be coordination and cooperation between the State and local communities in developing transportation systems that would embrace various modes of transport; and to encourage the prompt initiation of such coordinated planning, the Act further provided that after July 1, 1965, Federal-aid highway funds could not be programed within any area that had not met the requirements.

Minimum standards and criteria were set by the Bureau as guide lines for the types of statistics essential to sound transportation planning, such as population, land use, economic factors affecting development, transportation and terminal facilities, travel patterns, financial resources, and others.

Here again the combination of Congressional interest, and availability of Federal funds (or perhaps the nonavailability where success is not achieved) has brought a high degree of conformance and standardization in the approach to solution of metropolitan area transportation plans.

For the fiscal years 1965-67, the following amounts have been set aside from the apportionment of Federal-aid highway funds to provide the 1½ percent funds for highway planning and research:

Fiscal Year	Amount (In $ millions)
1965	54.2
1966	56.3
1967	59.1

These totals do not include State matching funds which in 1967 will add an additional $20.7 million, nor the additional one-half percent optional planning and research funds first made available for fiscal 1964. For the most recent year, the planning and research programs carried out with these funds have consisted of the following:

Program Area	Percent
Traffic	17
Inventory	9
Fiscal studies	9
Urban transportation studies	34
Research and development	22
Special studies and other	9
	100

The success of the Federal-State planning program--and it has been successful--cannot be entirely predicated upon the availability of funds for this purpose, but certainly the partnership that has grown over the years as the Federal Government has worked hand-in-hand with the States in administering what is now a $4 billion annual Federal-aid program has evoked a mutual understanding and appreciation of the value of basic statistics in the many areas that are vital to the maintenance and development of our highway transport network.

The highway administrators have also become increasingly aware of the importance of statistics--particularly those that measure the supply, demand, pricing, and costs of highways--because highway transportation in all respects is big business, or as some would describe it; a giant public utility. In 1965 over $13 billion of public funds were expended for highways. Some 90 million motor vehicles were registered in that year; consumed 71 billion gallons of motor fuel; were driven 870 billion miles by 100 million drivers; and contributed through direct taxation nearly $11 billion that was channeled back into highway construction, operation, and administration. With these magnitudes, the hard-pressed highway departments are no longer just road building agencies. The management of this vast and complex highway transport system requires close attention to financing and programing trends, just as does any successful business or utility operation. Highway statistics, that once were dismissed by the highway engineer as merely an impedence to the job of building roads, are now generally recognized as essential tools to planning and development of the highway program. This perhaps has been the most significant force in promoting Federal-State-local cooperation in the gathering and analysis of highway statistics.

Certainly one major objective that has been attained during the past 30 years of Federal-State cooperation in the area of highway statistics has been the so-called "three C's": Comparability, consistency, and continuity. In the field of finance statistics, for example, it is now possible to publish data on the sources of highway income, and on expenditures by functional class, by road systems, and by governmental level, with confidence that the product is authoritative and uniform among the States. For the past 20 years, a large variety of these highway statistics have been published annually in the Bureau's "Highway Statistics" bulletins, and have been invaluable in detecting and measuring trends, and as indices of the magnitudes and probable direction of future highway programs.

The Bureau is completing a preliminary study of the highway needs of the Nation for the period 1965-1985. Although massive in scope, since it encompasses a projection of needs for the entire U.S. network of 3.6 million miles of highways, roads, and streets, yet it was possible, through cooperation with the States, to complete the necessary field work within a period of only three months. Had

there been no active planning divisions within each of the State highway departments, nor available statistics by which needs and accomplishments could be measured, such a project would have reached formidable dimensions, if indeed it could have been accomplished at all.

A problem that faces the Bureau of Public Roads and the State highway departments today is that of developing common definitions and standards for this mass of statistical data used for urban transportation planning in all 224 Standard Metropolitan Statistical Areas. Such statistics are essential for comprehensive land use planning and for transportation planning, but they also can be highly useful to governmental administrators for policy formulation. Once standardized and assembled in a single compilation for all metropolitan areas, these statistics would provide a rich resource for a better understanding of the comparative growth and travel characteristics of our urban areas.

The problem here is not simply one of reaching agreement between the State highway departments and the Bureau of Public Roads on common standards for urban statistics; this is probably the least of our problems. The major problem is developing agreement by the myriad of local municipalities on the definitions and codes they assign to information they collect on land use, on city street inventories, on population, employment, and many other facets of urban life.

In an effort to solve one specific problem, namely the land use coding problem, the Urban Renewal Administration and the Bureau of Public Roads jointly produced a Standard Land Use Coding Manual, published in January 1965. We are hopeful that local communities will choose to use this coding system so that over time there will be greater comparability of statistical information between urban areas.

But even though standardization should be achieved with regard to land use statistics, there are other important urban area information items where we are far from comparability. With the increasing attention being given to urban problems, all levels of Government will need to give increasing attention in the future to improving the quality and the comparability of statistics about activities and trends of change in our urban areas, including, of course, urban transportation.

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Office of Education

Some Office of Education Programs
for Promoting State and Local Statistics

I. ELEMENTARY AND SECONDARY EDUCATION

A. U. S. Office of Education Handbook Program

The U. S. Office of Education, in 1951, initiated a cooperative program to standardize record and report items because there was virtually no comparability of educational information among the States. Hundreds of standardized terms are now in general use throughout the Nation, as a direct result of the handbook program effort.

In the program, items and terms are identified, categorized, and defined. These are published in handbooks when each is agreed to be important enough to be maintained in comparable form by all school systems. The handbooks cover the areas of finance, pupil, staff, property, and instructional program accounting. They serve as guides to the use of a basic nomenclature, and offer concepts of data systems and uses.

The handbook program has been the basis for 14 national conferences on basic nomenclature, and more than 50 regional and special conferences, resulting in a substantial increase in interstate educational communication.

More than 100,000 copies of the handbooks of standard terminology have been distributed. Use of the manuals is having a marked impact on comparability of educational information. Quality of statistics is improved. Systems of records are being made more functional.

B. A Nation-Wide System of Basic Educational Data

The Office of Education, in cooperation with the Committee on Educational Data Systems (CEDS) of the Council of Chief State School Officers (CCSSO), has taken the first steps in the development and implementation of a nation-wide system of collecting, processing, and using basic information concerning the public elementary and secondary schools. This joint OE-CEDS system is called the Basic Educational Data System (BEDS), and is based on the collection of prime data in unit record, basic form, captured at the point of origin from the working records of educational agencies and institutions and transmitted to the Office of Education in machine usable form through the State education agencies. The Office of Education receives

the data in State code and in State punch card and magnetic tape format and translates the data into OE code and magnetic tape format for retrieval by computer.

The first national OE-CEDS conference on the development of this system was held in May of 1963. The Fourth Annual National OE-CEDS Conference will be held this coming April 4-7, in Washington, D. C., and will have as its prime purpose the improvement of the recording and reporting of basic data concerning professional personnel and the expansion of the system to include basic information about the instructional program, pupils, school finance, and school facilities. Seven OE-CEDS Standing Committee Conferences and two OE-CEDS Planning Committee Conferences have been held in the past half year to develop cooperative plans for the improvement and expansion of this joint system, which will be presented, discussed, and agreed upon at this April's conference.

The Office of Education has received some basic information concerning public elementary and secondary school professional personnel from more than forty States for fall 1963 and 1964 and has already received this information from some States for fall 1965. While the past two-and-one-half years have been devoted to the research and development required to initiate this cooperative system, it is expected that the first publishable data will be provided in the spring of 1967.

The strength of this nation-wide system, BEDS, is that the data from this system will be: (1) basic data in all five areas of staff, instructional program, pupils, finance, and facilities; (2) compatible; (3) collected at the same time, in unit record form, for maximizing the study of inter-relationships; (4) collected at the point of origin and transmitted in machine usable State code and format for maximizing the speed of transmission and accuracy; and (5) transmitted to the Office of Education by the State education agencies as a result of joint decisions, cooperatively arrived at, by both OE and State representatives.

C. Other Programs for Promoting State and Local School System Statistical Services

Title X (Sec. 1009) of the National Defense Education Act of 1958 supports the improvement of statistical services in State education agencies.

There was an urgent need for this improvement. Few of the agencies had the services of data processing machines. Only a scattering had statistical services units. Staffing was inadequate, both in number of personnel and extent of training. Funds were not adequate to provide essential data services.

Under Title X, matching funds are made available to State educational agencies for the improvement and expansion of their statistical services. The monies are used by the States to add staff, to secure data processing services, to establish functional data systems, and to develop modern

concepts of information uses. At least 700 additional trained staff members have been employed. Virtually all of the agencies are now using data processing machines. The implementation of standard terminology in local and State educational records has been promoted in each State.

The Elementary and Secondary Education Act of 1965 makes provision in Title V for the strengthening of State Offices of Education. The strengthening of management in the State offices will create additional requirements for educational data.

D. Selected Problems Faced and Solved

1. Object-Function Finance Accounting

In school finance accounting, the problem of identifying what was purchased, regardless of purpose served, was persistent. Just as persistent was the problem of identifying expenditures by purpose.

These problems were solved through Title X, NDEA, in its production of a manual coding objects, or what money buys: personal services (salaries), contracted services, equipment, supplies, etc., to any desired detail. Also coded were functions, the purposes of expenditures, in handbook terms: Administration, instruction, attendance services, etc., to any desired detail. Separately, the codes solve the respective problems. Combined, they facilitate important system uses of data.

Object-function finance accounting, little known in education in 1961, is now common practice in local school systems.

2. Assignment-Function System in Staff Accounting

Staff accounting was seriously limited by use of titles to indicate services. This inefficient practice has been solved through identifying staff assignments in actual or implied gerunds; teaching, supervising, counseling, etc., regardless of title. It solves the problem of comparability of services. It permits an identification of each of a staff member's multiple assignments, an administrative essential never adequately handled through titles as records. Coded, each assignment is easily associated with the function it serves. The functions are the same as those for which salaries (object) are paid. Thus, the assignment-function relationship merges with the object-function relationship in finance accounting. The object-assignment-function continuity is a significant advance in educational accounting. It is a logical forward step toward a comprehensive system of educational information.

II. HIGHER EDUCATION

A. Handbook Programs in Higher Education

As early as 1935, a handbook was issued by the National Committee for Institutions of Higher Education, under the leadership of Dr. Arthur J. Klein, U. S. Office of Education. Its work was devoted chiefly to

financial reporting. Many State offices followed the recommendations of this committee in gathering information.

In 1952, a new National Committee on the Preparation of a Manual on Colleges and University Business Administration was formed to review the work of the first committee and revised volumes were issued (College and University Business Administration, I and II, published by the American Council on Education, Washington, D. C.). These two volumes are now being revised, with U. S. Office of Education being represented on the committee. Through these efforts, considerable uniformity has been achieved at Federal-State-local levels in the use of standard terms and definitions pertaining to function, purpose, object, and other categories.

In 1962, The American Association of Collegiate Registrars and Admissions Officers, in cooperation with the U. S. Office of Education and other agencies, published a Handbook of Data and Definitions in Higher Education. Also, the U.S. Office of Education has published documents, in the interest of uniformity and standardization, including Internal Structure, Organization and Administration of Institutions of Higher Education, 1962, OE-53012; Academic Administration, 1964, OE-53020; and Guide to College and University Business Management, 1965, OE-53011. The U. S. Office of Education is currently funding with the University of Michigan a cooperative research project entitled Financial Analysis of Current Operations of Colleges and Universities.

These are some of the efforts, through handbook programs, to encourage uniformity in Federal-State-local statistical systems from which input and output data on programs of higher education may be derived.

B. A Nation-Wide System of Basic Educational Data

Plans are being developed for expanding the Basic Educational Data System to include the field of higher education in the near future. It is expected that only minor modifications will be required for the accomplishment of this expansion.

C. Other Programs for Promoting State and Local Statistical Services

Expanding enrollments, burgeoning knowledge, and increasing costs in higher education have accelerated the concern for meaningful data to measure the need for and utilization of higher education inputs, and the quantity and quality of the outputs. Although there is no Federal legislation authorizing matching funds for the specific improvement of State and local higher education statistical services, several programs have been initiated to implement improvements. Some of them are:

1. Several State boards of higher education are volunteering to gather data from institutions of higher education within the State, with the data to be used at the State level and also to be forwarded to the U. S. Office of Education.

2. A Field Services Branch has been established as a part of the National Center for Educational Statistics, U. S. Office of Education to maintain liaison with State and local data sources.

3. A handbook of higher education standard terms, and their definitions, is being developed by the U. S. Office of Education.

D. Coordination of Data Collection

Soon after the major reorganization of the U. S. Office of Education (July 1965), the National Center for Educational Statistics, in consultation with State and local data sources, initiated a study of data-acquisition requirements. The purpose was to reduce duplication, to standardize, and to coordinate data-acquisition items which are needed by various data users, including the U. S. Office. A data-acquisition manifold (package) is planned, as a result of this effort. The collected data are to be banked and made available as needed for program, study, and publication purposes.

III. A MODEL FOR ORGANIZATION OF INFORMATION ABOUT EDUCATION

Operational Analysis of American Education

The Office of Education is initiating a substantial program of operational analysis of American education. The budget for this program became available in September 1965, and a staff is being assembled over the next 18 months to work on this project.

The models to be developed will deal purely with the operational aspects of the American educational system at local, State, and Nationwide levels. It is expected that at least six models will be produced, including models of pupil flow, teacher flow, quality of education, occupational requirements, cost analysis, and economic analysis.

A particularly important application of these models is the evaluation of the effects of existing and proposed Federal aid to education programs.

63-285 O - 66 - pt. 6 - 24

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Public Health Service
National Center for Health Statistics

Cooperation in Producing National Health Statistics 1/

1. Introduction

Since the nation's health statistics are generated from a multitude of two-sided give-and-receive relationships involving many individuals and organizations, a short paper on cooperation in producing and using them can only be summary and selective. Federal-State-local-citizen cooperation in producing and using these statistics, therefore, will be looked at here from the Federal end of the scale.

2. The nation's central health-statistics agency

The National Center for Health Statistics (NCHS), located in the Public Health Service, U. S. Department of Health, Education, and Welfare, is the Federal Government's general-purpose health-statistics agency. NCHS devotes itself entirely to statistical fact-finding in the health area, including the development and evaluation of statistical methodology. It conducts no special health programs, as in heart disease or infant mortality, although the statistics it produces are much used by chronic disease and child-health programs. Further, though the data that go to make its statistics are gathered largely from individuals, the statistics produced by NCHS apply only to population groups. NCHS is the national agency producing statistics of the following kinds (listed in the chronological order of development of NCHS components operating in the areas):

Vital statistics--at present, statistics of births, deaths, fetal deaths, marriages, and divorces. These statistics are derived from official documents filed according to State laws that certify to the events.

Statistics based on health interviews conducted on a sample of the country's civilian, noninstitutional population.

Statistics obtained from special physical examinations conducted on a smaller sample of the same population.

1/ Prepared by John Storck, Ph.D., National Center for Health Statistics, Public Health Service, U. S. Department of Health, Education, and Welfare.

Statistics obtained by sampling health records, as of hospitals, nursing homes, mental institutions, or by querying sources identified on samples of vital records.

Statistics on the country's health manpower.

3. Relations with private citizens and organizations

As receiver, NCHS is dependent initially on millions of individuals and organizations to build its body of data--be it through answering health interviews, replying to mail questionnaires, answering personal-characteristic questions on vital certificates, taking an NCHS physical examination, etc. NCHS has special relationships with some of these groups, as physicians, hospital personnel (from administrators to nurses or others who may assist in preparing certificates), funeral directors, coroners and medical examiners, etc.

NCHS also receives valuable counsel from experts in health statistics, medicine and epidemiology, demography, computer technology, registration methods; and in turn seeks to contribute its share to the common store in these and other fields.

On the give side, NCHS aims to supply users of its statistics with the kinds of factual information they need to evaluate government and private policy concerning health and population questions. It has special relations with many groups using its statistics, from baby-food manufacturers to insurance companies; from newspaper and magazine writers to representatives of the many national and local voluntary health organizations; from professional societies to school administrators to researchers in epidemiology. Many of these users want special services or special data and may be willing to reimburse the government for what they obtain.

4. Relations with other Federal agencies

NCHS statisticians are fairly well acquainted with most kinds of Federal social and medical statistics and also, through personal contacts, membership in professional organizations and reputation, with statisticians working in these fields. Relationships with the Bureau of the Census have always been especially close, not only because vital statistics was located in the Bureau for many years, but because of the considerable common ground shared by demography, epidemiology, and health statistics.

Many of the recently enacted national programs--medicare; provision of regional treatment centers for heart disease, cancer, stroke; even the Appalachia and other poverty programs--are bound to call for more, and especially for more definitely oriented, health and other statistics. On the one hand, areas transcending political boundaries (from metropolitan areas crossing State lines to entire regions) increasingly stand in need of statistical characterization. On the other hand, certain subpolitical areas are coming to notice. The often-used phrase "pocket of poverty" points toward small islands of poverty in the midst of areas showing other economic characteristics. The Bureau of the Census has subdivided about 200

urbanized areas into about 25,000 census tracts averaging about 4,500 population which together include about 60 percent of our population. Each tract was established to give it some degree of uniformity in population characteristics, economic status, and living conditions. The Office of Economic Opportunity is interested in the health characteristics of many such areas. Will health statistics be able to answer such questions?

5. Relations with States

At the present time NCHS has extensive State relationships largely because the vital records that are created in about 30,000 local offices reach NCHS, for the most part, by passing through State health departments. There the certificates are handled according to many plans. The registration and statistical functions may be separated or united, and are variously emphasized.

a. Examples of Federal-State cooperation. A system so loosely structured needs careful coordination to yield consistent statistics, or indeed any statistics at all. The following paragraphs will identify some Federal-State arrangements for improving the registration system.

i. Four registration areas chiefly composed of States meeting statistical criteria have been created--for deaths (started 1880: all States included 1933); for births (started 1900: all States included 1933); for marriages and for divorces (started 1957 and 1958; under development). The task of getting nationwide marriage and divorce registration areas is hampered because legislative and administrative changes would be necessary in a good many States, and because health departments have not been sufficiently aware of the health relevance of these data. Other registration areas have been suggested, as, for example: special areas for medicolegal and for fetal deaths; for congenital malformations; for urban areas.

ii. A model State vital statistics act was last revised in 1959. Model standard certificates are cooperatively prepared and recommended for use by all registration areas at about 10-year intervals. NCHS also participates in getting out handbooks on details of registration processes and conducts institutes and training courses in registration and health statistics.

iii. Through its U. S. National Committee on Vital and Health Statistics, NCHS participates in developing periodic revisions of the International Statistical Classification of Diseases, Injuries, and Causes of Death. To foster uniformity in classifying deaths, NCHS conducts training courses for nosology coders. This task will assume special importance with the introduction of the 8th Revision of the International List in 1968. State health officers, State registrars and statisticians, and other experts inside and outside of government are active on the National Committee and and its subcommittees in studying and making recommendations on many methodological subjects in health statistics.

iv. The Public Health Conference on Records and Statistics works continuously through study groups on current problems, and biennially draws together several hundred persons associated with health statistics to assess the current situation and plan study groups for the next biennium.

v. NCHS has an assistant director, with staff, to handle professional relationships outside the Center, and a Registration Methods Branch in its Division of Vital Statistics which provides technical services and advice to registration areas. A monthly house organ is published.

b. The current situation. Practically all of the burden of maintaining the vital-statistics system is borne by the States. The Federal Government pays for copies of the vital records that are sent to NCHS for producing national statistics, but to date has neither assumed any part of the cost of data collection nor helped to initiate a forthright program of data improvement. Although certain action programs in health areas are given strong financial support, with generally good results, more work is needed to support and encourage adequate basic statistical services to give these programs a better factual underpinning.

State salaries are low, while recruitment and training need to be strengthened. Federal assistance is needed, and its benefits would be enhanced if it were possible to exchange personnel freely between Federal, State and local systems without loss of retirement benefits, tenure rights, opportunity for advancement, and at comparable salary levels. What is needed is a national manpower program for health statistics.

The seriousness of the problem is indicated by the fact that the 14 schools of public health accredited by the American Public Health Association graduated 147 statisticians during 1961-64, or 37 per year. Some of these graduates will be employed outside the United States. Even if all of them were available here, this would be an extremely small number from which to draw to replenish the country's total of about 2,000 health statisticians. According to a September 1964 study, 155 statisticians were currently needed in the 35 States replying to the questionnaire.

6. Relations with local health departments

NCHS has continuing relations with a few local health departments, and it has helped some States in giving technical assistance to local registrars. This is a relatively untouched field, although city health departments increased from 265 to 354 between 1957 and 1964, while single-country health departments increased from 787 to 927. Other types of country health districts are less developed statistically. As we are beginning to realize, special health problems requiring analysis and measurement are associated with the country's large metropolitan areas.

7. Conclusion: a potential health-statistics system?

We have had organized health statistics at least since John Graunt's 1662 "Natural and Political Observations . . . Upon the Bills of Mortality." Today, however, in NCHS the United States possesses only the kernel of a health-statistics system.

To January 1, 1966, 131 statistical publications appeared in the NCHS series, Vital and Health Statistics (PHS Publication No. 1000), and in a predecessor series, Health Statistics (PHS Publication No. 584), while about 60 other publications are in active preparation. The first statistics in these reports pertain to 1957.

These publications contain base-line data that are statistically adequate (with a few exceptions) for the Nation as a whole, and in many cases for the country's larger geographic divisions. For example, when health insurance coverage for the year ending in June 1963 is stated in terms of three types of plan crossed by three types of residence (urban, rural nonfarm, rural farm) for each of the country's four regions, only one of the 36 values is based on a sample that is too small to meet statistical standards of reliability.

It would be possible right now for areas--States, groups of States, cities, counties, areas with similar problems or characteristics--to initiate collection of health statistics on a pattern statistically compatible with NCHS procedures. Hawaii and Puerto Rico already have done this, so that their results are directly comparable to NCHS's national figures. Looking forward, it is reasonable to hope that a national health-statistics system might be brought into existence on the basis developed by NCHS.

For a health-statistics collection program to be compatible--statistically equivalent--with the NCHS program, the following standards would have to be met: a. A sampling frame statistically identical with the NCHS frame; b. Identical definitions of all variables, including the health variables, with care being taken that the variables used sum to NCHS ranges if all NCHS variables are not included; c. Statistically equivalent forms, procedures of pretesting (if necessary), training interviewers, conducting interviews, editing, coding, tabulating, etc.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Welfare Administration

Statistical Programs of the Welfare Administration[1/]

The Welfare Administration, Department of Health, Education, and Welfare, welcomes the opportunity to outline its various statistical programs to the National Conference on Comparative Statistics. Comprehensive and valid data on fiscal expenditures and program operations are essential to State and local officials who must make policy decisions concerning the allocation of resources to social welfare programs.

Statistical systems should meet the needs for fiscal accountability, program planning, and evaluation and assessment of program effectiveness. No statistical system fully meets all these objectives, but that is the goal.

The agencies within the Welfare Administration have a long history of statistical reporting. The first efforts in quantification of national social welfare programs and expenditures were systematically developed by the Children's Bureau in 1932.

Fiscal accountability has been a primary purpose of statistical reporting. However, with growing recognition of the importance of human resources, statistical reporting has also been placing increasing emphasis on the collection of information related to changes in social and economic development. As public policy demands more information on the effect of programs designed to alleviate social problems, statistical reporting systems must reflect social and economic change.

States, counties, and local agencies vary widely in the volume and type of social welfare statistics collected. Federal reporting requirements for State and local welfare programs are designed to obtain the data required to carry out legislated responsibilities for grants-in-aid to States. But States and localities also collect additional information required for effective administration of their programs, and many governmental units collect detailed statistics relevant to local problems and State requirements.

1/ Prepared by Genevieve W. Carter, Director, Division of Research, Welfare Administration.

This paper deals with five statistical reporting programs within the Welfare Administration, the arrangements which have been developed for obtaining State and local statistics, and some of the problems faced in the development of uniform standards.

1. Juvenile Delinquency Statistics (Children's Bureau)

Annual reports, national in scope, are collected on children's cases handled by juvenile courts and on public institutions for delinquent children. Included is information on the number of children served and staff employed and data on expenditures for public institutions for delinquent children. Reporting is voluntary on the part of State agencies or by local agencies where a State agency does not participate.

Special studies, such as those of waiver of delinquency cases from juvenile courts to adult criminal courts, usually involve data collected directly from local agencies.

Voluntary participation is encouraged through staff consultation as available, conferences called by the Children's Bureau, and meetings arranged at times of national conferences of reporting agencies.

Perhaps the single most important problem is the wide variation in State laws, including for example, differences among States on the age at which a person is considered a juvenile.

2. Child Welfare Statistics (Children's Bureau)

A number of periodic statistical reports (usually annual) are collected by the Children's Bureau from State departments of public welfare. Included are statistics on children served by public and voluntary child welfare agencies and institutions, adoptions, day-care services and facilities, personnel and public expenditures for child welfare services, and staff development programs of public welfare agencies.

Collection of such statistics is greatly dependent on the cooperation of State and local departments of public welfare -- their willingness to use provisions for employment of research and statistical staff through Federal grant-in-aid funds for child welfare, and deployment of other personnel for this purpose. Consultation is provided through the central office and regional child welfare staff as available.

An important problem is the lack of standardization of certain basic concepts, such as the definition of "a case," and State variations in the organization and administration of child welfare programs.

3. Child Health Statistics (Children's Bureau)

Annual reports on maternal and child health services by State and local public health agencies, on physician services to crippled children, and to children served under the Regional Heart Program are published by the Children's Bureau. Reporting is done by the State or local health agency. Other reporting systems are being developed to obtain information on various child health programs authorized by the 1963 and 1965 amendments to the Social Security Act.

At the request of State agencies, Children's Bureau staff provide consultation and assistance. New reporting systems, or revisions of existing systems, are developed in conferences between State officials and Bureau staff.

Comparability of data is affected by variations in State programs and by differing rates of adoption of new medical practices among the States.

4. Public Assistance (Bureau of Family Services)

Ever since their authorization in the Social Security Act of 1935, there have been Federally-aided public assistance programs in the States. Programs of grants for old-age assistance, aid to dependent children, and aid to the blind were supplemented by additional programs for aid to the permanently and totally disabled, medical assistance to the aged, and the extension of aid to families with dependent children to include needy families of unemployed parents.

Special studies on characteristics of recipients of aid to families with dependent children are conducted biennially. Every four years, special surveys are conducted of recipients of old-age assistance, aid to the blind, aid to the permanently and totally disabled, and medical assistance to the aged.

In addition, statistics are collected relating to expenditures and source of funds, the status of public welfare staff, social services provided, and distribution of payments and vendor medical payments under public assistance. An annual report concerns persons who receive Social Security benefits, old-age assistance payments, and medical assistance to the aged.

The public assistance statistical programs reflect specific requirements of the Social Security Act. Coordination is achieved through regional consultation and regional meetings of statistical staff. In addition, the Welfare Administration provides for a continuing intra-agency committee which coordinates Children's Bureau and Bureau of

Family Services joint reporting responsibilities. Joint ad hoc Federal conferences of State personnel (including statistical personnel) and biennial research and statistical workshops offer means for keeping abreast of new statistical requirements and improving data-collection programs.

5. The Cuban Refugee Program Statistics

When it became necessary for the Federal Government to lend assistance to local authorities in Dade County (Florida) for the resettlement of the Cuban refugees, a statistical system was developed to meet program accountability and planning purposes. Automatic data processing equipment has been the key to the rapid availability of essential data in this program. For example, characteristics of the some 50,000 Cuban refugees receiving public assistance have been collated for continuing review. The system also provides information on the resettlement of refugees.

6. Problems in Statistical Reporting

An efficient statistical reporting system must meet at least five criteria. The system must provide broad coverage, it should obtain information that is significant for the program, the information should be accurate and comparable among the various reporting units, and should be available in time to be of maximum value to potential users.

In a reporting system involving Federal-State relations, it is essential that the system take into account differences among States in laws, regulations, and the organization and administration of programs. In cases where specific information is uniformly required by law there may be no problem of comparability. But in cases where reporting is voluntary or where concepts and definitions vary, comparability of statistics may be a serious problem. For example, the differing legal definitions in the area of juvenile delinquency create problems of comparability.

Reporting systems must also recognize differences among units in the statistical personnel and resources available. Although some units may be able to obtain and rapidly process a large amount of statistical data, the Federal program must be based, in part, on the capability of States with more limited statistical resources. This may mean that there must be some sacrifice of potentially valuable information because it would not be possible for the information to be supplied in time to be of use or without imposing impossible demands on the reporting units.

An obvious point that is sometimes overlooked concerns the interpretation of data. It is not enough to "let the data speak for themselves"; there is also the responsibility of seeing that statistical reports are intelligible, that reasons for noncomparability are clearly stated, and that any limitations of the information are made explicit.

The Federal-State-local partnership in statistical reporting requires constant attention on the part of each partner. The Welfare Administration is very conscious of the need to avoid unnecessary statistical demands, time-pressured deadlines, and reports that place an excessive burden on reporting agencies. This problem is partly alleviated by continuous scrutiny of the demands for Federal statistics; by advance notice of pending inquiries; by providing consultation and assistance; and by making data processing services available to the smaller, less well-equipped reporting units.

New reporting required by legislation, revision of reporting forms, guidance in the use of modern data processing equipment, and the complex task of monitoring statistical programs constitute part of the ongoing statistical responsibilities of the Welfare Administration.

The various statistical programs are basic to the conduct of social welfare programs. They are equally important for planning which must be based on statistics on social problems. We are sorely in need of a central mechanism which will bring together on a national basis, statistical series on social problems handled, services rendered, and expenditures of the various voluntary social welfare programs.

UNITED STATES DEPARTMENT OF JUSTICE
Federal Bureau of Investigation

Development of the Uniform Crime Reports[1/]

The only nationwide view of crime in the United States is made possible through the voluntary efforts of local, county and state law enforcement agencies in cooperation with the FBI. This program of crime statistics or, more accurately, police activity as it relates to crime, had its origin in 1930. In that year the Uniform Crime Reporting Program was initiated after three years of study and design by the Committee on Uniform Crime Records, International Association of Chiefs of Police. Social scientists, police executives, experts in law and public administration were represented on the Committee which authored this statistical program. At the request of the International Association of Chiefs of Police, legislation was passed by Congress in 1930 (Public Law 337) which authorized the FBI to act as the central clearinghouse. Since 1930 the Uniform Crime Reporting Program has been administered by the FBI with the continued sponsorship of the International Association of Chiefs of Police and advice from its Committee on Uniform Crime Records.

It is emphasized here that submission of crime figures to the FBI is a strictly voluntary matter and, as such, represents a highly successful achievement in Federal, state and local law enforcement cooperation. There are not now, and never have been, any legislative or other requirements making participation in a national program mandatory at state, county or municipal levels. However, sound police administration requires an accurate measure of police activity and law enforcement, being a public service, must report on the extent and nature of public safety as well as its performance in preserving it. The information required for a national program of crime statistics is, then, a by-product of the data needed to fulfill the above obligations at the local level.

In 1930 it was recognized that there could be no national collection of crime statistics in the United States without a definition of basic or standard police records from which they could be produced. Standard police records were then described and had a common beginning in this country with the crime reporting program. The FBI, under the leadership of Director John Edgar Hoover, stressed the necessity of

1/ Prepared by J. J. Daunt, Chief, Uniform Crime Reporting Section, Federal Bureau of Investigation

keeping basic records from 1930 to 1950 by having specially trained Agent personnel of the FBI survey and assist police departments in their record practices. In 1950 Mr. Hoover wisely recommended that the International Association of Chiefs of Police undertake this obligation of conducting surveys of local police departments as a service function. Since 1950 the FBI has continued to supply free of charge to police agencies a manual on basic principles of police records as well as to provide extensive training on this subject matter throughout the country.

One major problem in a national collection of crime statistics was, and continues to be, the wide variation in the statutory definitions of crime among the states. Standard definitions were established for each classification in 1930 after examination of the then existing state statutes. In order to provide comparable data police agencies are instructed to classify crime based on these standard definitions using the facts developed in their investigation of the crime complaint. In a program of this size with over 8,000 individual law enforcement agencies contributing, a continual program of education is necessary to obtain this comparability. This is done through training programs, lectures, questionnaires and other correspondence.

In its administration of the Uniform Crime Reporting Program the FBI completely handles the mechanics of printing and mailing monthly and annual crime reporting forms as well as tally sheets provided for local use. In addition, basic registers for records keeping purposes are provided for small departments. Similarly, the FBI makes available daily and monthly forms for the internal administrative use of police agencies in recording requests for police service. Periodically, special surveys are conducted to collect meaningful data on the extent and nature of particular crime problems.

The FBI provides each contributor with a Handbook containing complete classifying, scoring and reporting instructions, along with examples, as a part of the effort to obtain a high degree of uniformity in reporting. Duplication of reporting by agencies having overlapping jurisdictions is, for all practical purposes, nonexistent. The problem of duplication was solved by requiring all city contributors to confine their crime counts to those offenses which happen within the city limits, while sheriffs and county police confine their crime counts to those offenses which occur in their jurisdictions but outside the limits of any city where they may have concurrent jurisdiction with a city police department. In addition, sheriffs are periodically furnished with a list of cities within their counties which are submitting crime reports to the FBI in the Uniform Crime Reporting Program. State police reports are limited to those offenses committed in the rural areas of counties where sheriffs are not participants in the Program or where their participation is limited.

All crime report submissions, monthly and annual, are carefully checked for mathematical accuracy and reviewed in detail for reasonableness. Experience has enabled the establishment of certain guidelines which are used for the latter review. When deviations from the norm are detected the contributor is contacted, either through direct correspondence or, if this proves unsatisfactory or undesirable, personnaly by an Agent of the FBI. Five times each year crime figures submitted by contributors for the current year to date are compared with submissions for the same period in prior years to identify and resolve any major increases or decreases in individual crime categories on the part of specific law enforcement agencies. Any significant increase or decrease is made the subject of a special inquiry of the contributing agency. If it is determined that revisions in crime reporting procedures are responsible for the difference in the level of crime, the figures of that agency for specific crime categories or totals are excluded from trend tabulations. Irrespective of these efforts and the surveys conducted by the Field Service Division, International Association of Chiefs of Police, the quality of the crime reports received is dependent on the chief administrator of the contributing police agency.

Statistics collected through this Program are published five times a year. Three releases are made, one each at the close of the first, second and third quarter of the calendar year with a fourth release at the end of the year serving as a preliminary annual report. Uniform Crime Reports, the annual publication, is released in July following the close of the calendar year and contains detailed tabulations and statistical data for the entire calendar year, together with textual interpretation thereof. Considerable unpublished data in the form of special compilations are furnished on request to local, state and Federal Government agencies as well as colleges and universities.

Another difficulty in the management of a program of crime statistics is the frequent misunderstanding and misuse of the data published. This occurs despite repeated cautions which appear on all publications. The most common abuse is the direct and invalid comparison of individual area crime counts and crime rates. It is a well-known fact that there are a number of factors which influence the crime experience of a particular community, some of which are prominently listed in the annual Uniform Crime Reports. When studying individual places, it is essential that these factors be isolated and carefully evaluated before drawing conclusions. Such invalid comparisons often result in a charge against the police for high crime rates or increasing crime trends. This occurs despite the fact that crime is a social phenomenon and, thus, law enforcement efforts are limited to only those factors within their control.

Historically, the purpose of the Uniform Crime Reporting Program has been to provide information and guidance for the use of law enforcement officials in the operation and administration of their agencies. The law enforcement community also recognizes the Program serves to furnish valuable data to social scientists, judges and other professionals with related interests in crime and criminals, as well as to inform the general public through news media. The FBI and the contributing police agencies are striving constantly to improve the quality of these statistics and to produce more meaningful information on the nature and immediate causes of crime.

U. S. DEPARTMENT OF LABOR

Cooperative Statistical Programs of the Department of Labor[1/]

The Department of Labor cooperates with State governments to improve and extend comparable State and local area statistics through three broad types of programs. There are a number of statistical programs collecting data on such topics as employment and earnings which may be designated as general purpose statistics. There is a group of programs which are designed to aid the administration of the public employment services and the unemployment insurance system many of which, such as local area measures of unemployment, are also of great interest to the economic analyst. Finally, there is the annual Interstate Conference on Labor Statistics sponsored by the Department of Labor and serving as a meeting ground for State and Federal statisticians and administrators devoted to improving the quality and quantity of State and local area statistics in the field of labor.

General Purpose Economic Statistics

The programs which measure employment, hours, earnings, industrial hazards and turnover are important examples of general purpose economic statistics produced through cooperative programs.

The oldest, almost half a century, and largest of these collects statistics on employment, hours and earnings each month from employers throughout the Nation. It is conducted by the Bureau of Labor Statistics in cooperation with the Bureau of Employment Security and cooperating State agencies in each of the States and the District of Columbia. Forty-five of the cooperators are State employment security agencies, while in the other six States, the cooperator is the statistical arm of the State's Department of Labor.

This program is both a successful example of State-Federal cooperation and the largest program producing current economic statistics in the United States. It is worth reviewing its principal characteristics. The objective of the program is simple and generally agreed upon; to report the number of people employed and, for production workers, the number of hours for which they are paid and the amount they are paid. The technical methods and the steps used to carry them out are also simple in concept, though they can be both arduous and requisite of a high level of technical proficiency in execution; each State agency

1/ Prepared by Dudley E. Young, Bureau of Labor Statistics, with the assistance of Vladimir D. Chavrid, Bureau of Employment Security, and Walter G. Keim, Bureau of Labor Statistics.

cooperating with BLS collects data each month from a large sample of business and governmental establishments, prepares estimates of employment, hours and earnings and forwards the reports to BLS so that national estimates can be prepared.

The employment, hours, and earnings program produces current data for about 10,000 series each month prepared from 140,000 reports submitted by employers throughout the country. The State and local area information is produced in each State and is comparable from State-to-State and with the nationwide series. Information is published monthly for each State and 170 areas as well as for the Nation.

Administrative arrangements for the program are an important factor in its operation; the BLS pays the cost of its own operations and one-half of the personnel cost of collecting data and preparing estimates for cooperating State agencies, the other one-half of State personnel costs and other costs at the State level are paid for out of the administrative funds of the employment security system in the States where the employment security agency is the cooperator and by State appropriations in the other States.

The BLS maintains a staff of technical experts in its regional offices whose primary function is continuing liaison with the cooperating States to consult with them on all technical and operating problems affecting the program. This substantial investment in maintaining a close working relationship between the State and Federal members of the partnership is crucial to its success.

The labor turnover program is similar in its characteristics to the employment program. Before 1956 it was conducted by BLS from its national office, from that time forward it has been converted to a cooperative program along the same lines as the employment program. All State employment security agencies cooperate and statistics are published on the monthly rates of personnel actions--total accessions and new hires, separations and quits--for manufacturing and mining industries at the National level and for 48 States and 125 areas.

Statistics on industrial hazards are collected on a cooperative basis in 13 States. The BLS gives technical assistance to these States but on a more limited scale than in the other programs discussed. It also furnishes schedules for collecting the data, thus assuring a uniform set of definitions. The Federal Government does not, however, allocate funds to support the State effort.

Local Program Statistics

The Federal-State employment security system is both a generator and a user of a significant quantity of local manpower statistics. Through contacts with both employers and workers, as part of the operation of

63-285 O—66—pt. 6——25

a public employment and an unemployment insurance program, data are collected continuously by local employment offices. These data provide a unique source of information on local human resources and the characteristics of labor demand and supply.

Employers as a Source of Data

1. Employment and Payroll Statistics

A considerable amount of information is collected from employers covered under State unemployment insurance laws. All firms covered under these programs submit quarterly reports of their employment and payrolls to State employment security agencies. These reports are tabulated by industry for individual States and Standard Metropolitan Statistical Areas (SMSA's), and in some States for individual counties, as well. Employment and payroll data for States are published quarterly by the Bureau of Employment Security in "Employment and Wages."

This series dates back to 1938 when the unemployment insurance programs became fully operational. It constitutes one of the best sources of employment and wage information available. The employment series is used by the Bureau of Labor Statistics as a "benchmark" for adjusting their monthly nonagricultural employment statistics. BLS also uses the first-quarter tabulations, which are broken out by size of firm, for weighting the weekly and hourly earnings of production workers series. The wage data from these tabulations are used extensively by the Office of Business Economics for developing estimates of national income and personal income for States. These data are also used by businessmen in estimating the potential consumer market in localities, and by State and local governments for determining potential income tax yields, and for planning for industrial development.

One of the important operational problems in the collection of the employment and payroll series is the proper assignment of industry codes to reporting establishments. State agencies normally assign codes which correspond to the principal activity of the establishment in accordance with uniform criteria developed over the years and standardized by the Bureau of the Budget in their publication--Standard Industrial Classification Manual, 1957. Ordinarily, the assignment of proper codes presents no significant problem. However, employers who report more than one activity, or who are located in two or more different areas, need special treatment. To insure proper industry identification, State employment security agencies collect annually, detailed descriptions of the principal activities, and gross sales values of products, as well as a complete listing of different plant locations from each covered employer.

2. Area Skills Surveys

The Bureau of Employment Security has developed a useful tool for measuring local manpower requirements for localities by industry and occupation, the Area Skills Survey. These surveys involve the collection of basic data--mostly from employers--on current occupational employment, future employment requirements, and other information on training programs which have been planned or are in progress.

About 175 Area Skills Surveys have been completed in 43 States. Information from these surveys has been used to plan local school curricula and for promoting the expansion of vocational training programs and facilities.

Workers as a Source of Data

1. Unemployment Insurance Statistics

Another significant byproduct of State unemployment insurance programs is the statistical series showing the number of persons filing for unemployment benefits. Initial claims for unemployment insurance are filed by workers immediately after their separation from a job in covered employment. There are limitations to these data because they include a small number of workers who are not newly unemployed, but become eligible by virtue of newly available wage credits under the uniform benefit year provisions of four State statutes. On the other hand, they exclude newly separated workers who delay filing or never file for benefits. Nevertheless, the weekly series on initial claims, when adjusted for normal seasonal patterns and administrative irregularities, is a sensitive barometer of emerging unemployment and an excellent tool for discerning turns in the business cycle.

Continued claims representing a completed week of unemployment following an initial claim is the other principal claim filed by unemployed workers. The weekly series of insured unemployment--another name for continued claims--is also subject to some limitations because of differences in State laws and other administrative factors. Included are persons who did some work and who were considered employed in the employment and payroll series but were eligible for partial benefits under State UI laws. However, these workers represent only between 6 and 10 percent of the total insured unemployed. On the other hand, the insured unemployment series does not include workers who had exhausted benefit eligibility, those with insufficient wage credits (generally new workers), or persons employed in occupations not covered by unemployment insurance laws.

The Bureau of Employment Security issues a weekly series of initial claims and insured unemployed for the nation as a whole, and for States and major metropolitan areas, once a month.

To supplement their series on insured unemployment, BES has developed a sample survey of the characteristics of the insured unemployed (age, sex, industry, occupational attachment, and duration of unemployment). Sample coverage is large enough to show data breakouts by State as well as national aggregates; these are published monthly in the Unemployment Insurance Review. This is the only available statistical series which provide current information on the characteristics of the unemployed for States.

2. Total Unemployment Estimates

Since insured unemployment represents between 40-60 percent of total unemployment, it has been possible for the Bureau of Employment Security to develop a procedure for estimating total unemployment in an area. Starting with the base count of the insured unemployed, estimates are derived for segments or "blocks" of the unemployed not covered by State or Federal unemployment insurance programs. The composite of all of these blocks represents total unemployment in an area.

For each State and 150 major metropolitan areas, total unemployment and work force estimates are developed monthly by State employment security agencies. Similar estimates are developed on a bimonthly basis for smaller areas of substantial unemployment.

These States and local unemployment estimates have important administrative uses as well as being significant local economic indicators. They are used to identify eligible areas for Federal assistance under the Public Works and Economic Development Act and under Defense Manpower Policy No. 4. They are used also in the local employment offices as aids in counseling workers and providing job market information to employers.

Interstate Conference on Labor Statistics

In response to resolutions passed by the International Association of Governmental Labor Officials in the 1947 Convention, the Bureau of Labor Statistics has sponsored 23 regional and national meetings with State labor departments and other local agencies. The Association urged that "effective labor statistics be established in every State department of labor; that uniform methods, procedures and terms be adopted by the various States and Federal Government; further it was resolved they should be developed to the highest degree of mutual cooperation among the several States and Bureau of Labor Statistics of the U. S. Department of Labor."

The Conferences in recent years have been attended by about 200 persons representing State and Federal labor departments, Employment Security, Workmen's Compensation, Educational Departments, universities and other producers and consumers of labor statistics. On the average about 35 to 40 States and one to three provinces and the Dominion of Canada and Puerto Rico are represented.

The agenda over the years have included injury statistics, minimum wages, standard budgets, industrial relations statistics, manpower data, employment, unemployment, occupational outlook and other types of statistics needed in the administration of the Labor Department legislative programs. Workshop sessions discussed sources of data and techniques for obtaining and compiling the statistics, and preparing reports.

Consideration was given to kinds of data and services a State Labor Department should be able to provide to industry, labor and the public and the role of the Statistics and Research Unit in this function. The measurement of economic trends and the need for analysis of basic data for policy decision-making were emphasized in the annual meetings. A standing committee was established to consider further in conjunction with the National Bureau of Economic Research a Conference program of State and regional economic indicators. This committee met a number of times in recent years reporting annually to the convention on their deliberations and recommendations to the States. Several papers on the subject presented at the conferences were duplicated and distributed to the State Labor Departments and the State Employment Security Agencies. A number of States have developed systems of State indicators and regularly published them. Others are considering and planning the preparation of these data.

In consideration of the broad need for occupational wage information, the Conference established a standing committee to study the various types of statistics available for use in interarea comparisons on wage levels. This committee, under the chairmanship of Dr. Arnold Tolles, Cornell University, continued its discussion for two years and compiled a rather monumental compendium report on the subject. The Conference has published and distributed many copies of this report.

Several meetings have considered the kinds of statistics needed at the local level to assist community action groups in solving socio-economic problems. The Conference last year at Connecticut included a discussion of the various estimates of income being used as a cut-off in the definition of the poor. Occupational outlook and other types of statistics needed for education and training have been included in recent meetings.

It is impossible to point to any particular gains in State statistics which can be attributed directly to this series of Interstate Conferences. However, there have been a number of developments which have been called to our attention from time to time. The conferences have had the effect of creating greater sensitivity to obsolescence of data and procedures. We know that more States are now using standard techniques and procedures to yield comparable data among the States and with the Federal Government. One of the most significant effects of the Conference has been to make the producers of statistics more aware of the uses which are being made of the data

and the needs for various types of information. Consumers of the statistics have regularly been invited to join in the meetings to describe their needs, and uses they make of the information. The agenda have included from time to time discussions of the quality control of statistics. Certain quality control devices, editing procedures, sample checks and other tolerances have long been used by the Bureau in checking the responses to questionnaires and field agents' questions. These experiences were presented to the State statisticians who were encouraged to install adequate quality controls in their programs. In addition, the presentation of statistical data has been discussed including the form of statistical tabulation, analytical reports and charts. We have noted over the years a general improvement in the appearance of statistical reports of the States. In this connection the Canadian Department of Labor, with its excellent presentation techniques, has been a good example for all of us in the United States.

One of the more important achievements noted in the Conference is the increase in research and analysis which the States are doing. Some of this progress no doubt can be traced to the impetus and stimulation of the Conference sessions. There has been an improvement in the quality of the papers presented in recent years.

The ICLS has emphasized the gains that can be made in the field of labor statistics by the States and Federal Departments working jointly as a team. Each has a better appreciation of the others problems. Each profits by the experiences and the exchange of new procedures and techniques; working together in cooperative programs there is a reduction of duplicate contacts with business concerns.

The BLS has given assistance to a number of State Labor Departments in planning new statistical programs and revising major statistical activities. In 1964 and 1965 Kentucky, Missouri and Indiana were aided in initiating their statistical programs.

Conclusions

The cooperative approach to the collection of statistical data has definite advantages over uncoordinated State and Federal efforts from the point of view of the users of the published results, the suppliers of the basic information, and the governmental agencies involved. The volume of comparable data for interstate and interarea comparisons is greatly increased without increasing Federal controls. The number of different reports and the reporting burden on employers supplying information is reduced. The total cost of a cooperative program is less than that of independent overlapping programs producing information equal in quality and detail.

The cooperative programs conducted by the Department of Labor have certain characteristics which seem desirable, if not essential, for successful cooperation. There is a mutual interest in the statistics produced and results are useful in the cooperating States as well as at the national level. The cooperating agencies are not just performing a service for the National agency, both are getting a product they want.

The statistical systems are all continuing repetitive surveys. The establishment of a cooperative program with a large number of different agencies is a complicated and time-consuming administrative and technical job. It would hardly be worth the effort to carry out a single survey.

The subject matter being studied is susceptible to agreement on definitions and survey objectives. Profound ideological differences leading to sharply opposed concepts of what data should be collected would have a disastrous effect on a cooperative relationship.

The agencies involved are prepared to sacrifice some freedom of action in the interest of achieving comparability among the various parts of the statistical system.

The Department of Labor invests time and technical resources in the effort to reach and maintain uniform technical standards.

The general adherence to the principles described above and the principles themselves have evolved over a long time. It has only been within the past few years for example that identical questionnaires have been used by all States in the employment, hours and earnings program. Prior to that time the different forms were all submitted for Budget Bureau approval and approved within the same conceptual framework. Their physical dissimilarity however was sufficiently disturbing to firms reporting operations in several States to provide a convincing argument for a shift to a single set of questionnaires. The urging of the Budget Bureau and the Department in consultations at a technical level was also persuasive.

TITLE X. SECTION 1009, NDEA, IMPROVEMENT OF STATISTICAL SERVICES OF STATE EDUCATIONAL AGENCIES

The significant benchmark of evaluating the value to American Education Section 1009, Title X, NDEA of 1958, P.L. 85–864 is September 1958. The legislation providing maximum annual grant funds of $50,000 on a matching basis to State educational agencies, was enacted for the specific purpose of the improvement of statistical services of State educational agencies beyond the level existing at the established date. The legislation reflected an obvious concern of Congress about the quantity, quality, and timeliness of available data about education in the United States. It is signficant to note that Section 1009, Title X was directed toward stimulating *State* responsibility for improvement of State services without the conditions of supplying data directly to the Federal Government. Federal funds were not intended to directly buy or obtain data. The central purpose was to assist the States in their own efforts to improve statistical services with the expectancy that they could and would be more able to respond to the National need for educational information.

The legitimate general question about Title X at this time is: In what ways has Title X accomplished its purpose? Allied questions are: (1) does the U.S. Office of Education now have better educational data?; (2) to what extent has data flow to the U.S. Office of Education been mechanized?; (3) to what extent has the U.S. Office of Education assisted States to use automatic data processing; and (4) to what extent are new data being disseminated?

In answer to the general question of accomplishment under Title X the following facts are presented:

In FY 1959, 29 States participated; there were 51 in FY 1965.

In FY 1959, $236,766 was expended by States for new or expanded statistical services; in FY 1965, an estimated $1,808,312 was expended.

In FY 1959 there were a total of 225 Title X and other statistical service personnel in participating State educational agencies; in FY 1965 there were 747 employed.

In FY 1959, 15 States reported an expenditure of $10,643 for equipment rental and $221,756 for purchase of equipment; in FY 1964 reports showed expenditures of $832,021 and $169,342.

In FY 1959 only 13 States were using data processing equipment; in FY 1965, 53 were reported using such equipment or services.

It seems apparent that the States have participated in the Title X program to improve statistical services; States have been stimulated to divert State funds to obtain educational information; that professional and clerical statistical personnel have been employed within the States to obtain, process, analyze, and disseminate educational information; and the States have increasingly developed machine capability to process educational data and advanced electronic computer equipment are being utilized or planned for in about 20 States.

The question, "Does the U.S. Office of Education now have better data?" can be answered in the affirmative. There has been a decrease in the "NA"

(not available) category on requested reports. On the basis of the increased number of statistical personnel in State educational agencies since 1958, increased machine capability, and attributing the benefit of experience, it seems reasonable to assume that data received as needed in the U.S. Office of Education are of better quality and in greater quantity. While there is much room for improvement there is little doubt of the progress made since 1958.

A factor of vital significance to data quality is whether it is derived through use of common definitions and terminolgy. A significant contribution to data quality has been the rapid increase in State use of the U.S. Office of Education cooperatively developed Handbooks for State and Local School Systems. For example, all but five State agencies report full or partial implementation of *Financial Accounting for Local and State School Systems, Handbook II.* Other Handbooks in Pupil, Staff, and Property Accounting and Instructional Programs are being steadily implemented.

The second allied question, "To what extent has data flow to the U.S. Office of Education been mechanized?" can be answered by pointing to the almost across-the-board use of mechanized equipment in State education agencies. Submission of requested educational data in unit record form or in summary is becoming increasingly feasible and is now being done to a limited extent. One deterrent is the Office of Education's facilities and personnel for data handling. More than 35 State agencies indicate their ability to forward selected data in machine usable form.

"To what extent has the U.S. Office of Education assisted States to use automatic data processing equipment?" Several approaches have been made. Information with regard to equipment has been supplied on request to State agencies; successful data processing "applications" have been described by various agencies and copies have been distributed through the Title X office; various applications have been described by State agency personnel at regional meetings; Title X staff have routinely visited with State officials to encourage use of automatic data processing equipment and have assisted the agency in systems and other problems. The Title X staff has been active in the development of the Council of Chief State School Officers Standing Committee on Educational Data Systems and the companion U.S. Office of Education project to develop a basic educational data system. The Committee with representation from all States has repeatedly studied use of automatic data processing.

"To what extent are new data being disseminated?" The Title X program has served as the distribution point for an increasing number of State statistical publications and has stimulated a nationwide interchange of educational information. Over the period 1958–1966 there has been a steady increase in data available from States which is simply a reflection of their capability and competence to produce educational information. Considerable effort needs now to be placed in the area of dissemination of educational information for it is the significant product of a rapid development where emphasis has been first placed on developing and refining the capacity to produce data.

State participation under title X (sec. 1009) National Defense Education Act

State	Effective date of title X State plan	Federal share of expenditure							
		Fiscal year 1959 (1)	Fiscal year 1960 (2)	Fiscal year 1961 (3)	Fiscal year 1962 (4)	Fiscal year 1963 (5)	Fiscal year 1964 (6)	Fiscal year 1965 (7)	Fiscal year 1966 (8)
Total		$231,895.70	$810,521.55	$1,093,731.38	$1,326,656.85	$1,508,783.23	$1,631,127.08	$1,800,449.90	[1] $2,141,136
Alabama	Jan. 5, 1959						25,616.16	50,000.00	50,000
Alaska	Apr. 27, 1959		7,902.00	13,923.09	15,606.28	26,285.82	25,803.53	28,856.67	40,050
Arizona	Aug. 31, 1959					40,673.50	50,000.00	50,000.00	50,000
Arkansas	Apr. 23, 1959	1,593.68	8,524.79	7,190.67	11,838.91	9,894.75	10,241.00	9,869.00	20,500
California	July 6, 1959		30,051.83	31,145.43	37,862.29	37,559.00	35,995.73	39,713.49	50,000
Colorado	Mar. 16, 1959	11,909.28	33,394.50	48,776.10	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Connecticut	Dec. 29, 1958	1,805.71	11,367.42	12,967.56	16,079.76	14,953.84	15,400.73	17,274.50	32,910
Delaware	June 2, 1959					6,644.45	6,028.18	8,645.80	25,390
District of Columbia	Feb. 19, 1959								
Florida	Dec. 19, 1958	28,988.24	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Georgia	Dec. 12, 1958	30,000.00	48,130.34	50,000.00	50,000.00	50,000.00	49,644.60	50,000.00	50,000
Hawaii	Dec. 5, 1958	3,764.01	31,195.51	45,586.78	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Idaho	Jan. 19, 1959		2,975.29	2,289.36	6,794.17	13,446.93	10,293.91	11,754.62	30,100
Illinois	Mar. 9, 1959	7,159.32	25,755.35	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Indiana	June 14, 1961					22,836.63	20,922.23	24,745.56	37,060
Iowa	Jan. 5, 1959	5,149.04	46,591.58	48,773.50	50,000.00	50,000.00	45,482.99	49,066.01	50,000
Kansas	Jan. 2, 1959	2,351.80	10,026.57	20,524.10	20,453.36	23,454.95	26,424.12	29,018.91	48,437
Kentucky	Feb. 19, 1959	601.97	4,899.70	30,454.00	44,360.73	50,000.00	50,000.00	50,000.00	50,000
Louisiana	Dec. 29, 1964							14,096.62	50,000
Maine	Apr. 17, 1959	535.81	6,563.45	18,035.48	34,407.57	43,962.00	49,782.95	40,843.69	50,000
Maryland	Jan. 26, 1959	1,734.56	7,042.57	5,842.24	10,970.20	31,252.34	32,371.94	30,589.90	38,177
Massachusetts	Mar. 5, 1959	11,995.24	17,450.91	42,848.83	43,502.10	48,079.44	49,459.00	50,000.00	50,000
Michigan	Feb. 2, 1959						33,343.65	50,000.00	50,000

Minnesota	May 8, 1959	2,901.86	18,341.26	19,044.75	17,881.19	17,376.65	23,640.10	23,758.26	31,650
Mississippi	May 27, 1959		10,421.42	24,479.42	23,715.52	22,080.15	23,526.29	25,073.96	32,500
Missouri	June 5, 1959		3,154.35	7,358.51	8,107.54	9,216.50	11,510.45	11,223.59	15,500
Montana	Jan. 20, 1959	2,997.91	17,434.85	25,353.96	43,959.50	49,951.02	49,618.43	50,000.00	50,000
Nebraska	June 8, 1959	491.41	6,089.47	9,003.40	12,010.90	14,759.28	22,634.35	22,234.90	23.525
Nevada	Jan. 16, 1959								
New Hampshire	May 21, 1959		3,331.17	12,403.36	9,372.86	11,789.87	9,232.25		
New Jersey	Apr. 6, 1959	1,568.80	13,881.14	25,698.53	28,518.75	42,652.74	41,296.00	47,000.00	50,000
New Mexico	Nov. 28, 1958	5,103.95	22,821.38	30,715.41	38,963.88	42,506.14	29,910.17	33,082.59	36,258
New York	Jan. 15, 1959	12,327.30	33,962.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000
North Carolina	July 20, 1960			4,367.80	13,921.89	28,443.57	37,002.97	41,262.03	49,369
North Dakota	May 15, 1959		1,283.83	6,378.85	4,900.00	6,767.90	9,843.65	8,360.70	17,300
Ohio	Feb. 24, 1959	10,742.65	48,533.81	43,754.44	49,979.68	49,455.84	47,665.04	48,994.19	50,000
Oklahoma	Mar. 27, 1959		49,997.62	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Oregon	Nov. 25, 1958	3,961.60	11,756.26	12,736.97	23,081.40	31,043.76	26,120.21	35,242.48	39,204
Pennsylvania	Nov. 7, 1958	3,826.82	21,783.47	25,980.41	35,355.37	35,510.64	46,359.86	47,231.75	50,000
Rhode Island	Jan. 20, 1959	16,384.05	34,379.30	39,796.92	48,230.59	47,018.77	44,008.19	49,079.82	50,000
South Carolina	June 22, 1959		18,016.23	24,549.84	30,936.50	38,453.00	47,895.23	48,634.73	50,000
South Dakota	Feb. 3, 1959	483.96	6,081.21	11,910.95	13,995.83	13,228.56	16,807.50	17,901.67	21,900
Tennessee	Dec. 23, 1958	42,676.68	39,124.82	36,665.87	43,297.02	33,067.96	33,150.29	42,674.90	50,000
Texas	Jan. 6, 1959	14,271.30	40,079.62	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	50,000
Utah	Feb. 26, 1959	2,361.07	7,692.24	7,273.00	7,927.67	15,523.73	14,219.42	38,894.95	50,000
Vermont	June 17, 1959		2,567.48	6,209.36	5,335.56	5,764.80	4,799.60	7,073.99	9,374
Virginia	July 31, 1959							35,868.00	50,000
Washington	Oct. 29, 1958	985.88	4,494.26	589.43	48,846.88	49,941.80	50,000.00	50,000.00	50,000
West Virginia	Feb. 11, 1959		8,000.00	9,282.53	34,321.41	40,236.42	42,960.84	43,994.29	50,000
Wisconsin	Sept. 4, 1959		7,405.46	13,222.65	30,001.69	28,483.87	49,145.17	41,254.57	50,000
Wyoming	June 29, 1959		12,631.21	11,223.66					50,000
American Samoa									
Canal Zone									
Guam	Nov. 7, 1960			12,948.11	22,396.04	21,540.90	17,359.07	18,194.33	19,287
Puerto Rico	Sept. 23, 1959		8,709.15	30,429.71	25,634.39	21,445.69	24,122.28	31,710.43	42,636
Virgin Islands	June 2, 1959	3,221.80	14,676.73	13,996.31	14,089.42	13,500.02	21,633.00	27,229.00	30,000

[1] Based upon annual reports received to date.

Source: Improvement of Statistical Services Programs Status Report, March 1966.

PREPARED STATEMENT OF AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

WASHINGTON, D.C.

Committee on Federal Policy and Legislation and the Executive Committee of the American Association of School Administrators

FEDERAL LEGISLATIVE RECOMMENDATIONS FOR 1966, WASHINGTON, D.C., FEBRUARY 11, 1966

The Committee on Federal Policy and Legislation and the Executive Committee of the American Association of School Administrators, after careful consideration of a rather comprehensive list of items relating to federal policy and legislation, developments in the administration of various federally related school programs, and the needs and problems reported from school systems throughout the country, make the following recommendations for legislative action in 1966:

1. That the renewal of Titles I, II, III, and V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10) be made a matter of urgent priority by the Congress of the United States; that the authorization be for at least four years in order to assure continuity and continued progress in the improvement of the educational program; that the appropriations within each of these Titles be increased substantially to insure growth and extension of the program; and that the appropriations for funding of the Elementary and Secondary Education Act be made before June 1, 1966, in order to facilitate budgeting and employment of personnel in local school systems and efficiency in the use of such funds.

2. That there be a sizable additional appropriation of monies under Title I or through other means to provide capital outlay funds for buildings. From reports from school systems throughout the country, it is apparent that there is a tremendous need for additional classrooms and other facilities to carry out projects under Title I. Many communities have reached their debt ceiling and cannot provide these facilities. A sizable proportion of the funds now available under Title I to improve the educational program cannot be used by local school systems unless some way is found to provide additional facilities.

3. That additional funds be provided in Title V to be allocated to state departments of education which could be dispensed to local school systems for financial assistance in planning programs under Titles I and III. At the present time local school systems must finance a substantial cost in the planning of programs and writing proposals. These costs must be borne by other parts of the regular school program to the detriment of the program in general.

4. That the Elementary and Secondary Education Act of 1965 be amended to allow local school systems to recover their indirect costs in connection with programs under Titles I, II, and III. At the present time no allowance is made for indirect costs associated with federally funded projects under these Titles. School systems throughout this country are finding that these indirect costs constitute a substantial burden on the regular school budget and that, as in the case of planning costs, monies to finance these costs must be taken away from other parts of the school program to the detriment of the education of children not touched by the Elementary and Secondary Education Act. Precedent for paying such costs has been established in the percentage for overhead allowance which is made to colleges and universities under Title IV of the Act. It has been demonstrated by competent accountants that these indirect costs can be pinpointed with modern and generally accepted auditing principles.

5. (a) That the Adult Education and Head Start Programs which are presently a part of the Economic Opportunity Act under the jurisdiction of the Office of Economic Opportunity be transferred to the Department of Health, Education, and Welfare.

(b) That the Manpower Retraining Act be transferred from the Department of Labor to the Department of Health, Education, and Welfare as a part of the Vocational Act.

These three programs are primarily educational programs and should be administered under the jurisdiction of the Commissioner of Education.

6. That appropriations for P.L. 874 and for the distribution of surplus commodity foods not be discontinued, diminished, or eliminated.

7. Our Association reiterate its original position that jurisdiction over supplemental educational services under Title III shall rest in the state educational agency rather than in the federal office of education.

GEORGE B. BRAIN, *President, AASA.*
ELDEN C. STIMBERT,
Chairman, Committee on Federal Policy and Legislation.
FORREST E. CONNER,
Executive Secretary.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, RESOLUTION No. 66–12

A RESOLUTION REQUESTING TRANSFER OF HEAD START PROGRAMS TO THE DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

Whereas, Head Start Programs in the field of education have been attached to the Economic Opportunity Agency.

Now therefore, Be It Resolved:

SECTION 1. That the National Association of State Boards of Education go on record as favoring the transfer of the Head Start educational program from the Economic Opportunity Agency to the Department of Health, Education and Welfare so that this program may be integrated into our regular school program providing continuity of education of children from preparatory classes into the first grade.

SECTION 2. That future educational programs or current amendments of programs now in effect be channeled through educational agencies for a more efficient operation without diffusion of effort.

SECTION 3. That the Secretary be and hereby is directed to deliver a copy of this resolution to the President of the United States, the Vice-President of the United States, and the Senators and Representatives in the United States Congress.

R. A. MANCHESTER, *Chairman, Resoluions Committee.*

This is to certify that the above Resolution was adopted at the 1966 convention of the National Association of State Boards of Education held at the St. Paul Hotel, St. Paul, Minnesota, on April 23, 1966.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION,
FRANCIS I. SMITH, *President,*
FREDERIC G. COMSTOCK, *Secretary.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
U.S. OFFICE OF EDUCATION,
February 23, 1966.

OPERATIONS OF TITLE III, ESEA

I. PROCESS OF DECISIONMAKING

1. Flow of proposals from receipt to final action

Copies of each Title III, ESEA, proposal are received by the Division of Plans and Supplementary Centers (PSC). They are logged in the central file, assigned an identification number, and receipt of the application is acknowledged. Copies are then forwarded to the appropriate Area Desk, of which there are five.

At the Area Desk the application is checked for routine compliance and completeness, and necessary statistical information is recorded. Copies then are sent to the Program Advisory Branch (PAB) for two evaluations; to the Bureau of Research (BR) for one evaluation; and to specialists outside the Office of Education for two evaluations. PAB, BR, and the outside specialists review the application using the established criteria; recommend it for approval, resubmittal, or disapproval; and return it to the Area Desk.

At the same time that a local educational agency submits its proposal to PSC, it also sends the application to its State department of education for review and recommendation. The State department forwards its rating and recommendation to PSC.

When these evaluations are completed, the Area Desk reviews and evaluates the projects and summarizes all the evaluations, including strengths, weaknesses, and recommended action. Priorities are assigned to the projects by the Area Desk and an Internal Review Committee comprised of representatives of PSC, BR, and the Bureau of Elementary and Secondary Education (ESE). The final recommendations of the Division are presented for consideration to the Advisory Committee by the Office of the Associate Commissioner (ESE).

After the Advisory Committee makes its recommendations to the Commissioner, the Office of the Associate Commissioner instructs the PSC Director to prepare for the applicant a letter of acceptance, resubmittal, or rejection, as directed. The letter is prepared by the Area Desk for the Commissioner's signature and is routed for approval to the PSC Director and the Office of the Associate Commissioner (ESE). The Office of the Associate Commissioner forwards a copy of the approved project with this letter to the Commissioner for his signature.

The Area Desk sends eight copies of the approved project through the Office of Administration to the Office of Contracts and Construction Service (CCS) where fiscal arrangements are negotiated with the applicant. CCS prepares the Grant Acceptance letter to the applicant and forwards copies of the letter to the Area Desk. Copies of the approved project are returned to the applicant with the Commissioner's letter and to the Area Desk. The Area Desk provides the central file with copies of all official correspondence, evaluations, summaries of telephone conversations, approval letters, Grant Acceptance letters, and other pertinent documents to be placed in the official project file.

2. Decisionmakers

At the Area Desk each proposal is reviewed for compliance and completeness and the applicant is asked to supply any missing documents. The evaluations and recommendations of the Program Advisory Branch, the Bureau of Research, and the outside specialists are summarized, including the strengths and weaknesses of each project. On the basis of these evaluations, the Area Desk recommends approval, resubmittal, or disapproval of the project and assigns it a priority in categories such as recommended approval or nonapproval; planning or operational grant, or a combination of both; area of concern (curriculum, cultural programs, pupil personnel services, mobile units, etc.); and geographic area (local, county, regional, bi-State, etc.). Recommendations are made relative to the geographic distribution of projects within a State, the population benefited, the balance of a State's allotment, and the future funding ability of the program. Also considered are requests for capital outlay and new construction.

The recommendations of the Area Desk are presented to the Internal Review Committee which includes representatives of the Division of Plans and Supplementary Centers, the Bureau of Elementary and Secondary Education, and the Bureau of Research. This committee reviews the Area Desk recommendations, giving particular attention to those projects which have received conflicting evaluations. The committee then decides the Office of Education recommendations for approval, resubmittal, or disapproval. In cases where there is a wide difference between the recommendations of the State department of education and the other reviewers, the Area Desk contacts the State agency to seek clarification and understanding.

The OE recommendations are then presented to the National Advisory Committee. The Committee reviews the projects, evaluations, and recommended actions, and recommends the proposals to the Commissioner in one of four categories: approve, hold for further consideration by the Commissioner, resubmit, or disapprove. The Commissioner makes the final decision for approval, resubmittal or disapproval.

For those projects approved by the Commissioner, the Area Desk prepares a statement concerning the fiscal aspects of the project. This statement serves as a guide for the Office of Contracts and Construction Service in negotiating with the applicant the amount to be funded.

II. ADVISORY COMMITTEE

1. Statutory role of Advisory Committee

An Advisory Committee for ESEA Title III is mandated by the Act:

Sec. 306. (a) The Commissioner shall establish in the Office of Education an Advisory Committee on Supplementary Educational Center and Services, consisting of the Commissioner, who shall be Chairman, and eight members appointed, without regard to the civil service laws, by the Commissioner with approval of the Secretary.

(b) The Advisory Committee shall advise the Commissioner (1) on the action to be taken with regard to each application for a grant under this title, and (2) in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including the development of criteria for approval of applications thereunder. The Commissioner may appoint such special advisory and technical experts and consultants as may be useful in carrying out the functions of the Advisory Committee.

2. Emphases of Advisory Committee

The Advisory Committee has met twice since its establishment. During the first 2-day session (September 23–24, 1965) the regulations and guidelines for Title III were reviewed and approved. Criteria for evaluating the proposals were discussed, and five important emphases were established by the Committee. First, the Committee emphasized that Title III should not be as concerned with filling the need for services and centers as it should be with creating an awareness of need for new and imaginative programs and services. Second, recognizing that many local educational agencies will require support for the study of need, the observation of new practices and the review of pertinent research, the Committee placed high priority during the first year of the program on applications for planning grants. Third, priority is to be given, at least during the initial phases of implementation, to innovative and exemplary programs. Fourth, projects should utilize all possible Federal assistance programs—for example, the resources of Titles I, II, and IV of ESEA; Titles III, V–A, and VII of NDEA; or other legislation which could relate to the project. Fifth, all appropriate community resources—educational, cultural, social, and scientific—are to be drawn upon in planning, developing, and carrying out the project.

3. First period action of Advisory Committee

During the second session (December 16–17, 1965) the Committee made a State-by-State evaluation of the 746 proposals received in the first period for approving projects. The Committee recommended the proposals to the Commissioner in four categories: approve, hold for further consideration by the Commissioner, resubmit, and disapprove. The Committee decided that the applicants of approved planning grants should be notified that "approval of a planning project does not necessarily carry with it the guarantee that the resulting operational proposals will be automatically approved; all will be evaluated on their own merits." On the question of whether States should be asked to submit Statewide plans, the Committee concluded that it was too early to recommend that such a request be made and that the matter deserved further study after there had been more experience with the program.

The Advisory Committee will meet again March 30–31, 1966, to evaluate the proposals submitted during the second period.

III. KINDS OF PROJECTS SUPPORTED

1. Analysis of 70 approved operational projects

An analysis of the 70 approved operational projects shows the average cost per operational project to be $85,971; the approximate number of persons served to be 5,406,935; and the average cost per person to be $1.11.

The following table shows an analysis of these operational projects according to the categories listed in Section 303(b) of the Act.

ANALYSIS OF 70 OPERATIONAL PROJECTS

Analysis of persons served and cost per person by categories

ESEA sec. 303(b)	Number of persons served	Amount requested	Cost per person
(1) Comprehensive guidance and counseling, remedial instruction, and school health, physical education, recreation, psychological and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session	542,675	$855,183	$1.58
(2) Comprehensive academic services, and, where appropriate, vocational guidance and counseling, for continuing adult education	275,321	740,680	2.69
(3) Developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in sec. 503(a)(4)) in the schools of the State	2,177,049	1,791,854	.82
(4) Specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or of preschool age	498,246	958,015	1.92
(5) Making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis to public and other nonprofit schools, organizations, and institutions	723,567	593,819	.82
(6) Developing, producing, and transmitting radio and television programs for classroom and other educational use	460,163	124,320	.27
(7) Providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, and visiting teachers programs	545,849	650,664	1.19
(8) Other specially designed educational programs which meet the purpose of this title	184,065	303,462	1.65
Total	5,406,935	6,017,997	

2. Emphasis on innovative and exemplary projects

Section 301(a) of Title III authorizes Federal grants "to stimulate and assist in the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular programs." And Section 303(b)(4) of Title III authorizes aid for "developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in section 503(a)(4) in the schools of the State."

In keeping with that authority, the Advisory Committee recommended that priority be given, at least during the initial phases of the program, to innovative and exemplary projects. The following minutes of the first Advisory Committee meeting (September 23, 1965) develop that recommendation:

"The morning's discussion centered around the concept of innovation and its use in establishing priorities for funding. The Committee recognized that the planning grants available under Title III offer a special opportunity to implement creative ideas in the establishment of centers and services. The kinds of projects being planned by the variety of prospective applicants were considered. To stimulate local thinking about needs and create an awareness of the potentialities for meeting these needs, it was suggested that an exemplary center or service might be established in a central location or in a mobile setting.

"The Committee recommended that, during the first year, priority be given to projects for planning and innovation, with less emphasis upon the acquisition of equipment and facilities, since the latter may be obtained under other programs."

At the end of the first year of the program, the Advisory Committee will decide whether the emphasis on innovation and exemplary should be continued in the second year. The decision will be based on the first year's experience. The expectation is that the emphasis on innovation will be maintained if the present level of support is not increased.

3. Requested level of funding

During the first period for approving projects under Title III, ESEA, (November 10, 1965, cutoff) 746 proposals requesting about $78 million were submitted to the Office of Education. Of these, 217 projects requesting approximately $15 million were approved by the Commissioner of Education. In the second approval period (February 9, 1966, cutoff) 977 proposals requesting about $62 million have been submitted to date. Thus in the short six months since Congress appropriated $75 million for funding Title III projects over a two-year period, local agencies already have requested almost double the funds appropriated.

The response of local schools of Title III, ESEA, demonstrates that this program has caught the imagination of American education. It is seen as the force and support for change in education. A change to be accomplished by transferring beneficial research results from the laboratory into the classroom. To local schools this change means the adoption of educational innovations—new techniques of instruction, new curriculum developments, new administrative and organizational arrangements, to name a few.

The national need for exemplary and innovative projects under this program extends potentially to virtually all of the 24,000 operating school districts. Practically speaking, in view of the limitation of funds and local resources, only a relatively small proportion of these districts will be able to submit and receive approval of sound, highly qualified proposals. To date 217 projects at an average cost of about $70,000 have been approved. A conservative assumption would be that 1,000 projects would be approved from FY 1966 funds at approximately the same average cost, thereby utilizing the 1966 appropriation of $73,000,000.

The large majority of planning grants, which represent two-thirds of the projects approved thus far, to be funded from the FY 1966 appropriation will extend well into FY 1967, thus creating the condition that their subsequent funding from 1967 funds as operational grants (assuming they are approved for continuation) will be done only on a part-year basis, i.e., the remaining months in FY 1967 that these projects will be in operation.

A further conservative assumption then, would be that 1,000 new and 1,000 of the old, previously approved projects would be approved for funding from FY 1967 funds at slightly more than the $70,000 average cost (because of an expected larger proportion of operational grant approvals) thus utilizing the $145,000,000 requested for fiscal year 1967. On the other hand, it is possible that local projects may progress more rapidly than anticipated (in the employment of new personnel and acquisition of equipment and materials, for example) and that the average project would therefore require more than expected. In such a case, it would be possible that the overall number of projects that could be approved from the requested FY 1967 funds would be reduced to perhaps 1500 with an average cost of nearly $100,000. The above assumptions are admittedly conservative and assume maintenance of the most rigorous approval standards.

IV. ADMINISTRATIVE PROBLEMS

1. Role of the States

States have been encouraged to provide leadership to local agencies in developing applications for submission under Title III. Some States have interpreted this to mean that Title III is to support intermediate district organizations. While the majority of States have not tried to develop overall State designs, and applications have been submitted mostly by local districts, several States are developing organizational frameworks for submitting Title III projects.

Two examples are restricted and open-end designs. A restricted State design imposes on the local districts an intermediate district through which all Title III applications must be submitted. Projects submitted by applicants who disregard the intermediate district are not recommended for approval by the State education agency regardless of how innovative the project may be. Problems encountered in such a structure include the State's recommending for approval projects which merely extend existing services, which are not highly innovative, and which request funds for new construction and for acquisition of large amounts of equipment and materials. A supplementary center is viewed as a physical facility to receive continuing Federal support.

An open-end State design is more flexible. Under this design a planning center, an organizational structure permanently staffed and supported with Title III funds, will systematically analyze the needs of the geographic area, establish priorities, and continuously develop innovative operational programs to be

funded for short periods of time under Title III. This design encourages cooperation among groups of local districts having common problems and discourages unrelated projects within a geographic area. If local agencies prefer, they may submit project applications directly to the Office of Education. The State expects to recommend a certain number of such independent applications each year thus opening two avenues for innovation—one through the State-recommended intermediate units and the other through the local educational agencies.

The Division of Plans and Supplementary Centers interprets the State's role as that of providing leadership to local agencies in developing applications and of reviewing and recommending Title III proposals. State education agencies may encourage cooperation among school districts and the formation of organizational patterns, but provision should be made for local districts to submit proposals outside of the suggested State structure. Innovative and exemplary projects should not be sacrificed in order to support and expand existing services of intermediate school agencies. In addition, the Advisory Committee should consider the funding of long-term planning projects which would spin off a number of operational programs, such projects to be renewed or extended on the basis of the quality and quantity of the innovative and exemplary operational programs produced.

2. Various interpretations of the program

The gap between current educational research and existing practice in the schools is one of the evident problems in American education. Title III, through its provision for supplementary services and centers, addresses itself directly to that problem by authorizing Federal aid for "developing and conducting exemplary educational programs . . . for the purpose of stimulating the adoption of improved or new educational programs." Known as PACE—Projects to Advance Creativity in Education—this program is intended to help local schools relate research to practice through the support of creative programs that are exemplary and innovative. In effect, the Title III programs is seen as the symbol and force for change in American education.

Title III translates these high goals into specific categories of eligible activities, such as comprehensive guidance and counseling, continuing adult education, specialized instruction and equipment for advanced scientific subjects, and mobile educational services. To some local agencies, this has meant that applications merely to provide such services would be approved, regardless of whether the services would be exemplary or innovative. Also, some have considered Title III as a means for constructing facilities where such services could be provided or for purchasing equipment necessary to provide such services. Under this view, Title III is an opportunity to provide those educational "extras"—services, facilities, equipment—that distinguish first-rate schools.

Several States which are developing organizational frameworks for submitting Title III projects appear to believe that the primary purpose of Title III is to support intermediate district organizations. Some States are suggesting that final approval of the projects rest with them rather than the Commissioner.

It would, however, be in violation of the statute for the Commissioner to give control over the approval of projects to other parties, whether directly or indirectly. It is therefore impossible for the Commissioner to grant formal legal approval to State plans which would commit the Office of Education to relinquish its approval responsibility in the Title III program. While the Office should continue to give serious consideration to State recommendations, the Commissioner will retain his authority to disapprove State recommended projects which do not meet Title III criteria and to approve innovative projects not recommended by the State if the major reason they were not recommended was because they failed to conform to State designs.

3. Negotiation of the grant award

After Title III projects are approved by the Commissioner, copies are sent to the Office of Contracts and Construction Service (CCS) for review, negotiation, and execution of the grant award document. The time between approval of the project and the execution of the grant award document may range from one day to 90 days, depending on the priority of the program, the project starting date, the number of items to be negotiated, and the like. If negotiations on a project are to take some time, the applicant is sent a letter of contract (exhibit attached) authorizing "preliminary work on the project

effective immediately" and the incurring of costs not in excess of a stated amount during a stated period.

To date letters of contract have been sent to all the 217 approved applicants except for about 10 whose starting dates fall late in the year. The expectation is that grant award documents will be prepared and executed between mid-March and early April.

Some State education agencies have expressed an interest in taking part in the negotiation sessions between CCS and the local school systems. CCS has indicated that such participation is possible where the local applicant requests that the State education agency sit in on the negotiations.

FORM LETTER: APPROVAL

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

DEAR SIR: I am happy to inform you that with the advice of the Advisory Committee on Supplementary Educational Centers and Services, the U.S. Commissioner of Education has approved for support your project which you submitted to the U.S. Office of Education during the application period ending November 10, 1965, under the provisions of Title III of the Elementary and Secondary Education Act of 1965.

You are cautioned not to expend funds under the project for which Federal reimbursement will be claimed until receipt of a formal notification from the Office of Education Contracting Officer. We anticipate that he will be in contact with you in the near future.

I congratulate you on the preparation of a proposal which shows promise of the high quality that we expect of projects under this program.

Sincerely yours,

ARTHUR L. HARRIS,
Associate Commissioner for
Elementary and Secondary Education.

FORM LETTER: RESUBMITTAL

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

DEAR SIR: The Advisory Committee on Supplementary Educational Centers and Services has evaluated the project which you submitted to the U.S. Office of Education during the application period ending November 10, 1965, under the provisions of Title III of the Elementary and Secondary Education Act of 1965.

Although the Committee was unable to recommend that a grant be made for this project in its present form, it judged that the central idea of the project is such as to merit its resubmission. The U.S. Commissioner of Education has accepted the recommendations of the Advisory Committee.

Should you decide to resubmit this project, I would suggest that you carefully redesign it, keeping in mind the information given in the Title III *Guidelines* and giving specific attention to the points listed on the attached sheet. Any redeveloped application should reach the Office of Education by February 9, 1966, the next deadline for the submission of proposals.

One copy of your proposal is being returned to you. We appreciate your interest in this program and look forward to receiving a revised proposal from you.

Sincerely yours,

ARTHUR L. HARRIS,
Associate Commissioner for
Elementary and Secondary Education.

FORM LETTER: DISAPPROVAL

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

DEAR SIR: During the application period ending November 10, 1965, you submitted to the U.S. Office of Education the project under the provisions of Title III of the Elementary and Secondary Education Act of 1965. The project has been

evaluated by the Advisory Committee on Supplementary Educational Centers and Services, outside readers, and the staff of the Office itself. The evaluation made by your State educational agency has also been taken into consideration.

The U.S. Commissioner of Education has asked me to inform you that, on the basis of these evaluations, it has not been possible to approve this project for a Federal grant under this program.

May I suggest that you reexamine the *Guidelines* issued for the development of Title III projects and design a new proposal, keeping carefully in mind the priorities established by the Advisory Committee. I am enclosing an announcement of the revised deadlines for the submission of projects during the remainder of this fiscal year.

I sincerely appreciate your interest in this program.

Sincerely yours,

ARTHUR L. HARRIS,
Associate Commissioner for
Elementary and Secondary Education.

INSTRUCTIONS TO REVIEWERS OF ESEA TITLE III PROPOSALS

A. THE EVALUATIVE CRITERIA

The statement of criteria by which proposals are to be judged and rated is slightly different from the format used in November 1965 for this purpose. The changes make our criteria correspond to those used by the States for their review and recommendation.

The explanatory comments which follow each criterion are meant to clarify those points which caused confusion and ambiguities in our first round of evaluations.

1. (*Operation*) *Extent to which this project meets the educational and cultural needs of the highest priority in the area served*

This criterion was designed primarily for use by the State department of education. Other reviewers may apply the criterion if they have *specific knowledge of the highest priority need of the geographic area* to be served by the project.

2. (*Planning*) *Adequacy of the plans to identify and document the need for a proposed center or service*

When the purpose of the planning proposal is to identify needs, the applicant should specify the procedures to be used. In some cases the planning grant may be requested although the needs have already been identified and documented. In other cases the criterion of documented need is not entirely applicable. ESEA Title III is designed not only to meet recognized needs but also to support highly desirable activities for which a "need" cannot be proved. Examples would be a Chinese language program, a marine biology course, or programs in the performing arts. In these cases the applicant should show the readiness of the students and teachers to profit from the activity.

3. (*Planning*) *Quality of the pilot projects to test the proposed service*

It is not necessary that there be a pilot program.

4. (*Operational*) *Adequacy of description and documentation of the need for the proposed center or service*

The applicant should show the inadequacies of his present program, show how the needs were determined, and how priorities were assigned. The statements regarding criterion No. 2, above, are equally applicable here.

5. (*Planning and Operational*) *Extent to which the project is innovative*

As a general rule the criterion of innovation applies to the operational project that is being planned, rather than to the planning per se.

It is not sufficient for the applicant to say, in effect, that if given funds for planning, innovation will result. It should be understood that what is not innovative in some areas may be so in others. The mere fact that a local educational agency does not currently provide a needed service does not make the provision of that service an innovation.

6. (*Planning and Operation*) *Extent to which the project is exemplary*

The criterion of exemplariness is meant to identify the best that we know how to do, and that which is worthy of emulation. The application for a planning grant may have produced an exemplary plan but if the resulting project is not exemplary the planning proposal does not meet the criterion.

The judgment regarding exemplariness should take into account both the procedures for carrying out the work and the educational significance of the project.

7. (*Operational*) *Evidence of supplementation of the regular school program by the proposed project*

The project must supplement rather than supplant local, regional, or State financial and program efforts. Further, it is not the intent of this program to provide Federal financial assistance for merely extending a component of an educational program, already established by the applicant, to a greater population. This criterion is important since Title III is not intended to be a "general aid to education" program.

8. (*Planning and operational*) *Representation of other educational and cultural agencies in the planning and operation of the project*

A project is probably stronger if its advisory committee is formed before the application is made. The membership of an advisory committee should be representative of the agencies most closely related to the project and preferably be broadly representative of the appropriate educational and cultural agencies of the area to be served.

9. (*Operational*) *Degree of awareness of similar programs, research findings, or the knowledge of recognized experts*

The degree of awareness will be judged by the documentation presented.

10. (*Planning and Operational*) *Adequacy of the size and qualifications of the staff*

The application should identify key people by name, position and qualifications. The number of proposed staff members should be appropriate to the scope of the project. If nationally known consultants are named, there should be evidence that they will serve.

11. (*Planning and Operational*) *Adequacy of the facilities, both existing and proposed, for the conduct of the project*

The National Advisory Committee has indicated that low priority is to be given to the purchase of equipment. They have also indicated that projects which involve the construction of facilities are not to be recommended at this time. Rental and leasing of facilities are permissible. Requests for equipment and materials should be explained and justified. There should be an appropriate balance between the funds requested for equipment and program activities.

12. (*Planning and Operational*) *Economic efficiency of the project*

Salaries should be commensurate with local schedules. Consultants' fees should be commensurate with the fee schedule of the institution they represent. Overhead as such (stated either as a flat sum or a percentage of direct costs) is not an allowable cost.

13. (*Operational*) *Provision for participation of those to benefit from the project*

The participation of nonpublic school or other groups should be documented by letters or other evidence.

14. (*Planning and Operational*) *Provision for evaluation of the project*

The applicant for an operational project should show plans for continuous evaluation. A planning project should provide for at least an evaluation leading to the preparation of a quality operational project. If the planning project contains a pilot program, the evaluation procedure should be more precise for that component of the project.

15. (*Operational*) *Provision for communication of results of the project, through demonstrations, publications, and other methods*

This criterion is vital to the long-range success of ESEA Title III.

B. RECOMMENDED ACTION

Check only one "Recommended Action."

Recommend for funding

Projects which are otherwise approvable and in which there exists a small technical error or oversight that could be corrected by a quick check with the applicant may be recommended for approval.

Negotiable changes (resubmit)

A recommendation of "Negotiable changes" means that the application must be rewritten for resubmission at a later time. To warrant a recommendation of negotiable changes the project should give promise of educational significance and have strong innovative and exemplary features. A resubmitted proposal will receive exactly the same consideration as a new proposal. The following are examples of circumstances which might justify a recommendation to resubmit:

1. One or more of the projected activities are approvable, but other activities are not acceptable.
2. There are significant omissions of information that could be supplied by the applicant.
3. The application should be for an operational grant rather than for planning, or vice versa.
4. There is strong likelihood that the weakness(es) of the proposal could be corrected.

Not recommended

This possibility is self-explanatory.

C. PREPARATION OF THE NARRATIVE STATEMENT

The contribution of the evaluators to the total task of administering ESEA Title II will be greatly enhanced if the sheet summarizing the evaluation is so prepared that the information can be used with little or no change for other purposes. To make this possible you are requested to observe the following pattern:

Summary description of the project

This should be as concise as possible but complete enough to serve without change as the official summary of the project. The description should be factual rather than evaluative. It should not be prepared from the application summary alone, but from your reading of the entire proposal.

Statement of strengths: 1; 2; etc.

Statement of weaknesses: 1; 2; etc.

(Be brief, but support your judgments. When appropriate, cite page numbers from the proposal. The weaknesses should be so stated that if the Advisory Committee recommends resubmission of the project, the statements can be used with little change in the Commissioner's letter to the applicant.)

Use complete sentences; avoid "telegraphic" style and unqualified statements. The narrative summary should be typed, single space, on the form sheets provided for this purpose. Put the project number on *every* sheet of your review and staple the sheets together. Submit one copy of the completed evaluation.

A sample narrative statement is attached.

COPY OF FORM LETTER

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

Re 3-6-000158-0256.

CERTIFIED MAIL—RETURN RECEIPT REQUESTED

Mr. IRWIN T. MICKELSON,
Superintendent of Schools,
Independent School District #492,
Austin, Minn.

DEAR MR. MICKELSON: Your Proposal, "A Proposal for a Center for Special Service for Children to Serve Mower County, Minnesota, and Environs," has been approved by the Commissioner as one of those eligible for support by a grant subject to the applicable Federal requirements.

Pending negotiation and execution of a grant document you are authorized to begin preliminary work on the project effective imediately and to incur costs up to but not in excess of $12,000, for necessary costs during the next 60 days for items contained within your proposal. This authorization is subject to written termination by the Contracting Officer effective upon receipt of such

termination. Until a grant is executed, Office of Education fiscal responsibility is limited as indicated above and the amounts which may have been paid shall be appropriately credited against the funds provided by the grant document. A U.S. Treasury check for the amount stated above will be issued and should reach your office within the next 10 days. Form OE 5141 "Quarterly Estimated Requirements for Federal Cash", is enclosed for your use in requesting monthly payments, for periods following the formal execution of the grant agreement.

In order that eligibility may be retained the enclosed Form, CCS–G–2, shall be filled out as indicated therein and returned signed to the Contracting Officer in 7 copies within 15 days.

Sincerely yours,

E. T. PETERSON,
Chief, Area No. 3,
Contracts and Construction Service, Contracting Officer.

A. All salaries paid under this authority shall be within the prevailing State and local scale.

B. Travel shall be in accordance with State and local regulations or in the absence thereof the following shall apply:

(*a*) Air transportation shall be at less than first class when available.

(*b*) Per diem rate shall not exceed $16.00 per day.

cc: Finance Officer: Mr. Conway by hand.
Check to be made payable to Independent School District #492. Mail to Mr. Mickelson.
Approp. 756–70279 Advance Payment.
Allot. 2380001.
Project Officer: Dr. Twiford.
Area File.
Negotiator: M. Songer.

[*Sample*]

Project No. 2643.
State: Fruster.
Planning ☐
Operational ☒
Part III. Narrative Statement

(The title of the application was "Upgrading L_____'s Cultural and Instructional Resources")

Summary

The applicant would establish a country-wide audiovisual center to house, distribute and "promote the use of A–V materials and equipment," and to develop and produce audiovisual materials. The center would expand an existing facility in one school to serve all others, public and private, in the county. The A–V center would also undertake the cataloging and processing of books for all school libraries in the county and be responsible for curriculum development and inservice training of teachers. These latter services would be made available to serve pupils in the private nonprofit schools. The applicant would also build and operate a mobile auditorium to present live performances of music and drama at each of the small rural schools of the county.

Strengths

1. The need for cultural enrichment in the rural schools is amply documented.
2. The county advisory committee to coordinate this activity seems strong and knowledgeable, and has an excellent plan to integrate the cultural enrichment program with the regular school program.
3. The proposed staff seems exceptionally well qualified to cope with the technical details of an A–V center.

Weaknesses

1. Although there is clearly some proposed expansion of the quality of the A–V services, the major effort and expense are to extend existing A–V services to more students, a kind of supplementation not authorized by the ESEA–III guidelines.

2. The proposed addition of library book cataloging and processing to an A–V center would seem to defeat the purpose of other Federal legislation designed to improve regular school libraries and library services.

3. The proposed A–V center is not an innovation in education, even in the applicant's geographic area. NDEA Title III has long supported "audiovisual libraries" and should be used to the fullest extent for this purpose.

	high	low	medium		
Recommended with	☐	☐	☐	priority	Resubmit ☐

Not recommended ☒

4. Although the center director would "call on subject matter specialists as needed" (p. 14) to assist with inservice training of teachers there is no assurance that such specialists would have a leading role in this training. The project director's competence in devising new forms and media of presentation is evident, but it does not extend to the substantive content of the school curriculum.

5. The basic plan to bring live performances to the rural schools is excellent, but the use of a mobile auditorium seating only 25 persons is questioned, given the stated enrollments in those schools. It might be better to have a mobile stage only and folding chairs to seat the children.

6. Two items in the budget are questioned: "concert fund" and "local expenses." The proposal would be clarified if a breakdown and justification were supplied for items which are not self-explanatory. "Overhead" is not an allowable cost under ESEA–III.

(The applicant may wish to consider submitting as a separate proposal his plan to upgrade the cultural resources of the area.)

What Everyone Should Know About Financing Our Schools

2497

Digitized by
Google
Original from
UNIVERSITY OF CALIFORNIA

CONTENTS

Introduction 5
Why Do We Provide Schools? 7
Why School Costs Have Grown 11
Are We Investing Enough in Education? 15
Must We Increase Our Investment in Education? 19
Can the Economy Finance an Increased Investment in Education? 27
The Local School Budget 31
Local Support of Education 35
State Support of Education 41
National Support of Education 53
Conclusions and Issues 57

ACKNOWLEDGEMENTS

The first edition of this booklet was written by John K. Norton. This edition, the second, which largely updates the first edition, was prepared by Peter D. H. Stockton, Research Assistant, and Jean M. Flanigan, Assistant Director, NEA Research Division. The editing, art work, and layout were the responsibility of Beatrice C. Lee, Publications Editor of the Research Division. The Committee expresses appreciation to Dr. Norton and the Staff of the Research Division for their work on this publication.

NATIONAL EDUCATION ASSOCIATION

Richard D. Batchelder, *President*

William G. Carr, *Executive Secretary*

Sam M. Lambert, *Assistant Executive Secretary for Information Services*

Jean M. Flanigan, *Assistant Director of the Research Division and Secretary of the Committee on Educational Finance*

Beatrice C. Lee, *Publications Editor of the Research Division*

Peter D. H. Stockton, *Research Assistant of the Research Division*

COMMITTEE ON EDUCATIONAL FINANCE

Burley V. Bechdolt, *Chairman, Director of Research, Indiana State Teachers Association, Indianapolis, Indiana*

William D. Firman, *Director, Division of Evaluation, State Education Department, Albany, New York*

Allen C. Harman, *Superintendent, Montgomery County Schools, Norristown, Pennsylvania*

John P. Hindman, *Classroom Teacher, 1128 Walnut Drive, Casa Grande, Arizona*

Robert G. Lindsey, Jr., *Superintendent, Brooke County Schools, Wellsburg, West Virginia*

INTRODUCTION

Education is big business. It is the most important and the largest undertaking in the United States. This is true if one is thinking of education as an investment to develop our human resources. It is not true if one has in mind school costs as compared with some other expenditures.

The total cost of public education—elementary schools, secondary schools, and higher educational institutions—was estimated at $29.5 billion in 1964-65. This amount is 56 percent of the $52.8 billion spent in fiscal 1965 for national security programs by the federal government. Public education also costs considerably less per year than the amount expended for the purchase and operation of automobiles. Nevertheless, our investment in public education is a sizable amount.

The problem of how to finance education is a matter of major concern, both because of the cost of education and because of its vital relationship to national goals of economic growth, effective political democracy, and national security.

In taking a close look at a subject as complex and broad as the financing of public education, one can easily get lost in the technical details. Such confusion is not necessary if we identify the major questions which are of special concern to all citizens. Our purpose here is to outline the basic elements for understanding present purposes and methods of public-school finance.

I. Why Do We Provide Schools?

Most Americans believe that schools are a good investment. Money spent for schools yields substantial dividends. In fact, the future of America is largely determined in a number of important respects by what we invest in education today and tomorrow. The following are among the most important dividends from investment in education:

ECONOMIC RETURNS TO SOCIETY

Nations which are high in educational development are high in per-capita income (Figure 1). Natural resources may be a factor in determining the productivity of a nation, but they are not necessarily a decisive one. In fact, some of the poorest nations today have abundant natural resources, but remain poor largely because of their undeveloped human resources. Other nations with meager natural resources have high per-capita incomes because they have made good use of education. In determining the productivity of a nation, investment in education is the most basic resource of our society.

The relation between educational investment and productivity holds true among the states of the United States. States which have ranked high in educational investment also rank high in income. In 1964, average personal income per person was $2,922 in the 10 states expending most per pupil for schools. These states generally have stood relatively high in per-pupil expenditure for schools. In the 10 states investing least per pupil—states which generally have ranked relatively low in this regard—the 1964 income per person was $1,803.

ECONOMIC RETURNS TO INDIVIDUALS

The average income of families headed by high-school graduates is double that of those who did not complete elementary school (Figure 2).

TRAINED MANPOWER

Occupations which require high levels of general education and special training are on the rise. Unskilled labor is less in demand. Unskilled laborers are being

Fig. 1

NATURAL RESOURCES, EDUCATION, AND INCOME

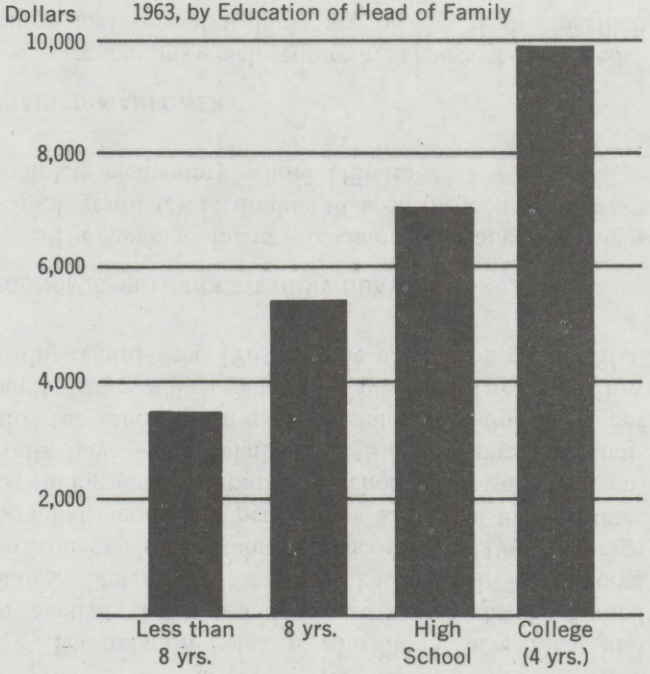
Nation	Natural resources	Educational development	Per-capita income, 1964
1	2	3	4
Brazil	High	Low	$ 131
Colombia	High	Low	255
Denmark	Low	High	1,353
Mexico	High	Low	362
New Zealand	High	High	1,467
Switzerland	Low	High	1,783
United States	High	High	2,657

References 3 and 4.

Fig. 2

MEDIAN MONEY INCOME OF FAMILIES

1963, by Education of Head of Family



Reference 19, Table 8, p. 26.

replaced by technicians and white-collar workers. In industry, agriculture, and other employment fields the pattern is similar. Future manpower needs will require higher skills and will call for larger and larger investments in schools, technical institutes, and higher educational institutions (Figure 3).

BASIC AND DEVELOPMENTAL RESEARCH

Research is the first essential element of improvements in national health, education, national defense, and scientific and economic progress. Such research is one of the most valuable contributions of our colleges and universities.

AN INFORMED CITIZENRY

Citizens can meet their growing responsibilities only if they are well informed. Schools, colleges, and universities are a primary source of informed citizens.

EQUALITY OF OPPORTUNITY

Education is of growing importance since the public schools are the chief instrument for keeping this nation the land of equality of opportunity it started out to be. Only capacity and desire should limit education.

WORLD RESPONSIBILITY

The United States has a representative government that is the most powerful on earth. Only through education can its citizens gain knowledge and understanding to act wisely in world relationships. Only through improved education can the rising aspirations of peoples throughout the world be fulfilled.

WORTHY LIVING

The average work week of wage earners was more than 50 hours during the first decade of this century. It is now 40 hours (Figure 4). The work week may become even shorter, with resulting increases in time free from work. In addition to shorter work weeks, workers have larger amounts of paid leave for vacations, holidays, and sickness.

What will be done with this free time? Will it be used in pursuits that enrich life? The answers to these questions depend upon our educational institutions.

Fig. 3

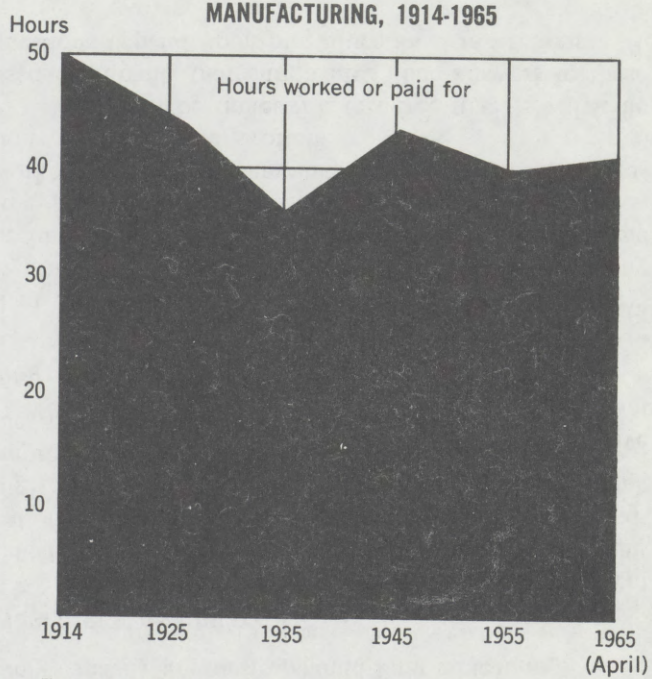
OCCUPATIONAL DISTRIBUTION OF AMERICAN WORKERS IN SELECTED YEARS: 1900-1965

Occupation 1	1900 2	1930 3	1950 4	1960 5	1965 6
Professional, technical, managerial, and kindred	10.1%	14.2%	17.3%	21.8%	23.0%
Clerical and sales	7.5	15.2	19.3	21.3	22.1
Craftsmen, foremen, and operatives	23.2	28.6	34.5	30.8	31.1
Laborers, industrial	12.5	11.0	6.6	5.5	5.2
Service	9.0	9.8	10.5	12.5	12.8
Farm	37.5	21.2	11.8	8.1	5.8
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Total number (in millions)	29.0	48.7	59.0	66.7	71.1

Reference 5, Table 2, p. 7, and Table 1, p. 6; reference 8, p. 44.

Fig. 4

AVERAGE WEEKLY HOURS OF WORKERS IN MANUFACTURING, 1914-1965



Reference 42, Table C-1, p. 33.

II. Why School Costs Have Grown

Current expenditures for public elementary and secondary schools, exclusive of the cost of new school buildings, rose from $7.34 billion in 1954-55 to $18.58 billion in 1964-65, an increase of $11.23 billion. Three factors account for our increased investment in education (Figure 5).

MOUNTING ENROLLMENTS

Enrollments rose rapidly in public schools in the United States between 1954 and 1964, especially in high schools, where per-pupil costs were 50 percent above those in elementary schools (Figure 6).

When account is taken of the higher per-pupil costs in high schools, enrollment growth alone required an increase of $3.34 billion in school expenditures between 1954-55 and 1964-65. However, 1964-65 school bills had to be paid in the depreciated dollars of that year.

INFLATION—RISING PRICES

The loss in buying power of the dollar, because of a rise in prices of goods and services purchased by state and local governments, amounted to 41 percent between the calendar years 1954 and 1964, which overlap the school years 1954-55 and 1964-65. School boards had to spend about $141 in 1964-65 to buy what $100 bought in 1954-55 (Figure 7). This inflation factor required an increase in school expenditures of $4.41 billion in 1964-65 over 1954-55.

Measures of inflation must be kept in perspective. Included in this rising price level is a high proportion of added quality. A rising standard of quality over the last decade is evident in the personnel services and facilities of education as well as other governmental services.

ADDITIONS FOR QUALITY

In the war years, average teachers' salaries fell below the average earnings of all employed persons (Figure 8). Some of the increase in teachers' salaries was accounted for above by the rising level of prices all state and local governments paid for services, since wages in public employment rose from the depressed level of the

war years. Salaries paid teachers were stepped up in an effort to overcome shortages of teachers and to compensate for the increased academic and personal qualifications school boards desired in the teaching staff.

During the past decade expenditures have been increased $3.48 billion by school boards across the nation in varying degrees of effort to overcome the shortage of teachers, to attract and keep quality teachers in the classrooms, to provide needed additional school services, to enrich instruction with technical aids, to extend the school year, and to improve the quality of American public education.

Has this been enough to place the schools on a firm financial basis, a basis adequate for quality education? This question is dealt with in the next section of this pamphlet.

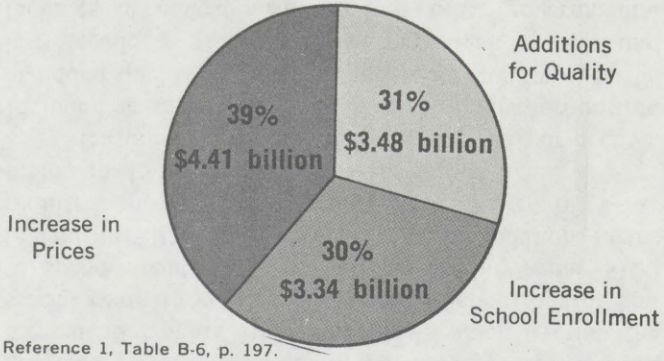
First, however, account should be taken of a public-school cost not included in the foregoing analysis.

ADDITIONAL COSTS FOR NEW SCHOOL BUILDINGS

The foregoing analysis of school expenses does not include the cost of new school buildings, sites, equipment, and interest on loans. Expenditures for these purposes rose $1.3 billion between 1954-55 and 1964-65 because of rising enrollments, obsolescence of school buildings, mobility of population, mounting costs of building sites, construction, interest, and equipment (Figure 9).

Fig. 5

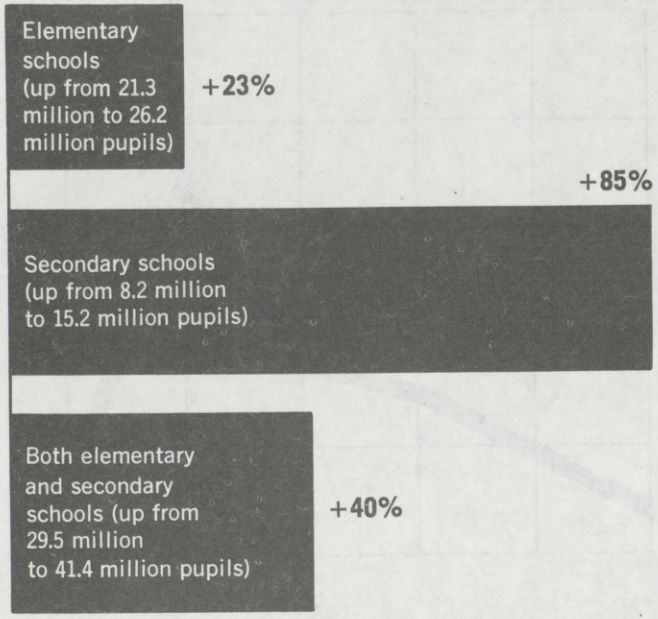
WHAT FACTORS ACCOUNT FOR AN INCREASE OF $11.23 BILLION IN SCHOOL EXPENDITURES BETWEEN 1954 and 1964?



Reference 1, Table B-6, p. 197.

Fig. 6

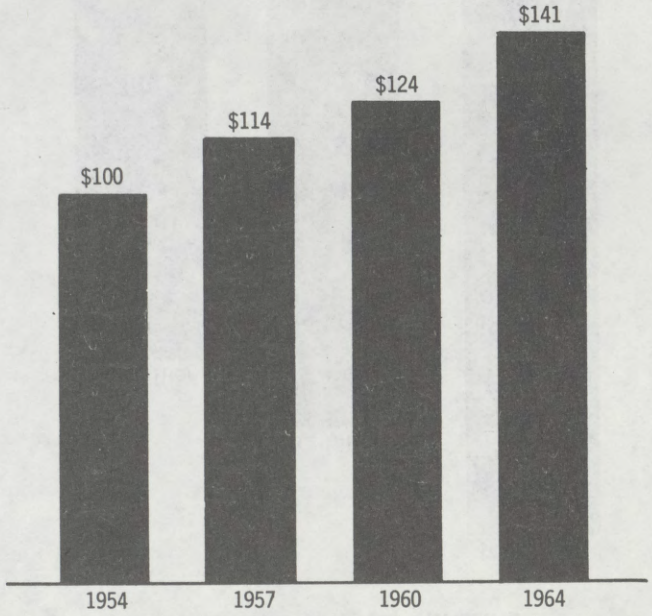
PERCENTAGE INCREASE IN PUBLIC-SCHOOL ENROLLMENTS, FALL 1954 to FALL 1964



Reference 31, p. 16; reference 33, p. 15.

Fig. 7

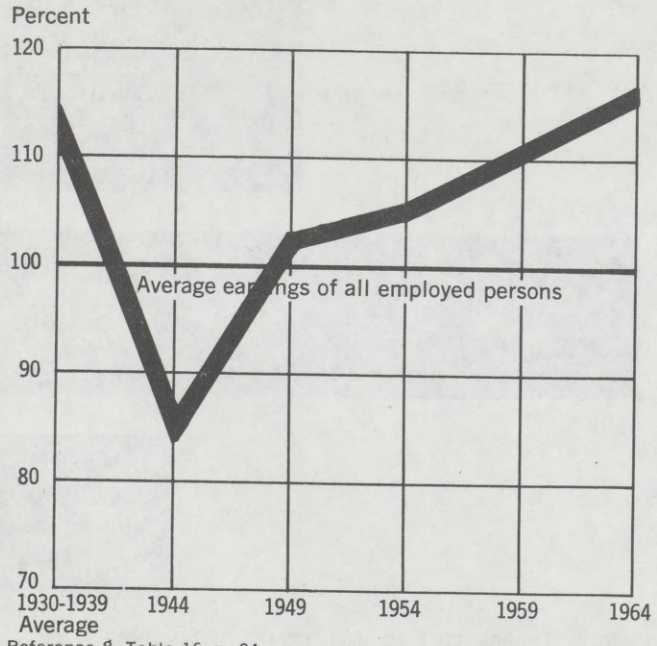
STATE-LOCAL TAX DOLLARS REQUIRED TO PURCHASE THE EQUIVALENT OF $100 IN 1954 PRICES



Reference 1, p. 197; reference 26, p. 10.

Fig. 8

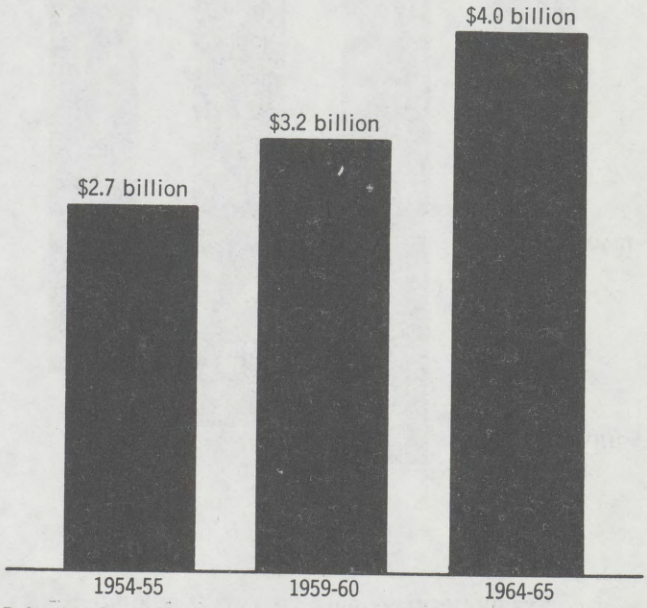
AVERAGE ANNUAL SALARY OF TEACHERS AS A PERCENT OF AVERAGE EARNINGS OF ALL EMPLOYED PERSONS



Reference 8, Table 16, p. 24.

Fig. 9

ANNUAL EXPENDITURES FOR SCHOOL CAPITAL OUTLAY AND INTEREST PAYMENTS



Reference 9, p. 19 and 20.

III. Are We Investing Enough in Education?

Are we investing enough in education to secure the returns we should expect from our schools? The following facts give the answer.

CONTINUING SHORTAGE OF TEACHERS

In each of the postwar years there has been a shortage of qualified teachers. Although improvement is evident in the decreasing numbers and percent of teachers holding substandard certificates (Figure 10), the total remains too high.

Over the years the need for increases in sheer numbers of new teachers has been replaced by the need for a proper distribution of teachers in specific grades, subjects, and geographic locations.

COMPETITION FOR TRAINED PERSONNEL

In our modern economy the demand for college graduates and for those with postgraduate preparation is keen and increasing. Beginning salaries in most professions requiring comparable preparation are higher than in teaching (Figure 11).

The typical income of teachers is only 63 percent of the median income of 17 professions. Teaching ranks near the bottom among these professions in average income (Figure 12). This makes it difficult and often impossible to hold experienced teachers.

UNMET NEEDS

There is a continuing school building shortage requiring double sessions and classes in obsolete, overcrowded, defective, and makeshift facilities in some communities. Too many high schools lack funds to provide laboratories and teaching personnel for courses in chemistry, physics, biology, third- and fourth-year mathematics, and foreign languages.

Because of the lack of funds, most states have only partly responded to the repeated recommendations of national commissions for two-year junior or community colleges and technical institutes.

Fig. 10

NUMBER AND PERCENT OF FULL-TIME CLASSROOM TEACHERS WITH LESS THAN STANDARD CERTIFICATES FOR TEACHING[1]

Fall		
1954	74,874	(7.0% of all teachers)
1958	92,972	(7.1% of all teachers)
1960	92,297	(6.6% of all teachers)
1962	82,655	(5.5% of all teachers)
1964	82,700	(5.0% of all teachers)

Reference 31, p. 16; reference 33, p. 15.

[1] Includes only teachers who do not meet full certification requirements of the state in which they are employed.

Fig. 11

BEGINNING SALARIES OF COLLEGE GRADUATES IN INDUSTRY AND IN TEACHING

MEN GRADUATES, IN INDUSTRY	1965
Engineering	$7,404
Accounting	6,420
Sales	6,300
General business	6,276

WOMEN GRADUATES, IN INDUSTRY	1964
Engineering	$7,224
Chemistry	6,468
Airline Hostess	4,380
Accounting	5,664
Mathematics—statistics	6,108
Home economics	5,112
General business	4,848
Secretarial	4,560

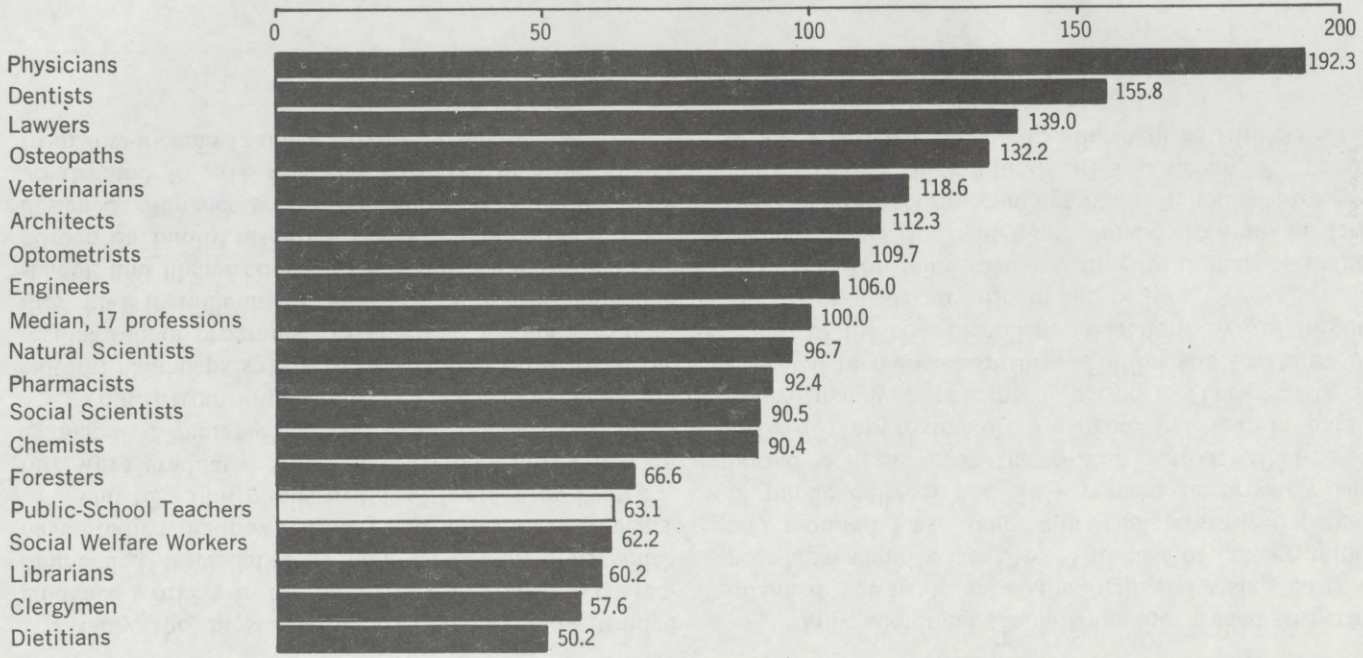
MEN AND WOMEN IN CLASSROOM TEACHING	1964-65
	$4,600

Reference 2, p. 4, 5.

Figures for classroom teachers estimated by the NEA Research Division from current salary studies.

Fig. 12

PERCENT OF MEDIAN INCOME—1960 CENSUS, TEACHING COMPARED WITH 17 OTHER PROFESSIONS



Reference 25, p. 377-95.

Only the most favored schools employ trained guidance workers in the numbers which have been recommended as essential by national commissions which have studied manpower needs and allocation problems.

Out of 1,000 pupils in the fifth grade in 1956-57, 667 were graduated from high school in 1964 and an estimated 357 entered college.

Youths from low-income families often suffer from cultural handicaps so severe they cannot profit from the regular school programs. In addition, low-income families find it difficult to finance youths through high school, and higher education is a much greater financial burden on family resources. New federal programs are designed to finance special education programs for these youths and to give financial encouragement to pupils from low-income families to stay in school.

Many additional scholarships are needed to permit qualified youths to meet the high and rising costs of post-high-school education. The cost of college tuition and required fees, room, and meals rose 18.6 percent in public colleges and 28.4 percent in privately supported colleges over the 6-year period, 1957-58 to 1963-64 (approximately 3 percent per year in public; approximately 5 percent in private). These costs are expected to increase further. Tuition and fees are only a part of the cost of college education. Wages forgone and living costs are also in the picture.

The foregoing and other educational shortages, owing mainly to inadequate funds, account in large part for present shortcomings of the schools. Money is not everything, but if funds are insufficient, the pursuit of greater excellence in education will be fruitless.

IV. Must We Increase Our Investment in Education?

A number of factors will determine what we must invest in education.

FUTURE INCREASES IN SCHOOL-AGE POPULATION

There will be an increase of about 4.2 million children of school age, 5-17, from 1965 to 1970 (Figure 14). The number of youth of college age will rise 2.2 million.

The rate of increase in school-age population will vary widely among the states if the trends of 1960 to 1964 continue (Figure 13).

FUTURE INCREASES IN SCHOOL ENROLLMENT

Since 1900, more youths have stayed in school longer, as is shown by the percentage of those aged 14 through 17 who are enrolled in high school (Figure 15).

The percentage of youths aged 18 to 21 enrolled in college is also rising (Figure 16). There is a mounting demand for the services of college graduates.

The rapid rise in the number of births per year since 1940 (Figure 17) will swell college enrollments from 5.0 million in 1964 to an estimated 7.0 million by 1970.

FUTURE ENROLLMENT INCREASES

For the foreseeable future there will be a continued rise in school enrollments at all levels (Figure 18). This rise will be most rapid at the high-school and college

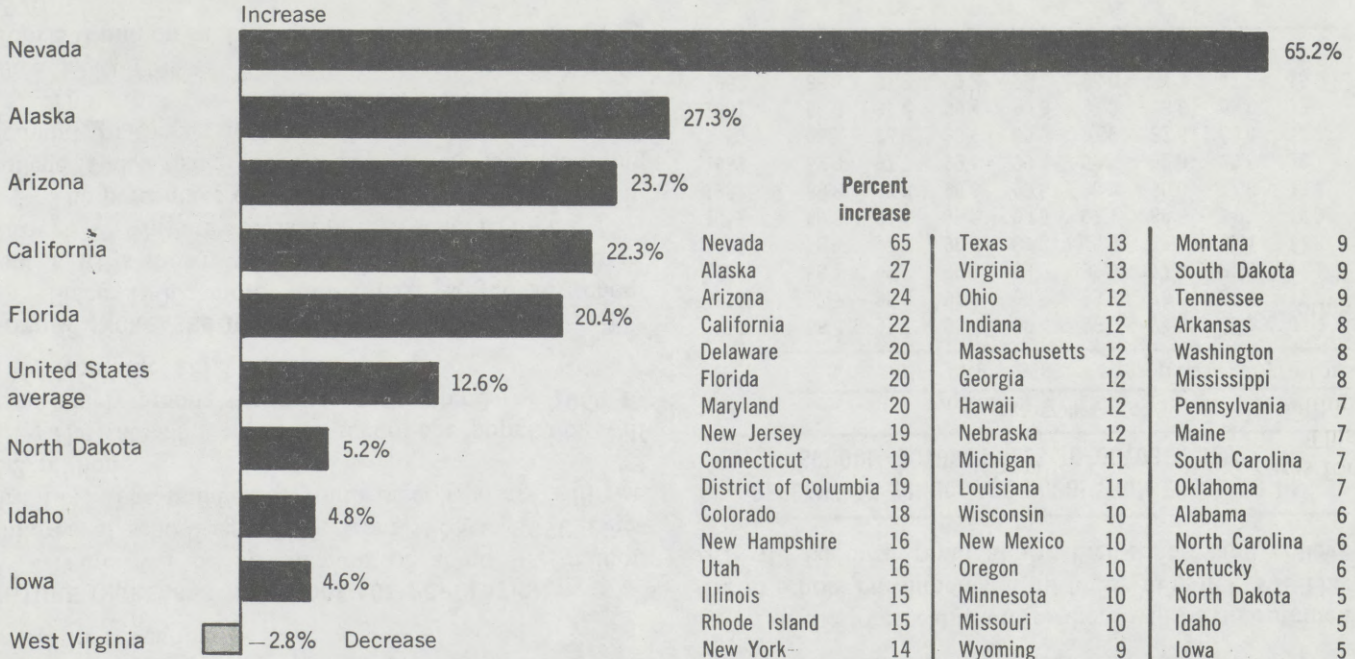
PERCENT OF SCHOOL-AGE POPULATION ENROLLED IN SCHOOL, OCTOBER 1953 TO OCTOBER 1963

Year	Age groups							
	5	6	7-9	10-13	14-15	16-17	18-19	20-24
1953	58.4%	97.7%	99.4%	99.4%	96.5%	74.7%	31.2%	11.1%
1954	57.7	96.8	99.2	99.5	95.8	78.0	32.4	11.2
1955	58.1	98.2	99.2	99.2	95.9	77.4	31.5	11.1
1956	58.9	97.0	99.4	99.2	96.9	78.4	35.4	12.8
1957	60.2	97.4	99.5	99.5	97.1	80.5	34.9	14.0
1958	63.8	97.3	99.5	99.5	96.9	80.6	37.6	13.4
1959	62.9	97.5	99.4	99.4	97.5	82.9	36.8	12.7
1960	63.7	98.0	99.6	99.5	97.8	82.6	38.4	13.1
1961	66.3	97.4	99.4	99.3	97.6	83.6	38.0	13.7
1962	66.8	97.9	99.2	99.3	98.0	84.3	41.8	15.6
1963	67.8	97.4	99.4	99.3	98.4	87.1	40.9	17.3

Reference 22, p. 2.

Fig. 13

ESTIMATED PERCENT OF CHANGE IN POPULATION 5-17 YEARS OF AGE, 1960 TO 1964



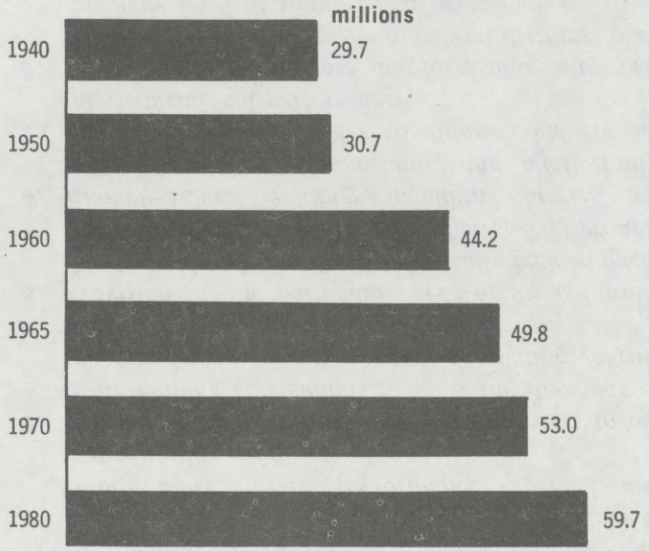
	Percent increase				
Nevada	65	Texas	13	Montana	9
Alaska	27	Virginia	13	South Dakota	9
Arizona	24	Ohio	12	Tennessee	9
California	22	Indiana	12	Arkansas	8
Delaware	20	Massachusetts	12	Washington	8
Florida	20	Georgia	12	Mississippi	8
Maryland	20	Hawaii	12	Pennsylvania	7
New Jersey	19	Nebraska	12	Maine	7
Connecticut	19	Michigan	11	South Carolina	7
District of Columbia	19	Louisiana	11	Oklahoma	7
Colorado	18	Wisconsin	10	Alabama	6
New Hampshire	16	New Mexico	10	North Carolina	6
Utah	16	Oregon	10	Kentucky	6
Illinois	15	Minnesota	10	North Dakota	5
Rhode Island	15	Missouri	10	Idaho	5
New York	14	Wyoming	9	Iowa	5
Vermont	13	Kansas	9	West Virginia	−3

References 12 and 13.

Fig. 14

POPULATION OF THE UNITED STATES, 5-17 YEARS OF AGE, 1940-1980

Number in millions



Reference 21, p. 44; reference 29, p. 40.

levels, where the cost is more per pupil than in elementary schools. These increases will require additional expenditures.

MOBILITY OF POPULATION

Another factor which will increase expenditures for new school buildings is mobility of population. This involves interstate migration and also migration within large cities and from cities to suburbs. These migrations sometimes result in partly occupied classrooms in one part of a city and a shortage of classrooms in other parts or in the suburbs. Redistricting and transportation can only partly adjust this imbalance between facilities and school population.

CHANGING DEMANDS

The most important reason for increasing our educational investment is so that we may meet the increasing demands of our society for citizens at ever higher levels of education.

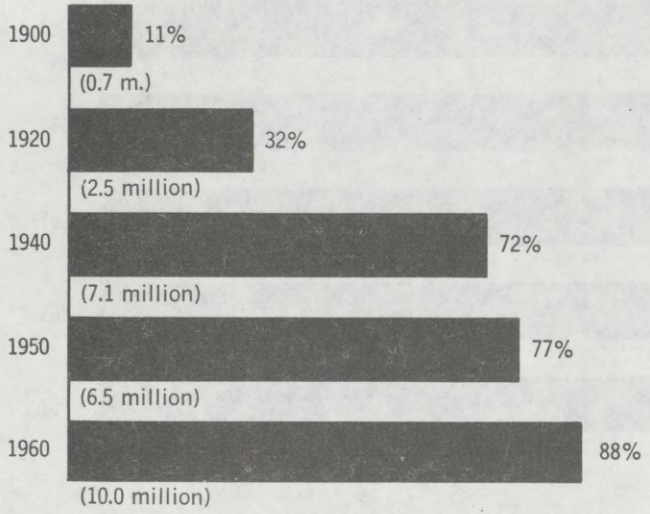
UNMET EDUCATIONAL NEEDS

1. *Recognition of teaching as a major profession in training required, ethical standards maintained, responsibility carried, performance expected, and compensation paid.*
2. *Curriculum specialists and research workers to aid in developing curriculums to meet the demands of today and the needs of a school population varying widely in aptitude and life objectives.*
3. *Provision for the particular needs of the culturally deprived, slow learners, the physically handicapped, the academically talented, and other special groups.*
4. *Enough school buildings, including libraries, science laboratories, gymnasiums, and auditoriums, to house all pupils under conditions conducive to high educational performance.*
5. *Funds from federal, state, and local sources to raise the financing of thousands of school districts to an adequate level of support and performance.*
6. *Wider provision of kindergartens, nursery schools, and other educational provisions for children.*
7. *Trained educational and vocational counselors for pupils at all grade levels.*
8. *Courses in physics, chemistry, and other sciences and advanced courses in mathematics and foreign languages in high schools which do not have them now.*
9. *Community colleges and technical institutes in all states.*
10. *Scholarships and other financial provisions so that no able and willing youth will be prevented from securing the education he should have.*
11. *Recognition of the school superintendency as on a par with other top executive positions in public and private service.*
12. *Provision for inservice training of classroom teachers, sabbatical leave, and scholarships and fellowships so that teachers may systematically renew and upgrade their preparation for teaching.*

Fig. 15

HIGH-SCHOOL ENROLLMENTS, GRADES 9-12, PUBLIC AND PRIVATE, AS A PERCENT OF POPULATION 14-17 YEARS OF AGE, 1900-1960

Number of pupils enrolled in parentheses

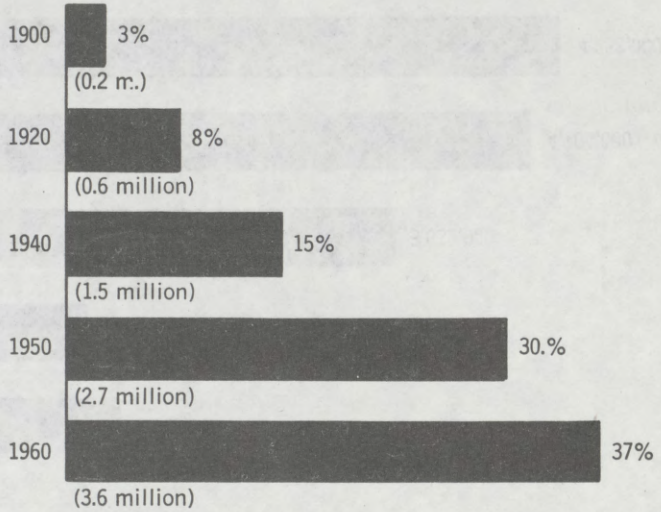


Reference 36, p. 4, 42; reference 29, p. 40-41.

Fig. 16

COLLEGE ENROLLMENTS, PUBLIC AND PRIVATE, AS A PERCENT OF POPULATION 18-21 YEARS OF AGE, 1900-1960

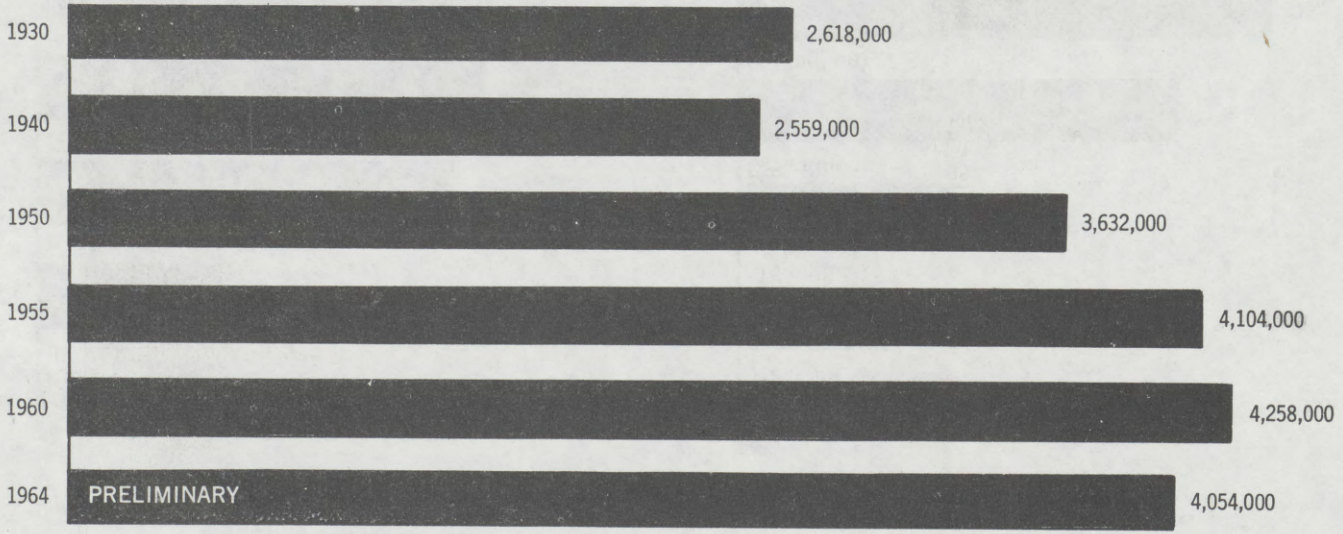
Number of students enrolled in parentheses



Reference 38, Table 4, p. 7; reference 40, p. 41, 43; reference 36, p. 6, 42. OE Projections p. 42.

Fig. 17

NUMBER OF LIVE BIRTHS PER YEAR IN THE U. S., 1930 TO 1964

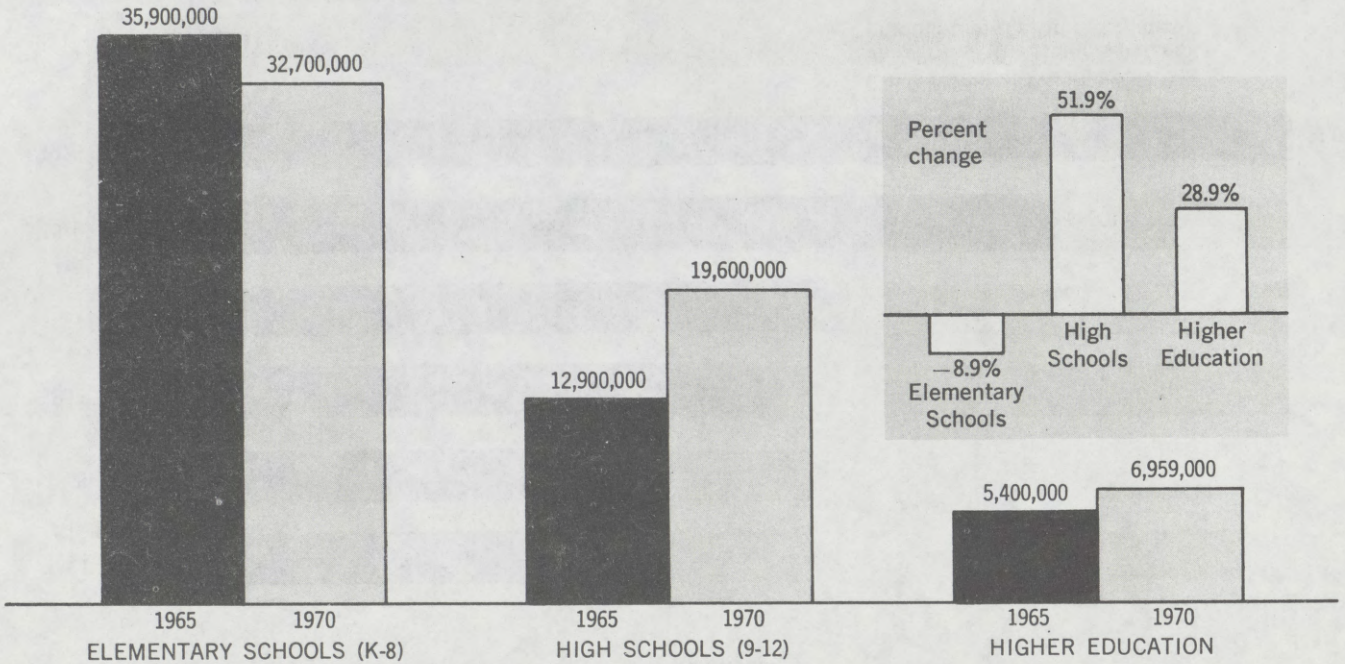


Reference 29, p. 6; reference 28, p. C-3.

63-285 O - 66 - pt. 6 - 28

Fig. 18

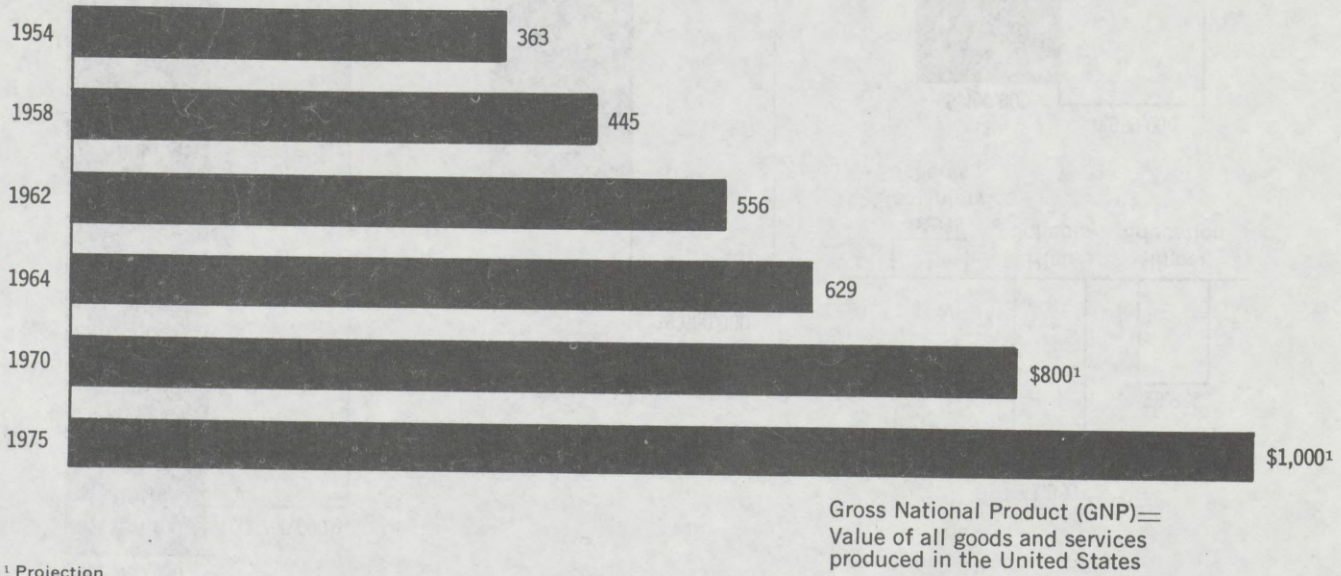
ESTIMATED INCREASE IN FALL ENROLLMENTS IN PUBLIC AND PRIVATE SCHOOLS IN THE UNITED STATES, 1965-1970



Reference 35; reference 36, p. 5, 7.

Fig. 19

VALUE OF GOODS AND SERVICES PRODUCED, 1954-1975
(in billions)



[1] Projection.
Reference 1, Table B-1, p. 189; reference 26, p. 8.

V. Can the Economy Finance an Increased Investment in Education?

The cost of education has increased. Present indications are that it will continue to do so. Can our economy meet this higher cost?

OURS IS AN AFFLUENT ECONOMY

We are able to produce more and more each year. As a consequence, the gross national product, the value of all goods and services produced, is rising rapidly (Figure 19).

The per-capita income of the people of the United States outranks that of other nations (Figure 20).

SCHOOL COSTS ARE A PART OF OUR PUBLIC AND PRIVATE EXPENDITURES

Fifteen cents out of each tax dollar is now being expended for public schools (Figure 21).

School costs are a part of our total outlays for goods and services. Personal consumption expenditures will total more than $425 billion in 1965. Expenditures for all government services and facilities will total $135 billion in 1965. All public and private educational expenditures reached $36.5 billion in 1964-65.

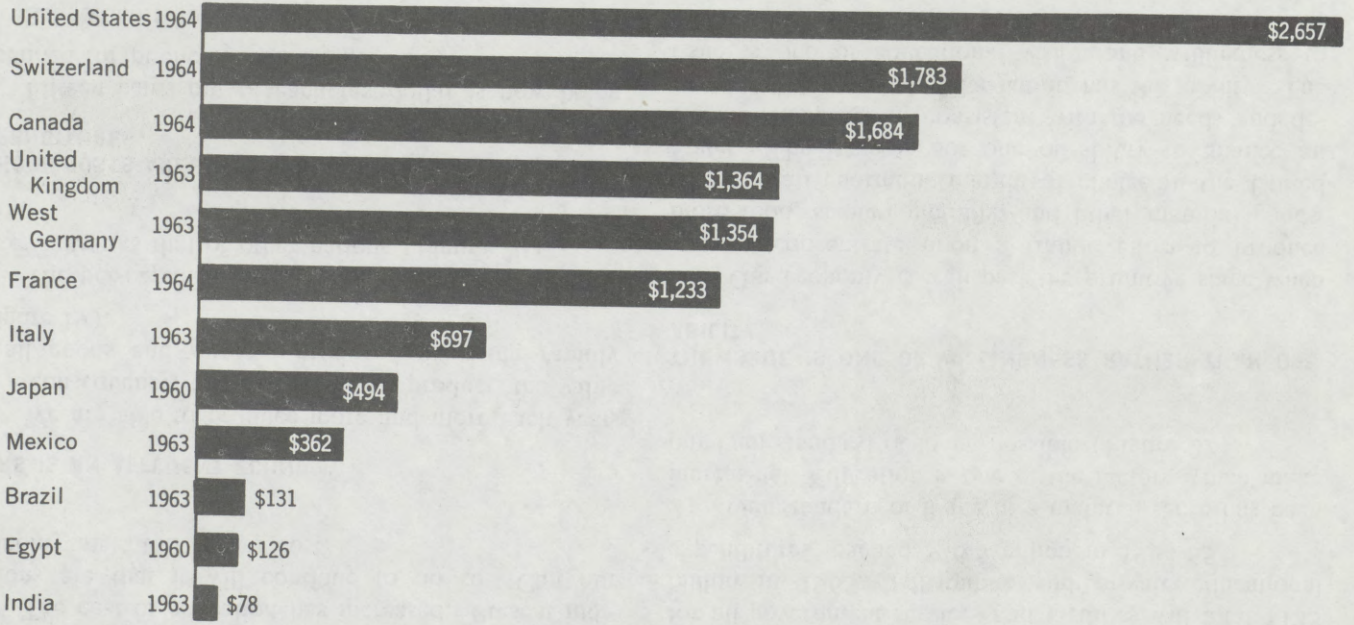
Our standard of living in a material sense has been increasing. Education is one of the factors which make our high standard of living possible (Figure 22).

THE ISSUE IS ONE OF WILLINGNESS RATHER THAN OF ABILITY

Our economy is well past the primitive stage when it must concentrate upon a frantic effort to produce more food, shelter, clothing, and other material goods. There is an enormous margin of choice in the United States. The issue is not one of ability to finance an educational program consistent with the needs and demands of this period. The nation has this ability. The issue is one of educational vision and willingness to match this vision with fiscal action. Such are the conclusions of several national commissions of leading citizens.

Fig. 20

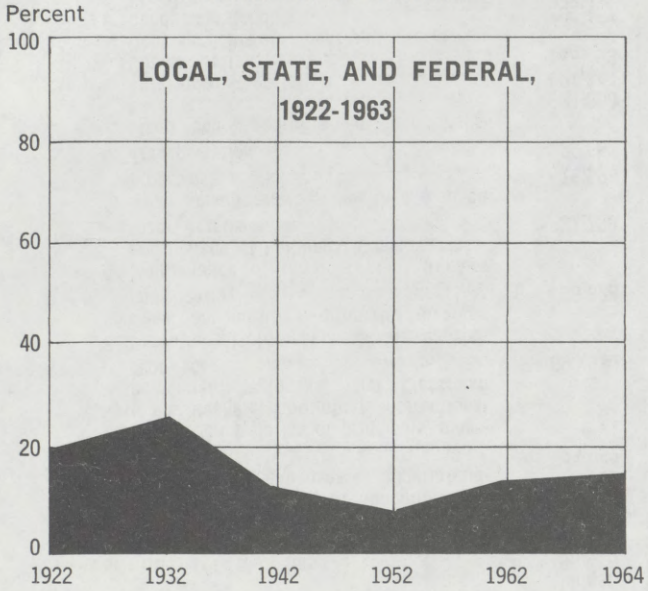
PER-CAPITA NATIONAL INCOME IN U. S. DOLLARS— UNITED STATES AND CERTAIN OTHER NATIONS



References 3 and 4.

Fig. 21

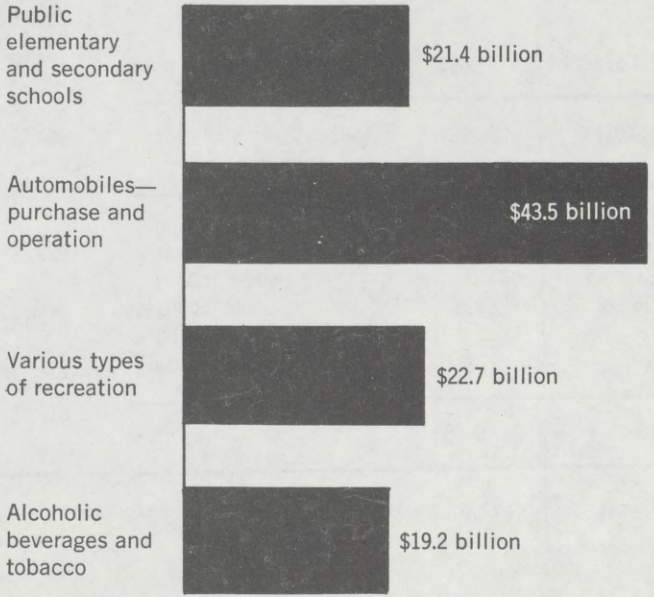
PUBLIC SCHOOL REVENUES AS A PERCENT OF TOTAL TAX COLLECTIONS—



School Revenue: reference 41, Table 1, p. 32; reference 39, p. 17; reference 30, p. 57; reference 9, p. 15.
Tax Collections: reference 18, Table 2, p. 14-15; reference 17, Table 1, p. 17.

Fig. 22

EXPENDITURES FOR PUBLIC SCHOOLS AND CERTAIN OTHER ITEMS IN 1963



Reference 9, p. 17; reference 26, Table II-4, p. 16.

SUMMARY OF BUDGET, 1965-66

Item 1	Expenditures Budget 1964-65 2	Expenditures Proposed 1965-66 3
1. Administration (board of education; salary and office expenses of superintendent)	$ 25,952	$ 26,319
2. Instruction (salaries of principals, classroom teachers, and other instructional personnel; textbooks; and classroom supplies)	690,930	721,919
3. Operation of physical plant (salaries, supplies, and utilities—primarily cleaning and heating)	96,028	97,489
4. Maintenance of physical plant (repairs and upkeep of buildings, grounds, classroom equipment)	37,796	38,231
5. Other school services (health and lunch programs)	16,593	15,292
6. Transportation	29,655	29,762
7. Fixed charges (retirement and insurance)	24,890	26,761
Total current costs	921,844	955,773
Capital outlay	48,799	91,907
Debt service (retirement and interest on bonds outstanding)	292,157	298,478
Grand total	$1,262,800	$1,346,158

Item 4	Receipts 1954-65 5	Receipts 1965-66 6
Cash balance	$ 8,432	$ 19,844
Expected receipts (other than local levy):		
State support	368,738	376,965
Federal support	2,420	2,458
Tuition and charges	2,255	3,792
Interest and rent	5,486	6,978
Total from sources other than local levy	$387,331	$410,037
Local tax levy	$895,313	$936,121

VI. The Local School Budget

Each community in the United States annually prepares a school budget, which defines the school program, what it will cost, and how the money is to be raised. A budget, however, is far more than a statement of costs and sources of money. It states in financial terms the community's ideas as to what it expects from its investment in education. Expectations are usually higher than this investment. Nevertheless, the school budget is the community's financial answers to a number of critical educational questions.

CRITICAL EDUCATIONAL QUESTIONS

- Does the community look upon its schools merely as custodial agencies which keep children and youth off the streets and which teach them a modicum of knowledge and simple skills? Or does it expect its schools not only to transmit knowledge and skills, but also to yield returns in better-informed citizens, more trained manpower, better use of leisure time, increased productivity, higher living standards, and greater national security?

- Does the community expect its schools to treat pupils as automatons, to be taught and tested on a mass basis, expected to conform to a single curriculum, with many leaving school with a sense of failure at the end of elementary school or soon thereafter? Or does the community expect its schools to treat pupils as individuals who vary enormously in abilities, interests, and goals, and to develop fully the talents of each individual pupil?

THE SOURCES OF QUALITY IN SCHOOLS

Research has shown that the two most powerful factors in producing quality education are what a community expects of its schools and what it spends to finance them. If it expects little and spends little, the educational returns are likely to be small. If it expects much and spends much, the educational returns are likely to be large.

A TYPICAL SCHOOL BUDGET

Figure 23 reproduces a summary of a typical school budget for a community of 15,000 people with 2,000 elementary- and secondary-school pupils in 1964-65. In 1965-66 the enrollment is expected to increase about 5 percent. For the taxpayer, the most striking facts about this budget are a proposed increase of $83,358 in expenditures and an increase of $40,808 in the tax levy.

This budget, largely determined by expenditures of previous years, was the result of the conscientious efforts of the school board and the administrative officers to provide schools which were fairly good and within the assumed ability and willingness of the community to pay for them. More could have been authorized for schools, but this summary gives little evidence as to whether this should be done.

Are the proposed increases justified? Some school budgets provide information bearing on this question and some do not. But very few budgets are accompanied by information as to just what quality of schooling a proposed budget is expected to buy.

The typical budget authorizes less than is needed to provide first-rate schooling for all pupils. This is to be expected from procedures usually followed. Estimates are made of minimum financial needs of the schools. These estimates are then cut to take account of estimated revenues, these being limited by ability or assumed willingness to pay, arbitrary tax limits, underassessment of property, inequitable sharing in school costs by state and federal governments, and other obstacles to adequate support. Even this minimum budget

may be further cut in communities where review by some other agencies determines the final amount. This procedure year after year is at the root of inadequate school support in many communities.

ESTIMATING A QUALITY BUDGET

Another column should be added to school budgets which would be known as the quality budget as opposed to the official or actual operating budget. This quality column should include estimates of amounts which the board of eduction would have voted if the various pressures and arbitrary restrictions which dictated the "shave down" or "cut to the bone" official budget had not been operative. The major criterion in determining amounts in the quality budget would be the best judgment of the board of education as to what it would cost to give every child and youth *the best education it knows how to buy*.

The quality budget would have no official significance. The official budget would still be the expenditures authorized for the ensuing year. The quality budget, however, would permit the board of education and the citizens of the community to know how far fiscal rather than educational considerations were determining the school budget.

To know whether a budget is sufficient to finance quality schools, one needs to ask a number of searching questions:

1. *What class size will the budget finance? Does it contemplate individual or mass instruction?*
2. *Will the budget provide modern instructional materials?*
3. *Does it provide for specialists to aid teachers in improving instruction?*
4. *Is there provision for developing instructional programs to meet the needs of certain special groups, such as the culturally deprived, the physically handicapped, the slow learners, and the academically talented?*
5. *Is there provision for counseling and guidance programs to aid pupils and parents in planning educational and vocational careers?*

6. *Is the salary schedule one which will attract and hold quality teachers—one which pays beginning and average salaries comparable to those paid other professionals in the region?*

7. *Is a summer school provided to meet the special needs of those who would otherwise be required to repeat a grade at a full year's cost, of pupils qualified to make an extra grade, and of highly gifted pupils?*

8. *Is there provision for a program using school buildings as community centers, and for the recreation activities using school playgrounds after school and during the summer vacation?*

9. *Is there a sufficient number of fully qualified school administrators to provide the school system with dynamic leadership?*

10. *Is there a program for the orientation of new employees?*

11. *Is a penny-wise and pound-foolish policy being avoided by making school-plant repairs and improvements as needed to increase the schools' attractiveness, safety, and general educational effectiveness?*

12. *Is there a long-term plan for meeting future school-plant needs, including the purchase of desirable sites readily available now but likely to be available only at prohibitive costs if purchases are too long deferred?*

Affirmative answers to such questions as those above will be decisive in determining the quality of the schools of a community.

VII. Local Support of Education

In the typical community in the United States, more than half the money to finance public schools comes from the locality. In many other respects as well, the local community is far more important in its relation to schools than is true in other nations. People in the local community like to have a substantial say as to how their schools shall be run. Accordingly, the state usually delegates much of the management of schools to the locality. Adaptation to local conditions and needs is possible. Experimentation is encouraged. Innovations which succeed spread to other communities. All these factors encourage local interest and initiative which are basic in the unique systems of public education in the United States.

LIMITATIONS OF THE LOCALITY

While the locality plays a major role in public education, it has its limitations in financing education. The typical locality is dependent mainly on the property tax for the financing of schools. This tax, although useful, is inadequate as the major source of school support. Communities differ greatly in taxable capacity. It is not uncommon for local school districts in a state to differ as much as 100 to 1 in ability to pay taxes. The poorest districts cannot finance satisfactory schools even on confiscatory rates.

INEQUALITY OF EDUCATIONAL OPPORTUNITY

Education is financed at a starvation level in many communities which have little wealth and in which the schools depend largely on the property tax for support. Children and youth in such localities do not reach their full educational potential. On the other hand, some communities which possess both high taxable capacity and deep educational understanding provide excellent opportunities for their children and youth, and also recognize the importance of educational opportunity for their adult population.

LOCAL ACTION FOR BETTER SCHOOL SUPPORT

Improvement in local financial support of schools can be achieved in many communities. This will require a stepping up of community understanding of the relation of adequate school support to quality education. It will also require legislative and administrative actions of a fiscal nature.

THE LOCAL PROPERTY TAX

Nearly all local school money comes from the local property tax. This tax has been a stable source of revenue for local government. It has been a mainstay of public-school support in the past and should continue to be in the future. It is well suited for local use.

However, the property tax has limitations. The most popular criticism of the property tax is its slow response to economic growth. Recent studies[1] have shown that the tax is in fact quite adeqately elastic and responsive to economic growth. In some communities the tax base has been eroded by increasing and inequitable exemptions. The tax is also under fire for being regressive especially on the poor and elderly. Relief in this area is possible with adjustments and tax credits on state income taxes. Also, in many communities, extreme variations in property valuations per pupil sharply limit the percent of the local school budget which the property tax can support.

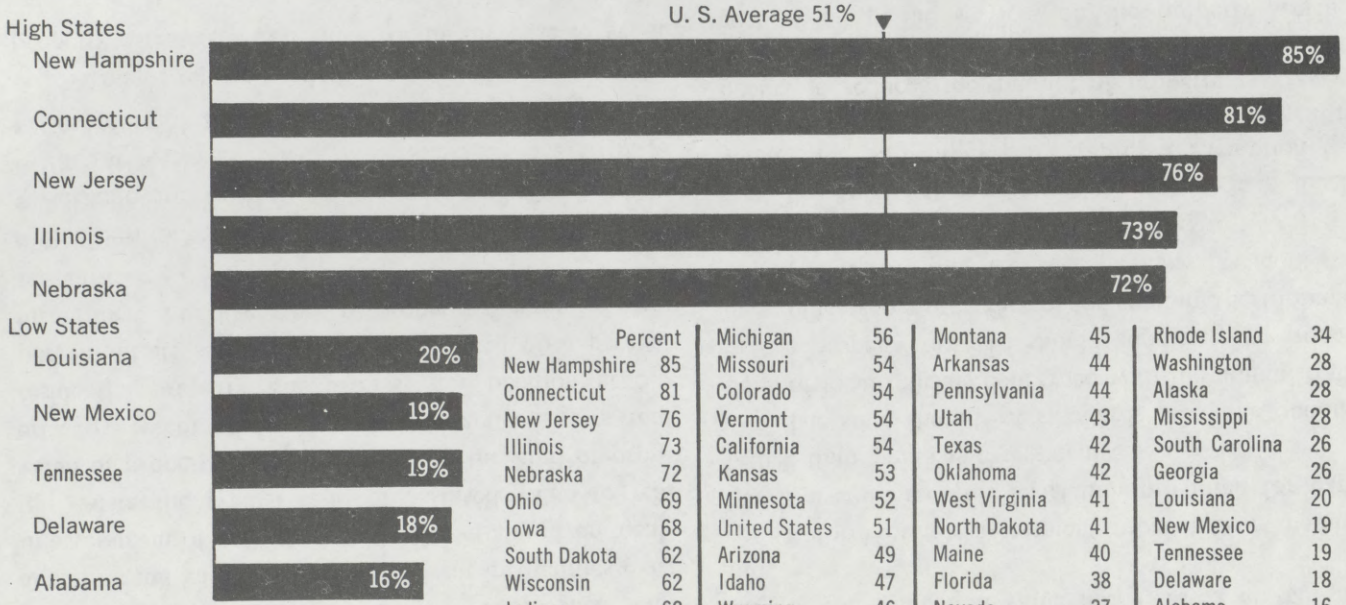
The states differ widely in percent of school revenue coming from the property tax (Figure 24).

In nearly all states and localities there are basic reforms which should be made in the way the local property tax is administered. These reforms are essential if this tax is to be levied in a way which is fair to the taxpayer and adequate in raising the share of school costs it is expected to finance.

[1] *Reference 11.*

Fig. 24

PERCENT OF GENERAL REVENUE OF FISCALLY INDEPENDENT SCHOOL DISTRICTS DERIVED FROM PROPERTY TAXES IN THE UNITED STATES, 1962[1]



	Percent						
New Hampshire	85	Michigan	56	Montana	45	Rhode Island	34
Connecticut	81	Missouri	54	Arkansas	44	Washington	28
New Jersey	76	Colorado	54	Pennsylvania	44	Alaska	28
Illinois	73	Vermont	54	Utah	43	Mississippi	28
Nebraska	72	California	54	Texas	42	South Carolina	26
Ohio	69	Kansas	53	Oklahoma	42	Georgia	26
Iowa	68	Minnesota	52	West Virginia	41	Louisiana	20
South Dakota	62	United States	51	North Dakota	41	New Mexico	19
Wisconsin	62	Arizona	49	Maine	40	Tennessee	19
Indiana	62	Idaho	47	Florida	38	Delaware	18
Oregon	57	Wyoming	46	Nevada	37	Alabama	16
		New York	46	Kentucky	35	Massachusetts	0

Reference 15, Table 2, p. 14.
[1]After ranking, the percents were rounded.

UNIFORM AND EXPERT ASSESSMENT OF PROPERTY

Assessments frequently do not keep pace with actual or full value of property. Great inequalities exist in assessment of individual properties in any given locality. Also, the typical ratio of assessed value to real value of property varies according to the kind of property. A recent study of average practice shows that residential property was assessed for taxation at 5.9 percent of its sale value in one state to 66.2 percent in another. For five types of property the ranges were as follows:[2]

- Residential non-farm property..... 6% to 66%
- Acreage and farm..... 5% to 45%
- Vacant lots..... 5% to 50%
- Commercial and industrial..... 6% to 85%

A major reform needed in nearly all states is to get property assessed at full value, or in any case to get it assessed on an equalized basis, so that parcels of property of the same real value are assessed at the same rate.

Reform of tax assessment procedures is possible, but it usually requires legislation providing for expert rather than political assessments.

The state should set standards as to the qualifications of local officials concerned with the administration of the property tax and should supervise the work of these officers to insure efficient and equitable performance.

EXEMPTION OF PROPERTY FROM TAXATION

The total value of taxable property in a locality should not be decreased by improper exemption from taxation for favored groups of taxpayers. When this occurs, it reduces the amount of property tax revenue which can be raised and places an unfair share of the cost of all public services on the property which is taxed.

[2] *Reference 24, Tables 8-11, p. 40-43.*

Some partial exemptions, such as those on homesteads, are mandated by state legislation; others result from local decisions.

As of 1962, six states—Florida, Georgia, Hawaii, Louisiana, Mississippi, and Oklahoma—allowed a partial exemption for homesteads. Seventeen states allowed veterans a partial exemption. In five of the 17 states the exemptions applied only to disabled veterans. Several states exempted personal property. The total value of partially exempt property in the 25 states which reported assessments in 1962 was about $12.0 billion, of which $6.8 billion was the homestead exemptions of the five states named above.[3]

Practices and proposals for partial exemption of property from taxation should be critically scrutinized. They penalize a community and may confer unjustified favors on the individuals exempted. On the other hand, it may be desirable to remove broad classes of property (personal tangible and intangible property) from this tax base for taxation under a new tax designed as a fairer measure of taxpaying ability.

[3] *Reference 24, p. 6.*

STATE LIMITATION OF TAX RATES

Many states place unduly restrictive limits on local property-taxing powers. The state should not arbitrarily limit the rates which a board of education and the people of a community may levy on taxable property for the financing of current expenses for schools. It should be up to the people locally to decide. Tax limitations are most crippling when assessments are far below full values. A tax limit of 15 mills on property becomes only 5 mills when property assessments are allowed to drop to one-third of full value.

Some states are taking steps to correct these conditions by increasing the tax limits or by basing limits on full value of property.

LOCAL NONPROPERTY TAXES

The legislatures of some states have authorized certain local nonproperty taxes to supplement those collected on property.[4] In some large urban or metropolitan areas such taxes are feasible, but in the typical small school district they would not be practical unless administered jointly over a large area. No matter what taxing powers localities have, they will still differ markedly in ability to pay taxes.

SCHOOL DISTRICT CONSOLIDATION

Consolidation of excessively small and often inefficient school districts is desirable from fiscal and other viewpoints. Such action reduces the range in local ability to finance good schools and increases ability to provide administrative, supervisory, and other essential school services. Consolidation also may result in a student body large enough to make broad curriculum offerings economically feasible.

[4] *Reference 6.*

63-285 O—66—pt. 6——29

VIII. State Support of Education

All state constitutions make education and its support a responsibility of the state legislature. Fulfillment of this mandate has increasingly required in most states that a considerable part of each local school budget be financed from state funds. This trend has its justification in three fundamental considerations.

STATE RESPONSIBILITY

First, it is a matter of primary concern to the people of the state as a whole that each child and youth shall have a good education. Generations of statesmen have recognized this as more than an individual right; it is a matter of common interest. The returns from investment in education are indispensable to the stability and progress of our society. Ignorance is a greater individual and social liability with each passing year.

Mobility of population quickly spreads the effects of good schools as well as of poor schools. Since good education is of concern and benefit to all people of the state, it is logical that the people of the state as a whole should pay a fair share of the cost of the schools.

Second, without state support for schools, educational opportunity for all will be extremely unequal or may even be denied to some, since communities differ so widely in ability to finance education. Even if the reforms necessary to put the local property tax on a sound basis were achieved, both as to structure and administration, this tax alone would be an insufficient base for school support.

Third, the state can achieve a fairer distribution of the costs of education among various tax sources—property and others.

OPPORTUNITY FOR ALL

The state must accept responsibility for setting a foundation or floor of financial support for the schooling of all children and youth. Here is where the people of a state make a fundamental decision as to the quality of education they want. The point at which they place this figure is a reflection of their devotion to the ideal of opportunity for all, and of their vision as to the importance of good education.

LOCAL TAX EFFORT

The state should require each locality to make a reasonable tax effort toward the minimum foundation of financial support which is to be available in each school district.

TAX LEEWAY FOR LOCAL INITIATIVE

In fixing the local share of school support, the state should allow the locality sufficient taxing power to finance better schools. Otherwise, localities are powerless to improve school quality through the more liberal use of their own funds.

STATE SUPPORT TO SUPPLEMENT LOCAL EFFORT

The difference between the amount which the locality is required to provide and the amount necessary to meet the state foundation should be supplied by the state from its tax sources.

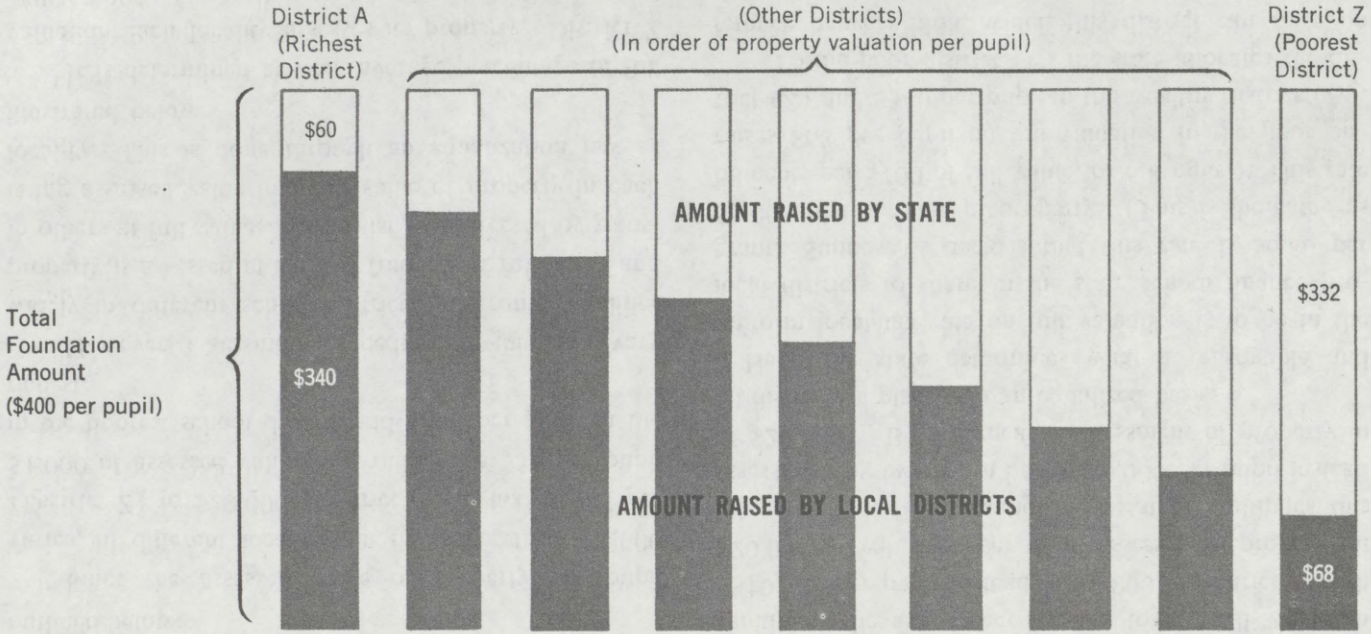
PUTTING THE PATTERN INTO EFFECT

The manner in which the foregoing basic elements in a pattern of state support may be put into effect is shown by the accompanying illustration for a hypothetical state (Figure 25).

Let us assume that the state wishes to see that there is at least $400 per pupil to finance the public

Fig. 25

STATE AND LOCAL CO-OPERATION IN FINANCING A FOUNDATION PROGRAM OF SUPPORT IN ALL SCHOOL DISTRICTS OF A STATE (Hypothetical Case)



schools in all localities. It then follows the procedure outlined below:

Since the assessed value of property per pupil varies, in different localities in the state, from $2,000 (District Z) to $20,000 (District A), a tax of $25 per $1,000 of assessed valuation would raise $50 per pupil in the poorest school district and $500 per pupil in the richest.

However, assessment procedures in this state vary widely in different school districts. In some localities property is assessed at a small fraction of full value and in others at full value. This must be corrected by translating assessed value into full value of property in each locality. This is done through an equalization law as illustrated below.

It is determined at what average percentage of full valuation each locality assesses its property. District Z with $2,000 of valuation per pupil assesses property at 20 percent of full valuation. Accordingly, the state multiplies the assessment by five to get full valuation ($10,000 per pupil instead of $2,000). District A with $20,000 of valuation per pupil assesses its property at 40 percent of full valuation. The state multiplies this assessment by two and a half ($50,000 per pupil instead of $20,000). By this means, assessment of property in all districts is placed on an equalized basis.

Next, the state determines what a reasonable and uniform local tax rate on full valuation is to be in the local districts to share in the state school finance program. Suppose it decides that this rate is $6.80 per $1,000 of full value of property. (This is the same as 68 cents per $100 of full value; or 6.8 mills.) This rate raises $68 per pupil on full valuation in the poor district (Z) and $340 per pupil in the wealthy district (A).

To the poor district (Z) the state allocates the difference between $68, which this district can raise on the uniform local tax rate, and the $400 foundation

amount, or $332. In the rich district (A), the uniform tax rate raises $340 and the state supplies $60 per pupil. This procedure is used in all districts in the state.

The foregoing procedure in financing a state foundation amount is known as the equalization method of financing schools. Other methods of equalization are used with similar results.

FLAT-GRANT STATE SUPPORT

Ranking in importance with the equalization procedure is the flat-grant method of allocating state funds to local school districts. Under this method the amount of state support received by a locality is determined solely by some measure of educational load or need, such as number of pupils in attendance or number of teachers to be employed. By this method all localities, rich or poor, receive the same amount of state money per unit of educational need.

BROADENING THE TAX BASE AND INCREASING THE ADEQUACY OF SCHOOL SUPPORT

The flat grant method of state support is justified in the interest of equity in taxation. Most school districts have power to use only the property tax—a source which is less and less adequate to finance the rising cost of education. They cannot make effective use of other types of taxes because the state does not permit them to do so, and because it may not be administratively feasible to do so.

The state, however, has wide access to many forms of taxpaying ability. It can levy income, sales, and other taxes and distribute a part of the resulting revenues to the localities for school support. Thus the cost of the schools is more equitably distributed over various forms of taxable capacity, rather than being limited to property taxation. This can be accomplished only through state action.

Fig. 26

AMOUNT AND PERCENT OF STATE FUND DISTRIBUTIONS, BY PURPOSE AND METHOD OF DISTRIBUTION: 1959-60

Purpose and method of distribution	Funds granted	
	Amount	Percent
Flat general purpose	$1,590,144,000	30.7%
Flat special purpose	602,491,000	11.5
Total of flat distributions	$2,192,635,000	42.3%
Equalizing general purpose	$2,732,606,000	51.6%
Equalizing special purpose	325,708,000	6.2
Total of equalizing distributions	$3,058,314,000	57.7%
Total distributions	$5,250,949,000	100.0%

Reference 37, Table 8, p. 12.

COMBINATION OF EQUALIZATION AND FLAT-GRANT METHODS

In most states some state funds are distributed by the equalization method and some by the flat-grant method. This is usually desirable. In states where there is little state support, the emphasis at first should be on equalization, since this will permit a higher state minimum or amount of support in all school districts for any given amount of state funds. Later the amount of state funds apportioned through flat grants may be increased.

Some state foundation programs have added an incentive feature to the basic state grant. The state will contribute additional state funds to match local funds raised in addition to the minimum amount specified in the foundation program.

BASIC STATE ACTION IN FINANCING SCHOOLS

The following objectives should be achieved in connection with the distribution of state school funds to the localities:

1. *Educational opportunity should be provided for all children and youth by establishing an adequate minimum or foundation of financial support per pupil in all school districts.*

2. *Local interest and initiative in education should be preserved by requiring all local districts to make an equitable contribution toward the financing of schools in terms of local financial ability.*

3. *The required local contribution should be such as to leave tax leeway in the community available for local innovation and experimentation in the schools.*

4. *The cost of the schools should be equitably distributed over all forms of taxable capacity.*

5. *The total amount available for the schools should be sufficient to permit the financing of a quality program of education.*

GENERAL AND SPECIAL STATE GRANTS

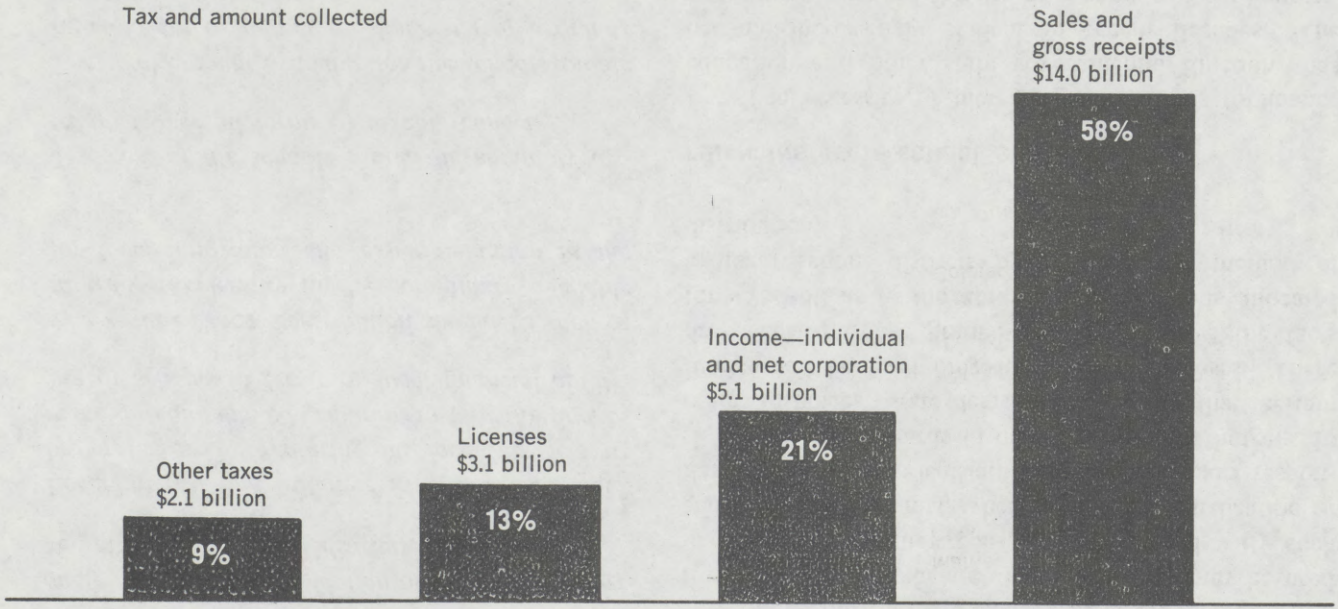
State funds may be distributed to the localities with relatively little specification as to how they may be used in financing current expenses of the schools. By such general-purpose grants, whether through equalization or flat grants, a state legislature places the main responsibility on local boards in determining their budgets. In other instances, state legislatures decree that certain funds shall be used only for specific purposes. These are special-purpose grants. Figure 26 gives the facts for 1959-60 as to the amount of state funds allocated to local school districts by purpose and method of distribution.

FINANCING STATE SCHOOL SUPPORT

The necessity of increasing state funds to finance education and other state governmental functions has become increasingly evident in recent decades. The states have explored the use of a variety of tax sources.

Fig. 27

PERCENT OF TOTAL STATE TAX COLLECTIONS OF $24.2 BILLION FROM EACH TYPE OF TAX, 1964



Reference 23, p. 5-6.

Fig. 28

PERCENT OF REVENUE FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS FROM STATE GOVERNMENTS, 1964-65

Delaware	77.7%	Utah	50.3	Maine	30.8
North Carolina	71.9	Arkansas	46.8	Oklahoma	29.0
Louisiana	71.5	Pennsylvania	46.0	Wisconsin	28.3
Hawaii	70.7	Michigan	43.5	Montana	27.6
New Mexico	69.3	Virginia	43.2	Vermont	27.0
South Carolina	66.5	New York	43.0	Ohio	26.8
Georgia	65.5	Wyoming	42.6	Oregon	26.6
Alaska	64.0	**United States**	**40.0**	North Dakota	23.8
Alabama	63.2	California	39.5	Massachusetts	23.3
Washington	59.7	Minnesota	38.4	Colorado	23.0
Mississippi	57.7	Arizona	36.9	Illinois	22.8
Kentucky	57.1	Maryland	36.1	New Jersey	22.4
Tennessee	55.5	Missouri	34.2	Kansas	21.5
Florida	53.6	Indiana	33.3	New Hampshire	11.3
Nevada	52.7	Rhode Island	32.5	Iowa	10.4
Texas	52.7	Connecticut	31.6	South Dakota	9.9
West Virginia	52.4	Idaho	31.3	Nebraska	4.7

Reference 9, p. 29.

In 1964 the most important state taxes from the standpoint of yield were: *sales,* including general sales and gross receipts, motor fuels, alcoholic beverages, tobacco, insurance, public utilites, and miscellaneous sales taxes; *income* taxes, including individual income and net corporation; *licenses,* including motor vehicle and operators', corporations in general, hunting and fishing, alcoholic beverages, and miscellaneous licenses (Figure 27).

States differ greatly in their economic make-up, in the proportion of revenue raised from different types of taxes, and in the percent of tax revenue raised by local and by state taxation (Figure 28).

FINANCING SCHOOL BUILDING CONSTRUCTION

Until the rapid rise in school enrollment began shortly after World War II, it was the practice in most states to provide state funds to localities only for current expenses—that is, to help only in financing teachers' salaries and other current costs of school operation. The theory was that since these costs made up some 85 percent of the school bill, the locality could take care of expenditures for new school buildings and sites.

Today, expenditures for capital outlay are 14 percent of total public-school expenditures and require more than $3.2 billion a year. This is the price of postponement of school construction in the 1930's and 1940's, of providing housing for more and more school children in the 1950's, and of the rapid rise in all building costs.

The school building situation is acute in districts where many low-cost dwellings, housing a maximum of children, have caused explosive increases in school population with far less than comparable increases in taxable property.

Localities have adopted a variety of methods for meeting the heavy outlays for school plants. However, many communities have not been able to raise sufficient funds. Outdated constitutional and statutory limitations in many states restrict local borrowing power. Legislalative relief from these restrictions is being sought. About four-fifths of the states are also providing direct

Fig. 29

PER-CAPITA PERSONAL INCOME, 1964

Delaware	$3,460	Colorado	2,566	North Dakota	2,133
Connecticut	3,281	**United States**	**2,566**	Maine	2,132
Nevada	3,248	Indiana	2,544	Vermont	2,119
New York	3,162	Rhode Island	2,514	Oklahoma	2,083
Alaska	3,116	Wisconsin	2,490	New Mexico	2,041
California	3,103	Wyoming	2,441	Idaho	2,020
Illinois	3,041	New Hampshire	2,377	West Virginia	1,965
New Jersey	3,005	Iowa	2,376	Georgia	1,943
Massachusetts	2,965	Minnesota	2,375	North Carolina	1,913
Maryland	2,867	Nebraska	2,349	South Dakota	1,879
Michigan	2,755	Kansas	2,346	Louisiana	1,877
Ohio	2,646	Montana	2,252	Tennessee	1,859
Washington	2,635	Florida	2,251	Kentucky	1,830
Hawaii	2,622	Virginia	2,239	Alabama	1,749
Oregon	2,606	Arizona	2,233	Arkansas	1,655
Pennsylvania	2,601	Texas	2,188	South Carolina	1,655
Missouri	2,600	Utah	2,156	Mississippi	1,438

Reference 27, p. 11.

state support to aid communities in financing school plant needs.

LIMITATIONS OF THE STATES IN FINANCING EDUCATION

The states have an indispensable role to play in financing public schools. However, like the local communities, they suffer some severe limitations in discharging this function. The first of these is that the states differ markedly in ability to raise money (Figure 29).

Interstate competition is the second reason why the states have not raised sufficient funds to eliminate educational shortages and to finance needed improvement in school programs. State is played against state and locality against locality by the fear that increased taxes will place them at a disadvantage in competing with other states in attracting residents and business concerns. This places a brake on adequate support, even in rich states. Consequently, the state government has not been, and is not likely to become, the complete answer to financing education at a level consistent with its importance to national survival and progress.

STATE AND LOCAL SUPPORT, A PARTIAL ANSWER

Most localities and states are making valiant efforts to raise sufficient revenue to provide quality schools for all children and youth. Many have not been able to do this. The prospects are that even though states and localities further and fully reform their procedures for raising school revenues, they will continue to fall short of raising the amounts required.

Accordingly, an additional element must be brought into the school finance picture if we are to realize the full potential of education. The next session of this report discusses this element.

IX. National Support of Education

In the United States less than five cents of each dollar expended for public schools came from the national government up to 1965-66 when the federal contribution was about doubled.

The issue which overshadows all others in increasing federal support of public schools is this: Do we really want to invest enough in public schools so that the pressing educational needs of the nation will be fully met?

If one's answer to this question is "Yes", he will find that national support is an indispensable element in a realistic program for financing public education.

THE WEAK LINK IN THE CHAIN OF SCHOOL SUPPORT

The financial support of public education has been limited in many states because most of its revenue comes from that level of government, the local, which is weakest in ability to raise tax revenue. Most of the remainder of school support comes from the state, which is second in taxing ability. The federal government, which is by far the most effective source of tax revenue (Figure 30), has made the smallest financial contribution to schools.

THE RISING FISCAL STATUS OF THE FEDERAL GOVERNMENT

The federal government in 1964 raised 65 percent of all tax revenue; the states and localities, 18 percent and 17 percent, respectively (Figure 30).

The federal government is inherently superior as a tax-collecting agency. This is why it has been necessary to turn to federal support for highways, housing, agriculture, hospitals, welfare, and other public enterprises. In recent years the tremendous fiscal power of the federal government has permitted reduction in the rates of major federal taxes and, at the same time, increased federal aid to state and local governments and expanded federal services.

The percentage of school revenue coming from the three levels of government is still inversely related to their revenue-raising ability.

THE ROOT OF THE LAG IN FINANCING SCHOOLS

Some contend that there would be no gain from increasing the portion of school revenue from the federal government. They ask: Does not all revenue come from the same source, the pockets of the people? Why send it to Washington and back? These questions disregard the key issue. The relevant factor is that when the Congress sees a need for revenue, it is not plagued by the fears that beset state legislatures and local fiscal bodies. State and local governments cannot consider need for revenue solely on the basis of the value of the public undertaking involved. Rather, they hesitate to extend their taxing systems for fear of placing their communities or states at a competitive disadvantage relative to other areas, even when the funds are for an undertaking as productive as good schools.

This fear is exploited in the states to the full by powerful minorities which are far more interested in low taxes than in adequate education for all.

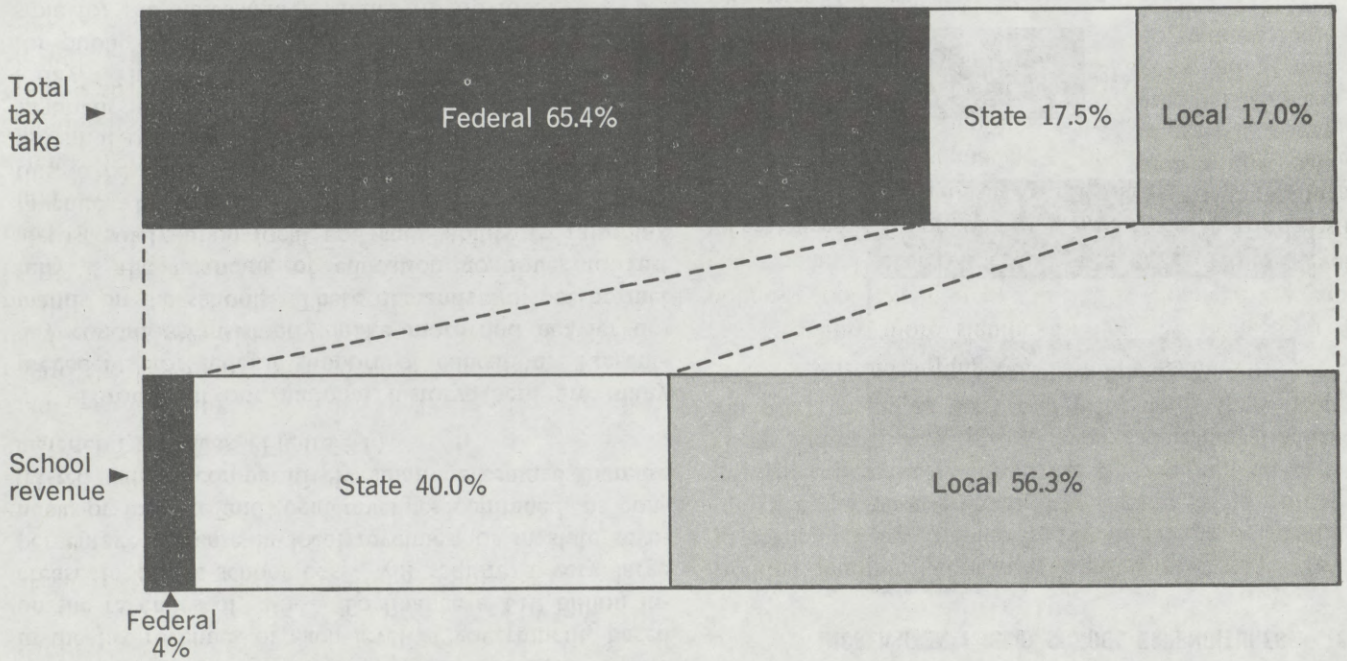
CORRECTING AN IMBALANCE

Adequate investment in public education in the United States requires federal funds to supplement those funds which it is feasible to raise at the state and local levels. The alternative is to fail to make full use of education in developing our human resources.

Probably more significant than the proportion of public-school expenditures currently financed by each governmental level is the ability of each of these levels to meet coming increases in school costs. Various estimates have been made as to the future costs of education. Even the most modest of these forecasts estimates that expenditures for public education, including higher education, will rise by at least $10 billion before the end of the 1960's.

Fig. 30

FEDERAL, STATE, AND LOCAL SHARE OF SCHOOL REVENUE COMPARED WITH SHARE OF TOTAL TAX TAKE, 1963-64



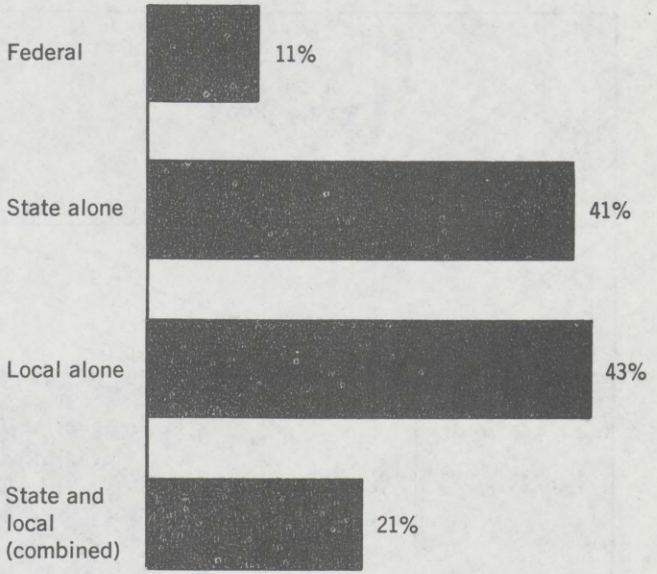
Reference 9, p. 28; reference 17, Table B, p. 5.

What percentage increase would this sum require in the tax revenues of each level of government, based on the revenues of 1964? To finance a $10 billion increase in public-school costs will require a very large percentage increase in local revenues, or in state revenues, or in state and local revenues combined, as contrasted with a comparatively small percentage increase in federal revenues (Figure 31).

Throughout our national history there are many precedents for federal support of education. Present-day conditions insistently make more and heavier demands on the schools. These demands will not be met fully if the financing of education continues to rest almost solely upon local and state ability to raise tax revenue. Experience since World War I amply shows this to be the case. If the nation is to realize the full potential of its human resources, it must make its investment in education appropriate to the challenges of today. This will require substantial national support for public schools to supplement what is fair and possible for the states and localities to provide.

Fig. 31

PERCENT INCREASE OVER 1964 TAX REVENUE, EACH GOVERNMENT LEVEL, TO FINANCE A $10 BILLION INCREASE IN PUBLIC-SCHOOL EXPENDITURES



Reference 17, Table B, p 5.

X. Conclusions and Issues

Investment in education brings returns essential in our kind of society. It yields economic dividends in the form of a higher standard of living and greater national security. Investment in education increases the productive and earning power of individuals. It provides the growing number of leaders and trained workers which we must have. Basic research and its indispensable product, new knowledge, are another outcome from expenditure for education. Better-informed citizens to deal with domestic and foreign problems which ever grow in number and complexity are a principal product of education. The schools are a chief instrument in keeping the door of opportunity open for all. Education is a primary means whereby we may learn to use the increasing amount of time free from work for purposes which elevate our conduct as citizens and as individuals.

THE INCREASING COST OF EDUCATION

It has been necessary to increase expenditures in the past decade because of mounting school enrollment, inflation, the rise in the standard of living, and expansion of the education program, both upwards and downwards.

The increases in school expenditures, however, have not been sufficient to place education on a firm base. We are not investing enough in our schools and colleges to secure the return which our people should be receiving from education. The major problems of the schools today have their roots in one basic problem—financing.

THE NECESSITY FOR GREATER INVESTMENT IN EDUCATION

Substantial increases in expenditures for schools and other educational institutions and agencies are both necessary and wise.

There will be a further rapid rise in school-age population, especially in the high-school and college-

age groups. An increasing percentage of children and youth will continue their education through high school and then go on to college.

The buying power of boards of education must be increased to eliminate current shortages in teachers, school buildings, and other essential educational services, supplies, equipment, and facilities.

There will be need to expand educational services in a number of directions, some now clearly seen and some yet unperceived, to meet the needs of our society, a society which, with each passing decade, insistently calls for greater intelligence and skill on the part of its citizens. These demands cannot be met without increased investment in education.

It appears, therefore, that school expenditures must be substantially increased, over and beyond those made necessary by rising school enrollments and possible rising prices, to improve the buying power of school boards in a market in which there is sharp competition for trained personnel.

Alternatives to such investment are either restriction of educational opportunity or satisfaction with a lower quality of education. Neither of these alternatives appears to be acceptable to a people committed to equality of opportunity and to a full development of its human resources.

OUR ECONOMY AND INVESTMENT IN EDUCATION

Our affluent and rising economy can readily meet the increased investment in education. There is an enormous margin of choice in our expenditures. We have the economic ability to finance quality schools for all. To do so would be wise action solely from the viewpoint of sound economic investment. The issue is one of educational vision and willingness to match this vision with fiscal action.

THE LOCAL SCHOOL BUDGET

The local school budget should be looked upon as the community's financial answer to several critical educational questions. What are the expected educational returns from the schools? Are pupils to be taught as individuals or in masses as automatons? What caliber of teachers and other school personnel are to be employed? How many and at what salaries?

LOCAL SUPPORT OF EDUCATION

In the United States the local community is far more important in relation to public schools than in other nations. Local interest and initiative are both unique and basic to our system of public education.

Communities differ greatly in their ability to finance good schools. The quality of educational opportunity accordingly varies greatly. Some increases in local school support can be achieved by improving the local property tax in such matters as equitable assessment. Moreover, unduly restrictive limits on local taxing powers should be corrected.

The property tax should be continued as the primary local source of school support. However, even though all reforms necessary to put the property tax on a sound basis are achieved, both as to structure and administration, this tax alone will be insufficient base for school support. This is true because of the extremely uneven distribution of property valuations and because property is only a minor fraction of tax capacity. Equity requires that various forms of taxpaying ability should share in paying for the schools. Accordingly, state support for education is essential to supplement local support.

STATE SUPPORT OF EDUCATION

All state constitutions make education and its support a responsibility of the state legislature. State money

for schools has been increased in all states in recent years for three reasons: (a) Education is a matter of primary concern to the people of the state as a whole. (b) Without state support, educational opportunity will be unequal and insufficient. (c) The state can equitably distribute school costs among various tax sources.

State action for the adequate financing of education should achieve these ends:

1. *Acceptable educational opportunity for all children and youth*
2. *Equitable local effort to preserve local initiative and interest in education*
3. *Local tax leeway to permit educational innovation and experimentation*
4. *Equitable distribution of school costs over all forms of taxable capacity*
5. *Sufficient funds to permit quality education for all*

FEDERAL SUPPORT OF EDUCATION

The necessity of national support of education to supplement the revenue which it is feasible for the states and localities to provide has been made clear by the experience of the past generation. National support is justified because education is a matter of national as well as of state and local concern.

There are many precedents in our national history for federal support of education. Support for specific purposes has been provided without federal control, and additional federal support can be provided without federal control.

If the nation is to realize the full potential of its human resources, it must make its investment in education appropriate to the challenges of today as they exist in both domestic and world affairs. This will require improvements in the arrangements for financing education, and in the adequacy of the financial support of public education at all governmental levels—local, state, and national.

REFERENCES

1. *Economic Report of the President* together with *The Annual Report of the Advisers*. Washington, D. C.: Government Printing Office, 1965. 290 p.
2. Endicott, Frank S. *Trends in Employment of College and University Graduates in Business and Industry*. Nineteenth Annual Report. Evanston, Ill.: Northwestern University, December 1964. 14 p.
3. Federal Reserve Board. *Par Values*, December 31, 1964.
4. International Monetary Fund. *Direction of Trade*, July 1965.
5. Kaplan, David L., and Casey, M. Claire. *Occupational Trends in the United States, 1900-1950*. Working Paper No. 5. Washington, D. C.: U.S. Department of Commerce, Bureau of the Census, 1958. 29 p.
6. National Education Association, Committee on Educational Finance. *Local Non-property Taxation*. CEF Report No. 12. Washington, D. C.: the Association, July 1965. 16 p.
7. National Education Association, Committee on Educational Finance. *State Taxes in 1964*. CEF Report No. 11. Washington, D. C.: the Association, March 1965. 16 p.
8. National Education Association, Research Division. *Economic Status of Teachers in 1964-65*. Research Report 1965-R7. Washington, D. C.: the Association, May 1965. 44 p.
9. National Education Association, Research Division. *Estimates of School Statistics, 1964-65*. Research Report 1964-R17. Washington, D. C.: the Association, December 1964. 32 p.
10. National Industrial Conference Board. *The Economic Almanac, 1964*. New York: the Board, 1964. 698 p.
11. Shannon, John. "Property Taxation: Toward a More Equitable, Productive Revenue Source." *Trends in Financing Public Education*. Proceedings of the Eighth National Conference on School Finance. Washington, D. C.: National Education Association, 1965. p. 136-43.
12. U.S. Department of Commerce, Bureau of the Census. *Estimates of the Population by Age, for States and Puerto Rico: July 1, 1962*. Current Population Reports, Population Estimates, Series P-25, No. 280. Washington, D. C.: Government Printing Office, March 2, 1964. 7 p.
13. U.S. Department of Commerce, Bureau of the Census. *Estimates of the Population of the United States by Age, Color, and Sex: July 1, 1964*. Current Population Reports, Population Estimates, Series P-25, No. 293. Washington, D. C.: Government Printing Office, October 21, 1964. 15 p.

14. U.S. Department of Commerce, Bureau of the Census. *Estimates of the Population of the United States and Components of Change: 1940 to 1965.* Current Population Reports, Population Estimates, Series P-25, No. 302. Washington, D. C.: Government Printing Office, March 11, 1965. 10 p.

15. U.S. Department of Commerce, Bureau of the Census. *Finances of School Districts.* 1962 Census of Governments, Vol. IV, No. 1. Washington, D. C.: Government Printing Office, 1963. 58 p.

16. U.S. Department of Commerce, Bureau of the Census. *Governmental Finances in 1963.* Series G-GF63, No. 2. Washington, D. C.: Government Printing Office, 1964. 52 p.

17. U.S. Department of Commerce, Bureau of the Census. *Governmental Finances in 1963-64.* Series G-GF64, No. 1. Washington, D. C.: Government Printing Office, 1965. 58 p.

18. U.S. Department of Commerce, Bureau of the Census. *Historical Summary of Government Finances in the United States.* 1957 Census of Governments, Vol. IV, No. 3. Washington, D. C.: Government Printing Office, 1959. 23 p.

19. U.S. Department of Commerce, Bureau of the Census. *Income of Families and Persons in the United States: 1963.* Current Population Reports, Consumer Income, Series P-60, No. 43. Washington, D. C.: Government Printing Office, September 29, 1964. 50 p.

20. U.S. Department of Commerce, Bureau of the Census. *Projections of the Population of the United States by Age and Sex to 1985.* Current Population Reports, Population Estimates, Series P-25, No. 279. Washington, D. C.: the Bureau, February 4, 1964. p. 3-4.

21. U.S. Department of Commerce, Bureau of the Census. *Projections of Population of the United States by Age and Sex: 1964 to 1985.* Current Population Reports, Series P-25, No. 286. Washington, D. C.: Government Printing Office, July 1964. 86 p.

22. U.S. Department of Commerce, Bureau of the Census. *School Enrollment: October 1963.* Current Population Reports, Population Characteristics, Series P-20, No. 129. Washington, D. C.: Government Printing Office, July 24, 1964. 12 p.

23. U.S. Department of Commerce, Bureau of the Census. *State Tax Collections in 1964.* Series G-SF64, No. 3. Washington, D. C.: Government Printing Office, October 1964. 38 p.

24. U.S. Department of Commerce, Bureau of the Census. *Taxable Property Values.* Census of Governments, 1962. Vol. II. Washington, D. C.: Government Printing Office, June 1963. 160 p.

25. U.S. Department of Commerce, Bureau of the Census. *U.S. Census of Population 1960, Occupational Characteristics.* Final Report, Series PC(2)7A. Washington, D. C.: Government Printing Office, 1963. 530 p.

26. U.S. Department of Commerce, Office of Business Economics. "National Income and Product in 1963." *Survey of Current Business* 44: 7-40; July 1964.

27. U.S. Department of Commerce, Office of Business Economics. "Personal Income by States and Regions in 1964." *Survey of Current Business* 45: 7-20; July 1965.

28. U.S. Department of Health, Education, and Welfare, Office of the Assistant Secretary for Legislation. *Health, Education, and Welfare Indicators.* Washington, D. C.: Government Printing Office, June 1965.

29. U.S. Department of Health, Education, and Welfare, Office of the Assistant Secretary for Legislation. *Trends.* Annual Supplement to the Monthly Health, Education, and Welfare Indicators. Washington, D. C.: Government Printing Office, 1964. 122 p.

30. U.S. Department of Health, Education, and Welfare, Office of Education. *Digest of Educational Statistics.* 1965 edition. Washington, D. C.: Government Printing Office, 1965. 182 p.

31. U.S. Department of Health, Education, and Welfare, Office of Education. *Fall 1961 Enrollment, Teachers, and Schoolhousing.* Washington, D. C.: Government Printing Office, 1962. 21 p.

32. U.S. Department of Health, Education, and Welfare, Office of Education. *Fall 1963 Enrollment, Teachers, and Schoolhousing.* Washington, D. C.: Government Printing Office, 1964. 35 p.

33. U.S. Department of Health, Education, and Welfare, Office of Education. *Fall 1964 Statistics of Public Schools.* Washington, D. C.: Government Printing Office, 1965. 18 p.

34. U.S. Department of Health, Education, and Welfare, Office of Education. *Opening (Fall) Enrollment in Higher Education, 1964.* Circular No. 762. Washington, D. C.: Government Printing Office, 1964. 84 p.

35. U.S. Department of Health, Education, and Welfare, Office of Education, Press release, August 22, 1965.

36. U.S. Department of Health, Education, and Welfare, Office of Education. *Projections of Educational Statistics to 1973-74: 1964 Edition.* Washington, D. C.: Governmenting Printing Office, 1964. 42 p.

37. U.S. Department of Health, Education, and Welfare, Office of Education. *Revenue Programs for the Public Schools in the United States, 1959-60.* Misc. No. 38. Washington, D. C.: Government Printing Office, 1961. 79 p.

38. U.S. Department of Health, Education, and Welfare, Office of Education. "Statistical Summary of Education, 1949-50." *Biennial Survey of Education in the United States: 1948-50.* Washington, D. C.: Government Printing Office, 1953. 52 p.

39. U.S. Department of Health, Education, and Welfare, Office of Education. *Trends in Significant Facts on School Finance, 1929-30—1953-54.* Circular No. 498. Washington, D. C.: Government Printing Office, 1957. 77 p.

40. U.S. Department of Health, Education, and Welfare, Office of Program Analysis. *Trends.* Annual supplement to *Indicators.* 1959 edition. Washington, D. C.: the Department, 1959.

41. U.S. Department of the Interior, Bureau of Education. "State School Systems." *Biennial Survey of Education, 1920-1922.* Washington, D. C.: Government Printing Office, 1925. Vol. II, Chapter II, p. 31-72.

42. U.S. Department of Labor, Bureau of Labor Statistics. *Employment and Earnings* 11: 33; July 1965.

PREPARED STATEMENT OF DR. SAMUEL E. MOCK, DETROIT, MICH., ON NATIONAL EDUCATIONAL PROGRAM

PROGRAMMED INSTRUCTION

Obtain the services of: Dr. James B. Conant, President Emeritus, Harvard University, 588 Fifth Avenue, New York 36, New York—

Authorize him to organize, build and direct the complete Educational Program. To enlist the cooperation and participation of all Institutions of Learning and Educators.

Devise every type ability and aptitude test. (Those that can even be given without supervision and that can be comprehensively evaluated.)

Design—unbreakable, simple to operate, economical to construct, all purpose teaching machines. The audiovisual, vocabulary, language and reading machines. (For individual and group teaching.) The media of radio and television should be utilized to the fullest. Programmed Instruction courses for *preschool thru high school* must be built as a *crash* program. There must be extensive supplemental material.

Adult programs will be developed later. Secure the cooperation and support of: The Secretaries of Health, Education, and Welfare, Defense, Labor and their Departments.

HEALTH, EDUCATION, AND WELFARE DEPARTMENTS

1. To influence the State Boards of Public Instruction and Local Boards of Education in each State to recognize this program.
2. To influence them to recognize the credits earned by home study for High School Diplomas and College credits.
3. The cooperation of all Welfare Agencies.
4. Supply Educational material.
5. Subsidize this program. (For the indigent.)

DEFENSE DEPARTMENT

1. Supply and assist in devising every type of psychological test and material.
2. Supply every type of Educational Course and Material that they have developed.

LABOR DEPARTMENT

1. To contact Business, Industry and Labor.
2. To contact Business and Industry for advice and information of their needs regarding present and future personnel.
3. The basic requirements of education, skills, training and abilities. This should be projected as far into the future as possible. Example: *Ten Years.*
4. Contact all Labor Organizations for their fullest cooperation and participation.
5. Obtain the cooperation and participation of all State and Local Employment Commissions and Agencies.

PUBLICITY

Communication with all Religious and Civic Leaders, Groups and Organizations.

All Institutions of Learning.

Utilization of all media of communication to the public.

Publicity must be designed to awaken the individual of his inadequacy.

Example: "No security in one vocation or skill." "Lack of an education is life's greatest handicap." "No one too old to learn." *The Renaissance* concept must be projected.

EDUCATIONAL EXPOSITION

These Expositions will be staged simultaneously in the largest cities of each state—smaller communities later.

All Publishers and Authors of Educational Materials will be invited to participate.

Demonstrations of Teaching Machines.

Extensive use of color motion pictures. They will also be used in the home presentations and demonstrations.

PERSONNEL AND DISTRIBUTION

By mail and personal demonstrations in the home, before groups and organizations.

Sales personnel must have college training, preferably in the fields of Education and Sciences.
Must be thoroughly screened. (Morals and Integrity)
Must be insured and bondable.
Must be of good appearance, friendly and articulate.
There will be state wide sales organizations.
Representatives must participate in an extensive training course.

FINANCING

Machines loaned for duration of the programs of courses.
Courses offered by contract on a monthly basis of payment. (Family Plan Devised.)
These accounts will be sold to Banks, Mortgage Companies, Credit Unions, Organizations, Institutions, Churches, Fraternal Organizations, Insurance Companies, Cooperatives, Mutual Associations and Labor Unions.
These Accounts will be offered at a minimum carrying or service charge and interest rate. (Based on National Standards.)
Respectfully submitted.

Dr. SAMUEL E. MOCK,
1194 Taylor, Detroit, Mich. (telephone: 873–4428).

INTENT

To educate a nation;
To eliminate the fear of learning;
To make an education easy and available to all in the home;
To make learning a pleasure and a challenge.

PROGRAMMED INSTRUCTION

Projected from its broadest aspects, programs should be developed on every subject that a child should receive from preschool age thru high school. These programs should be developed by the highest authorities on each subject. They should be designed and arranged to excel the curriculum of any and all schools in the Nation.
Any person who participates in this type of Home Education, youth or adult, should be enabled to receive a High School Diploma from the school system in his or her locality—after an examination given by that body.
There should be Adult Educational Programs developed in the Vocational, Trades, Sciences, Businesses and Professional Fields.
The programs should be designed for Literary, True or False, Multiple Choice and any other type or types of response that will encourage interest and detailed investigation by the participant.
Text and Reference Books should be included in this program.
Opinions of other authorities on each subject should be incorporated for comparison.
This Program and Promotion should be developed to the extent that it will guarantee acceptance by all Educational Institutions and the Federal Health, Education and Welfare Commission.

TEACHING MACHINES

The machines should be designed and constructed of light weight, unbreakable material, with a minimum of parts.
Easy to operate.
Suitable for all types of responses.
Audio-visual, language machine to teach Languages, Speech and Vocabulary,
An Individual or Group should be able to Learn to Write a Language at the same time of Learning to Speak or Read.
These machines should be leased or rented for the duration of the Course or Program.

DISTRIBUTION

Teachers and others who are interested, with a background in Education, should be recruited and trained to be Sales Representatives.
They should be given an extensive training and demonstration course.

An Educational Exposition should be staged in the Principal Cities in each state.

This Program and Service should be offered on a yearly basis with monthly payments.

Financing and credit accounts should be handled by local Banking Interests. They should be offered with minimum interest and carrying charge.

These accounts should be made attractive to even those in the Lowest Income Bracket.

Respectfully submitted.

Dr. SAMUEL E. MOCK, 1194 Taylor, Detroit, Mich. (telephone: 873–4428).

SPRINGFIELD, OREG., *May 3, 1966.*

DEAR SEN. MORSE. Just a few lines to say I enjoy going to night school. I thank you & the President very much. I never had the chance to go when I was young. As my mother was sick & needed someone to take care of her. I am very glad to have had the opportunity to go.

Would you have them appropriate some more money? So we could have a high school education too.

I remain a voter of Lane County.

MRS. MARIE ALTMAN.

P.S.—Thank you.

SPRINGFIELD, OREG.

Senator WAYNE MORSE,
Senate Office Bldg.,
Washington, D.C.

DEAR SENATOR MORSE: I am writing to ask you to support the bill to further education, to continue our basic education program for adults.

I am attending a class now in Eugene. I know that without the class I would probably never be able to obtain a high school education, I feel that getting into the habit of studying and thinking in educational terms again will make us want to continue learning.

Many housewives like myself would be in no position to support themselves or their children if they were to lose their husbands.

Quite a few people feel they just cannot afford to further their education while they are trying to raise their children; The fact that we have not had to pay tuition has helped many of us I'm sure.

A better education can help us achieve a better place in our society.

Thank You.

MRS. WILMA G. WESTCN

MAY 3, 1966.

Senator WAYNE MORSE.

DEAR SIR: I am glad to be going to the adults education classes. I have learned a lot and the teachers go all out to help us.

I hope the war in Vietnam will be over soon so the boys can come home to the loved one. And we can have peace again.

Sincerely yours,

MODINE PASLEY.

SPRINGFIELD, OREGON,
May 4, 1966.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SIR: I am writing in regards to the adult education courses being held by the Lane Community College.

I am enrolled in these classes, and I am very happy to have a chance to get the education, I was unable to get when I was a child, as I was in the hospital most of the time.

We have very good teachers, who are working hard to see that we all learn what we need.

Please do all you can to see that Lane Community College receives the money they need to continue these classes.

Respectfully yours,

MARION VAUGHAN.

LANE COMMUNITY COLLEGE,
Eugene, Oreg., May 9, 1966.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: The adult education program of Lane Community College is participating in a basic education program which is directed toward upgrading people 18 years of age and older with less than an eighth grade education. The program at Lane Community College is the largest in the state of Oregon and costs approximately $17.50 per person per month of instruction.

We are very proud of our program and hope that the federal government provides funds to continue it in the next fiscal year. The 200-plus people now enrolled are approximately one-third of the gross number we could expect if funds were available to care for additional interested people. If our allotment is the same next year, we could only provide instruction for 200 people for four months.

Instead of supplying you with information concerning the program, I would like to invite you to drop in to Lane Community College the next time you are in the Eugene area and allow us to take you to the classes in operation so you may see for yourself the excellent work that is being done here. If this invitation is accepted, I would appreciate prior notice of this visit so I may be on hand to welcome you.

Sincerely yours,

C. S. OBITZ,
Dean of Adult Education.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF ECONOMIC OPPORTUNITY,
Washington, D.C., June 2, 1966.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for the opportunity to present our views on S. 3012, a bill "To provide grants to the States for the strengthening of adult education programs."

This bill would replace the adult basic education program authorized under title II–B of the Economic Opportunity Act with a new program to be administered by the Office of Education. It would change the focus of the adult basic education program from the educational needs of adults who have less than a fifth grade education, to the educational needs of adults who have not completed high school, and it would initiate a new program of "supplemental adult education" for the benefit of all adults.

The Office of Economic Opportunity certainly favors the objective of providing greater educational opportunities for all our citizens. However, we believe that neither the proposed broadening of the adult basic education program, nor removal of that program from the Economic Opportunity Act, is appropriate or desirable at the present time.

While many of the more than 50 million adult Americans who have not completed high school may find themselves at a disadvantage in a society requiring an increasingly high level of skills, most of these people are not poor. The correlation between educational attainment and poverty becomes striking only at a lower level. Among the 14 million poor adults, there are some 10 million with less than eight years of education. Furthermore, according to the 1960 census, there were five and a half million adults who had not completed even the fifth grade. The incidence of poverty among this latter group is very high indeed.

The educational attainment of the adult poor is commonly so low that they would have been at a disadvantage fifty or more years ago. These are people who cannot read and write well enough either to hold most ordinary jobs or to absorb the training needed to secure reasonably good, well-paying jobs. They do not have the kind of steady employment history which, for many persons, at least partly offsets a lack of formal education. They lack not only the rudimentary skills required for decent jobs, but those needed for self-protection in their day-to-day affairs. And they cannot very well help or set a model for their

children. It is significant in this respect that the 11 million poor who lack an eighth grade education include a large proportion of the 8 million heads of poor households who are rearing more than 15 million children under 18.

We think that any expansion of Federal adult education to provide high school or supplementary education assistance for adults generally must be measured against the more critical needs of the poor with the most severe educational handicaps. Given the numbers of people involved, a broadening of the program seems likely to result in a dilution of services to the poor even if total funding is greatly increased. This tendency may be reinforced by the shortage of other available resources—particularly qualified teachers. It is all the more probable in view of the fact that the poor with severe educational handicaps are the hardest to reach, and hardest to teach effectively, the most likely to resist conventional methods of instruction, and most likely to drop out of a program before completion. None of these problems is necessarily insurmountable, but none is necessarily easy either; and all require an extra and special measure of effort that is not required in dealing with other groups who could qualify for assistance under the expanded program.

In view of these considerations, we think it would be a mistake to broaden the program as proposed in S. 3012, until we are satisfied that we are well on the way to solving the adult education needs of the poor with the most severe and crippling educational deficiencies. Experience already suggests the difficulty of securing maximum benefits for the poor in programs which were not specifically designed to serve them. It would seem, therefore, that when a program does start as one focused upon the most disadvantaged, its foundation should be made secure before it is broadened to include others whose relative needs are less but who are also relatively easier to assist.

In order to further strengthen the title II–B program as an instrument for meeting the most critical need—helping the poor—the Administration this year has recommended a number of amendments. These would, among other things, modify State plan requirements to stress coordination at the State and local level with agencies carrying related programs and the use of methods appropriate to teaching the educationally and economically disadvantaged. They would also provide for special project grants to encourage particularly innovative programs and programs involving cooperative arrangements, as with agencies conducting community action, employment, or training programs, which hold unusual promise in promoting a comprehensive approach to the problems of low-income people with basic educational deficiencies.

In our opinion, these changes should be adopted and an opportunity given for their implementation before action is taken on any proposed broadening or transfer along the lines of S. 3012. Lack of basic educational skills is a problem encountered in a variety of programs in which this Office has a major interest, and it is essential that there be a firm and smooth working relationship between the one program squarely directed at this problem and others aimed at the closely related problems of poverty. Without the skills which an adult basic education seeks to impart, for example, many otherwise qualified adult poor will be unable to take advantage of the new opportunities for training or work now being provided. Many others will be handicapped in improving their farming operations with a low-income rural loan, or in starting a small business with assistance under title IV of the Economic Opportunity Act, or in otherwise managing their own affairs and using services being made available under the community action program. And still others will be unable to provide their children with the home environment and support which is a necessary corollary to the efforts that are now being made under project Head Start as well as the Elementary and Secondary Education Act to improve educational opportunities for the young.

To the extent that an effective adult basic education program can be linked to these other programs, it assists in making these programs more effective in a way that minimizes the need for duplicative adult basic education efforts. Moreover, to the extent that adult basic education can be combined with other programs, such as job training or work-experience, its effectiveness as an education program is likely to be improved, since participants will better be able to see that they are engaged in something which promises to have an immediate, tangible impact on their lives.

Because of this central role played by the adult basic education program in our over-all efforts to eliminate poverty, we think it should be continued for the present as an Economic Opportunity Act program. This does not mean that a transfer of the program would not be appropriate, once sufficient time has elapsed to assure that coordination will be maintained and is adequately reflected in working relationships at the State and local level. Nor does it mean that a broadened program, perhaps along the lines of S. 3012, may not ultimately be desirable, provided that the maximum effort is made under such a program to serve the poor. It would, of course, seem essential that any such program include specific provisions to assure that a poverty-oriented focus be maintained at least so far as a major part of the funds are concerned, and that these provisions should reflect the changes now recommended by the Administration for the title II–B program. Our position is simply that it would be far better to make these changes first—and to give the adult basic education program the time needed to assure it will continue to make a major contribution to the War on Poverty—than to undertake now a major broadening that is likely to reduce the usefulness of an instrument that we very much need to help those Americans whose need for adult education is manifestly the greatest.

The Bureau of the Budget has advised that there is no objection from the standpoint of the Administration's program to the presentation of this report to the Congress.

Sincerely,

SARGENT SHRIVER, *Director.*

[From American Education, April 1966]

STATISTIC OF THE MONTH, ENROLLMENT IN ELEMENTARY AND SECONDARY SCHOOLS, FALL 1955 TO FALL 1975

By 1975 enrollment in public and nonpublic elementary and secondary schools is expected to reach 55,300,000—13 percent greater than the 1965 total and 57 percent greater than the 1955. Enrollment in high-school grades 9 to 12 shows a greater percentage increase than that in the elementary grades. In both public and nonpublic schools enrollment in grades 9 to 12 was more than 70 percent greater in 1965 than in 1955 and is expected to increase by about 28 percent between 1965 and 1975.

Enrollment in public school elementary grades, kindergarten through grade 8, increased by 28 percent from 1955 to 1965, as compared to an increase of 42 percent in elementary grades in nonpublic schools during the same decade. Both public and private school enrollment in these grades is expected to increase more than 7 percent between 1965 and 1975.

The table below, showing comparative data on enrollment by grade level and by control for 1955, 1960, and 1965, includes Office of Education projections on enrollment in 1970 and 1975.

ROSE MARIE WALKER,
Office Specialist in Educational Statistics.

Enrollment in elementary and secondary schools, fall 1955 to fall 1975

[In thousands]

Fall	Total	Kindergarten through grade 8		Grades 9 through 12	
		Public	Nonpublic	Public	Nonpublic
1955	35,280	23,917	3,800	6,763	800
1960	42,181	27,398	4,800	8,883	1,100
1965	48,944	30,526	5,400	11,618	1,400
1970	52,200	31,500	5,600	13,400	1,700
1975	55,300	32,800	5,800	14,900	1,800

Source: U.S. Department of Health, Education, and Welfare, Office of Education, OE–10030–65, Projections of Educational Statistics to 1974–75, 1965 edition.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
June 20, 1966.

Hon. WAYNE MORSE,
Chairman, Education Subcommittee,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: The Secretary has referred to me for reply your request of May 20 for a legal opinion on the question of the relationship of § 205(a)(2) of P.L. 81–874 (enacted by P.L. 89–10, title I) to the availability of Federal grants under title II of P.L. 81–874—and more particularly grants to the Interior Department envisioned by § 102 of S. 3046—for special educational services and arrangements benefiting Indian children in sectarian schools.

Accordingly, I am transmitting herewith a legal opinion which has been submitted to the Secretary on this matter. As you will note, the opinion concludes that § 102 of the bill, while limiting the use of Federal funds granted to the Department of the Interior under § 102 of the bill (amending § 203(a)(1) of P.L. 81–874) to the education of children in "schools operated for Indian children by that department," is broad enough to permit dual-enrollment arrangements in consonance with the policy of § 205(a)(2), and that § 205(a)(2) of P.L. 81–874 applies to the use of Federal funds under title II of that Act for the benefit of Indian children in sectarian schools to the same extent that it applies for the benefit of non-Indian children in non-sectarian schools, notwithstanding the previously enacted Congressional policy, established by the 1918 and certain earlier appropriation Acts for the Department of the Interior, against Federal appropriations for the education of Indian children in sectarian schools. (This view, I believe, is not in conflict with that of the Associate Solicitor for Indian Affairs, whose opinion, I am advised, has been furnished you.)

Our opinion therefore does not suggest any language to broaden the provision of § 102 of the bill relating to grants by the Commissioner of Education to the Department of the Interior. We, of course, stand ready to furnish such technical assistance as you may desire.

Sincerely yours,

THEODORE ELLENBOGEN,
Acting General Counsel.

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF THE SECRETARY,
June 20, 1966.

To: The Secretary.
From: Theodore Ellenbogen, Acting General Counsel.
Subject: S. 3046 (Elementary and Secondary Education Amendments of 1966)—Senator Morse's letter of 5/20/66—Whether grants to Interior Department under the bill would be usable to carry out the policy of § 205(a)(2) of P.L. 81–874 (enacted by P.L. 89–10, title I) as applied to education of children in sectarian schools for Indians notwithstanding 25 U.S.C. 278.

You have referred to us Senator Morse's letter of May 20, 1966, which requests a memorandum of this Department's legal staff on questions set forth in his letter of the same day to the Secretary of the Interior, in which he likewise requests a legal memorandum on those questions from that Department. The Associate Solicitor of Indian Affairs, Mr. Richmond F. Allan, has already responded with an opinion of which we have obtained a copy.

The basic question, as submitted, is whether funds for educational purposes which would be granted to the Interior Department by the Commissioner of Education under an amendment proposed by § 102 of S. 3046 (the Elementary and Secondary Education Amendments of 1966) to § 203(a)(1) of title II of P.L. 81–874 (as enacted by title I of P.L. 89–10, the Elementary and Secondary Education Act of 1965), could be used by that Department in carrying out the intent of § 205(a)(2) of P.L. 81–874 [1] that services be made available to children in the local attendance areas which attend other than public school system schools, or whether that Department would be inhibited in that respect by a long-standing Congressional policy (now codified in 25 U.S.C. 278) against Federal appro-

[1] Senator Morse's letter refers to section 205(a)(2) of P.L. 89–10. Technically, however, the appropriate reference is to § 205(a)(2) of P.L. 874, 81st Congress. Title I of P.L. 89–10 inserted in P.L. 81–874 a new title II, including § 205 thereof.

priations for the education of Indians in sectarian schools. The question touches on one of the key elements in P.L. 89–10.

Senator Morse further asks for drafting assistance to overcome the conflict created by 25 U.S.C. 278 if indeed such a conflict appears to exist.

First. A brief summary of the background that led to the incorporation of § 205(a)(2) in Title II of P.L. 81–874 as enacted by Title I of P.L. 89–10—and to comparable provisions in Titles II and III of P.L. 89–10—seems appropriate here.

The Elementary and Secondary Education Act of 1965 (P.L. 89–10), enacted by this Congress, which is a comprehensive measure consisting of five different but to some extent interrelated grant-in-aid programs, shattered precedent in more ways than one. Until then, the many efforts for the enactment of a broad program of Federal aid for elemenary and secondary education, whether by way of construction grants or current support, had always been frustrated by a combination of forces.[2] Not the least of these forces was represented by those who felt that the proposed measures, by ignoring the needs of children in private schools of whom there were millions, unjustly discriminated against those children. A step designed to meet these objections in part was taken in title III of the National Defense Education Act of 1958 which, while providing for grants for equipment in public elementary and secondary schools suitable in providing education in science, mathematics, or modern foreign language, also provided for direct loans by the Commissioner of Education to provide equipment for nonprofit private elementary and secondary schools for the same purposes at an interest rate substantially reflecting the cost, to the Government, of borrowing the money. The scope of that title has more recently been broadened to include equipment for use in the teaching of history, civics, geography, English, or reading, and, under a separate Act of Congress, equipment for teaching in the field of the arts and humanities.

This approach to the problem, however, did not suffice to overcome the objections that, in Congress after Congress, had prevented the enactment of broad-scale legislation thought to be crucially needed in the field of elementary and secondary education. Moreover, a majority of the proponents of Federal aid to public schools had come to realize that the answer to the charge of discrimination against children in private schools, particularly denominational schools—i.e., that their parents were free to send them to the public schools—though the answer was strictly logical on the basis of its own premise, could never satisfy those who started from the premise that the private schools were carrying out the same function as the public schools insofar as their secular curriculum was concerned, that these parents and the children involved were meeting the requirements of the compulsory school attendance laws, and that by being denied aid equivalent to that proposed for the public schools the parents of children in private schools were in effect being penalized for exercising their right to couple the education of their children in secular subjects with instruction in religion and with an infusion of the moral principles in which those who professed their religion believe.

It is not the purpose of this opinion to express any view as to the merits of these respective positions. The fact, however, is that a compromise, believed to be constitutional, was arrived at, whereby no aid would be given to private schools as such but children in those schools would, under the aegis of the public educational agencies, be involved, to an optimum extent thought to be consistent with the principle of separation of Church and State, in the same programs for which aid would be given to the public educational agencies.[3]

In title I of P.L. 89–10, i.e., title II of P.L. 81–874, this principle was expressed by § 205(a)(2) which provides that a local educational agency may receive a grant for any fiscal year only on approval of the State educational agency and that agency's determination (consistent with such basic criteria as the Commissioner may establish)—

---

[2] This does not apply to the various vocational education acts culminating in the Vocational Education Act of 1963, nor to the basic provisions of P.L. 81–874 (now embodied in title I of that Act) which provided for Federal grants to local educational agencies to compensate them for the extra burden sustained by these agencies in giving free public education to children who either live on Federal tax-exempt property or whose parents are employed on such property, or both. This is not to be confused with title II of P.L. 874, added thereto by title I of P.L. 89–10, which is the subject of this opinion.

[3] The Congress, however, expressly forbade the making of any payment under P.L. 89–10 for religious instruction or worship. P.L. 89–10, § 605.

"(2) that, to the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate; . . ."

This requirement—without which (and corresponding provisions in other titles), it seems safe to say, the Elementary and Secondary Education Act of 1965 could not have come into being—is coordinate in importance with the other basic requirement of § 205(a), i.e., that payments under title II of P.L. 81–874 will be used for programs and projects "which are designed to meet the special educational needs of educationally deprived children in school attendance areas having high concentrations of children of low-income families".

Under § 203 of P.L. 81–874, the amounts to be paid to local educational agencies through the channel of State educational agencies were, in general, to be determined in accordance with a formula based on the number of children from low-income families (including children of families receiving aid under title IV of the Social Security Act), a formula designed to make for a distribution of funds in consonance with the declared purpose of that title, i.e., to provide assistance to local educational agencies serving areas with concentrations of children from low-income families for programs contributing particularly to meeting the special educational needs of educationally deprived children.

In the case of Puerto Rico, the island territories, and the Trust Territory of the Pacific Islands, § 203(a)(1) substituted for the above-mentioned formula a provision that not in excess of 2% of the total appropriation under that title, as determined by the Commissioner, shall be allotted by him among these jurisdictions "according to their respective need for such grants", and that the maximum basic grant which a local educatioal agency in any of these jurisdiction is eligible to receive "shall be determined pursuant to such criteria as the Commissioner determines *will best carry out the purposes of this title.*" (Emphasis mine.) The "purposes of this title", of course, include the requirement of § 205(a)(2) of P.L. 874, above quoted, that to the extent consistent with the number of educationally deprived children in the school district of the local educational agency enrolled in private schools, the grantee agency shall have made provision for including in its programs or projects special educational services and arrangements in which such children can participate.[4]

It is clear that §205(a)(2) of P.L. 874, in referring to "children . . . who are enrolled in private elementary and secondary schools, permits no distinction on racial grounds and does not exclude Indian children enrolled in private schools, whether sectarian or otherwise.

To be sure, this is, pro tanto, inconsistent with the following provision contained in the Act of March 2, 1917, 39 Stat. 988 (see 25 U.S.C. 278), which is the Interior Department Appropriation Act for the fiscal year 1918:

"And it is hereby declared to be the settled policy of the Government to hereafter make no appropriation whatever out of the Treasury of the United States for education of Indian children in any sectarian school." [5]

However, whatever vitality the provision of the 1917 Act may still have in the interpretation and application of appropriations made for educational purposes by the Congress directly to the Bureau of Indian Affairs, it clearly cannot affect the overriding policy of § 205(a)(2) as applied to Indian children in private schools within the attendance areas of local educational agencies,

---

[4] The opinion of the Associate Solicitor (of Interior) for Indian Affairs states that since "the provisions of section 205 relate to applications for assistance which are subject to approval by an appropriate State agency, it is doubtful whether they are operative at all in cases of assistance rendered to agencies located in areas having special relationships to the Federal Government such as the territories." There is no such doubt in our minds. In any of these island jurisdictions in which the "school district" is coextensive with the entire area of the over-all jurisdiction, the "local educational agency" and "State educational agency" are one and the same so that the "State agency" approves its own application and makes the determination required by § 205(a)(2), as well as giving the assurances required by § 206 which the Commissioner is required to enforce through the withholding of funds, if need be, under § 210. If there are two or more school districts *and* a State educational agency, the situation is exactly parallel in that respect to those existing in the States of the Union (other than Hawaii where there is but one school district which is also considered to be the State educational agency).

[5] This provision was preceded by similar, though slightly different, provisions in the Interior Department's Appropriation Acts for the fiscal years 1897 and 1898. (See attached memorandum of June 9 from Mr. Glendening to Mr. Ellenbogen.)

including such agencies in the insular jurisdictions specified in § 203(a)(1). While repeals by implication are not favored in statutory construction, this rule is subordinate to the rule that the legislative intent is the pole star of statutory construction. To exclude Indian children in private sectarian schools, and those children alone, from the ambit of § 205(a)(2) would be to discriminate invidiously against them on racial and religious grounds combined. Apart from the fact that such an exclusion would raise a serious constitutional question—see *Bolling* v. *Sharpe*, 347 U.S. 497 (1954)—an intent to permit such a result cannot, I think, be attributed to Congress in the context of P.L. 89–10.

It remains to determine whether a different answer is required under the present bill in the case of grants to the Department of the Interior. Section 102 of S. 3046 proposes to amend § 203(a)(1) of P.L. 874 to read as follows:

"Sec. 203. (a)(1) From the sums appropriated for making [basic] grants under this title for a fiscal year, the Commissioner shall reserve such amount, but not in excess of [2] *3* per centum thereof, as he may determine and shall allot such amount among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands, *and the Department of the Interior (to meet the special educational needs of educationally deprived children in elementary and secondary schools operated for Indian children by that Department)* according to their respective need for such grants. The maximum [basic] grant which a local educational agency in Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands shall be eligible to receive, *and the terms upon which payments shall be made to the Department of the Interior for such Indian children,* shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title." (New material is underscored; deleted material is in brackets.)

It will be noted that under the amended § 203(a)(1), in the case of grants by the Commissioner of Education to the Department of the Interior for the education of Indian children, the criteria established by the Commissioner in order to "best carry out the purposes of this title" are to be specifically applicable, not only for the purpose of determining the maximum amount of the grant, but also "the terms upon which payments shall be made." A purpose of this additional requirement is to put the Commissioner of Education, in this respect, in a position vis-a-vis the Interior Department comparable to that of a State educational agency in passing upon the application of a local educational agency under § 205. The Commissioner must therefore make doubly sure that the grant will be used to carry out the purposes of title II of P.L. 874 (title I of P.L. 89–10).

It will also be noted that, insofar as the application of § 205(a)(2) to the Department of the Interior is concerned, some limitation is created by the phrase "to meet the special educational needs of educationally deprived children *in* elementary and secondary schools *operated* for Indian children *by that Department.*" (Emphasis mine.) This phrase, however, we believe, would permit "dual-enrollment" arrangements for Indian children in private schools whose special educational needs are not met under § 205(a)(2) by the local educational agency. Such dual-enrollment arrangements would satisfy the requirement of § 205(a)(2).[6] Thus, the "purposes of this title" could be met in this way with grants to the Interior Department without changing the language of the bill relating to that Department. What we have said is not intended to imply that dual enrollment would have to be arranged for children enrolled in private schools who are not in an attendance area from which children regularly enrolled in a Bureau of Indian Affairs school are drawn.

Second. Senator Morse's letter raises no question concerning the amendments proposed by S. 3046 to title II of P.L. 89–10, which provides for grants by the Commissioner of Education for the acquisition of school library resources, textbooks, and other printed and published instructional materials for the use of children and teachers in public and private elementary and secondary schools. Section 122 of S. 3046 (pp. 16, 17) would amend the first sentence of

[6] Dual-enrollment arrangements, we believe, could also be reconciled with the language of 25 U.S.C. 278 if it were applicable, although on this point we would defer to the view of the Associate Solicitor of the Interior whose opinion does not specifically address itself to it. Be that as it may, for the reasons above stated, we do not believe that appropriations to carry out title II of P.L. 874 would be subject to the policy of 25 U.S.C. 278, whatever the vitality of that policy might still be in other contexts.

§ 202(a) of title II of P.L. 89–10 and add an additional sentence, so as to make that part of § 202(a) read as follows:

"From the sums appropriated for carrying out this title for any fiscal year, the Commissioner shall reserve such amount, but not in excess of [2] *3* per centum thereof, as he may determine and shall allot such amount among the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, [and] the Trust Territory of the Pacific Islands, *and the Department of the Interior (for library resources, textbooks, and other printed and published instructional materials for the use of children and teachers in elementary and secondary schools operated for Indian children by that Department)* according to their respective needs for assistance under this title. *The terms upon which payments shall be made to the Department of the Interior for such purposes shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title.*"

Under § 203(a) of title II of P.L. 89–10, a State agency which desires to receive grants must submit for approval a State plan under which library resources, textbooks, and other instructional materials provided under that tile will be made available for use *by children and teachers in both public and private schools of the State.*[7] This would include children in mission schools for Indians. We therefore assume that no change in the amendment proposed by § 122 of the bill for grants to the Interior Department is needed.

Third. While not mentioned in Senator Morse's letter, a question similar to the one under title I of P.L. 89–10 (i.e., title II of P.L. 81–874) would arise under title III of P.L. 89–10 (relating to grants for supplementary educational centers and services) by reason of § 132 of the bill, which would amend § 302(a) of P.L. 89–10 by authorizing the Commissioner of Education to grant funds to the Department of the Interior "for carrying out the purposes set forth in paragraphs (a) and (b) of section 303 for the benefit of Indian children in elementary and secondary schools operated by that Department", and would provide that the "terms upon which payments shall be made to the Department of the Interior for such Indian children shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title." Under § 304(b)(3) of title III of the Act, an application for a grant under title III may be approved by the Commissioner of Education only if the Commissioner finds "that, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the supplementary educational activities and services provided under the program are to meet, provision has been made for participation of such children." One of the eligible purposes of grants listed in § 303(b) of P.L. 89–10 is the development and conduct of "exemplary educational programs, including dual enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs . . . in the schools of the State". As in the case of § 102 of the bill, we believe that a dual-enrollment program could be accommodated even under the restrictive language of § 132 of the bill relating to the Department of the Interior and that the eligibility condition of § 304(b)(3) of title III could be met by a dual-enrollment program.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 6, 1966.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: In response to your request of May 20, we are enclosing a memorandum opinion prepared by the Associate Solicitor, Indian Affairs, concerning the possibility of conflict between statutory authorities of the Bureau of Indian Affairs and the provisions of Public Law 89–10. This information relates to consideration of S. 3046, a bill now pending before your Subcommittee,

[7] In any State, however, in which no State agency is authorized to provide such materials for the use of children and teachers in such private schools or in certain private schools, the Commissioner of Education would be required to arrange for the provision of such materials on an equitable basis for the use of children and teachers in such schools and to pay the cost thereof out of the State's allotment.

which would so amend P.L. 89–10 as to permit schools operated by the Bureau of Indian Affairs to qualify for assistance under Titles I, II, and III.

In your letter you asked for the statutory authority which prohibits this Department from using its appropriations for the support of Indian mission schools. As the Associate Solicitor's memorandum indicates, this authority (25 U.S.C. 278) is found in the Acts of June 10, 1896 (29 Stat. 345), June 7, 1897 (30 Stat. 79), and March 2, 1917 (39 Stat. 988). The language of the statutes is almost identical and states, according to the 1917 Act, that ". . . it is hereby declared to be the settled policy of the government to hereafter make no appropriation whatever out of the Treasury of the United States for education of Indian children in any sectarian school."

The Associate Solicitor points out that Section 205(a)(2) refers to State (public) schools and, in his opinion, has no application to schools operated by the Bureau of Indian Affairs, which are part of a separate category. He, therefore, sees no conflict between this section and the authorities of the Bureau of Indian Affairs with respect to the education of Indian children in sectarian schools.

We hope this information will be of help to you in your considerations of S. 3046. If we can be of further assistance, please advise us.

Sincerely yours,

HARRY R. ANDERSON,
Assistant Secretary of the Interior.

STATE OF CALIFORNIA,
DEPARTMENT OF EDUCATION,
Sacramento, December 29, 1965.

Hon. GEORGE MURPHY,
U.S. Senate, Washington, D.C.

DEAR SENATOR MURPHY: We in the California State Department of Education appreciate your support of legislation concerning the improvement of educational opportunities for all. We should like to comment on a recent amendment to Public Law 89–10 known as H.R. 9022 (Public Law 89–313).

The passage of P.L. 89–313, particularly Section 6 of the Act, extended the purposes of Title I of P.L. 89–10 to physically and mentally exceptional children attending state operated or supported schools on a non-school district basis. This amendment eliminates an oversight in the drafting of the original bill, and we appreciate your firm support of this measure.

Those of us responsible for the leadership and development of programs for nearly 250,000 physically handicapped, mentally retarded, eductionally handicapped and speech handicapped children in California feel that P.L. 89–10 should be further amended to enable the above categories of children who attend public school special day classes outside of the public school districts target area to participate in the programs authorized by Title I of P.L. 89–10. It is our belief that Congress intended to assist all educationally deprived children, and particularly those who are physically handicapped, mentally retarded or emotionally disturbed who are enrolled in special programs. These groups of children who attend schools or classes located in a school districts target area can participate as do other educationally deprived children from low income families, but not if they attend classes located outside of a target area.

We are convinced that the principles of H.R. 9022 (P.L. 89–313) which apply to these children attending state operated or state supported residential schools should also apply to the physically and mentally exceptional children regardless of the physical location of the programs or classes which they attend. It is possible that this change may be effected by interpretation of the Commissioner's regulations. If not, an amendment would be necessary.

Should a proposal similar to the one we suggest come before your committee on Labor and Education and before the Senate, your support of such a measure would be deeply appreciated by many thousands of California's handicapped children and their parents.

If our office may be of any service in this matter, please let us know.

Respectfully yours,

F. W. DOYLE,
Deputy Superintendent.
By S. W. PATTERSON,
Assistant Chief.

MINNEAPOLIS PUBLIC SCHOOLS,
Minneapolis, Minn., December 27, 1965.

Hon. EUGENE J. MCCARTHY,
U.S. Senate, Washington, D.C.

DEAR SENATOR MCCARTHY: Under Title I of the Elementary and Secondary Education Act, P.L. 89–10, we have been able to hire 292 neighborhood residents as teacher aides and home visitors in low income area schools. Many of these residents are on AFDC and welfare. An "earnings exemption" clause similar to the one in the Economic Opportunity Act, Title IIA is needed for this group to derive maximum benefits from this type of employment. An amendment to P.L. 89–10 to allow the earning exemption is needed for FY 1967.

Thank you for your consideration.

Sincerely yours,

DONALD D. BEVIS.

FOREST GROVE UNION HIGH SCHOOL,
Forest Grove, Oreg., January 27, 1966.

Hon. WAYNE MORSE,
U.S. Senator, Washington, D.C.

DEAR SENATOR MORSE: Your continued interest in the matter of the Neighborhood Youth Corps is sincerely appreciated. We realize that you have heavier burdens on your mind than this subject and could very easily forget it.

The response of Mr. Jack Howard, U.S. Department of Labor, to your inquiry is cause for alarm on our part. The Department of Labor seems to be in the frame of mind of the cow that attempts to eat grass that is in the next pasture. It is our opinion that Title I of the Elementary and Secondary Education Act of 1965 has much to offer in improving the educational opportunities for many children. I would hope that you would attempt to thwart any effort to cannibalize these funds by other interests regardless of their motives. I look upon the Elementary and Secondary Education Act of 1965 as a positive approach while many of the projects under the Economic Opportunity Act are more remedial in nature.

It was the consensus of a large group of school administrators while attending a conference sponsored by the State Department of Education recently, that Federal aid to education should be channeled through the State Department of Education. Several of us expressed concern that projects can be funded under the Economic Opportunity Act by citizens or agencies that are not subject to supervision by some arm of the State Government. We sometimes complain of the restraint that is exercised by the State Department of Education but we realize that it establishes responsibility and makes an earnest attempt to distribute equitably.

I should like to extend the wish that your efforts in this session of Congress shall result in measures that you can come to look upon with satisfaction.

Sincerely,

L. W. MARSHALL, *Superintendent.*

STATE OF CALIFORNIA,
DEPARTMENT OF EDUCATION,
CALIFORNIA SCHOOL FOR THE BLIND,
Berkeley, Calif., July 13, 1965.

Hon. WAYNE L. MORSE,
Chairman, Subcommittee on Education, Senate Committee on Labor and Public Welfare, Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: Your concern and interest in strengthening educational opportunities for culturally deprived children has been repeatedly demonstrated—most recently by your leadership in securing the passage of P.L. 89–10. However, many blind and deaf children will not receive full benefits under Title I of the Law.

As presently written, approximately 40 per cent of the blind children and over 60 per cent of the deaf are not eligible for funds inasmuch as 7,000 blind children and 17,000 deaf children are enrolled in residential schools in this country. Adjustments or amendments are needed to bring the Act within the intent of those who supported the Bill.

While a resident in Oregon as teacher, principal, and superintendent at the Oregon School for the Blind; later superintendent at the Illinois Braille and Sight Saving School, and now at the California School for the Blind, I am confident that the needs of each of these schools could be better met if Title I could be adjusted to directly extend the same services to children in residential schools as will now be available to children in districts of low income areas.

Many of the children enrolled at schools for the blind come from areas that meet the poverty criterion, yet only through awkward arrangements can provisions be made for them because of the present approach of Title I.

Recalling your many years of championing causes to improve educational services to handicapped children, I am requesting that as Chairman of the Senate Sub-Committee on Education you will seek amendments to simplify the provision for handicapped children enrolled in residential schools.

Thank you for your continuing interest in programs serving handicapped children.

Sincerely yours,

EVERETT E. WILCOX,
Superintendent.

SPRAY PUBLIC SCHOOLS,
Spray, Oreg., June 28, 1965.

HON. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

MY DEAR SENATOR MORSE: We people of Spray have been most pleased with your assistance this spring to have Mr. Mallery, Supervisor of the Umatilla National Forest, and others meet with our city for the purpose of getting our local sawmill back into operation. Thus far we still do not have our flooded-out mill rebuilt, but today we had more visitors to our community who definitely want to complete the mill building and resume the operation. This please many families and local merchants who have had hard times since the winter floods.

Our teachers who attended the March O.E.A. banquet appreciated your remarks concerning S. 370 which you chaired through the Senate. However, we have been disturbed by the lack of consideration for our sparsely populated Wheeler County. Title I under the present law S. 370 does not benefit seven of our State's counties, i.e. less than 100 students aged 5 to 17 shall not be computed for disadvantaged student funds. Wheeler County only has 34 pupils.

Now in every respect, especially since the mill is out of operation in Spray, throughout the County these disadvantaged children could benefit from extended services provided by outside financial support. We could on a County-wide basis bring in part time guidance, speech, reading, or science consultants who could offer direct assistance to the students and teachers. Furthermore, field trips of an academic nature could be offered along with unique work-study-play situations. The items mentioned have been discussed at various times with our school boards, but they rightfully feel that since the boards are already, due to the sparsity and necessary small schools, spending two to four times the amount on education as the metropolitan school districts. Therefore, we urgently need consideration for even Title I funds if we are to close the educational gap with the metropolitan school systems.

Your comments about the lack of Title I funding for sparsely settled counties such as ours will be sincerely appreciated.

Respectfully,

THOMAS A. NASH,
Superintendent.

STATE DEPARTMENT OF EDUCATION, DIVISION OF INSTRUCTION, SALEM, OREG.

Estimated payments to school districts, by county, under S. 370—Oregon

County	Less than $2,000 annual income		Percent of total population, aged 5 to 17
	Population, aged 5 to 17	Amount	
Baker	296	$81,253	7
Benton	439	120,506	5
Clackamas	1,605	440,573	5
Clatsop	505	138,623	8
Columbia	438	120,231	7
Coos	703	192,974	5
Crook	163	44,744	6
Curry	150	41,175	4
Deschutes	356	97,723	6
Douglas	923	253,364	5
Gilliam	39	(1)	5
Grant	117	32,117	6
Harney	96	(1)	6
Hood River	184	50,508	5
Jackson	1,296	355,752	7
Jefferson	89	(1)	4
Josephine	657	180,347	9
Klamath	538	147,681	4
Lake	75	(1)	4
Lane	1,921	527,315	5
Lincoln	599	164,426	10
Linn	1,006	276,147	6
Malheur	542	148,779	8
Marion	2,061	565,745	7
Morrow	80	(1)	6
Multnomah	6,291	1,726,880	5
Polk	562	154,269	8
Sherman	20	(1)	3
Tillamook	307	84,272	6
Umatilla	616	169,092	5
Union	329	90,311	7
Wallowa	129	35,411	7
Wasco	274	75,213	5
Washington	1,171	321,400	5
Wheeler	34	(1)	5
Yamhill	788	216,306	9
Total	25,399	6,853,177	6

[1] Less than 100—No amount computed.

NOTE.—U.S. 89th Cong., 1st sess. Elementary and Secondary Education Act of 1965, background material with related Presidential recommendations, Washington, D.C.: Senate Committee on Labor and Public Welfare, 1965. P. 149.

DAVID DOUGLAS PUBLIC SCHOOLS,
MULTNOMAH COUNTY DISTRICT NO. 40,
Portland, Oreg., February 24, 1966.

Hon. WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: We would like to express our appreciation for the time you spent on the Elementary and Secondary Act of 1965. Public Law 89–10 will certainly help to meet the needs of the children 5–17 years old in the low income areas who are educationally deprived.

The David Douglas School District used the teachers, principals, and supervisors to prepare a plan in each impacted area. We listed the needs in order and put into operation a program to provide a stronger educational process for these children.

In order to plan for next year's program, we need to know how much money will be available at the earliest possible date. I am sure Congress can visualize our problem if we do not know the Federal allocation to the district as teacher's contracts are signed by March 15th—contingent on Title I funds.

Enclosed is a copy of the David Douglas School District program for Title I P.L. 89–10. I hope this will be a benefit to show fellow members of Congress the school districts are preparing projects for those children in private and public schools who qualify under this act.

Very truly yours,

PAT WOHLERS,
Curriculum Supervisor.

Senator MORSE. The hearings are closed and we stand in adjournment.

(Whereupon, at 6:45 p.m., Wednesday, April 27, 1966, the subcommittee adjourned subject to the call of the Chair.)

○