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EDUCATION LEGISLATION, 1967

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETIETH CONGRESS

FIRST SESSION

ON

S. 1125 and H.R. 7819

TO STRENGTHEN AND IMPROVE PROGRAMS OF ASSISTANCE FOR ELEMENTARY AND SECONDARY EDUCATION BY EXTENDING AUTHORITY FOR ALLOCATION OF FUNDS TO BE USED FOR EDUCATION OF INDIAN CHILDREN AND CHILDREN IN OVERSEAS DEPENDENTS SCHOOLS OF THE DEPARTMENT OF DEFENSE, BY EXTENDING AND AMENDING THE NATIONAL TEACHER CORPS PROGRAM, BY PROVIDING ASSISTANCE FOR COMPREHENSIVE EDUCATIONAL PLANNING, AND BY IMPROVING PROGRAMS OF EDUCATION FOR THE HANDICAPPED; TO IMPROVE PROGRAMS OF VOCATIONAL EDUCATION; TO IMPROVE AUTHORITY FOR ASSISTANCE TO SCHOOLS IN FEDERALLY IMPACTED AREAS AND AREAS SUFFERING A MAJOR DISASTER; AND FOR OTHER PURPOSES

AND RELATED BILLS

AUGUST 7 AND 9, 1967

WASHINGTON, D.C.

PART 4

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

AUTHENTICATED
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U.S. GOVERNMENT PRINTING OFFICE
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EDUCATION LEGISLATION, 1967

MONDAY, AUGUST 7, 1967

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

The subcommittee met, pursuant to adjournment, at 10:20 a.m., in room 4232, New Senate Office Building, Senator Wayne Morse, chairman of the subcommittee, presiding.

Present: Senators Morse (presiding), Yarborough, Randolph, Kennedy of New York, Dominick, and Murphy.

Also present: Senators Moss and Bennett.

Committee staff present: John S. Forsythe, general counsel; Charles Lee, professional staff member; and Roy Millenson, minority clerk.

Senator Moss. The hearing will come to order.

The committee proceeds this morning with hearings on S. 1125, and H.R. 7891, the bills of the two Houses on elementary and secondary education amendments.

We are very pleased to have as our first witness this morning Senator Frank E. Moss from Utah. We are pleased to have both Senators from Utah here to join in presenting to the committee the Honorable Terrel H. Bell, the State Department of Public Instruction, Salt Lake City, Utah.

We are very glad to have any comments you or Senator Bennett may wish to make about this very able State superintendent of schools. I have set a precedent for you when I presented to the committee the other day the State superintendent of schools from Oregon.

You may proceed in your own way.

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Senator Moss. Thank you, Mr. Chairman. I appreciate this opportunity.

I am pleased to appear today, and also to have our superintendent, Dr. Bell, appear here. We are very proud of the work he is doing in the State of Utah. We are proud of our educational system that has been built up. We think we are making great progress in that State, and it is due in large part to the leadership he is now giving as the State superintendent of public instruction.

Senator MORSE. In a very enjoyable conversation I have had with Senator Bennett, I found out you elect your State school officials in Utah, as we do in my State, as I wish we did in the District of Columbia.

You may proceed.

Senator DOMINICK. If I may say, Mr. Chairman, I have introduced a bill to accomplish that.

ESEA LANDMARK LEGISLATION

Senator Moss. Mr. Chairman, the Elementary and Secondary Education Act which we passed in 1965 was truly a landmark piece of legislation. For more than 20 years, Congress had wrestled with various proposals for Federal aid to education. All proposals had failed of passage, for a variety of reasons—allocation formulas could not be agreed upon, choices could not be made from among the many pressing needs in education, nonpublic school children were excluded from participation, and regional or urban jealousies prevented equitable solutions. To add to the problems of Congress, opponents of Federal aid in any form made dire prophesies of Federal control of education if any assistance were voted.

The Elementary and Secondary Education Act broke this deadlock by providing new answers to old problems. It was the Congressional response to the challenge presented by the President in his state of the Union message of January 4, 1965: "Every child must have the best education our Nation can provide."

ESEA NEED

This act recognized that there were needs in elementary and secondary education that were national in character, requiring national solutions.

In 1960, 2.3 million school-age children were living in families earning less than $1,000 per year. These children came to school handicapped by cultural and economic deprivation. The cost of compensating for their educational deficiencies was beyond the means of most school districts.

Less than one-quarter of our elementary schools had the services of a guidance counselor 1 or more days a week. About one-half of the Nation's 26,000 school districts maintained schools without kindergartens. In only 10 States did all secondary schools have science laboratory facilities; less than 30 percent of public secondary schools had language laboratories.

One-third of the State departments of education lacked professionals to oversee school library services. Only 11 States had consultants in school social work. To complicate matters, there had been a 40-percent turnover in State supervisory personnel in the preceding 5 years. Obviously, our Nation's educational systems were in need of Federal assistance. State and local educational agencies could not do the job alone. Population mobility, geographic isolation, low per capita incomes—these and other factors meant that a national, rather than a local, solution was necessary. The Elementary and Secondary Education Act provided that solution.

ESEA PROGRAM ACCOMPLISHMENT

There is no question that the act has worked well. Last year, more than 8.3 million disadvantaged children participated in special programs which had been designed by local school officials to meet their

special needs. Books and materials purchased with Federal assistance were available to 49 million children in public and private schools. More than 10 million children and adults had benefited from innovative solutions to every-day educational problems. And State educational agencies had added 1,000 persons to their staffs.

Although I spoke and voted for the Elementary and Secondary Education Act of 1965, and for the amendments we passed last session, I did so with some misgivings. But because I recognized that the act would benefit millions of underprivileged children who live in our large cities, or in areas of deep rural poverty, I felt therefore that we should pass it.

TITLE I FORMULA COMMENTS

But frankly, the formula it contains is far from satisfactory to my State of Utah. We appreciate the benefits we are receiving under it, but the poverty approach will never be as useful to us as a bill providing general construction or teacher salary funds based on the level of effort each State makes in comparison to its resources—to educate its children.

The bills we considered in earlier Congresses which recognized this through an equalization formula would have been far more helpful to Utah. We have an equalization formula in the State, and as a result all of our schools operate at about the same level, although there are some differences, of course, in curriculums and physical facilities. But all children receive a quality education, whether they live in a poor district or in a poor neighborhood, or a rich school district and a rich neighborhood. Assistance based on a formula which presupposes a greatly inferior education in one school district over another in the State is not sound for Utah.

We are not a rich State. Our per capita income is below the national average. But we spend a greater proportion of our per capita income on education in Utah than any other State. In other words, we make the greatest effort to educate our children. We would like to see that effort recognized by being given Federal aid in direct ratio to the amount of State and local aid we at home provide, in comparison to the resources we have under the present system the greatest aid often goes to the States and school districts which make the least local effort to help themselves.

However, I realize that this is not the time to begin the drive for a broader based education bill—the problems which held up Federal aid for so many years are still with us. I, therefore, support the committees in its efforts to make the program we now have as equitable and workable as possible.

EXTENSION OF ESEA

I approve of the action taken by the House of Representatives to extend ESEA through fiscal 1969. I hope the Senate will take similar action. I also approve of the strong position taken by the House committee that the fully authorized amounts for Title I should be appropriated, and I hope this committee will take a positive stance on this issue also.

TITLE III CHANGES

The changes which the House made in title III have my support. I have long believed that greater authority to select and approve innovative programs should be vested in the State educational agencies and so testified before this subcommittee last session.

The first consideration in making these grants should be to what extent the project would be consistent with the overall state educational plans and programs. The State agency is in a better position to make such a judgment than is any local agency. I admit, as local school boards have pointed out, that we might lose some especially imaginative and original programs, but it seems to me we would gain in assuring that the programs which are developed are exemplary and can serve as models for regular school programs elsewhere in the State.

Senator MORSE. Of course, it does not follow, Senator, if there is a school district in the State experimenting with what some may think is a novel educational approach with respect to some particular problem in that district that the school proposal is going to be turned down by the State agency. To the contrary, in most instances, it is expected the State agency will approve and applaud and give support to that experimentation.

Senator MOSS. I believe that is so, Mr. Chairman.

I think the State unit is close enough to all of its school districts, and can see the local problems that the school district is trying to make with some innovative program that it very likely supported—in fact, may want to adapt it over to other school districts within the State.

TITLE V CHANGES

I support, also, the changes the House of Representatives made in title V to give the States statutory authority to share Federal planning and evaluation funds with local school districts so that comprehensive, long-range planning programs can be implemented.

Since Utah is the center for a multistate project in comprehensive planning, I hope that the bill which is reported will assure assistance in this field. President Johnson supported the funding of comprehensive planning units in each of the State education agencies for this purpose, and the Commissioner of Education also supports the idea.

There are four other aspects of the 1967 amendments which I want to mention briefly.

TITLE VI COMMENT

We lost a lot of ground in this country when the program we established in 1966 for the education of handicapped children was not funded. The regional resource centers proposed for the fiscal year 1968 would help us recover some of the lost ground, and I hope provision for them will be included in the bill this committee reports.

TEACHER CORPS COMMENTS

We have lost even more ground through the many delays experienced by the National Teacher Corps. We do not know at this moment all the answers to what America must do to win the battle of the ghettos.

The riots and shooting and the looting which have taken place seem so senseless, so incoherent, that there is no reasonable or complete answer. The source or the trouble lies beyond a simple explanation in social and economic statistics.

But there is no question that one long-range way to stem the discontent that is the base of many riots is to provide better education for the poor and the disadvantaged so they will have a better chance to get a job and improve their status in life. And one way to assure a better education is to provide better teachers. The Teacher Corps is preparing men and women to teach in urban slums and depressed rural areas and to give to poor children in neglected schools some of the training they need to find a place for themselves in the world. What could be more important in today's America?

INDIAN CHILDREN AND DOD SCHOOLS INCLUSION

Nor can there be any great argument, it seems to me, against the extension this bill provides for authority and funds for the education of Indian children and children in overseas dependents schools of the Department of Defense.

PUBLIC LAWS 815 AND 874 CHANGES

And finally, I want to support the amendments to Public Law 815 and to Public Law 874 which extend the former to June 30, 1969, and spell out more clearly what the term Federal property means, and which provide special assistance for schools in disaster areas.

This is an important bill—one of the most important before the Congress—and I commend the subcommittee for the dedication and care it is devoting to the problems of Federal aid for the elementary and secondary school child.

I do thank you, Mr. Chairman, for hearing me this morning.

Senator MORSE. I want to thank you in behalf of the subcommittee for your contribution to this record, it has been a very good one, and very helpful to us.

Senator Yarborough?

Senator YARBOROUGH. Senator Moss, I think this is one of the most helpful statements we have had from anybody in the educational field, in the Senate. I want to congratulate you. I have sat here as one of your colleagues in the Senate marveling at so many good ideas, so much information, in four pages.

One thing—I am interested in where you obtained this figure of 8.3 million disadvantaged children participating in the program under this law.

That is the second paragraph, page two. The testimony we had at earlier hearings on this bill was there were 7 million participating, from the Bureau of Education.

Senator Moss. Well, this was supplied to me from the Department. I cannot document it beyond that.

Senator YARBOROUGH. I imagine it has been. I was just wondering about the difference of 7 million previously mentioned here and what they said to you. We will ask the Office of Education to clarify that later.

Senator Moss. I will be glad to do that. I will be glad to send over, if it is agreeable, the backup of this particular figure.

Senator YARBOROUGH. I agree with what you said about the States having some say in educational policy. I have supported this bill from the beginning, assured my people in Texas that it did not mean Federal control of education. I have never seen a bureau so in control of things as this Office of Education, in the public school system of this country. It is shocking the extent they have gone in this short time.

I voted for this bill with some misgivings. Most of the new legislation we have passed, I have supported virtually all of it. I sometimes have some misgivings if what the opponents say might be correct, but we, the proponents, are generally by the passage of time proven to be correct about it.

FORMULA OF TITLE I

I agree with what you say as to injustice of the formula here. I do not think we ought to wait until the vague future to make the formula more equitable. I intend to try to change that this session of the Congress and I want your help on that. I noticed a figure the other day, that the State of New York gets $371, I believe, a pupil, and my State $197, some as low as $140 a pupil a year. The poorer States get the least money. It is the most unjust distribution of Federal moneys I have ever seen. I think a flat rate could give every State the same amount of money per child—that would be more just than the present one.

You mentioned effort. True, if you put it on effort, Utah would probably lead the States in the Nation. But Mississippi would be one of the top. When you consider their wealth, they are making one of the greatest efforts in the Union. I think this formula is utterly unjust. I voted for it to try to get a law on the books. We failed in the Congress for so many years to get this law. Now it is on the books. Let us straighten it up this year.

Thank you for the things you have pointed out. You have pointed out weaknesses in it. And I think we ought to fight to correct those.

Senator Moss. Thank you, Senator. I appreciate that.

Senator MORSE. Thank you very much.

TEACHER CORPS APPROPRIATIONS

Senator YARBOROUGH. I want to say about the Teacher Corps that I have read some bitter criticism of the Senate about the Teacher Corps, which I do not think is justified. As this appropriations bill came over from the House of Representatives, there wasn't a red cent in it for Teacher Corps, appropriation. They requested from the Bureau of the Budget $33 million, for Teacher Corps' money. The subcommittee of the Appropriations Committee—I do not serve on that subcommittee—they recommended $15 million. I serve on the full committee, and a number of us on the full committee have made a determined fight to raise this $15 million. We were able to get it up to only $18 million. You know of the great fight made on the floor of the Senate by the distinguished chairman of this subcommittee, the senior Senator from Oregon, to raise it higher.

I have seen attack after attack on the Senate of the United States. We put $18 million in there. The House appropriation bill did not have a red cent. They hold the Senate responsible apparently for the House appropriating nothing.

It seems to me they have attacked the wrong people.

Senator Moss. Of course, we get collective blame—the brilliant effort made by the chairman of the subcommittee and others, to raise it, fell only two votes short of carrying the majority of the Senate. So at least half of the Senate was strongly for increasing it higher than it is.

GI BILL ANALOGUE

Senator YARBOROUGH. We had similar problems in the full Appropriations Committee, with 26 Senators. We got the appropriation up to $18 million. But remember over on the House side, they had nothing. Whatever was done, was done by the Senate. Which reminds me of the history of the cold war GI bill. For 7 years the Senate of the United States passed the cold war GI bill, with the help and coauthorship of the distinguished Senator from Oregon. The house blocked it. Of the veterans of World War II, 50.5 percent went to school under the GI bill. Of the veterans of the Korean conflict, 41.8 percent went to school under the GI bill. Now, we have over 5 million discharged veterans of the cold war. Only 388,000 have been to school, less than 10 percent, under this bill. The very people who blocked it for years say, "The people are not going, you cannot get them in there, because it is such a long time lag."

I said, "Yes, and you cause this time lag."

We are in conference on another GI bill now, and the reactions are the same.

So I think the time to correct the injustice is when we see it and find it.

Senator MORSE. I want to thank the Senator from Texas for his comments on the views expressed by the Senator from Utah. He has mentioned the GI bill. Typical of his graciousness he seeks to give others credit for doing what he did. For it was his stubborness—and that is a very complimentary phase as I use it in relation to the Senator from Texas—it was his stubborness for 7 years that resulted in the final passage of the law. There are still improvements to make, as the Senator knows, with regard to benefits for the Vietnam veterans, when they come back, to see to that they have this protection.

TEACHER CORPS

As far as the Teacher Corps, I might say this. The House appropriation bill was passed before the authorization bill was pased, and that probably is the major explanation as to why there was nothing for the Teacher Corps in the House bill. I understand it was subject to a point of order there.

I have reason to believe—in fact, before the debate was over the other day—I though it would be improper for me to use it in the argument, and I did not use it in the argument—one of the most influential

Republicans on the House committee got in touch with me and said, "I want you to know that I think we have a very good chance of holding $3 million on the House side if you can get it in."

I comment on that because I think there is some hope that maybe they will leave the $18 million untouched in conference. I hope that will be the case.

On your point in regard to the 8 million figure—I mean the 8 million student figure that Senator Yarborough referred to—I take you to our hearings of August 2, 1967, where we do have comments from the Department. I read part of it:

> The number of eligible—under the formula in Fiscal Year 1968 will rise from 6 million to 8 million with the result that the amount available per child will decrease again to a sum close to $150 per child.

Senator YARBOROUGH. Probably the 7 million I was referring to is for this past year. I presume the figure of 8.3 is for this year.

TITLE VI COMMENTS ON FUNDING

There is another point you raised: the handicapped children. I share your concern that so little is done for the handicapped. Here we are asking for this sum of money for the economically deprived, 7 million last year; 8 million this year. Now, of the 50 million children of school age in this country, approximately 5 million are handicapped in one way or another, physically or mentally. And virtually very little was being done for the handicapped children—just practically nothing in comparision with the economically deprived children.

We hope the antipoverty programs raise the level of the economically deprived. We cannot hope to change the handicapped only by education.

I think there is a gross imbalance to spend great sums of money for the economically disadvantaged—going over a billion dollars—and then for the handicapped cut that request from $150 million to $50 million, I believe.

Senator MORSE. It is down to $15 million.

Senator YARBOROUGH. $15 million for the 5 million handicapped, and asked for $1.2 billion for the 7 million economically deprived.

I think it is a rather irrational way to handle those funds.

Senator MORSE. Senator Murphy?

TITLE I FORMULA

Senator MURPHY. I have no questions. I congratulate the Senator. As always, his testimony has been most helpful and enlightening. I am pleased that he touched on the matter of the formula. The formula has bothered me from the beginning. I voted against this bill originally because of the formula, and only because of the formula. I am completely in concurrence with everything else in the bill. And I hope we can find a way to rectify this, and get the help where the help is needed.

Thank you very much.

Senator Moss. Thank you.

PANEL CONSISTING OF DR. EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.; HON. TERREL H. BELL, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SALT LAKE CITY, UTAH; HON. A. W. FORD, STATE COMMISSIONER OF EDUCATION, LITTLE ROCK, ARK.; AND HON. DUANE J. MATTHEIS, STATE COMMISSIONER OF EDUCATION, ST. PAUL, MINN.

Senator MORSE. Senator Moss and Senator Bennett, I want to call your attention to the fact that most of the hearings before this subcommittee are conducted through panel discussions. We call in the experts, they sit before us as a panel, and we sit up here as their students. We are about to have one of those panels now take over. Dr. Edgar Fuller, executive secretary, Council of Chief State School Officers, will bring his panel forward. It consists of the Honorable Terrell H. Bell, State superintendent of public instruction, Utah; Hon. A. W. Ford, State commissioner of education, Little Rock, Ark.; Hon. Duane J. Mattheis, State commissioner of education, St. Paul, Minn.

If you gentlemen come forward, I will turn the seminar over to Dr. Fuller and you may proceed, but before you do I shall recognize Senator Bennett. I want to say we are delighted, Senator Bennett, to have you with us this morning. We will be very glad to have you make any comment you wish to make, including comments about your State superintendent.

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF UTAH

Senator BENNETT. I appreciate that, Mr. Chairman. I have known Superintendent Bell for many years. He is a very well experienced, wise educational counselor, and he has our State school system in excellent condition.

I have known him also as a man who believes, like most of the pioneers in Utah today, that we should be able to work out our own problems, or at least be given that chance first, before power is overlaid on us from above.

We were commenting earlier that many of the people in the Federal school office cannot pronounce the names of the school districts in Utah, let alone understand their problems, and I stand wholeheartedly behind the statements that Superintendent Bell will make, knowing that he will disagree in part with the statements my colleague has made.

This is a result of the political situation in Utah. We elect our school board, and the school board selects its own superintendent, so while we have a Democratic Governor in Utah, we have a Republican superintendent of schools.

Senator MORSE. I want to thank you very much, Senator Bennett. I want to say to Superintendent Bell that it has been a great pleasure for me to chair this subcommittee, to work with both of your Senators, and I am delighted to have you here this morning to contribute to our record.

Senator BENNETT. I am sorry I cannot stay to hear the superintendent. But my committee has been meeting since 10 o'clock, and I better get up there.

Senator MORSE. Thank you very much. Thank you, Senator Moss.

Senator Moss. Thank you, Mr. Chairman. I said my word about my good friend, Ted Bell.

Senator MORSE. Dr. Fuller, the class is yours.

Dr. FULLER. Senator Moss, I would like to add to what has been said about Mr. Bell. He runs one of the strongest departments in the country. He is a fine educator. And I want to introduce the other two members of the panel. On the far left is Duane Mattheis, the State commissioner of education, St. Paul, Minn. He has been in office several years now. He is here to represent the State Department of Minnesota and also the Council of Chief State School Officers. Next to me is a veteran chief State school officer—in working with them and representing them for 19 years in Washington, I can say he is one of the great, one of the most brilliant, and one of the most effective. And although some people think that 26 years in a State department with nearly 16 years of service as a chief State school officer automatically disqualifies him, because he is dry behind the ears, so to speak, it certainly does not disqualify Arch Ford of Arkansas, who is a great chief State school officer.

Senator MORSE. Glad to have you all with us.

We will start with Superintendent Bell.

You may proceed in your own way.

STATEMENT OF HON. TERREL H. BELL, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SALT LAKE CITY, UTAH

Mr. BELL. Mr. Chairman, members of the subcommittee, I appreciate this opportunity to express my views on pending legislation on amendments to the Elementary and Secondary Education Act. It is my desire to place particular emphasis upon how this act has affected education in Utah.

This act has provided needed funds for Utah's 40 school districts to offer new learning opportunities to educationally deprived children. It has improved our libraries and instructional materials. It has funded special projects in supplementary education centers and has generated renewed interest in experimentation and innovation.

Utah educators express appreciation to this subcommittee and to Congress for this act and for the potential that it has if some fundamental problems can be solved. My discussion of these problems is intended to point up areas of concern related to educational decision-making in the Federal-State-local relationship.

As one having had 20 years of experience in school administration, I express sympathy and at least some degree of understanding of the great burden carried by the Commissioner of Education and his staff in implementing this act. Under pressure, and faced with unprecedented responsibility, understandable mistakes have been made. This act has touched, to some degree, every State and local school system in the Nation. It needs a most critical review at this time.

TITLES I AND II

In the State of Utah, titles I and II have been implemented smoothly and with a minimum of friction and stress on the machinery of local-State-Federal educational government. I believe these rules are functioning well because they have been based upon the premise that responsibility for adoption of important specifics should be left to the States. These titles spelled out the ends and left the detail of the means to accomplish those ends up to the States. Funds properly come to the States under title 1 and the States deal with the component school districts in the State system. Upon submission and approval of a State plan, funds under title II are also distributed to the States for subsequent release to local districts under the umbrella of the State plan.

TITLE III

Title III of the act has been useful to the school districts of Utah, but it has resulted in a fragmented effort. We have a series of supplementary centers and projects created out of the hectic game of grantsmanship. Districts apply directly to the commissioner for grant approval. The actual local need and potential in such places as Panguitch or Vernal, Utah, cannot be assessed from a distance of hundreds of miles and out of the confusion of 25,000 aspiring districts across the Nation as a whole.

Long-term planning is impossible on the State level under title III because the power of decisionmaking rests in Washington while the initiative rests in every member unit in our State. Unity of purpose in the use of these funds in our State is therefore lost. Such unity could be attained if the provision of H.R. 7819 calling for State plans became a reality. Utah's State education department is fully capable of administering title III on a State plan basis. Although some States have been granted this authority, we resent the lack of the same privilege in our State. I would most respectfully ask that this committee concur in the provision of H.R. 7819 insofar as title III is concerned.

TITLE V

Title V of ESEA has helped to improve the State educational leadership capability in Utah. The change in the formula for distribution of funds by prescribing 40 percent allocation to States on a flat grant basis and 60 percent on the basis of pupil population is a definite improvement in title V.

Utah is participating in a number of multistate projects under the provisions of section 505 of title V of the act. If the deletion of this section is enacted as provided by H.R. 7819 some provision should be made for an orderly phasing out of these projects. To drop them in the middle of a fiscal year would cause some States considerable difficulty.

The proposal to add a new part B for planning to title V of the act, as contained in S. 1125, should be deleted. This places another categorical item in the act and prescribes too much that should be left to the discretion of the State education departments. Utah is now involved in a project to improve comprehensive planning and evaluation. We are increasing our capability in these areas as resources make this possible. For example, we recently completed a comprehensive assessment of the

quality of our educational output, reported in a publication entitled, "How Good Are Utah Schools?"

Two master plans, one for higher and one for elementary and secondary education, are currently being developed in our State. We recognize the value of planning and evaluation, but believe this should be done under State initiative and not by Federal prescription.

LEADERSHIP CAPABILITY OF STATE DEPARTMENTS OF EDUCATION

Mr. Chairman, State departments of education are gaining in leadership capability. As a participant on evaluation teams, I have helped to appraise the work of several other State departments of education. From this experience in other States I am convinced that we have great leadership capability and also much future potential in our State education departments. If the full $65 million authorization of H.R. 7819 for title V were enacted and a like amount appropriated, we would be in an even better position to add to the leadership role of the State in the total Federal systems of shared responsibility. This would be a small but vital investment in the total potential of the entire act.

In the stress of implementing the provisions of the Elementary and Secondary Education Act of 1965, some State and Federal disagreements are to be expected. It is sometimes human nature for us to look with some disdain upon those who refuse to see matters as we view them. USOE testimony concerning weak State departments of education should therefore be considered in the light of stress placed upon State and Federal leaders. A strong State department of education may remonstrate with great vigor over issues where long established State administrative prerogatives have been violated. Refusal to conform and comply may not necessarily be a demonstration of weakness.

As stated earlier, USOE officials have been hard pressed to meet the great pressures of administration of this act. Like pressures and demands have been placed on State education officials. As I see it, we have had a successful initial experience. Now is the time for Congress to iron out the administrative and jurisdictional wrinkles.

FEDERAL-STATE-LOCAL PARTNERSHIP

I am grateful for the privilege of expressing these views to you. I am confident that the future relationships in the Federal-State-local partnership in education will be improved as a result of the consideration you are giving to this very important legislation. The channels of fund granting authority should, as I see it, never bypass the State department of education. To do so, is to weaken Federal as well as State leadership potential. When this happens, the dollars you appropriate are administered in a climate of confusion. More than anything else, I would urge a consistent Federal policy that follows proper channels in all Federal education programs.

Thank you.

Senator MORSE. Thank you very much.

SUBCOMMITTEE PROCEDURE

I would like to have the attention of Senator Yarborough and Senator Murphy a moment on a matter of procedure. I do not know how long each one of you can stay, and therefore my suggestion, I

think, is dependent upon that. My suggestion is that maybe if we called on the other State superintendents of education to make their statements, and then we can question all three at the same time—we can save a lot of time that way, and get their points of view. And you other two gentlemen will understand you are free to make any comment on anything that Superintendent Bell has said, and then we will give him a chance to supplement his remarks or disagree with you.

I am at your convenience. You can always break in at any time anyway.

I would like to suggest that I call now on Superintendent Ford, and then on Commissioner Mattheis.

Senator YARBOROUGH. I think the chairman's suggestion is a very good one.

I would personally observe it.

Senator MORSE. Is that all right with you, Senator Murphy?

Senator MURPHY. Yes, sir.

Senator MORSE. All right.

Our next panelist will be Superintendent Ford. We are delighted to have you.

STATEMENT OF HON. A. W. FORD, STATE COMMISSIONER OF EDUCATION, LITTLE ROCK, ARK.

Mr. FORD. Mr. Chairman, and members of the subcommittee, my name is A. W. Ford. I am commissioner of education in Arkansas. It is my privilege and honor to appear before this committee on S. 1125 as amended by H.R. 7819 on May 24, 1967.

The Arkansas Board of Education unanimously endorsed H.R. 7819 as approved by the House. This board is composed of nine lay citizens, appointed by the Governor and confirmed by the senate. Members serve terms of 9 years with one member being appointed each year. Some are serving second terms. This indicates that this board has stability and has had the opportunity to become knowledgeable in the administration of educational programs.

It shall be my purpose to state briefly some of the reasons for our position in Arkansas on S. 1125 as amended by H.R. 7819.

TITLE I. ELEMENTARY AND SECONDARY EDUCATION ACT (EDUCATION OF DISADVANAGED CHILDREN)

Arkansas favors the so-called Gibbons amendment to title I as approved by the House. H.R. 7819 provides that each State will be entitled to 50 percent of its own average per capita current expenditure for elementary and secondary education for each disadvantaged child educated, or 50 percent of the average expenditure of all the States for these purposes, whichever is larger. The relative State and local needs and relative State and local economic ability to pay for education of the disadvantaged should be taken into account.

We favor the several other amendments to title I as approved by the House. These include provisions for Indian children, an adjustment in certain limitations on State administrative expenses, the inclusion of migratory disadvantaged children, and the extension of the expiration dates of several sections of the law to June 30, 1969. Arkansas assumes

that the Civil Rights Act will in due time be enforced in all parts of the Nation. We can see no valid reason for discrimination against the South and border States on this issue.

I might add that I favor the enforcement of the Civil Rights Act in the South, as elsewhere.

The philosophy incorporated in Public Law 89–10 which provides for compensatory education to the disadvantaged is sound. If we are to encourage people to spin themselves out of the poverty cycle, an extraordinary effort to provide educational opportunities for them must be made. It is abundantly clear that giveaway programs, involving young people, which do not involve the individual in any significant activity in which he feels the excitement of achievement leaves much to be desired. I was interested in reading an Associated Press account a few days ago which quoted a distinguished member of this committee, Senator Kennedy, as thinking of possible better approaches to the great problems inherent in welfare programs. If any solution is found, and we must certainly assume a sound solution must be achieved, it would seem that meaningful participation which would include both educational opportunities and training programs for specific skills would probably be included. We do not believe that basic problems can be solved except through some plan which will make a meaningful demand for performance by the individual. I am speaking of something similar to the old Civilian Conservation Corps, and the NYA, during the Roosevelt era.

Every effort should be made to reduce differentials in the quality of educational offerings to children. These differentials exist in all States. They exist between white children in the more favored districts and white children in rural areas, between Negro children in one part of the Nation and those in another area, and most of all between white and Negro children. I am wholeheartedly committed to compensatory education for underprivileged children and youth regardless of place of residence, color, or creed.

It is evident that complete separation of church and state which was envisioned a generation ago in which the individual was denied transportation or any other service rendered directly or indirectly by government has no future in this country. The GI bill rendered this extreme viewpoint obsolete. H.R. 7819 deals adequately with this issue—the protestations of administration leaders, particularly the Secretary, to the contrary notwithstanding.

The overall administration of title I by the Office of Education has been reasonably satisfactory and there is evidence that it will improve. For example, in the 1966–67 year, Arkansas had to file a copy of each project approved with the Office of Education. We could see no valid reason for this requirement and it has been discontinued for the 1967–68 year. We believe the U.S. Office of Education should thoroughly check projects and should demand that all laws of Congress be obeyed. We can see no reason for nitpicking on administrative matters which make no real contribution to children. After all, title I is for children and not for schools, State departments of education, nor the U.S. Office of Education.

TITLE II, ESEA (SCHOOL LIBRARY RESOURCES, TEXTBOOKS AND OTHER INSTRUCTIONAL MATERIALS)

Arkansas has experienced no substantial difficulty in the administration of title II of the Elementary and Secondary Education Act. The requirement for a State plan is in large part responsible for this fact. Provisions with reference to nonpublic schools have not posed any problems. Our relationships with nonpublic schools are entirely satisfactory. The administration of this title by the U.S. Office of Education, so far as Arkansas is concerned, is exemplary.

TITLE III, ESEA (SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES)

We favor title III as amended by H.R. 7819 which includes:

1. Retention of authorized uses for which Federal funds may be expended, as in S. 1125.
2. Its new provisions for State plans, optional during fiscal year 1968 and mandatory for all States beginning with fiscal year 1969 on July 1, 1968.
3. The formula for apportionment of Federal funds.
4. Approval of State plans by the U.S. Commissioner of Education as a substitute for his approval of local project plans as is currently done. Administration by the U.S. Office of Education during 1966–67 was, from our point of view, unsatisfactory in comparison with title II.
5. The elimination of the church-state issue by incorporating the provision that funds from State sources and Federal title III funds cannot be commingled in the States.

Mr. Chairman, I would like to emphasize this church-state issue has been adequately dealt with, with the House amendments, in my opinion. I see no way that an individual could get into Federal court on this issue, if he were disposed to do so. Going back to the 1920's, the U.S. Supreme Court ruled that an individual as such cannot challenge the way the Government spends its money. Therefore, the GI bill and other bills applying to individuals are constitutional.

6. Retention of provisions for proper reports to the U.S. Commissioner of Education, as in S. 1125.
7. Provisions for administration of State plans as in S. 1125.
8. Provisions for judicial review of Federal administrative actions with respect to administration of State plans, as in S. 1125.

Mr. Chairman, I regard the issues in title III and to a lesser extent title V as the most important issues in this legislation.

Vocational education has operated successfully through the use of State plans by State boards of education since 1917.

The National Defense Education Act is currently operating successfully through the use of State plans. Title II of ESEA is administered through a State plan. The library program is administered through a State plan.

The argument that States are not in position to improve appreciably the quality of education, if given direction of sufficient funds, is spurious. States have never had adequate funds with which to develop outstanding programs which would be innovative, and which would stimulate the improvement of all educational programs in the area.

Statements to the effect that States cannot lead in innovative and imaginative programs remind me of those remarks to the effect that the disadvantaged person in our society has failed because of his inability, and we should waste no effort or money in attempts to rehabilitate him. It is my firm belief that the States would do a far better job than the Office of Education in developing imaginative and innovative programs. We want no part of a Federal system of education regardless of how it is presented. The distinguished chairman of this subcommittee eloquently commented on this point in hearings held by this group on July 26. I wholeheartedly endorse his statement.

Superior education programs cannot be purchased with money alone. Good education, like good character, must be developed by those who are dedicated to the task. In education, as in character building, the task can best be done by those nearest the scene. Federal direction and control tend to create uniformity. Harmony instead of uniformity is the climax of proper development of educational programs. Diversity inherent in the 50 State departments of education tends to result in harmonious development of programs far more than uniformity demanded by a Federal bureaucracy.

It has been my privilege to serve as a professional staff member of our State education department for more than 26 years, almost 15 years as commissioner. I have never observed the U.S. Office of Education appear so interested in retaining complete control of any program as is evident in its pursuit of power in title III.

TELEPHONE LOBBYING

Mr. Chairman, if I might add here—the U.S. Office of Education personnel has been telephoning all over the country to department people requesting them to contact Senators and Representatives of the Congress to support the U.S. Office position on this matter. I do not know whether that is appropriate or not. I can give you names if you want, but I prefer not to, because I do not want to get anyone in trouble if that is not an appropriate procedure. But that has been done before it passed the House, and it is probably——

Senator YARBOROUGH. Mr. Chairman, I would like to interject here. I think it is reprehensible procedure for the Office of Education to try to put heat on these State departments of education to lobby with their Members of Congress to try to get them to give the Office of Education more power.

I would just like to interject that at this point.

Senator MURPHY. Mr. Chairman, I would like to join my voice in agreement with the Senator from Texas, and I think it might be appropriate if the chairman, for the benefit of this committee, sent a request down to the Office of Education to find out to what extent, who is involved, and how many people have been involved in this activity.

Senator MORSE. The assignment has just been made to the counsel of the subcommittee.

(The following memorandum was subsequently received on this point:)

MEMORANDUM FROM THE BUREAU OF ELEMENTARY AND SECONDARY EDUCATION

Members of the OE staff have provided information and informational services to State Departments of Education when requested. OE staff has never initiated calls for the sole purpose of advocating passage of legislation pending before Congress, particularly in the case of H.R. 7819.

Senator MURPHY. Thank you, sir.

DEER, ARK., TITLE III PROJECT

Mr. FORD. Speaking of the ability of the U.S. Office of Education in comparison with State departments of education, we had a project—this is not in my prepared statement—we had a project approved at Deer, Ark., which is a mountain school, as an innovative project. The department of education did not recommend it. The U.S. Office approved it anyway, for some $38,000 planning grant. There was a woman who formerly resided there, who came back on vacation. They paid her $75 a day, a total of $4,050, to give them advice and counsel while she was at home during the summer months visiting her mother.

Now, that many have been justified. But it would not have happened had the Arkansas Department of Education been approving the expenditures—I can assure you of that.

TITLE V. ESEA (GRANTS TO STRENGTHEN STATE DEPARTMENTS OF EDUCATION)

Arkansas supports the House-passed bill concerning ESEA, title V. An important issue in title V is proposed part B. I strongly object to any effort on the part of the U.S. Office of Education to use Federal funds to influence policymaking functions of States and local school districts. Part B of title V of S. 1125 should be deleted.

I would think there would be no objection in our State to completing the projects already funded or set up under the 15 percent. But this part B we would very much urge you to delete.

I concur in the following recommendations made by Dr. Edgar Fuller, executive secretary, Council of Chief State School Officers, on July 26, 1967, with reference to the position of the council on title V as amended by H.R. 7819:

1. Extension through fiscal year 1969, with authorizations of $65 million for fiscal year 1968 and $80 million for fiscal year 1969.
2. Elimination of the currently authorized "set aside" of 15 percent for federally approved projects under section 505.
3. Elimination of the new part B proposed by the administration.
4. Approval of the more equitable distribution formula proposed by the administration.
5. Retention by the U.S. Commissioner of Education of the authority to approve State applications and project proposals, as S. 1125 proposes.

Title V has been of significant assistance to Arkansas in strengthening the State department of education.

Mr. Chairman, I am grateful for the privilege of appearing before this committee. Thank you.

Senator MORSE. A very fine and helpful statement. We are glad to have had you before us.

At this time we will call on the State commissioner of education of Minnesota, Duane J. Mattheis.

Mr. MATTHEIS. Thank you, sir.

STATEMENT OF HON. DUANE J. MATTHEIS, STATE COMMISSIONER OF EDUCATION, ST. PAUL, MINN.

Mr. MATTHEIS. Mr. Chairman and members of the committee, I am Duane Mattheis, commissioner of education for the State of Minnesota. I am deeply appreciative of the opportunity to indicate to you my strong support of education legislation before your committee, specifically S. 1125 as amended by H.R. 7819.

TITLE III COMMENT

The particular portions of H.R. 7819 that I would like to speak to are titles III and V. In my judgment one of the most significant legislative decisions that could be made by this Congress would be the support of title III as amended in H.R. 7819. These changes are logical, desirable, and essential—there will be no time better than the present to take care of this matter that is so vital to public education.

The form of title III in H.R. 7819 changes the program from one where the decisionmaking powers rest wholly with the U.S. Office of Education to a program where decisions would be made at the State level under rules, regulations, and guidelines developed by the U.S. Office of Education. Although there might be some validity in the feeling by some people that under this procedure some States might not use the funds to maximum effectiveness, it is my judgment that the problems and dangers of a continuation of the present procedure of decisionmaking in the U.S. Office of Education far outweigh those that may occur under provisions of H.R. 7819. The change in authority will undoubtedly cause some minor adjustment problems. It is once again my judgment that these problems will only increase in number and complexity the longer the present U.S. Office of Education-local school district arrangement, bypassing completely the State departments of education is in operation, as far as decisionmaking authority is concerned. Even if one were to accept, and I do not, the belief held by Secretary Gardner and given in testimony before this committee on July 24, that the House-passed amendments to alter the administrative structure of the program "can only diminish the effectiveness of the program and threaten its generally acknowledged success," in my judgment it would be far wiser to take the chance of diminishing the effectiveness of a program rather than nurture a program that has the potential of destroying our system of public education.

I have a great concern about a program that, in the Secretary's words, "is designed to help us rethink the entire process and organization of education and reshape it to fit the times," when the decisionmaking authority for the approval of projects that will bring about this change rest entirely in the U.S. Office of Education.

FEDERAL SEED MONEY

The Secretary further stated that, "Its (title III) central objective is to encourage constructive change by giving schools Federal 'seed money' to develop new and improved methods of teaching and learning and better ways of serving children, parents, and communities." I would contend that this desirable objective could remain the same and be just as reasonably attainable through the State plan procedure so common in other Federal educational support programs wherein, after a State plan is developed to meet U.S. Office of Education criteria, considerable decisionmaking authority is delegated to the State educational agency. Title III is unique in its breadth and flexibility; the States are asking for a far more significant role in such a revolutionary, far-reaching and promising Federal educational program.

In testimony given to your committee it was reported that "Of 723 local title III project directors, 90 percent explicitly favor the program as it now operates." I would raise a number of points with regard to this oversimplification of endorsement.

First, who conducted the survey? To the best of my knowledge the State educational agencies did not and therefore I might assume that it was conducted directly or indirectly by the U.S. Office of Education. My only surprise is that the results did not approach 99 or 100 percent.

Can you imagine a project director who is in the process of administering a U.S. Office of Education approved and financed project, who is probably in the process of preparing or has already submitted a request for additional funding, giving anything but support to the present operating arrangements? I do not share the concern of the Secretary about changes in title III altering the present delicate balance of the church-State controversy. I see no reason why the local administration of title III projects under a State plan arrangement set up to meet Federal legislative intent would have to be altered from the present procedures. The Secretary also reiterated the old bogeyman statement in his testimony, "There is also a serious question concerning the capacity of many of the States to assume responsibility for title III at this time."

CAPACITY TO ADMINISTER TITLE VI

At the outset I would say that if there are those that question the capacity of the States to carry out the responsibilities of this title, there are also some who question whether the U.S. Office of Education has the capacity to assume the responsibilities of the title. Who are these people in the U.S. Office of Education that make them so uniquely endowed to handle these important educational responsibilities? They are either well-degreed people with little practical educational experience or they are people who have had educational experiences in the public schools or State departments of education across the country.

They are, by and large, people just like those of us back in the States and local school districts. As a matter of fact, within the past year the Minnesota State Department of Education has contributed two of our fine young men to important administrative positions in the U.S. Office of Education and we have recently hired a U.S. Office of Education employee to fill one of our important departmental posi-

tions. In my judgment, the U.S. Office of Education and its staff are no more or less uniquely endowed with capabilities to insure the successful administration of this title than are the States and local school districts. How many are the "many" States that are referred to as not being capable? Which are they? Why is not the U.S. Office of Education extending some kind of a crash assistance program to these States to help them? We have been hearing about them since the legislation was first introduced 2 years ago, I do not know of any concerted, specific projects underway by the U.S. Office of Education to alleviate the situation constantly stated in the accusation.

Being a school teacher, I wonder about the desirability of the philosophy being advocated in this instance; punishing or discipling some or many of the innocents to get at those States that are not up to "capacity." What is this desired capacity that is referred to? Is it numbers of staff, size of budget, type of relationship, or degree of prestige with local school districts? Might not a worthy project of the U.S Office of Education be the identification of this capacity so that a State may know what goals it must achieve in order to be considered worthy of receiving the delegation of educational responsibilities? Then there is the reference to the undesirability of change at this time. When is the time? Who is going to determine it? I would contend where a program such as this has such important ramifications for the future of something as fundamentally important to this country as public education, the time is never too soon. The consequences of delay are worse than the discomfort and inconvenience of change at this time.

CHANGE AS OBJECTIVE

The Secretary and the Commissioner have both identified change as a major objective of title III. I would only suggest that a little of this philosophy be put into practice at this point by changing the administrative arrangements for the title in this session of Congress as set out in H.R. 7819. Support of the amended version of title III before you will give the State, and their State departments of education in particular, an opportunity to develop to a higher degree of sophistication their leadership in this exciting, exemplary and innovative Federal educational program. We only ask that you give us a chance. Once again as a teacher I am reminded of the close and necessary relationship between responsibility and authority. One of the best methods of teaching responsibility is to give authority in the area of responsibility. I am convinced that the delegation of additional authority in title III will increase substantially and quickly the degree of responsibility the respective States will develop and maintain to insure the success of the title.

TITLE V COMMENT

I would like to conclude with a few brief comments about title V. I strongly support title V in its present form in H.R. 7819. This title has unquestionably been the most significant as far as educational change in the respective States is concerned; in its ease of operation and administration, in its identified need, and in the rapidity with which it has set about to achieve its stated objective—the strengthening of State departments of education. This title has worked exceedingly well to achieve its goals and to the best of my knowledge only needs additional

funds in order to accelerate the rate of strengthening State departments of education that has been so well initiated.

In supporting title V in its present form in H.R. 7819, I would like to express strong opposition to the title V, part B section originally proposed by the administration. The intended purpose of this new section was for comprehensive educational planning. In my judgment, no change in the present title is necessary to accomplish this desirable objective. Comprehensive educational planning has and is in fact being carried out in a number of States under the provisions of the present title.

In Minnesota we allocated a substantial amount of our funds from each of the 3 years' operational budgets for comprehensive educational planning. Funds from the Vocational Education Act of 1963 were used for a statewide study of vocational education in 1964 and that study is now being updated with funds from the same source.

In States that have no conducted comprehensive educational planning studies with State or Federal moneys up to this time, it would only take a small amount of encouragement by U.S. Office of Education personnel to include such programs in their subsequent title V budget plans that are submitted to the U.S. Office of Education for approval to accomplish this desirable objective. I would only reiterate again that, in my judgment, the necessary and desirable comprehensive educational planning can be accomplished under title V in its present form in H.R. 7819.

There is another matter regarding the proposed title V, part B that is worthy of note and that is the significant increase in discretionary power and quantity of Federal funds available to the U.S. Commissioner of Education to conduct planning and programs within the individual States. If it is truly comprehensive planning that the U.S. Office of Education is interested in, this can be accomplished in the respective States under present legislation with additional funds and/or direction. Many of us readily accept the responsibility for this important work.

At the same time I might say that some of the most essential educational planning that is needed today is that regarding the present Federal educational programs and the planning needed to develop additional programs to help States and local school districts meet the increasing educational problems of the present and the future.

COMPREHENSIVE PLANNING NEEDED

Comprehensive educational planning by the U.S. Office of Education relating to the future of and the coordination of the multitude of present programs is greatly needed. Comprehensive educational planning prior to legislative introduction of new programs would be somewhat unique but is increasingly necessary. Comprehensive educational planning to set out the role of the Federal Government and the U.S. Office of Education in public elementary and secondary education in our Nation would be an undertaking of unlimited and essential value and merit. And finally, it would be my hope that such comprehensive educational planning at the Federal level might have significant nationwide lay public and professional educational participation and involvement.

Mr. Chairman, members of the committee, I am deeply indebted to you for the opportunity of presenting testimony to you today regarding this extremely important Federal education legislation. If I can be of assistance to you, including discussion of the legislation in further detail, I am at your service.

Senator MORSE. Superintendent Mattheis, this is a very cogent and reasoned paper. I want to thank you for it.

(The following addendum to the statement of Dr. Mattheis was subsequently received.)

KANSAS STATE DEPARTMENT OF PUBLIC INSTRUCTION,
Topeka, Kans., August 22, 1967.

Dr. DUANE J. MATTHEIS,
Commissioner of Education, Department of Education,
Minneapolis, Minn.

DEAR DUANE: Thanks so much for sending me a copy of your testimony presented to the sub-committee of the Senate Committee of Education and Public Welfare as of August 7, 1967. I have read your statement with interest, and I certainly agree with your observations. I want to emphasize that your statement with reference to innovative practices might begin at the U.S. Office of Education as well as being expected at the state and local levels. I get real exercised at this point! I am sure that it would be real helpful if planning were made at the level of the U.S. Office of Education so that state agencies and local school districts could make appropriate plans. Then, too, the Congress makes appropriations some four or five months after the beginning of a fiscal year for which the appropriations are to be used. This causes uncertainty and confusion. It is difficult to find professional people if one seeks to locate them after April of the calendar year preceding July 1 of the fiscal year for which the Congress has made an appropriation.

I like your answers as to the human element whether it be at the U.S. Office of Education level, at the State Department of Education level, or at the local school district level. I would be hopeful that those who have accepted and are rendering educational leadership in the U.S. Office of Education could work in a consultative fashion with State Departments of Education personnel in order to upgrade State Department of Education services as needed. This is one of our most important functions in the Kansas Department of Education. We strive in every way to aid and assist local school districts to improve and upgrade their services.

I trust that your appearance before the sub-committee will prove to be helpful to the Chairman, Senator Wayne Morse, and others of the Senate Committee on Education and Public Welfare.

Thanks so much for taking time to present a paper that certainly reflects my personal convictions.

Sincerely yours,

W. C. KAMPSCHROEDER, *Superintendent.*

Senator MORSE. I will ask Dr. Fuller if he wishes to make any comment at this time.

Dr. FULLER. Thank you, Senator.

Senator MORSE. We will be glad to hear from you now.

STATEMENT OF DR. EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.

Dr. FULLER. Mr. Chairman, I have no comment, except to say that the four men from the State offices who testified before you on the 26th of July, and the three who testified this morning, would be supported on most of these issues by almost all of the rest of chief school officers, in the States.

Only one thing further: I would like to introduce into the record at this point some correspondence from Indiana, Georgia, and two other States, some brief communications with the Office of Education by their chief State school officers.

Senator MORSE. The correspondence will be received for record at this point.

Dr. FULLER. Thank you, sir.

(The correspondence referred to for inclusion in the record follows:)

GEORGIA STATE DEPARTMENT OF EDUCATION,
Atlanta, Ga., July 21, 1967.

Mr. HAROLD HOWE II,
U.S. Commissioner of Education, U.S. Office of Education, 400 Maryland Avenue SW., Washington, D.C.

DEAR COMMISSIONER HOWE: This is to protest the irregular manner in which the application from Atlanta Board of Education for Title III, ESEA, project number 67–04770, *Health Education and Health Occupational Training*, was handled.

On May 3, 1967 the Region IV Title III personnel discussed with Mr. Robert Shigley, our Georgia Title III Coordinator, and a representative of the Atlanta Public Schools a communication from Dr. Nolan Estes concerning a request from the Surgeon General that some Title III projects be developed for the purpose of guiding young people into the Medical profession. Dr. Estes' communication suggested that Atlanta Public Schools develop and conduct such a project.

In the discussion our representative, Mr. Shigley, stated an opinion that such a project would not be a specially designed educational program which meets the purposes of the title as outlined under Section 303 of the Act. He further stated an opinion that the idea was unsound from a guidance point of view and that such activities as would be carried out should be an integral part of a comprehensive guidance program rather than counseling and guidance directed toward a specific occupational group. This, he felt, was not educationally sound; as such activity could well amount to active recruitment of youngsters for a given family of occupations without providing them with a broad survey of the world of work, which is essential for young people to make an intelligent life-time decision of vocational choice.

There was no further discussion of this proposed project with representatives of the Georgia State Department of Education. No application for grant was submitted to the state agency for review and recommendation. On July 21, 1966 we received a copy of a letter to Dr. John W. Letson, Superintendent, Atlanta Public Schools, from Dr. Nolan Estes announcing approval of the project. Prior to the announced approval, the state agency was totally ignorant of the fact that such a project had been submitted.

The manner in which this grant application was handled is in direct violation of Section 304(b)(4) of the Act which states:

"Applications for grants under this title may be approved by the Commissioner only if . . . the application has been submitted for review and recommendation to the State education agency."

In view of the improper manner in which this project was handled, not as an inadvertent error, but rather as a surreptitiously maneuvered administrative fiat designed to by-pass the state agency because it was known that the proposal would not receive our recommendation. I am, therefore, strongly protesting this procedure and requesting that this grant not be awarded to the Atlanta Board of Education.

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., February 23, 1967.

Hon. JACK P. NIX,
Superintendent of Schools, State Department of Education, Atlanta, Ga.

DEAR SUPERINTENDENT NIX: Effective March 1, 1967, the Atlanta Regional Office, under the direction of Dr. C. J. Martin, Regional Assistant Commissioner, will assume responsibilities for the administration, operation, and servicing of programs under Titles III and V–A, National Defense Education Act, Section 12 of the National Foundation on the Arts and Humanities Act, and Title II of the Elementary and Secondary Education Act for the States in HEW Region IV. All matters pertaining to the programs under these titles, including the approval of State plans and amendments thereto, correspondence, grant awards, financial reporting and audit settlement, should be directed to Dr. Martin, who with his staff, will be able to provide more rapid and frequent service and assistance to your staff. Further detailed explanation of the regionalization plan will be discussed at the meeting in Atlanta on March 1–2.

This transfer of program decision making and operation from Washington to the regional offices is a part of the general plan of the Office of Education and the Department of Health, Education, and Welfare to improve its capacity to administer the growing number of Federal assistance programs by providing more direct services to State departments of education. The availability of trained and knowledgeable program officers in regional offices should assist you and your staff to more readily obtain the information and services needed. The improved accessibility of Office of Education staff in working with their counterparts in State agencies will help to better serve the unique needs of particular geographic areas. This strengthening of the regional offices is a further manifestation of the partnership we share with States in improving the quality of education and educational opportunity.

Plans are underway for regionalizing other grant programs within the near future. Additional information will be communicated to you in the near future.

Sincerely yours,

HAROLD HOWE II,
U.S. Commissioner of Education.

GEORGIA STATE DEPARTMENT OF EDUCATION,
Atlanta, Ga., February 28, 1967.

Hon. HAROLD HOWE II,
U.S. Commissioner of Education, Department of Health, Education and Welfare, Office of Education, Washington, D.C.

DEAR COMMISSIONER HOWE: In recent years the trend has definitely developed for the U.S. Office of Education to become more involved in state and local administrative processes in many areas of the educational program. Those of us within the states have considerable reservation in the establishment of regional offices by the U.S. Office of Education. This concern is readily substantiated in the administration of Manpower Development Training projects reflecting almost complete control of this program by federal officials.

In your letter of February 23, 1967 you indicate programs under Titles III and V–A of the National Defense Education Act, Section 12 of the National Foundation on the Arts and Humanities Act, and Title II of the Elementary and Secondary Education Act will be completely transferred to the Atlanta Regional Office under the direction of Dr. C. J. Martin.

You further state in your letter "This transfer of program decision making and operation from Washington to the regional offices is a part of the general plan of the Office of Education and the Department of Health, Education and Welfare to improve its capacity to administer the growing number of Federal assistance programs by providing more direct services to State departments of education."

I am interpreting this to mean that Dr. Martin and his staff will give a definite answer to any question pertaining to the above programs *without having to contact the Washington offices.* If this is not the case in actual practice, it will be our purpose to resist in every way possible the further establishment of regional offices and attempt to eliminate the Atlanta office. Inserting another level of administration or, stated differently, "sandwiching in" between state departments of education and the U.S. Office of Education additional staff and administrative

procedure delaying program development and approval does not enhance our efforts to provide accelerated improvement in public education for the people of the several states.

Commissioner, I think you know me well enough to understand my reasons for writing this letter. I would be professionally dishonest if I did not clearly point out to you my strong feelings concerning federal control of state educational programs; however, let me assure you I intend to work with you and Dr. Martin in giving this a fair trial and I will not hesitate to call to your attention the first instance of conflict.

With warm personal regards, I am,

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

GEORGIA STATE DEPARTMENT OF EDUCATION,
Atlanta, Ga., April 25, 1967.

Hon. C. J. MARTIN,
Regional Assistant Commissioner, Department of Health, Education, and Welfare, Atlanta, Ga.

DEAR DR. MARTIN: I have carefully considered the contents of your letter of April 12, 1967 relative to regularly scheduled meetings of Title I state staff to be held in state departments of education.

The following comments would be appropriate considering my previously stated position that states should control public education and operate federally supported educational programs within the framework of federal laws and rules and regulations:

(1) Your proposal to have periodic meetings with state staff responsible for Title I programs is desirable *only* for the purpose of disseminating information relative to rules and regulations. The direction and supervision of programs are responsibilities of the state staff.

(2) State staff members are working overtime in insuring our programs are operated in compliance with federal rules and regulations, reducing the amount of time available to attend meetings.

(3) At such time as we begin having federal staff come into state departments of education and hold regular meetings, this will be the beginning of the end for state departments of education and the beginning of operation of public school programs by federal officials.

(4) It was my understanding, in the establishment of regional offices for the U. S. Office of Education staff, that staff would be available to answer questions and visit in the states on invitation. This procedure is workable and one I expect to follow.

(5) We will be happy to have our staff participate in called meetings by the Regional Office when necessary for the purpose of obtaining interpretation of rules and regulations of the U. S. Office of Education. However, such meetings should be arranged by the regional staff in locations other than state departments of education.

I am confident you will, perhaps, be disturbed at my reaction to your letter. My reaction is definitely in keeping with my belief that the Federal Government is involving itself in too many details of day-to-day operations of educational programs. Mr. Bob Beemon, our Title I Coordinator, informs me he received a seven-page list of instructions for approval of projects for next fiscal year. To me, this is ridiculous and certainly reflects federal control. I do not intend to lend support to the further development of a federal system of public education.

Please be assured my reaction in no way casts any personal feeling of animosity to you as an individual or as an educator, but to a basic philosophy of governmen+

With warm personal regards, I am

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Atlanta, Ga., April 12, 1967.

Hon. JACK P. NIX,
State Superintendent of Education,
State Department of Education,
Atlanta, Ga.

DEAR SUPERINTENDENT NIX: As the second year of Title I of the Elementary and Secondary Education Act progresses, it is becoming ever more obvious to us that a constant need for the flow of information between the State Departments of Education is necessary. The evolving nature of this program combined with the innovative practices taking place in our area, require that we work closely together to disseminate information and constantly review policy positions.

With this in mind, we are soliciting your suggestions as to the feasibility and desirability of arranging periodic meetings of the Title I Coordinator and/or their chosen staff members. Our concept of such meetings would be one of a dissemination of practices, new ideas, problems, and suggestions. We feel such a meeting would also provide this office with a primary source of in-put from which future plans and policy decisions could be made. It would also present each of our offices with an opportunity to "clear the air" as it were if any problems arise.

We believe a great deal of benefit could be derived from such an arrangement. We also believe that these meetings should be held in the State Departments involved. This would present the State personnel with an opportunity to learn the methods of operation of the other State Departments and the feed back could be quite worthwhile.

If you will please indicate your interest in such a meeting at your earliest convenience, we will proceed as you advise. Perhaps, we could have our first Title I meeting in Atlanta in June, and, at this time, make plans for other meetings including places and time of subsequent meetings.

Sincerely yours,

C. J. MARTIN,
Regional Assistant Commissioner.

COLORADO TITLE III SERVICES, FROM STATE DEPARTMENT OF EDUCATION

The Colorado Department of Education holds periodic regional meetings throughout the state describing the purposes and changes in the Title III program, informing local school district officials regarding the procedures for submitting proposals, reviewing the activities taking place in present Title III operations, and exploring ideas for possible proposals. In these meetings, and individual conferences and visitations, staff members of the Colorado Department of Education stimulate the best creative thinking of local school district officials to develop innovative ideas. In consultation with the professional staff of the Department, local school district officials enlist the help of local lay people who represent the broad cultural and educational resources of the area to help plan the proposal. Constant communication and consultation takes place between the proposal planners and state department officials in order to bring to bear upon the ideas the broad perspective of the state regarding related activities and resources which might be valuable to the proposed activity. The scope and timing of the project are analyzed, as well as the personnel requirements, the budget, the relevance of the project to the region being served, and the possible alternative sources of funding. Evidence that the project will supplement, not supplant, locally available funds and that the project will meet other requirements of the law must be presented.

Following this extensive planning by a great many people, the applicant prepares a formal proposal in accordance with the instructions published by the U.S. Office of Education. Copies of each proposal received by the Colorado Department of Education are sent to four readers, three of whom are practicing educators in local school districts, who evaluate each proposal on an objective basis. Additionally, ,a copy of each proposal is sent to and evaluated by a specialist in the subject area of concern in the proposal. In many cases, multiple areas of educational concern require two or three subject area specialists' evaluations. The Title III research consultant in the Colorado Department reads all proposals, makes his own evaluation, and summarizes the recommendations of all readers.

These recommendations are then presented to a state department of education review panel consisting of the director of research and development, the Director of Elementary and Secondary, and the Assistant Commissioner for Instructional Services. Their recommendations are forwarded to the State Commissioner for his review and recommendation to the U.S. Office of Education.

MARYLAND STATE DEPARTMENT OF EDUCATION,
Baltimore, Md., July 31, 1967.

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

DEAR SENATOR BREWSTER: Proposed modifications in Federal legislation on education are now being discussed by the Senate Sub-Committee on Education. We call to your attention certain items in which we are vitally interested:

NATIONAL DEFENSE EDUCATION ACT (NDEA)

The Administration has proposed reducing Title II–A from $79,200,000 to $47,000,000. Rather than reducing these funds, we would like to see appropriations for the full authorization of $110,000,000. These funds, available on a 50–50 matching basis, have been most helpful in purchasing instructional equipment and materials in the various subject areas.

Title III–B of this Act is also important for it provides funds for administration and supervision of the program. For Fiscal Year 1967 the sum appropriated for Title III–B was $7,500,000. For Fiscal Year 1968 the Administration is proposing to move $5,500,000 of this sum from NDEA to the Elementary and Secondary Education Act (ESEA), Title V. Of the $5,500,000 of ESEA, Title V, 15% would be set aside to be used at the discretion of the Office of Education for special regional projects. This in effect would be making a reduction in aid to the states for supervision and would, doubtless, lead to chaotic situations for state education agencies where staff is already on the job and budgeted income from state tax sources is fixed for Fiscal Year 1968. We urge keeping the total appropriation of $7,500,000 within the NDEA program.

ELEMENTARY AND SECONDARY EDUCATION ACT (ESEA)

Title III of this Act is quite helpful in pointing toward new and creative ways for the improvement of education. Whereas the Administration desires that the Office of Education continues responsibility for this program, we favor placing responsiiblity for its administration with state educational agencies in accordance with state plans. Our experience indicates there is very close correlation between recommendations made by Maryland and the approvals given by the Office of Education to projects submitted from our state. We believe Maryland is fully capable of administering this Title.

Only by accepting responsibility will states grow in their competency to provide educational leadership. If certain states are considered incompetent, the Federal office has an obligation to help them become strong and should make consultants available to assist them in rendering good decisions, rather than continuing to make decisions for them.

Title V is excellent for helping to improve the quality of state educational agencies. We urge the full appropriation of $65,000,000 for Fiscal Year 1968. The present Administration plan calls for $29,750,000 for the Title including a transfer of $5,500,000 from NDEA Title III, mentioned above. This is insufficient, especially since the Administration proposes 15% of the total for a set-aside. There should be no set-aside unless there is a substantial increase over the Administration's proposal so as not to interfere with staff now employed and to permit extension of vital service in state educational agencies.

We shall be glade to discuss these thoughts with you in greater detail if you have questions.

Thanks for your continuing interest in educational matters.

Sincerely yours,

JAMES A. SENSENBAUGH,
State Superintendent of Schools.

STATE OF INDIANA,
DEPARTMENT OF PUBLIC INSTRUCTION,
Indianapolis, Ind., July 6, 1967.

Commissioner HAROLD HOWE II,
Department of Health, Education, and Welfare,
Office of Education, Washington, D.C.

DEAR COMMISSIONER HOWE: Please be advised that the Indiana Department of Public Instruction will deal only directly with the U.S. Office of Education Washington, D.C. In addition, we expect the U.S. Office of Education to deal directly with the Department of Public Instruction in the State of Indiana. The creation of Regional Offices is unnecessary and perhaps illegal. A casual examination of bills passed by the U.S. Congress fails to disclose any authority for your office to create Regional and Sub-Regional Offices.

Your memorandum dated June 23, 1967, requiring extra carbon copies of SF–218 is undoubtedly a forerunner of any extra copies of the many federal forms that exist. Decentralization will result in duplication, expansion of federal payrolls, expenditures of funds away from the classroom, and confusion in questions of authority. The few questions that this Office has directed to the Chicago V, Regional Office have never been directly answered by that Office. In each instance, our letters were forwarded to the U.S. Office in Washington, D.C., for final authoritative answers. It is obvious that direct communication by the State Department of Public Instruction and U.S. Department of Education in Washington, D.C., is the preferable channel of communications.

Respectfully yours,

RICHARD D. WELLS,
State Superintendent.

STATE OF INDIANA,
DEPARTMENT OF PUBLIC INSTRUCTION,
Indianapolis, Ind., July 3, 1967.

Mr. ROBERT MINTZ,
Department of Health, Education, and Welfare,
Office of Education, Washington, D.C.

DEAR MR. MINTZ: The Department of Public Instruction of the State of Indiana has no intention of dealing with the Regional Offices of the Office of Education. The so-called decentralization of the federal agency is really an expansion of the centralized authority presently located at Washington, D.C.

Your request for an additional carbon copy of each SF–218 is an example of the bureaucratic redtape which will undoubtedly increase beyond comprehension. Please be advised that all correspondence from the Indiana Department of Public Instruction will be sent directly to the U.S. Office of Education in Washington, D.C. All requests, directives, and other correspondence should be received in this office directly from the U.S. Office in Washington, D.C.

Respectfully yours,

RICHARD D. WELLS,
State Superintendent.

THE STATE OF WYOMING,
DEPARTMENT OF EDUCATION,
Cheyenne, July 27, 1967.

Hon. CLIFFORD P. HANSEN,
U.S. Senator, Senate Office Building,
Washington, D.C.

DEAR CLIFF: The Senate hearings on the Elementary-Secondary Education Act amendments of 1967 will start in the near future.

Here in the Department we have given a great deal of consideration to S 1125 as well as HR 7819. We urge you to give vigorous support to HR 7819 as we consider this an improvement over the bill introduced by the administration.

TITLE I

A proposal was made by Sam M. Gibbons, Democrat-Florida, to change the formula for distribution for Title I funds. This was accepted on a 221–195 roll call vote in the House.

In the bill, as reported, funds were to be granted to states on the basis of their spending per pupil as in the 1965 law rather than under the 1966 revision. The

Gibbons Amendment permitted states to use the national per-pupil spending figure if that were higher. In effect, the amendment would provide more funds for the disadvantaged child in the southern states. Some people call this the "courage amendment" because it would put the money where it is most needed. It would double the amount per disadvantaged child in a state such as Mississippi and raise all states to the national average cost, but states above the national average would use the state average cost.

TITLE III

Mrs. Green's amendment to Title III is based on testimony and recommendations made during hearings held early in the year by various educational leaders. These leaders included the National Education Association. All have requested that State Departments of Education not be bypassed in the administration of Title III funds. Under the amendment the purposes for which the funds could be spent are almost identical to those in the committee bill. Formula for distribution is the same in the amendment as it is in the committee bill. However, the amendment provides for a state plan which would be approved by the commissioner. It is worded so that this approach would be permissive during fiscal year 1968 and mandatory during fiscal year 1969.

There is also provision that no local educational agency would receive less than the amount it could reasonably anticipate as determined by the State Educational agencies after consultation with the commissioner, had the Elementary and Secondary Education Amendments of 1967 not been enacted.

TITLE V

This title of the Elementary and Secondary Education Act was designed to provide funds to strengthen the various State Departments of Education. Here Mrs. Green's amendment would provide that all the funds authorized under Title V would be given to the various State Departments to accomplish the purpose stated. Her amendment eliminated the fifteen per cent set aside for special projects by the Office of Education. I am sure you are aware that when Title X and Title III NDEA are combined with Title V, which is already well past the planning stage, funds to the States will be cut unless the fifteen per cent set aside is eliminated.

GENERAL INFORMATION

The administration has proposed a cut in funds under Title III NDEA, the money that goes to school districts. These funds are match monies, and each school district must match the federal grant. This is a good principle that is hard to ignore. Sometimes school districts will adopt a federal program where there is relatively little need. If the program is a match program you can be sure that they will have given it full consideration before making their decision to budget matching funds. It is unfortunate that the administration has seen fit to recommend a reduction in this area.

It is not necessarily true that education programs designed at the federal level for our large urban centers are going to have the same value here in Wyoming. We do need to make efforts to improve teacher workshops, to provide course of study guides, and other material to help the teacher with the actual process of teaching in the classroom. It is interesting to note, for instance, that Wyoming has received a grant for a period of two years to provide for a Research Coordinating Unit in the vocational department. This grant amounts to $150,925. The purpose of this so-called RCU is to coordinate research in the area of vocational education. During my last trip to Washington I was able to obtain permission whereby some of these funds could be directed toward vocational-education research itself, rather than simply the coordination of such efforts. When one realizes that this appropriation represents twenty per cent of the entire state appropriation for the Superintendent's Contingency you begin to visualize how much emphasis Washington is putting into only one small category.

We have here in the State at the present time an able State Board of Education. The Board members have broad backgrounds and are interested in improving educational opportunities within the State. Certainly with their knowledge of educational needs and with the recommendations of the department they should control, or at least have a say in, how all funds at the state level are expended.

If the federal government emphasizes one particular area, automatically it de-emphasizes other areas. This, for instance, has been a basic criticism over the years of the early legislation in the area of vocational education.

I hope that you will consider the forthcoming action in the Senate on the Elementary-Secondary Education Act from the point of view of the needs in Wyoming as well as from the point of view of the entire country. We all want to move education ahead in this state. Your decisions in relation to the Elementary-Secondary Act will have a direct bearing on the progress that we are able to make. Again, I urge your support for HR 7819 as amended.

With kind regards,

Sincerely,

HARRY ROBERTS,
Superintendent of Public Instruction.

Senator MORSE. I want to say to the panelists that Dr. Fuller testified at some length previously, and there will be an incorporation by reference now of that testimony.

Senator Yarborough?

Senator YARBOROUGH. Dr. Fuller, do you have copies of the statements you just put in the record for each of us here?

Dr. FULLER. You mean of these letters?

Senator YARBOROUGH. Yes.

Dr. FULLER. No, I do not. Those are single copies that were sent to me. I have permission to enter those into the record.

"HALF NATIONAL AVERAGE"—YARBOROUGH AMENDMENT OF 1966

Senator YARBOROUGH. In the interests of time, Mr. Chairman, I shall not attempt to cover all the thoughts that have occurred to me here.

First, I want to address a question or two to Mr. Ford, of Arkansas.

Mr. Ford, you referred to the Gibbons amendment. That was the amendment I put in the bill last year which became law. This year we should have a formula where the State has an option of taking as a factor at least the median amount paid to the average State. The amendment was sent up with the administration bill this year. This is the first year it became operative under my amendment. It was stricken out of the administration recommended bill by the committee in the House, and the Gibbons amendment restored on the floor the amendment that I got in the law last year. I am familiar with that. I support it very strongly. I do not think it brings about justice in the bill, but it is better than the present one which has in my opinion the worst formula for distribution of money I have ever seen among the States in Federal law.

I doubt I can support this bill this year if that formula remains as it was last year.

JUDICIAL REVIEW

Now, I note a couple of times, Mr. Ford, that you talked about a law being written so that people could not get into court. You seemed to be commending the fact that an individual could not get into court to challenge the constitutionality of any provision of this law. I wholly disagree with you on that. I think an American citizen ought to have the right to challenge the constitutionality of the law. And I am the coauthor of a bill being sponsored by Senator Ervin, of which the distinguished chairman of this subcommittee is a coauthor also, to let the people file a suite to test that.

I do not think we have any right to put off questionable constitutional laws, and then deny the citizen an opportunity to have a test.

The wall of separation between church and State so well defined by Thomas Jefferson has been a bulwark of the greatness of this Nation. And I point you the example where some 20 or 30 years ago in Holland, before they granted moneys to church schools, they had 80 percent of their children in public schools. Then they changed the law. That led to great competition between Protestant and Catholic schools. Today only 20 percent of the pupils in Holland go to public schools. I think if you keep pouring money into church schools you will have a lot of competition between Protestant and Catholic church schools to get the children into these schools.

I think the people of this country have a right to have this great departure from American constitutional law as it has been conceived, as taught in law schools, tested.

Now, I voted for the bill because it was badly needed. I wasn't willing for that provision by itself to kill the whole bill. At the same time, I do not want to kill the right of the American people to have the courts of this country test the constitutionality of our laws. I note the example of Holland, and I think that the school people of America have just got to face reality.

One group of churches—unless it is decadent and dying—is not going to sit by and see a competitor get all of the pupils. This is just what will result in my opinion in America if aid to church schools is widely extended.

Mr. FORD. Senator, I could not agree with you more. I am sorry that my prepared statement had an implication in it which I did not mean. What I was trying to say, Senator Yarborough, Mr. Chairman, is that the Administration, particularly Secretary Gardner and Mr. Howe, have made a great issue of title III with reference to the church-State issue. I was just pointing out that the bill as passed prevents commingling of funds at the State level. And in my judgment, there is no church-State issue in the bill as presently enacted by the House.

I agree with Senator Yarborough. If I have created an impression——

Senator MORSE. I understood later in your statement that you stated that you favored judicial review. One of your points was that you did favor judicial review.

Mr. FORD. Yes.

Senator MORSE. I was going to ask you the same question that Senator Yarborough is raising. I thought there was an area of confusion here. You are for judicial review, and then you agree with Senator Yarborough——

Mr. FORD. Yes, sir; I do.

Senator YARBOROUGH. I misunderstood you. I understood you to say now there should not be any suits filed, any judicial review.

Mr. FORD. What I was trying to say, sir, is that the administration is trying to raise this as a smokescreen to what their real opposition to the change is. That is what I meant to say.

I agree with Senator Yarborough and the chairman wholeheartedly.

Senator YARBOROUGH. I have helped put this bill over, worked hard, because I was not willing to let one provision of the bill kill all aid to education, when we have the economically deprived areas, and the handicapped children and so many things that need help.

But in helping to put this legislation over, we did not conceive—I don't think 10 percent of us dreamed that we were trying to put this

over for the purpose of destroying the present school system of the United States.

Mr. FORD. I agree with you, sir.

Senator YARBOROUGH. I think we have the greatest system of education in the world. I don't think it is perfect. We have millions of children who drop out in the grade schools. We all know these problems.

But in my travels I have not found or talked to educators of schools systems that equal ours.

Now, before I am willing to destroy the present one, I want to find out what will replace it. I just wish to improve the present system. I think the Secretary of Health, Education, and Welfare is a man of great character, and I want to thank him for coming in here and frankly stating to this subcommittee that we are going to rethink the entire process and organization of education and reshape it. Before we do, we should be sure where we are ultimately going and have our objectives clearly defined.

Now, our system is the best in the world. It is not perfect. The school men that I have known are trying to improve it all the time and strengthen it to get more children through school, and bring opportunities to everybody.

I won't take more time, Mr. Chairman, but I want to know how they are going to rethink it and redo the whole thing, before I am willing to vote to destroy what has been built up here through 180 years of great achievement in the education in this country.

Senator MORSE. Gentlemen of the subcommittee and witnesses, I am going to declare a 10-minute recess. There is a live quorum.

I am sorry to inconvenience the panel.

We will return shortly.

(Short recess.)

Senator MORSE. The subcommittee will come to order.

Senator Yarborough, you may proceed.

Senator YARBOROUGH. Senator Morse, due to the lateness of the hour, and the fact that we may be facing other quorums, I will ask no further questions at this time.

I want to congratulate Dr. Fuller and Superintendent Bell, Commissioner Ford, and Commissioner Mattheis for their fine statements.

I think they are very fine statements. If we had more time, I might ask further questions.

But it is after 12 now, and we have other witnesses waiting.

Senator Dominick?

FORMULA TITLE

Senator DOMINICK. Thank you, Mr. Chairman.

I want to start out by saying that I certainly welcome Senator Moss and Senator Yarborough into the field of people who are trying to do something about changing the formula, so that those States which are putting more than the national average of their own per capita income into education can receive some recognition for it.

As the Senator said, at the present time the richer States, States like New York and some of the others—I must say I believe this is also true of California, I will say to my distinguished friend on my right—are receiving an enormous amount of money which is at the expense of some of the other States who have a lower per capita income, and are putting more per capita effort into their own school

systems. So I hope we can make some changes in the formula. I have tried this a couple of times before, and have been unsuccessful. Maybe with more support, we can accomplish a change.

Mr. Chairman, I would like to ask just a few questions.

15-PERCENT SET-ASIDES

First of all, I want to ask about this 15-percent set-aside. I am not quite sure what the purpose of this was, and I wondered if any member of the panel could explain it to me in a little more detail, and explain their objections to the set-aside.

Mr. MATTHEIS. I would be happy to respond, Senator.

Mr. Chairman, members of the committee, it is my understanding the 15-percent set-aside is to provide an opportunity for interstate projecting rather than by a single State.

There are many of us that are participating in those projects. Minnesota is host to a project now that includes two of the States present—your own and Arkansas—as participating cooperating State agencies studying the role and policymaking decision role of State boards of education. Some of these projects I think have contributed immeasurably and could in the future.

I do not know that this is an area that many of us feel very strongly about—the 15-percent set-aside. But the problem is some of these changes that are being propounded by the administration which seem to be worse than the present program. We would have been satisfied, I think, many of us, to leave the program as is in title V, with the 15-percent set-aside. But instead of that they bring in these new programs and new wrinkles, the part B thing which is so much worse than the present. We would have been satisfied with the present program, 15-percent set-aside.

Senator DOMINICK. Is it your feeling that if you did not have the set-aside that the States would go into this interstate cooperative type planning and study in any event?

Mr. MATTHEIS. I think it would be diminished, somewhat, Senator. It would make it a little more difficult to make these arrangements. I expect it would impinge on it somewhat.

Senator DOMINICK. You are not very adamant on the 15-percent set-aside provision.

Mr. MATTHEIS. That is a correct interpretation; yes, sir.

Senator MORSE. Off the record.

(Discussion off the record.)

Senator MORSE. Back on the record.

Senator DOMINICK. It is my understanding—if we cut out the 15-percent set-aside, there ought to be some reference somewhere that States can continue whatever interstate program and planning they have already instituted?

Mr. MATTHEIS. I would concur, Senator. I think we are talking about title V now. I have some very definite feelings on title III, with regard to any set-aside at all.

On title V, I concur with your statements; yes, sir.

REGIONAL OFFICES

Senator DOMINICK. Now, I would like to get into this regional office situation just a little bit more.

What are you feelings on the function of the regional offices? I will ask any member of the panel who wants to answer.

Dr. FULLER. The regional offices of the Office of Education place a layer of Federal employees between the chief State school officer and the Commissioner of Education.

Now, for service functions for a long time the chief State school officers had no real objection, and that was the policy of the Office of Education I suppose from 1867 to very recent years—there was service, people came in on invitation, and there was no discord.

There were not very many in the regional offices, but there was service from the Office of Education at the request of the States.

What has happened now is that the Federal-local pattern of administration bypassing the States is obviously the purpose of title III, and is obviously at least part of the purpose of title IV, and the beefing up of the regional offices is obviously to put Federal employees in local school districts, and in State departments of education, in large numbers.

The council passed its first resolution on this in 1952. It has passed others all down through the years—opposing regionalization whenever there were administrative decisions to be made in those regional offices.

We have never had good experience with any regional office in regard to the Federal-State local administration of education.

In 1961 Secretary Flemming started to do that, and did to a slight extent, and the chief State school officers there opposed completely the making of Federal decisions at the regional office level.

Some of the people on the Office of Education staff who now must be good soldiers and promote this move to the regions wrote some of the most vociferous correspondence during those years, and in recent years, against it.

What happens is you have one set of Federal regulations. You have authority vested in each of the regional offices to interpret these regulations. You have none of these gentlemen interpreting this set of Federal regulations in the same way. And pretty soon the nine regions and Washington are corresponding and meeting among themselves to decide how to apply the regulations more than they are doing anything else.

We have had experience that could be documented at great length. I know of no exception to the experience. And the policy of the council is clear—as far as I know—and was voted in substance this way as recently as June 24, after 2½ days of meeting with Commissioner Howe, and his top staff—that we do not want any decisions made between—by anyone subordinate to the Commissioner of Education, between the chief State school officer and the Commissioner of Education in Washington.

We find they have to go to Washington anyway, and whenever they have to go to Washington anyway to find out—and this is inevitably true, even if it may be a minor matter—it delays things tremendously. It provides too many people doing too many little things. The men here on June 26, for instance—Jack Nix of Georgia, I believe, detailed how the Office of Education was wanting to hold regular meetings in the State department of education. This is in the letters I put in the record, Mr. Chairman; there is some correspondence there.

This is not good, and the chiefs do not want it.

We did something we have not done in 20 years, or ever before, in going to the Subcommittee on Appropriations of the House, and we succeeded there. And it is in H.R. 7819, and in H.R. 10196, the appropriations bill that passed over there to cut those regional office new personnel by 53 percent.

We hope the Senate will go along with that, and cut the rest of them out. A large majority of the chiefs would like to have the rest of them cut out in the appropriation bill.

I don't know of anything that we are more unanimous about at the State level since 1952, among the chief State school officers, than this issue of decisionmaking between them and the Commission.

Senator DOMINICK. Are you recommending that there be no regional offices, or are you recommending that they be restricted to services requested by the State departments of education?

Dr. FULLER. The second would be acceptable. But that is not the part of the pattern that is developing so clearly, with the adamant opposition to anything but Federal decisions on local projects under title III.

Senator MURPHY. I would like to interpose a question, if I may.

Is it your feeling that the regional offices therefore are necessary?

Dr. FULLER. These are regional offices of the Department of Health, Education, and Welfare. In some of those fields I think probably they are.

Senator MURPHY. No. I am speaking with regard to having all decisions made directly with Washington.

Dr. FULLER. The decisions that we are thinking of there are administrative decisions that have to be made on behalf of the Federal Government at one end, and on behalf of the State agencies at the other end.

And we want them to continue to be made that way—where there is no bureaucracy having to wait for reports, having to have meetings among themselves at the regional level, which leads to delay, leads to all kinds of difficulties.

Senator DOMINICK. What you are saying, then, is that the educational portion of the regional offices are probably unnecessary, even though the regional office of HEW will probably have to be maintained.

Dr. FULLER. I would say that—and unnecessary for administrative decisions that are made by the Commissioner of Education now.

DECISIONMAKING FUNCTION OF REGIONAL OFFICE

Senator DOMINICK. I want to say for the record that I asked the Commissioner of Education, Mr. Howe, to supply us with a list of the decisionmaking subjects that would be allocated to the regional offices. And I have not yet received that list, and I do not know yet in what area this decisionmaking authority would focus.

I am hopeful that we will get that before these hearings are through, so we can really analyze it and see what they are planning on doing with them.

TRANSFER OF HEADSTART TO OFFICE OF EDUCATION

Senator DOMINICK. I would like to ask anyone of the State officers what they think about the advisability of setting aside the Headstart

program, taking it out of the poverty program, and putting it under the Office of Education.

Mr. FORD. Senator Dominick, I would be for it. I would strongly favor the Headstart program being directed by educators rather than being directed as it is at the present time.

The public school system is the only system in the country that is unique in that it has a structure in each community in the country, and this structure works directly with school board superintendents and teachers. And it would be to the advantage of these children, I believe, for this program to be under the direction of educators rather than the Office of Economic Opportunity people who are appointed in each State.

Senator DOMINICK. I might say for the record that I am introducing an amendment to accomplish this, but that I anticipate having some pretty sharp difficulty in view of the fact that both the Secretary and the Commissioner of Education seem to be opposed to it. I guess they do not want to get in a jurisdictional fight with Mr. Shriver.

Mr. BELL. I just want to say, Senator, I concur in the point of view of Commissioner Ford. They have to use the school plants, they have to establish records on the children. And it is the sensible thing to do.

Dr. FULLER. I would like to say that the entire council has approved the transfer of Headstart, for instance, to the Office of Education, and that this policy has been agreed upon by representatives of the National Educational Association, the American Association of School Administrators, the National School Boards Association, the National Association of State Boards of Education, the National Congress of Parents and Teachers, and the Council of Chief State School Officers.

Senator DOMINICK. Well, I have good solid support on my side, then.

Mr. MATTHEIS. Mr. Chairman—I would like to add my endorsement on this point. There is a great necessity for the coordination of the Headstart program with presently operated either kindergarten or first grade, the next formal educational experience of children. Coordination is absolutely essential, and the only way this can really be accomplished is to bring it into the framework of our educational system. Much has been said about the fact that States were not conducting these programs prior to the initiation of Headstart. We have been strapped financially to add some of these programs. The ideas have been there. Educators for a long time have known that we could educate these young children. But as a matter of lack of resources we have not done it. If we can get the resources, we have the people and facilities and the organization to do the job. I would heartily endorse transfer of the program.

Senator DOMINICK. Mr. Mattheis, some of the private schools have been opposed to this for fear they would lose the opportunity of having children, Catholic children or other children who are going to private schools, obtain the same advantage under the public school system. What kind of a reply do you have for that?

Mr. MATTHEIS. Senator, the experience we have in Minnesota is that the children in kindergarten, in which there are relatively few private schools, and very few parochial, at least in communities that offer a kindegarten program—we now get all of the children of all of the people in this kindergarten program. Then at first grade there is a transfer. Some of them go to parochial schools, some to private

schools. Right now we have a program for all the children of all the people at this stage, and I would say Headstart could be a simple addition to that kind of program. I would foresee no difficulty or problem in it.

Senator DOMINICK. Fine. You have expressed exactly the viewpoint I have. But I do know some people have been quite concerned about it.

Senator MORSE. Senator, may I interrupt just a minute.

Senator Yarborough, will you preside until we finish with the panel and the next witness. I have been called out on an emergency. I want to leave two questions for the panel. One on behalf of Senator Prouty. Senator Dominick asks about Headstart transferred from OEO to the Office of Education. Senator Prouty would like to have this answered before you close the record.

Many have suggested that the educational program now being funded by the Office of Economic Opportunity, such as Headstart, Upward Bound, Follow Through, and the in-school Neighborhood Youth Corps be transferred to the Office of Education.

I would appreciate the remarks of the panel, and I think in the interests of time, it will be perfectly all right if the panel would file a memorandum through their executive secretary as to the position on the Prouty question.

It would be all right with me if they also file an answer to the last question I want to leave.

THREE- TO FIVE-YEAR EXTENSION OF PUBLIC LAW 89–10

Would you not agree that a 3- to 5-year extension of Public Law 89–10, rather than the 1-year extension, would be preferable in view of the responsibilities of administering the program?

They can answer that by memorandum.

(The memorandum referred to follows:)

COUNCIL OF CHIEF STATE SCHOOL OFFICERS,
Washington, D.C., August 14, 1967.

Hon. WAYNE MORSE,
Chairman, Senate Subcommittee on Education,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: This is to supply information you requested on behalf of your subcommittee during the testimony of a panel of chief State school officers on August 7, 1967, concerning the Elementary and Secondary Education Act Amendments of 1967, S. 1125 and HR 7819.

The first question, I believe, was relayed to the subcommittee by Senator Prouty, and asked whether the Council of Chief State School Officers favors the transfer of Headstart, Upward Bound, Follow Through, etc. from the Office of Economic Opportunity to the United States Office of Education for federal administration. The reply to this is strongly in the affirmative. The Council as a whole specifically mentioned Headstart and similar programs in a recent unanimously adopted resolution favoring transfer of these programs to the Office of Education. Also, on January 18, 1967, the Council and the American Association of School Administrators, the National Education Association, the National School Boards Association, the National Association of State Boards of Education, and the National Congress of Parents and Teachers, speaking through their presidents and secretaries, called at the White House and asked that Headstart be transferred to the Office of Education, along with the special services and participation of parents which all these organizations thought should be retained. The Council of Chief of State School Officers has had a policy for many years to the effect that educational programs directed toward assisting elementary and secondary education in the states should be channeled through the educational agency of the federal government.

There was also a request that the position of the Council concerning the term of years for the extension of PL 89–10 be made clear. The Council favors extension for at least four or five years rather than year by year or two-year extensions. This would ease the timing problem, which is much more serious at all levels when the authorizations of federal laws expire often. The meshing of federal, state and local authorizations, regulations and allocations at the federal level, state planning, state guidelines and allocations at the state level, and planning and operation of the programs at the local level is complex under the best of circumstances. The longer term will make it easier to arrive at a schedule where all three levels of administration will have time to plan for the most effective use of federal funds in local schools.

Senator Dominick requested that Superintendent Bell supply the names of the states which at the present time have informal agreements with the U.S. Office of Education for the administration of extra-legal state plans for Title III of ESEA. At the request of Superintendent Bell, I am glad to list these states, as supplied by the U.S. Office of Education. They are: New York, California, Texas, Wisconsin, Vermont, Michigan, South Carolina, Pennsylvania, Tennessee and Kentucky, with conversations under way with Georgia. Some of these informal and extra-legal state plans are more thoroughly developed than others, but in these states they are well enough developed to be considered as advisory state plans.

I hope this is the information that you and your colleagues were seeking.

Sincerely,

EDGAR FULLER,
Executive Secretary.

Senator DOMINICK. Mr. Bell, in your statement you indicated that you feel that Utah's State education department is fully capable of administering title III on a State plan basis. Then you went on to say, "Although some States have been granted this authority, we resent the lack of the same privilege in our State."

Would you be able to furnish for us the States which have been granted the privilege and those which have not?

Mr. BELL. I believe I could do that, Senator.

Senator DOMINICK. I think this would be helpful.

Have you been given any reasons as to why you were not granted this authority?

Mr. BELL. This request was made, Senator, when the act was passed. And I asked to do what some States are now doing. I asked verbally by telephone. I was told this was not possible, that it was not lawful under the act. And so I was surprised—I only learned of that this summer—that other States were operating on a State plan basis.

Senator DOMINICK. I think it would be helpful if we could have that for the record—if you can give it to us, I would much appreciate it.

Thank you, Mr. Chairman.

Senator YARBOROUGH. Senator Randolph.

Senator RANDOLPH. Thank you, Mr. Chairman.

S. 2235

Dr. Fuller, you have had a very brief opportunity to check S. 2235, which I introduced on August 4, and which I hope to have considered favorably—that is the purpose of the bill, as an amendment to the legislation which we are now considering in connection with the Elementary and Secondary Education Act.

My desire, and the desire of the co-sponsors, Senator Morse, Senator Clark, Senator Yarborough, and Senator Kennedy of New York, is to provide counselling and technical assistance to local school agencies in rural areas.

I called your attention to the remarks which I made in the Senate on last Friday, at the time of the introduction of the bill. Ordinarily I would not attempt to have you state a position—but in view of the status of this legislation, the fact that the commissioners are here from the States, if you could indicate from your brief checking of the record, and the bill itself, your attitude—this would be helpful to those who are sponsoring this measure.

Dr. FULLER. Senator, I would be very happy to do that. I will try to be very brief.

I think the purposes are very good. All of us would appreciate, and do appreciate the numerous times that you have thought of things that would be helpful.

As a matter of fact, we do have some aspects of such services now. This would formalize it and make it on a more or less project basis, and probably would have a great many things in its favor.

Now, I had a caucus of the three chiefs here and myself during the intermission, while you were answering the roll call, and we think it would be fine, would be good in its results, provided that on page 2 of the bill, line 7, all but the last word, be removed. It says there that assistance pursuant to this subsection may in accordance with such request be provided by personnel from the Office of Education, or be provided in the form of grants in such amounts as it may be necessary for such stated educational agency to employ such personnel as may be necessary to provide such assistance.

We would not like to have this sort of direct Federal-local authority to send Federal officials into local school districts, because the pattern is the one that we are really dealing with here today.

On the other hand—

Senator RANDOLPH. May I interject to say because of your discussion here, I felt that this could well be a reaction that you would have.

Dr. FULLER. Now, if that were just that one line—except the last word—were taken out, I think we would be entirely in favor of this legislation. And that is a mere small adjustment which would leave the principal purposes of the legislation. It would be very helpful, I think, to everybody concerned.

Senator RANDOLPH. Thank you, Dr. Fuller. Because of the problem of time, I will not continue to discuss the proposal which we are now giving our attention to.

Our discussion, as I see it, is a valid one. I believe that the purpose can be achieved without the language to which you take exception, and understandably so.

My thought always is to make these programs workable, make them realistic, and make them respond to needs.

Throughout the rural areas of this country, Dr. Fuller, we are frankly missing opportunities to cooperate more fully and to adjust and participate in these programs of education on the primary and secondary level. Projects are passing us by because the trained personnel are not there.

But what you have said will be kept in mind by those of us who are thinking in terms of this approach.

Thank you, Dr. Fuller, and the gentlemen who are with you today.

I have not been privileged to hear the statements and the colloquies. I will read, of course, the testimony that you gentlemen have presented. We are grateful in our subcommittee for the so-called grassroots thinking, which I think frankly is very important for those of us here in Washington, D.C., although we represent States and districts. We must never forget to look back to you, to find what you are thinking, and to, insofar as possible, incorporate your viewpoints.

Dr. FULLER. Thank you, sir.

Senator YARBOROUGH. I direct there be printed at this point in the record the text of S. 2235, the Randolph bill, which a number of us had the privilege of cosponsoring and Senator Randolph's statement from the record of August 4, page 10879, where he introduced this bill.

(S. 2235 referred to follows:)

90TH CONGRESS
1ST SESSION

S. 2235

IN THE SENATE OF THE UNITED STATES

AUGUST 4, 1967

Mr. RANDOLPH (for himself, Mr. MORSE, Mr. CLARK, Mr. KENNEDY of New York, and Mr. YARBOROUGH) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To provide counseling and technical assistance to local educational agencies in rural areas in obtaining benefits under laws administered by the Commissioner of Education.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 706 of the Elementary and Secondary Education Act of 1965 is amended by redesignating subsection (b) as subsection (c) and by inserting before such subsection a new subsection as follows:

(b) For such purpose and also for the purpose of carrying out more effectively other provisions of law administered by him, the Commissioner, upon request from a State educational agency, shall provide counseling and technical assist-

ance to local educational agencies in rural areas, as defined by the Commissioner, of such State (1) in determining benefits available to such agencies under laws administered by the Commissioner; and (2) in preparing applications and meeting other requirements for such benefits. Assistance pursuant to this subsection may, in accordance with such request, be provided by personnel from the Office of Education or be provided in the form of grants in such amounts as may be necessary for such State educational agency to employ such personnel as may be necessary to provide such assistance.

SEC. 2. Section 706 of the Elementary and Secondary Education Act of 1965 is amended in subsection (c), as redesignated by the first section of this Act, by striking out "$2,000,000" and inserting in lieu thereof "$3,500,000".

(The statement from the Congressional Record of August 4, 1967, follows:)

SENATOR RANDOLPH INTRODUCES BILL TO PROVIDE COUNSELING AND TECHNICAL ASSISTANCE TO LOCAL RURAL EDUCATIONAL AGENCIES TO ASSIST IN OBTAINING EDUCATIONAL LOANS AND GRANTS

Mr. RANDOLPH. Mr. President, on behalf of myself, and Senators Morse, Clark, Kennedy of New York, and Yarborough, I am today introducing a bill which will provide counseling and technical assistance to local educational agencies in rural areas in obtaining benefits under laws administered by the Commissioner of Education.

This measure is needed in rural areas not only in West Virginia, but across the Nation, where the school administrators suffer from lack of funds for proper staffing of their offices. It is often impossible for rural administrators to employ professional personnel who can identify educational programs which would help the areas and then give counsel and advice on appropriate submission of applications for aid under such programs.

By bill, which I will offer during our Subcommittee on Education meetings as an amendment to the Elementary and Secondary Education Act Amendments of 1967, will authorize the Commissioner of Education, on application from a State educational agency, to provide such clearly necessary counseling and technical assistance to these rural school districts. This assistance may be either in the form of professional persons from the Office of Education or in the form of grants to the local educational agencies in rural areas, enabling them to employ staff of their own choosing.

The measure further provides that the Commissioner of Education is to determine "rural areas." I have included this language in the bill for a very important reason, as we begin to establish legislative history on this subject. It is my hope, also, that if this amendment is included in the act, our committee report will further amplify the intent of this language.

As we know, school districts are defined in different ways in different States. In some, as in West Virginia, a county is a school district. In others, districts can be within cities, within counties, or can overlap city and county boundaries. However, under certain of our new programs, not in the educational field, "rural areas" are defined with regard solely to county lines. The definition further states that, if a given county contains a city with a population of 50,000 or more, it is ineligible for "rural" aid. It is my contention, Mr. President, that such reasoning is fallacious, and, should it become the pattern for the Commissioner of Education to follow, it would defeat the very purposes I seek to achieve.

Due to the diversity of State and local determinations of school district lines, it is almost impossible for us to define "rural area" in law, but we can, and I propose to, make out intent quite clear.

It would seem then, if a school district serves a predominantly rural area, it is a rural school district, and the local agency which operates that school district is a local agency in a rural area. And a rural area, we would expect, would be an area which includes, as its largest town, one with a population of perhaps 10,000. I suggest this now as a possibility.

I hope that my colleagues on the Subcommittee on Education will be of assistance in making the determination as to guidelines for the Commissioner of Education to use when he is defining a rural area, and that in our committee report on the Elementary and Secondary Education Act Amendments of 1967 we will have developed language which will make our intention quite clear.

My bill, Mr. President, adds $1,500,000 to the amount authorized for section 706 on this act. This is not a large sum, and I hope my colleagues will agree that it will be money well spent. Our rural schools need help. We must insure that they will receive the services they need. This result we owe to our children.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 2235) to provide counseling and technical assistance to local educational agencies in rural areas in obtaining benefits under laws administered by the Commissioner of Education, introduced by Mr. Randolph (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

Senator YARBOROUGH. I want to commend you for your leadership there. I placed a similar provision in the law which was adopted in the 1966 law, for this identical thing. When the budget came up this year, they recommended not "1 red cent" to the Bureau of the Budget. And so in our Appropriations Committee report, I was able to get inserted into that report a direction to the Office of Education that they take $500,000—this bill authorized $2 million—out of other moneys, and spend it for this purpose, disseminating information.

Now, your bill would raise it to $2½ million. The Office of Education, through its recommendations to the Bureau of the Budget, recommended nothing. They do not want to furnish this information. And that is where I think the Office of Education may remake our educational system, by ignoring the express direction of Congress. This seems to be one of their methods.

We passed these laws. This Bureau has this money only because of the law Congress passed and the money we appropriated it for. They just blatantly take moneys they do not want to spend and do not spend it in the weak rural districts. They will send out a big mimeographed book for a small district that does not have personnel to read that book now. Those districts do not know how to apply for this money, because they have no lawyers, no accountants. It takes the whole time of their superintendents and principals to run the schools.

So I guess the administration is following the old Biblical adage: "that verily I say unto you, them who have, it shall be given; and to him who have not, even that little will be taken away."

Senator RANDOLPH. Mr. Chairman, I am grateful for your remarks, because you have leadership in this area. We have just joined together, several of the members, on the problem.

I make that passing reference not by way of just using the words, but I think we are trying from Washington, from the agencies of Government, to issue too many of what I call "slick magazines" on so many subjects. They are almost works of art—and and I love art, but they go out broadside. And frankly, they are not read. And those that remain here are cataloged on the shelf.

Really, I think we need to tap a people-to-people program, more than some of these so-called issuance of slick paper reports.

Senator YARBOROUGH. I want to say, gentlemen, I attempted to teach school 3 years in the rural schools of Texas. I taught briefly in the University of Texas School of Law. I was counsel for the Texas State Teachers Association, general counsel, for 4 years. In my private practice I represented some junior college districts, and some independent school districts in Texas. So all of my years since I have been in college I have had some tie-in with education somewhere. And these superintendents keep briefing me all the time, as I attempted to represent them. I do not mean that I knew the school laws and developments, but I did have during nearly all of the years, except my 3½ years in the Army, some connection as a lawyer with educational interests. And I am not—I do not look at this Office of Education as always being the only authority on education. We know the great benefits of the GI bill yet we see them opposing it and the bilingual education bill now. Educators who have worked with this problem for a generation support the bill unanimously. We introduced that bill

this year only as a result of what you educators have recommended to us. I see them opposing the use of this money after we write it into the law. They refuse to ask for it or expend it to get information out to the weaker districts, the poor people living in the rural districts, or to advise them as to how to apply and get the money.

I could elaborate at length. But when I see the Office try to kill programs they do not like in a bill, after the Congress has enacted them, I am not enamored with the idea that the Office of Education has all of the educational wisdom in this country.

Senator DOMINICK. Mr. Chairman——

Senator RANDOLPH. Pardon me—Mr. Chairman.

I do not want to belabor this point further, Mr. Chairman, but what you are saying I think is important, even to have in this record, and that is that the intent of the Congress must be carried out, and I think we, ouselves, must find some liaison beyond what we now have to see that the intent of the Congress is carried out, because the interpretation of a law is one thing, but the subverting of the law is another. And you are speaking against the second factor.

Senator YARBOROUGH. That is right. Just absolutely ignoring and subverting much of the intent of Congress.

Senator RANDOLPH. Thank you.

Senator DOMINICK. Mr. Chairman, I have just two questions to ask on behalf of Senator Murphy.

VOCATIONAL EDUCATION

The first question is—and I address this to any one of the panel—I have been very concerned with the conditions of vocational throughout the country. Despite the 1963 Vocational Act, I believe that by and large vocational education has not been meeting the needs of the youngsters, nor providing the skills needed by modern America. Would you comment?

Mr. MATTHEIS. I would be most pleased, Senator, to make the first comment. I have just returned from visiting one of the area vocational technical schools in Minneapolis, where we had a unique business management institute conducted for a 3-week period for a national organization for their store managers.

I suppose the case could be made that vocational education is not doing the job that is necessary. I daresay this statement could be made with regard to any endeavor in this Nation.

I would be the first to say that in our State, and I daresay many others, and a few I am familiar with, including our good friends down in Georgia, that vocational technical education has made greater strides in meeting the needs and challenges of our society than probably any other area of education. Absolutely exiciting things going on.

In Minneapolis, through the great assistance of the Vocational Education Act of 1963 we now have 24 area vocational schools placed around the State to serve all of the people in operation, and next year we will have three additional ones. Now, we are in a position, I think, where we can really make another final step of effort in the expansion of those schools.

But the programs they are developing, the relationships they have instituted with labor and industry in creating courses of value in their retraining efforts, in their implementation of the Manpower Develop-

ment Training Act—they are just exciting and thrilling, but I think we have made great improvements.

Senator DOMINICK. Do you happen to know how that has been going in other areas? I ask this because just yesterday I was told there were some 15 adult vocational educational schools in eastern Maryland, all of which are closed up because they could not get anyone to attend them.

Mr. MATTHEIS. I am not aware of that particular situation. I am aware there were some changes in the funding of the adult basic education program which caused programs initiated only a year or two ago to collapse because of lack of funding from the U.S. Office.

But I am not aware of the particular situation.

Senator DOMINICK. Anybody else?

Mr. FORD. Senator, I would like to agree with the Commissioner from Minnesota.

We have had greater development in the field of vocational education in the past 3 years in Arkansas than in any other facet of our program.

We will have this year 11 vocational area technical schools in operation. They will service several thousand persons in skills, trades, and allied occupations.

We have a new Governor who is excited about it, and is supporting it—though the program was started by his predecessor, during the administration of his predecessor.

We have no significant problems in this area, and the program, I would say, has the greatest support at the grass roots in Arkansas among all the major division of our operations.

Mr. BELL. Senator, in Utah, our State board has just approved the creation of three new area vocational centers.

I would say that as we appraise the funds that we have available, we are discouraged and I cannot be truthfully too optimistic about how successful we can be at that level of funding.

The Federal Vocational Education Act of 1963 is a fine act, and has had an impact on our State, but the level of funding is not in my opinion what it ought to be to meet our needs.

I concur with the point of view that we need some renewed concern even now, and I agree with my colleagues that there has been considerable progress.

But I think there needs to be additional concern and attention on vocational education, if what is going on in our State is any indicator.

Senator DOMINICK. On behalf of my own State, I just want to say that I would subscribe to what you have said, Mr. Bell. I think the same situation is true in Colorado.

Now, I have a second question on behalf of Senator Murphy.

ADULT EDUCATION

Senator YARBOROUGH. Senator, could I add a fact here.

What I am saying relates to adult education, rather than vocational education.

This spring a number of adult education classes were closed in my State to the dismay of the people there. There has been a terrific response of people of middle age who wanted to learn to read and write.

I am on the Appropriations Committee of the Senate. So I took this matter up, when the supplemental bill was being considered, and endeavored to get a little more money to finish out these adult education classes this fiscal year. I believe it was $15 million. The committee declined, but was willing, to write in a provision that this money, $15 million, would be spent by taking it out of next year's appropriations—I believe $48 million was recommended for next year.

We conferred with different leaders in the country of adult education. They said rather than cut down on next year's programs—our best judgment is let them in now. We have built up so many false hopes in people—rather than cut down on next year's let it go, if next year's is to be reduced by three $15 million.

Many adult education clases closed, I think to the great disappointment of the people in them, and to the people who were sponsoring them.

I personally visited some of these classes in Houston. They told me of women coming in, middle-aged, who said "I used to be a maid, but now I cannot get a job unless I can write out the laundry slips. They ask if you read and write."

I have had men say, "I could hold a job as night watchman, but now I have to punch the clock and write the ticket out, and read dates and fill out reports. I cannot get that job without being able to read and write." There was great enthusiasm. It exceeded expectations.

They had school teachers who taught those classes at night, who said they never had children in school that worked more avidly than these people of middle age.

I just add that footnote on the adult education programs.

Senator DOMINICK. I agree with you, Mr. Chairman.

FOLLOW-UP ON VOCATIONAL EDUCATION

The second question—as you may know—this is Senator Murphy's question—I have been insisting that poverty programs provide a followup on all persons completing their training. Is there any reason why this followup requirement should not be demanded for vocational education students?

Mr. MATTHEIS. I would certainly again volunteer to be the first. I would say this is an appropriate demand. I would challenge any other area of education in elementary and secondary and college to provide the quality of followup we now have in vocational. We have a better followup as far as employment, and tenure in employed positions than we have followup on the high school students or the college student. We do not know anything about those people by and large. We do know a fair amount about vocational. I think we ought to know more. We ought to ask the same requirement from the other educational institutions.

Mr. FORD. I agree, sir.

Mr. BELL. I concur also.

Senator DOMINICK. Thank you very much.

Senator YARBOROUGH. Thank you, gentlemen. I think your testimony has been very informative.

Dr. Fuller, I regret I was out of the city last Wednesday, and I regret that I must be out of the city this coming Wednesday, when there is another session here. Each day I am in Washington I am here

at this hearing on education. I passed up another very important session to be here this morning.

Thank you again, gentlemen.

Our next witness is Mrs. Edward F. Ryan, chairman for legislation, of the National Congress of Parents and Teachers.

Mrs. Ryan is here from the State of Massachusetts.

Mrs. RYAN, you are from Massachusetts, but I believe you are here speaking as national chairman?

Mrs. RYAN. That is true.

Senator YARBOROUGH. You proceed in your own way.

STATEMENT OF MRS. EDWARD F. RYAN, CHAIRMAN FOR LEGISLATION, NATIONAL CONGRESS OF PARENTS AND TEACHERS, MANCHESTER, MASS.

Mrs. RYAN. Thank you, Mr. Chairman. We appreciate very much this opportunity to offer our views in respect to amendments to the Elementary and Secondary Education Act. I am Mrs. Edward F. Ryan of Manchester, Mass., chairman for legislation of the National Congress of Parents and Teachers, whose membership numbers more than 11 million.

We in the national PTA regard the great disparities in our educational system as one of the major and most demanding of our immediate problems, and particularly the very inadequate education of millions of children in inner cities and other depressed areas. In all too many classrooms teachers and students have had a hard time finding a common ground for learning, even to the point of suffering from deep mutual distrust. Yet it is of the utmost importance that these children be educated, for there is no other road to breaking the poverty cycle for millions of children now growing up under great disadvantages. There is no other road to bringing those millions of children and youth to maturity as a part of our society rather than in rebellion to it. It was in respect to the developing nations of the world that the noted economist Barbara Ward several years ago warned of the grave consequences from rising expectations that went unsatisfied. For us there have been other warnings that it is simply impossible for a democratic society to flourish or even survive without equal opportunity for education.

TITLE I COMMENT

The Elementary and Secondary Education Act has improved educational opportunity for millions of American children, for which all who care for children are deeply grateful. National PTA was not among those who joined in early support of the act, simply because of our deep concern for the future strength of the public schools. Nevertheless, doors and windows upon a new world have been opened for millions of our children through the means of this act. It would in our view be irresponsible to shift the impact of this program away from educationally deprived children. Rather, it is unfortunate that no greater use of the title I authorization, in particular, is being made in the fiscal 1968 appropriation.

GENERAL AID SUPPORT

At the same time we are looking forward to a large general aid program as soon as funds are available, which will have been carefully and jointly considered by all concerned, and drawn for the purpose of equalizing support of the public schools among the several States.

TITLE V COMMENT

We are at the same time deeply concerned for a continuing strengthening of the State departments of education. It is our observation that the departments have gained strength not only from those titles of the act framed for that purpose, but from the high degree of responsibility which many departments have taken in administering its other titles.

We offer warm support to the extension of the act at this time, instead of waiting another year, to enable the schools to plan their programs more effectively.

EXTENSION OF TITLES II AND III TO SCHOOLS FOR INDIAN CHILDREN AND OVERSEAS DEPENDENTS SCHOOLS

PTA members have long been concerned for the sadly inadequate educational facilities for Indian children. In several States large numbers of these children are served by very poorly financed schools; many are not in school at all. There is obviously need for several sorts of assistance, including school construction. Nevertheless, school libraries are the core of any school, however poorly housed, and we earnestly support the assistance of title II funds.

Because of differences in culture and expectations, and the use of two or more languages, much exploration is essential to develop curriculum sympathetic to the needs of Indian children, which will enable them to live comfortably in two worlds or whatever combination they choose. Title III projects are serving such a purpose in several areas and we support the extension of these benefits.

In the overseas dependents schools, libraries are more or less adequate in size, but have suffered in quality from the stringency of the limitation upon expenditures. As a national PTA representative, I have visited large schools whose librarians have been concerned by the paucity of books in certain important areas, such as science and literature. Schools frequently refer their students to base libraries, but many schools are isolated, and the adult libraries are often poorly balanced in nontechnical areas. Thus the schools need other sources of help, which is very often the PTA. In one school I arrived just as the librarian was unpacking $800 worth of books for younger children purchased by the PTA—and very grateful she was. We feel, however, that if the PTA expends its energies in this manner, it may well slight such more important work as parent education, human relations, and closer cooperation between teachers and parents—all basic to the welfare of both children and schools.

As to research, we rather suspect that the dependents schools might be the only large American school system without area-based facilities for research to improve instruction and, in general, to discover how to make the most of its resources. We are concerned that school alloca-

tions do not support innovation and trial in a number of areas of particular importance to these schools, such as, for instance, work with retarded children, ungraded schools, international understanding, diagnostic individualized teaching, and use of educational technology.

It was, in fact, just these areas which the dependents schools, European area, chose for use of title III funds authorized by the 89th Congress, in projects approved by the U.S. Office of Education. It is a matter of great concern to us that both title II and title III projects have now been canceled by administrative action on the ground that they should be carried in current budget. Our information is, however, and we have every reason to believe it reliable, that the fiscal 1968 budget will not cover these projects, nor any part of them. On behalf of our branch PTA, the European Congress of American Parents and Teachers, we therefore ask not only that the extension of the benefits of these titles be continued, but that the Department of Defense be requested to allow them to be used.

AMENDMENTS TO TITLE III OF THE EDUCATION ACT

In respect to the administration of title III funds we recommend that a portion of approximately 15 percent be set aside for Federal use. We envision useful assistance to States in assessment of needs, in evaluation of title III projects, and in developing more effective utilization of these funds. We feel that the commissioner should be able to fund certain projects of long-range significance which give way to more pressing needs within a State, and yet deserve a priority on the basis of national importance. There may also be need for supplementing regional services which States involved could not support.

AMENDMENTS TO TITLE V OF THE EDUCATION ACT

In the amendments to title V of the Education Act, we are glad to see the Trust Territory of the Pacific Islands included in its benefits, for many of our members are concerned that the quality of education there be commensurate with that which we wish to provide for American children. At the same time we request that the funds authorized be proportionately increased to cover this addition.

We approve the revision of the apportionment formula in section 502(a) to divided 40 percent of the funds equally among the States, and 60 percent according to public school population. At the same time we urge that the Federal set-aside of 15 percent, formerly in section 505, be restored. Some very useful projects are already under way with the assistance of Federal funds, such as the curriculum study called "Designing Education for the Future" among eight Rocky Mountain States. We are also concerned for necessary planning for metropolitan areas which cross two and sometimes three State lines. If part B for comprehensive educational planning is not to be restored, we should like to see some provision to encourage adequate attention by the States to comprehensive planning in urban areas.

AMENDMENTS TO TITLE VI OF THE EDUCATION ACT

We very warmly support the proposed amendments to title VI of the Education Act for the assistance of handicapped children, together

with its extension of schools for Indian children and overseas dependents schools. A study published in October 1965 (Educating Children with Learning Differences by Dr. C. L. Bennett) estimated about 7 million children of school age with learning handicaps, of which very small percentages were receiving education.

Senator YARBOROUGH. You refer to physical or mental handicaps there?

Mrs. RYAN. Yes.

Senator YARBOROUGH. I am interested in your statement of 7 million, because the estimate that I received was 5 million. The estimate I received was from the Office of Education, I believe. This study—educating children with learning differences—is that Dr. Bennett's individual studies or research—is that the Office of Education? Is that some State office? Is that the PTA? Or who is the sponsoring organization?

Mrs. RYAN. The figures came to me from our California Congress of Parents and Teachers.

Senator YARBOROUGH. The committee will get this study.

Mrs. RYAN. They have made a particular study, and I have found it very useful.

Senator YARBOROUGH. I am glad you have raised that. The Office of Education has put emphasis on the economically deprived. And if there are 7 million instead of 5 million of these handicapped children, there are practically as many as the economically deprived. Yet they pulled down the request for funds to only $15 million, and ask $1.2 billion for the economically deprived.

There are millions of handicapped children who need more attention.

Please proceed with your statement.

Mrs. Ryan.

OVERSEAS DEPENDENTS SCHOOLS

In the overseas schools more than 7,000 children are estimated in need of special classes, with only 523 enrolled this year. We hoped very much that this title may this year be fully funded.

I might say an additional program allowed another 500 enrollments for the overseas schools from military medicare. But this program also seems to be in the process of being cancelled.

VOCATIONAL EDUCATION ACT AMENDMENTS

In respect to the proposed amendments to the Vocational Education Act of 1963, we welcome the proposals for developing innovative vocational education programs. Curricula are long overdue which recognize the changes in the economy and will develop in our youth an understanding of its opportunities and means to utilize them, with ability and incentive for continuous learning. In the implementation of these proposals we should like to see the broadening of existing school organization to include such education in comprehensive programs.

We have been much concerned with the increasing segregation of vocational education from general education.

TRANSFER OF HEADSTART

I should like to add one footnote. I am compelled to dissociate the Congress of Parents and Teachers from the statement made by previous witnesses in regard to Headstart. Because of the introduction of the program "Follow-Through," We were willing—which would be under schools necessarily—we were willing to concur with a proposal to transfer Headstart to the Office of Education, with one provision, that provision being that the guidelines for parents education and attention to health and social needs, which are a part, an important part in our opinion, of the present Headstart program be continued.

However, we find these additional provisions less and less mentioned, and we are becoming more and more concerned that they may be lost if the program is transferred. If it is transferred with the continuation of these provisions, we would support it, but not otherwise.

Senator YARBOROUGH. Do you find those provisions, being mentioned less and less by the educational interests, or by the Office of Economic Opportunity. Where are they mentioned less and less—everywhere?

Mrs. RYAN. By the educational interests. The Office of Economic Opportunity initiated the guidelines, and we support them thoroughly.

Senator YARBOROUGH. Well, I am one of the original supporters of the antipoverty program.

We saw great advantage to Headstart in that it was not a part of institutionalized education, but the people who were starting something new could push forward with broader methods and objectives.

This is a matter we have to decide now—whether Headstart program should be transferred from the Office of Economic Opportunity and put under the Office of Education. We are glad to have your comments there, as to what you think are considerations to weigh in this—since you represent the parents and teachers, and what they think should be done with these children.

Mrs. RYAN. I would say that we represent both parents and teachers, Mr. Chairman, and I think our members concur on this.

Senator YARBOROUGH. Your teachers, too think that it should not be transferred to the Office of Education, if they lose these other factors? Would you name those again?

Mrs. RYAN. Parent participation—and that means participation in the program.

Senator YARBOROUGH. Coming to school.

Mrs. RYAN. Involved in the classes in a way which will bring about parent education. In other words, if the children are simply at school, go home to an entirely different unrelated environment, they are not going to get the gain they could if the parents were learning more about their children at the same time.

Besides that, the parent-teacher collaboration is an extremely important part of the welfare of the child. It is an extremely important contribution to the welfare of the child that is given more lip service than anything else. And secondly the health requirements of the children are given real attention in the Headstart program. It is most important this be continued. And attention to the social needs—family assistance.

FOLLOWTHROUGH PROGRAM

Now, this program should be directly connected with the follow-through program. This will be in the first three grades. Therefore it must be under the schools. These are improvements we would like to see carried through.

Senator YARBOROUGH. Thank you very much.

Mr. RYAN. We appreciate very much this opportunity.

Senator YARBOROUGH. I appreciate what you have said. I think all of your statement is very fine. I want to congratulate you on the condensation which you have accomplished, pressing all of this into three pages. You have said a great deal in this.

Thank you for your contribution.

This meeting is recessed until 9:30 Wednesday morning of this week.

(Whereupon, at 1:10 p.m. the subcommittee was recessed, to reconvene at 9:30 a.m. Wednesday, August 9, 1967.)

EDUCATION LEGISLATION, 1967

WEDNESDAY, AUGUST 9, 1967

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

The subcommittee met, pursuant to recess, at 9:40 a.m., in room 4232, New Senate Office Building, Senator Wayne Morse (chairman of the subcommitte) presiding.

Present: Senators Morse, Dominick, Murphy, Javits, Prouty, and Kennedy of New York.

Also present: Senators Hartke and Percy.

Committee staff present: Charles Lee, professional staff member; and Roy H. Millenson, minority clerk.

S. 1995 is as follows:

[S. 1995, 90th Cong., first sess.]

A BILL To expand and strengthen Federal assistance to the States for adult education and adult basic education programs

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 303(c) of the Adult Education Act of 1966 is amended by adding at the end thereof the following new sentence: "Such education may include citizenship training, parent education, and consumer education."

SEC. 2. (a) Section 304(b) of such Act is amended to read as follows:

"(b) From the remainder of such sums, the Commissioner is authorized to make grants to States, which have State plans approved by him under section 306 for the purposes of this subsection, to pay the Federal share of the cost of—

"(1) the establishment or expansion of adult basic education programs to be carried out by local educational agencies;

"(2) the establishment or expansion of adult education programs to be carried out by local education agencies; and

"(3) the leasing and renovation of facilities where necessary for programs under clause (1) or clause (2) of this subsection, or both."

(b) The section heading of section 304 is amended to read as follows: "GRANTS TO STATES".

SEC. 3. (a) Section 305(a) of such Act is amended by striking out "who have completed not more than five grades of school (or have not achieved an equivalent level of education)" and inserting in lieu thereof "who do not have a certificate of graduation from a school providing secondary education (or its equivalent)".

(b) Section 305(b) of such Act is amended by striking out "the portion of the State plan relating to adult basic education", and inserting in lieu thereof "the State plan" and by striking out "such portion of its State plan" and inserting in lieu thereof "the State plan".

(c) The section heading of section 305 is amended to read as follows: "ALLOTMENT".

SEC. 4. The second sentence of section 307(a) of such Act is amended to read as follows: "For the fiscal year ending June 30, 1967, and for the three suc-

ceeding fiscal years the Federal share for each State shall be 90 per centum.".

SEC. 5. (a) Section 310(a) of such Act is amended by striking out the word "Basic".

(b) The first sentence of section 310(d) of such Act is amended to read as follows: "The Advisory Committee shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services)."

(c) The section heading of such section 310 is amended to read as follows: "ADVISORY COMMITTEE ON ADULT EDUCATION".

SEC. 6. Section 314 of such Act is amended to read as follows:

"APPROPRIATIONS AUTHORIZED

"SEC. 314. There is authorized to be appropriated $40,000,000 for the fiscal year ending June 30, 1967, $160,000,000 for the fiscal year ending June 30, 1968, $180,000,000 for the fiscal year ending June 30, 1969 and $200,000,000 for the fiscal year ending June 30, 1970, for the purposes of this title."

Senator MORSE. The hearing will come to order. We are honored this morning to have Senator Hartke of Indiana as our first witness, to be followed by Dr. John M. Lumley, director of the Division of Federal Relations of the National Education Society, and Mrs. Mary Gereau, Division of Federal Relations of the NEA.

The record should show on behalf of the full committee our appreciation to Senator Hartke for his past contributions to our education legislation; as chairman of the Education Subcommittee I can say that in all my work in presenting on the floor of the Senate, the educational recommendations of the Committee on Labor and Public Welfare, Mr. Hartke has always stood with me.

I want publicly to thank him.

Senator Hartke, we are glad to have you this morning. You may proceed in your own way.

STATEMENT OF HON. VANCE HARTKE, A U.S. SENATOR FROM THE STATE OF INDIANA

Senator HARTKE. Thank you, Mr. Chairman. I might say to you Senator Morse, and also Senator Dominick, that in my opinion the work of this subcommittee probably is the most important work that is being done in the Congress at the moment, dealing with the question of upgrading the whole educational system in the United States. This process is in no way a reflection on the past performance of the educational system, but it certainly goes beyond a continuation of the accomplishments of the past to an acceleration of the dynamics of the education process.

I am very happy to have the opportunity to appear before you once more on behalf of the question of adult education.

It was extremely gratifying that my adult education bill of last year, S. 3012, received such a fine consideration by your subcommittee that as a result it is, in substance, now the Adult Education Act of 1966. With it, for the first time, the Federal Government moved into the support of adult education per se, although in a variety of other programs, we have given support to education and training programs for adults in one way or another. But the present act now has placed a program of adult education where it properly

belongs, under the Office of Education, and linked the responsibility to the public school system.

But as with most programs at their inception, the adult education needs of the country are far greater than the initial support the present act has been able to afford. This is true not only of the support in terms of funding, but in terms of the degree to which as it stands it is able to reach out to deal with human need. For example, the purpose of the act as set forth in the original bill, S. 3012, was stated as "to encourage and expand educational programs for adults who have not completed secondary school or otherwise achieved an equivalent level of education * * *", But as enacted, the purpose as stated is: "To encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training ", and so on.

So the amendments enbodied in the bill now before you, S. 1995, attempt once more to return to the concept of assistance through adult education in the public schools, not merely to the very most educationally deprived but to all those who have not completed high school. As I envision it, we should be mounting a massive attack on all educational deficiencies below the high school graduation level, opening up opportunity for those who at any time became dropouts before securing such an attainment. This is not to minimize the need for special concentration, in words from section 305(a) of the present law, upon "* * * adults who have completed not more than five grades of school * * *." But these are not the only educationally disadvantaged in today's America, where full opportunity for high school level achievement needs to be offered the person over 18 who wants to make up for the earlier lack. One of the changes I propose, therefore, is to replace the portion I have cited—the fifth grade standard—by expansion to all who have not completed secondary education. In short, what is proposed is the continuation of what we have started; that is, the upgrading of our sights and our program to create opportunity and encouragement for all elementary and secondary school dropouts.

Mr. Chairman, I know I need not remind you that there are some 60 million people in the United States who have not completed a high school education. Yet there are very few evening or adult high schools where dropouts in adult life can earn a high school diploma. I am informed that Ohio, for example, with 3½ million persons over 18 who have not completed high school—and Ohio is fairly typical—has only 12 chartered adult public high schools where such a person can earn a high school diploma. Even these are not under any State plan, as the Adult Education Act would provide, but entirely at the option of the local school district—and for those who attend, tuition is almost universally involved.

Federal educational efforts to date have been geared almost entirely to the vocational training of the unemployed and the teaching of the functional illiterates. Of the hundreds of bills passed by Congress relating to education, none to this date enables a high school dropout to complete his high school education. Here, as I said last year, is one of the remaining voids in our efforts, which

otherwise extend from Operation Headstart for the preschooler, to support of postgraduate college education in a variety of fields, from science to veterinary medicine.

But while we are concentrating much effort on those who are actually in school, or who are about to begin school, once a youth has dropped out society tends to write him off as having had his chance and therefore, he is condemned to the limited opportunities open because of his limited education.

Today, more than ever before, there is a general realization that failure to complete high school is a great handicap. Between 1953 and 1963, jobs filled by high school graduates increased by 30 percent—but at the same time jobs for those with only an eighth grade education decreased by 25 percent. Many of those affected, many of those affected, many of those who have dropped out in the past, now realize their error. But they have no recourse. They are out. They are penalized for their lack, without the opportunity to make it up.

Yet it can be done. In order to do it, however, on a general scale, we cannot rely on initiative from the local school system which already is so hard pressed and bulging at the seams as the school-age population exerts is pressures. There is need for funds, for specific adult education division in public school systems far beyond those existing, for opportunities which many of these people would gladly seize if they were available.

As I pointed out last year, in an Office of Education study it was found that only 4,480 school systems out of 15,200 offered any type of adult education program. Yet the city of Los Angeles illustrates what can be done. There, and the figure is doubtless even higher now, in 1964, the school system operated 27 adult schools with 100 branches, and the enrollment was 66,000. In Indianapolis the Arsenal Technical High School, working with the State educational office, provides instructors and conducts programs in four manufacturing companies, with classes held in the plant before or after shifts. Westinghouse, for example, held a cap-and-gown graduation for its in-plant high school this year, in which the graduates marched through the plant to the applause of fellow workers at their machines. Thirty-six received diplomas.

I might point out here, Mr. Chairman and members of the subcommittee, this is not going to be true in the future because a prerequisite for employment now, in these same plants which provide for in-plant high school education programs, is that they must have a high school education to be eligible to be even considered for employment, let alone employed.

Among many such persons there is an eagerness to learn but no opportunity in most parts of the country. In a climate of acceptance of such a return to the classroom in adult education, there could be a vast upgrading. With educational qualification so universally tied to job opportunity, as with the educational advances made through the GI bill at the college level, the cost of the education would certainly be recouped through greater earnings and subsequent higher tax return on them.

So far, most of the effort by the Federal Government to deal with the high school dropout has been to try to encourage his return to

day high schools. But they are already overcrowded, the dropout is seldom really welcome nor at home in that situation, and the approach simply does not work. We can no longer in our society afford to shirk responsibility, to say to the dropout, "That is just too bad. You made a mistake but we have no means of helping you rectify it." The school of experience is rarely a satisfactory substitute for the missed educational opportunity.

My bill calls for 90 percent Federal support for the fiscal years through 1970. It allows the use of State grants under approved State plans for not only adult education programs carried out by local education agencies under State approved plans, but also for the leasing and renovation of facilities where necessary. The pressure on facilities is very great; this assistance is needed. It might allow, for example, an opportunity for the development of an adult education program in a union hall facility, convenient and conducive to opportunity for a group of workers who would not go across the city to a regular evening high school classroom.

We have made a start with the Adult Education Act of 1966. We have established a principle, but we have not scratched the surface of the need. We need to enlist the active participation of school systems for a concentrated attack at the point of greatest unmet need, the adult who has not completed high school. I hope that we may do so through the adoption of the amendments I propose.

FUNDING PROBLEMS

Senator MORSE. Senator Hartke, I think you make an excellent statement to this subcommittee.

That there is a problem is a fact about which I don't think we will find very much disagreement. The difficulty is the question of implementation. I think we have to face up to it. It is the question of funds. You talked about funding. It is a real problem to find the funds to finance the programs which we already have on the statute books. We are faced with serious cutbacks in program funding as you well know, and about which you have already spoken in other places. These come to some 40 to 60 percent below the amounts already authorized in the Bureau of the Budget recommendations.

I will say no more about that. That is a problem we have to face over on the floor of the Senate. You know what we have to do there. It is one thing to get the authorizations and it is another thing to get the appropriations, and we have to face up to that.

We also have the problem, which you pointed out in testimony this morning, of where in the administration such a program is going to be vested; and secondly, how we are going to get it funded.

Senator HARTKE. I would like to say Mr. Chairman, illustrative of what you are talking about was the action by the chairman in seeking to make it possible for us to continue the regular program of Teacher Corps by introducing an amendment on the floor of the Senate, and I was glad to support, which failed by two votes.

Here again, even if the Congress can be indicted for its failure to accomplish this purpose, the indictment certainly would not carry to the chairman of this committee, who made his effort; who made his stand and did his best to accomplish what is needed for the country.

But, at the same time, I do not think that comes in very good grace for the administration people to criticize the Congress when they themselves are making the recommendations for cuts in programs which are so necessary for the continuation of the unfinished business here at home in America, and I just want to point out what can happen. I think the people are ready and willing.

I was just handed a note here in which Rose Mary Pattison of the Indiana State Department of Education informs us that in the last fiscal year there were 40,014 adults enrolled in high school education programs in the State of Indiana. This is largely because the cost of instruction is reimbursed 100 percent to the local high school districts from the State funds. The State of Indiana last year spent $867,792 on nonvocational adult education high school credit courses. The sum was paid as reimbursement of instructional costs to 42 school districts, which granted high school diplomas to 1,146 adults as a result of these programs.

This is what we are attempting to do here, to try to provide an opportunity for people to make their own way in life so they don't have to demonstrate, and they can go ahead and work for a living. They can pay their way and pay their taxes. That is what most people would like to do, anyway.

Senator MORSE. Of course, the primary obligation of this subcommittee is to decide what we should recommend for authorization.

I am glad to have your statement on that subject. You can be sure it will receive our careful consideration in executive session.

Senator HARTKE. Thank you.

Senator MORSE. Senator Dominick.

Senator DOMINICK Thank you, Mr. Chairman.

I just want to say a couple of more things along the same lines that you initiated.

As a Member of Congress, I am getting a little tired of having the President criticize Congress for not passing enough laws and then on the other hand criticize the Congress for spending too much money; then attempt to put the blame on Congress for not doing something about the riot situation, and then come right back and tell the executive departments to cut back on expenditures by 15 percent or more. What he says frankly does not hold water and is frankly inconsistent.

I just thought I would get that in the record.

Senator MORSE. Gentlemen, I want you to know this is a very nonpartisan committee, as evidenced by that fact that I join the Senator.

Senator DOMINICK. I was about to say, I am sure a lot of people will agree.

I just have a couple of questions on this particular bill.

On page 4, line 6 of your bill, Senator, I think there is a misprint, at least I would assume so. I think that the figure 10 million should be 100 million.

Senator HARTKE. I understand this has been corrected by Mr. Lee; that there is a misprint in the bill.

Senator DOMINICK. That amount is to be 100 million?

Senator HARTKE. $160 million; $160, $180 and $200 million. Is that right, Mr. Lee?

Mr. LEE. That is my understanding.

Senator MORSE. Mr. Lee says that is his understanding.

It will be in the next printing of the bill.

Senator HARTKE. That is right. I appreciate your calling that to our attention. Mr. Lee already made those corrections.

Senator DOMINICK. I have a great deal of sympathy for your efforts here. I frankly admit I don't see much likelihood of getting the bill passed for $160 million for the next fiscal year with a deficit of $29 billion facing us, and a possible tax increase as well. Nevertheless, I certainly share the principles of what you are trying to do.

STUDENT PARTICIPATION IN ADULT EDUCATION COURSES

I do have one or two questions. Maybe you can give us some light on this. I brought this up in our last hearing. I happened to be talking in eastern Maryland to a person who knows the conditions over there very well. He reported that they had either 13 or 15 adult education courses—not course schools—set up over there to try and upgrade people's skills and give them a higher education but they simply could not get anybody to come to them. They all had to close up. They said they could not generate the interest to get the people there to really follow through on the courses.

I am talking in terms of high school education.

Senator HARTKE. I do not know what you speak about. I would think that there is always a danger of failure in these programs, unless you have them basically well organized all the way through, with an opportunity for publicity as to availability. This is one of the problems you have. As I indicated before, you may not be able to get somebody to come to the classroom if you are going to ask them to go clear across town, whereas if you go down to the area in which these people live, you may. Possibly, you may say, if they want an education bad enough, they will go across town—but they don't, and we know they don't. The net result is that you still have an uneducated population which could be educated. This is one of the reasons we build schoolhouses as we do. We don't build one single schoolhouse even for children in a community. We try to get the school as close as we can to where the people live.

I am not familiar with the situation you speak of—I would be interested in checking this out. I am sure that both the National Education Association and the Adult Education Association would be more than glad to check out this situation, if you could give us more detail.

I personally would be interested in checking it.

Senator DOMINICK. This was simply a remark that I am making in reply to a comment which was made to me. It was an offhand comment; it was not supposed to be an expert opinion.

I wonder, Mr. Chairman, if it would not be worthwhile in this connection, to try and get from the Office of Education whatever information they have on the problems of recruiting students for adult education and providing teachers and facilities for them. In other words, what problems they run into in this regard and whether we have a method presently available to us, which will offset the problems and whether or not their experience in adult education has indicated that there is a substantial desire by enough people to really move forward in this field.

DEMAND FOR ADULT EDUCATION PROGRAMS

Senator MORSE. Mr. Lee, counsel of the subcommittee, is calling to the Department's attention the statement of the Senator from Colorado and asking the Department to file a memorandum, setting forth its answers to the Senator's inquiry, to be published in the record of these hearings at this point.

Senator DOMINICK. Thank you, Mr. Chairman.

Senator HARTKE. Senator Dominick, I would like to point out that the State of New York, which has cut back on its adult education program because of lack of funds, has an oversubscription for enrollment in most of their places in New York State. This may be an unusual situation, but they have had a long history and an upgrading of the adult education program there for quite some time. Now they have cut back on their funds.

Senator DOMINICK. Is this a vocational level or a high school level or a specialized training level?

Senator HARTKE. General academic education for high schools.

People who dropped out—adults, who want to get ahead—basically go to night school. They work during the day. They go ahead and finish up their education and get their high school diploma at night. They are not going there for specialized training for themselves, in order to go into a vocational school or a specialized school.

Senator Murphy, the State of California does have one of the best systems, in my opinion. I say that without disrespect to the others. It has one of the best systems of adult education.

Senator DOMINICK. I asked that question about New York, because I remember, when I was practicing law in New York, I used to go to night school at NYU in an attempt to learn about the mechanics of airplane engines. I figured I ought to learn how they operate, since I was flying planes all over. I wonder if that type of training is included in the demand.

CHARTERED SCHOOLS

Senator HARTKE. The demand there, basically, for the adult education classes is by those who missed their opportunity when they dropped out of school. They want a high school diploma.

Senator DOMINICK. In your statement on page 3, you refer to 12 chartered adult public high schools in Ohio, where a person can earn a high school diploma.

What do you mean by chartered?

Senator HARTKE. These are chartered by the State department of education.

Senator DOMINICK. This is an approved school?

Senator HARTKE. It is an approved school; yes.

Senator DOMINICK. For adult education?

Senator HARTKE. Yes. There is a possibility there are some other private schools which are operating to provide some type of educational training for adults, specialized training. There are a number of those throughout the country.

Senator DOMINICK. In your State, do not the public high schools offer night courses for adult education?

Senator HARTKE. No. Some of them do, but it is purely voluntary on their part. It is part of the school system.

Senator DOMINICK. It is in our State, too. We offer quite a few of them.

Senator HARTKE. The city of Indianapolis has an adult education program that is quite good. I don't know all of the cities that do, but most of them do not. As I stated, 42 school districts receive State funds which pay 100 percent of the instructional costs.

Senator DOMINICK. Thank you.

Senator MORSE. Thank you very much.

Senator Murphy?

Senator MURPHY. I would like to say that I appreciate the compliment to the education system in California. I daresay that the State superintendent out there is completely in accord. We do have a problem of funds, as the chairman pointed out, which is a tremendous problem. I agree with the Senator and with his comments and testimony and I say that this Senator is completely in accord with your statement.

Senator HARTKE. I was going to say, the Senator is my neighbor across the hall. I could not ask for a better neighbor. I never had a better neighbor since I have been in the Senate. He is a great Senator.

Senator MURPHY. Thank you very much.

Senator MORSE. Thank you, Senator.

The superintendent of schools in New York will testify here this morning. When he is on the stand, I am going to ask him to make comments on the New York adult education or file with us a memorandum later, that will answer the questions that Senator Dominick and you have raised in regard to New York.

Senator HARTKE. Thank you.

Senator MORSE. Thank you very much.

Now we will hear from Dr. John M. Lumley, the director of the Division of Federal Relations of NEA, and Mrs. Mary Gereau of the Division of Federal Relations.

STATEMENT OF DR. JOHN M. LUMLEY, DIRECTOR, DIVISION OF FEDERAL RELATIONS, NATIONAL EDUCATION ASSOCIATION; ACCOMPANIED BY MRS. MARY GEREAU, DIVISION OF FEDERAL RELATIONS, NEA

Senator MORSE. Once again, we are glad to have you before this subcommittee. You have come before us many times and have been very helpful to us.

I want you to proceed in your own way.

I see, Dr. Lumley, you have a prepared statement. You can read it in full or you can summarize, whichever you wish.

Dr. LUMLEY. Thank you, Mr. Chairman.

We will not read the prepared statement in full because I realize the amount of time that you have to put in. You can go through the prepared statement. We will pick out some things we believe are pertinent points.

Senator MORSE. Dr. Lumley's prepared statement will be inserted in the record at this point.

He will proceed to summarize it in his own way.
(The prepared statement of Dr. Lumley follows:)

PREPARED STATEMENT OF DR. JOHN M. LUMLEY, DIRECTOR, DIVISION OF FEDERAL RELATIONS, NEA

Mr. Chairman and members of the subcommittee, on behalf of the 1,030,000 members of the National Education Association, may I express our appreciation to you and your colleagues for the opportunity to present the views of the National Education Association on S. 1125, The Elementary and Secondary Education Amendments of 1967.

The National Education Association has given vigorous support to the Elementary and Secondary Education Act since its inception—and contrary to widespread misinformation in the news media, continues to support the purposes of the legislation, and for the most part, the design of the Act as originally passed. We do believe, however, based on experience to date, that the Act can be improved. It is my purpose, therefore, to direct these comments to the areas of improvement that we seek.

TITLE I

We believe that Title I of ESEA is proving to be an important basic step towards providing compensatory education opportunities to children from low income families. This Title, operated under the state education agency according to rules and regulations as provided in the Act, has been well received by the states and by the local school districts who operate the programs. Problems which have arisen have, for the most part, been caused by the lateness of appropriation and, in the early days of the Act, by the delay on the part of the U.S. Office in formulating guidelines for the states. Also, the fact that appropriations are far short of authorizations has created some frustrations, since the promise of Title I has never been fulfilled.

An amendment to the bill approved by the House which provides that half the national average per pupil expenditure or half of the respective state's per pupil expenditure—whichever is greater—is to be the factor in the distribution formula is, we believe, an improvement over the bill as approved by the House Committee. This is, however, a poor substitute for the provision on the ESEA amendments of 1966 which would also have raised the family income factor in the formula to $3000. We believe that tailoring the bill to the inadequate appropriation request is an unfortunate practice—but probably realistic at this time.

We believe that the increase from $75,000 to $150,000 set aside for state administration of Title I (or 1% of the state's allotment, whichever is greater) is reasonable and will encourage better state administration, thus lessening the opportunity for federal intervention.

INDIAN EDUCATION

S 1125 provides for extending Titles I, II and III to Indian children in federally operated schools for one more year. We believe that if the Indian service is to continue to operate these schools that they should be totally funded from the Interior department budget. We believe that these schools should be eliminated as rapidly as possible and we repeat our suggestion that this Sub-Committee and the Sub-Committee on Indian Affairs of the Senate Interior Committee should work jointly to speed the integration of our Indian children into the public school systems of the states in which they reside. If this takes special incentive legislation, I feel sure the NEA would support such a measure.

We believe that the proposal of Commissioner Howe to this Sub-Committee on July 25, relative to amendments to section 14 of PL 815, is a step in the right direction, and will provide for more Indian children to be educated in the public schools, where they belong.

MIGRATORY CHILDREN

In our view, amendments in the House-passed-bill relating to migratory children are desirable. We also urge the Committee seriously to consider retaining the provision for the study of the effect of low rent public housing on local schools finance as proposed in the House bill.

The provisions of S 1125 relating to the Teacher Corps are no longer pertinent since this program has now been extended and improved by PL 90–35, the Education Professions Development Act of 1967.

TITLE III

In relation to Title III of ESEA, we believe that the House amendment placing control of this program in the state education agencies is essential and strongly urge that the Senate concur with the House on this matter.

We have reviewed the arguments advanced by the distinguished Secretary of HEW for continuing federal control of Title III. But we believe that it is erroneous to presume that the employees of the Office of Education, on the advice of individuals they have selected, are more competent to decide which projects under Title III should be funded than are the specialists of state education departments.

The decision as to which applications for Title III funds are approved is a totally subjective decision, regardless of whether it is made at the local, state or federal level. We honestly believe that state officials can look beyond the glossy facade of a proposal and judge its merits and appropriateness for the applicant district better than can the federal readers or those in the federal office who rely on their advice.

The point is made by the Commissioner that only ten states have full time Title III coordinators, the other 37 handling Title III as a part time assignment. Assigning control over Title III to the states will correct this situation in short order. Under the present situation, since state education agencies have no real control over the approval of projects, there is no particular reason for them to give this matter major attention. The point is also made that of the 723 project directors who answered questionnaires for the Miller study (see Commissioner Howe's testimony of July 25) there was indicated satisfaction with the administrative procedures. We are not apprised as to whether or not the Miller study surveyed the thousands of districts whose applications were not approved by the USOE—and who thus have no funds to employ Title III coordinators. An analogy might be made with a survey of successful candidates for public office asking if they are satisfied with the electoral process. The answers would be far different from those offered by the losers.

I shall not continue this critique of the federal officials' arguments, although tempted to do so. Rather, I believe the Subcommittee will prefer a more positive approach.

We believe that state departments of education can and will match, and indeed exceed, the care and judgment with which the federal agents approach the task of selecting applications for approval. We believe they can recruit competent consultants to assist them in this matter. We believe, in fact, that they will select consultants more realistically and will also involve a larger percentage of competent practitioners from the field of elementary and secondary education—contrary to federal practice thus far.

CHURCH-STATE ISSUE

We regret that the church-state issue has been raised as justification for continuing federal control of Title III. The House provision that Title III money not be commingled with state funds renders the question of state constitutional ruling irrelevant. The same state attorney generals and/or courts who have ruled that Title I funds may be used for programs which include non-public pupils cannot issue a different ruling in relation to Title III, which also provides that non-public pupils be included in projects in the same manner as in Title I.

Mr. Chairman, you and other members of this Committee have devoted many years to bringing about federal aid to education without federal control. The NEA has been in the forefront of that fight—*for* federal financial aid *without* federal control. We were accused by some, because of our support for ESEA, of "selling our birthright for a mess of pottage" because of the hint of federal control that could possibly have developed under the new approaches to federal aid to education which this Act involved. The NEA persisted in its vigorous support of the ESEA in 1965 and 1966.

We continue this support, with three major reservations. One of these is our increasing concern over federal control of educational policy through the device of Title III, as presently administered. We strongly urge that the House-passed amendment placing control of this program in the state education agencies be retained by the Senate. The Sub-Committee may wish to spell out in the bill that the states give due attention to the problems of urban areas in

approving projects under this Title. (We believe most states will do this anyway, although perhaps in sparsely settled states, such as those in the Plains region, they may give more attention to the most challenging problems which may not be in the urban areas, but in public schools with Indian or migrant children.)

TITLE V–B

Our second cause for concern in S 1125 is the proposed new part B of Title V. This part would authorize an additional $15 million for grants to the states for educational planning and evaluation. Certainly we approve of educational planning and recognize that evaluation is essential. We object, however, to the apparent attempt, in part B as written, to bypass the state education agencies who have the legal responsibility for education in each state. We urge, if Part B is retained in Title V, that the funds be allocated specifically to the state education agencies. To do otherwise can create chaotic political situations in several states, especially in the 22 states which have popularly elected chief state school officers who are wholly independent of the governor. Which state agency controls education is a matter for each state to decide—not the federal government.

Part B of S 1125 also provides that the Commissioner may reserve 25% of the funds appropriated under this Title for grants to public and non-profit agencies, or contracts with profit making agencies, for special projects related to comprehensive planning and evaluation. We urge that the Sub-Committee delete this provision for two reasons, one of which is that we believe that planning and evaluation projects should be determined by the states, not the federal agency.

Our other reason for objecting to this provision in Part B raises an issue about which we feel very strongly.

CONTRACT AUTHORITY

In recent years, and through the subterfuge of convoluted language,[1] the U.S. Office has proposed, and secured, amendments to various federal aid programs permitting them to contract with profit making agencies to carry out a variety of projects.

This practice first came to light in the proposed amendments to the Cooperative Research Act which became Title IV of ESEA in 1965. The contention then, in answer to objections raised by the NEA, was that the USOE needed this authority to contract with such companies as IBM to train computer-oriented researchers. We continued to object, on principle, but did not make a major issue of the matter. However, we believed then as we do now, that direct contracts between the USOE and profit-making agencies are inherently wrong and that the objective of increasing the supply of computer experts could be achieved by *subcontracts* between public and other non-profit agencies receiving federal grants and the computer training agencies. In addition, we questioned the practicality of training such researchers in a situation isolated from the education community.

We lost that argument, but not our concern.

Very rapidly, since this first "foot in the door" the USOE has consistently proposed, in a wide variety of federal education proposals, that it be given authority to contract with profit making agencies.

Mr. Chairman, this constant effort on the part of the Office of Education to secure authority for the Commissioner to bypass the public and private non-profit education agencies and deal with profitmakers is in our opinion, the most dangerous educational proposal ever to come before the Congress.

This danger lies in the potentiality for federal control and direction of the entire education effort of this country, in direct violation of the American tradition of state control of public education. Profit-making agencies are in business primarily to make a profit. If the permission to contract with profit-making agencies is granted, nothing prohibits the Office of Education to hire persons to accomplish objectives and to conduct well financed Madison Avenue-type promotion campaigns to achieve purposes which the public education sector

[1] Compare language of original Cooperative Research Act (20 U.S.C., Secs. 331, 332) with language of Title IV, P.L. 89–10.

and the ethical private non-profit institutions would never consider becoming involved in. This seems to us not only a totally unnecessary practice, but indeed a frightening one.

May I make it perfeclty clear that we are not opposing the involvement of the profit-making sector of our society in the educational enterprise. We believe that situations can arise where it is economical and efficient for public and other non-profit educational agencies to contract with industries such as the computer or electronics industry, to provide specialized training or develop machinery for specific parts of a research or demonstration project. Our strenuous objection is to the situation in which USOE is authorized to contract *directly* with profit-making agencies, with no involvement of the public and non-profit educational sector, in such a manner as to achieve whatever objectives the USOE may unilaterally determine. The provision for advisory councils, which are appointed by the Commissioner, in no way lessens the danger—indeed could enhance it. Carried to extremes, a Commissioner could appoint a council which he knows would advise him to concentrate on contracts with profit-making agencies and to use the majority of all of the funds available under the pertinent sections to bypass completely the public and other non-profit agencies. USOE spokesmen compare this authority to contract with the profit-makers to that in the health and defense fields. Neither area is comparable to education. National defense is exclusively a federal concern and is not carried on by the states. Health research by industry, such as that which resulted in the discovery of antibiotics, was carried on long before the National Institutes of Health was developed.

On the other hand, public education has traditionally been provided by the states and non-profit institutions. There is no federal education operation—and no reason to develop one. The role of the federal government in education must be confined to that of channeling funds to the public and other non-profit education agencies and institutions to meet the objectives defined by the Congress as representatives of all the people. Research, demonstration projects, inservice education, and information dissemination about worthwhile developments in education should be carried on, not by the Office of Education, but by schools, state education departments and institutions of higher education with funds provided through the Office of Education for the purposes which the grantees identify as most appropriate. Violation of this principle places a Commissioner in a position where he can contract with any person or group of his choice to develop programs which *he* wants the nation to follow. This is federal control of the most objectionable sort; and we urge the Committee to reject this proposal every time it is made and to correct Title IV of ESEA for the sake of placing authority for American education where it belongs—with the state and local governments and non-profit institutions.

COOPERATIVE RESEARCH PROBLEMS WITH CONTRACTS

The public press has recently featured articles on somewhat startling proposed contracts between the USOE and profit-making agencies of which this Sub-Committee is well aware. We do not presume to evaluate whether the pending proposals in question are worthwhile—since we are unable to find out just how much of the ESEA funds are involved, how many contracts with profit agencies are in force and whether or not these activities could be carried out by non-profit or public agencies, such as colleges, state education agencies or local school districts. We urge the Sub-Committee to request such information and make it available for public review. We also urge that the Sub-Committee amend Title IV of ESEA in such a way as to restrict the USOE to contractual arrangements with non-profit agencies only.

We believe that this entire area of operation needs most careful and thorough analysis by the Congress of the United States through the hearing process, not only in the Cooperative Research Act (Title IV, ESEA) but in every education act where it appears. Frankly, the present situation has developed in a somewhat clandestine manner. No federal agent, at least from our research into published public hearings, has discussed this matter with the appropriate congressional committees. Other public witnesses have not had the opportunity to comment on the situation—and indeed have been unable, through their own efforts, to determine the extent of the involvement of the profit-makers in receiving federal funds from the USOE, funds which we believe the Congress intended to be used by public and private non-profit institutions in seeking ways of improving American education.

Mr. Chairman, we do urge that the disaster relief amendments to P.L. 815 and P.L. 874 be adopted. We urge the enactment of the amendments to Title VII of ESEA provided in Sec. 151 of S 1125 to establish regional resource centers in the field of education of the handicapped. We also support Sec. 152 of S 1125, provided that the grants and contracts for special projects in the field of education of the handicapped are limited to public and other non-profit agencies and institutions for the reasons already noted in this statement.

Finally, we urge that all provisions of the bill, except the aforementioned sections relating to federally schooled Indian children, be extended for at least two years, through fiscal 1969.

We believe the Sub-Committee is thoroughly alerted to the problems caused by the present pattern of one year authorization and that the arguments need not be developed further in this statement.

Again, Mr. Chairman and members of the Committee, we commend you for the great progress in American education which this Sub-Committee and your colleagues in both bodies of Congress have made possible. We look forward to many years of continued cooperation with you in working for ever-improving educational opportunity for the children, youth, and adults of this nation.

SUPPLEMENTAL STATEMENT OF DR. JOHN M. LUMLEY, DIRECTOR, DIVISION OF FEDERAL RELATIONS, NEA

The National Education Association urges the enactment of S1374, by Senators Mansfield and Metcalf, to amend PL 81-874 to provide assistance for current expenditures in case of certain disasters.

The school disaster relief provision which expired June 30, 1967, and which we urge be reenacted and extended permanently, as provided in S1125, covers those situations in which the President proclaims a disaster has occurred. S1374 is designed to assist school districts which suffer catastrophes that may not be designated by the President as disasters in the usual sense of the term such as earthquakes, floods, forest fires, tornadoes, etc. but will constitute an overwhelming financial loss to the affected school district in terms of property tax revenue.

The original intent of S1374 was to aid small school districts in which a school may be destroyed by fire, explosion or malicious action over which the school authorities had absolutely no control—such as the bombing of schools in some racial incidents a few years ago. The problem of the district, especially a small one, lies not only in raising funds to restore the facility, but in finding sources of revenues to provide for renting temporary facilities, and replacing destroyed instructional materials and equipment—such as library resources, textbooks and supplies, and shop equipment. This can be virtually insurmountable in many instances.

We believe that S1374 will meet the original purpose for which it was proposed.

We also believe that this bill is necessary to meet the school finance crisis that occurs when severe property damage and dislocation of families results from such disorders as those suffered by Newark, Detroit and other beleaguered American cities. While the vandalized area may not include specific school facilities, the school program of the entire community is adversely affected because of the loss of school operating revenue resulting from the decrease in property tax collections on which school operating budgets are based. The small businessman whose store is destroyed can not be expected to pay property taxes on a business that no longer exists. His personal tragedy is great, and commendable first steps to help him are now under way. However, the school district suffers a loss, also, and one which will seriously decrease the educational opportunity of all the children, including but not limited to those relocated from the bombed out area. The school district faces unusual additional expenditures at the same time its local financial resources are drastically reduced. The innocent victims of such catastrophes, the children can not be put off.

It is understandable that such man-made destruction should perhaps not qualify for designation by the President as a disaster area, for wide variety of

psychological as well as economic and social reasons with which the Sub Committee is thoroughly familiar. However, we believe that S1374 is essential if the entire school system, including schools far distant from the destroyed area, is to continue to function at least as well as in the pre-riot period.

This would be a stop-gap measure, and certainly is not advanced as an answer to the great need for a massive program of aid to improve education in the slum areas of major cities. It is, we believe, a practical measure which should be enacted before the opening of the 1967 school term.

We urge the Sub Committee to act now on this important measure.

CLARIFICATION OF NEA POSITION ON CATEGORICAL AIDS

Dr. LUMLEY. There is one thing I would like to state, Mr. Chairman. On the first page of our statement, we call attention to the fact after our convention in Minneapolis, or during that time, there was a great deal of newspaper publicity that the NEA was backing away from any support of categorical aid, in the support of general Federal aid. This misapprehension or misstatement came about because of the fact that the Education Policies Commission had issued a study and there developed a mixup as to who was supporting what.

As you know, we have always supported the Elementary-Secondary Education Act. We want to pay tribute to you, as chairman who introduced a bill in the 88th Congress to accomplish what has been accomplished in title I of the Elementary-Secondary Education Act before it was sent to the Congress in the 89th Congress as the result of a so-called blue ribbon committee study. So we are here today simply to say to you that we have always supported the Elementary-Secondary Education Act and will continue to support it. We believe that experience shows us there are some things that should be changed—should be amended—and that is the reason why we are here.

Senator MORSE. I was not misled a bit, Dr. Lumley, about the publicity that emerged from the Minneapolis convention. I am your witness as to your organizational support for the elementary-secondary educational program.

I also could be a witness as to how easy it is to have misunderstandings develop under such circumstances.

On August 13, a representative of the Educational Policy Committee will testify before the subcommittee that will give us the broad perspective on the overall policy position of NEA Educational Policy Commission. We want you and Mrs. Gereau to give us testimony this morning on the particular problems that are before us at this time.

This subcommittee has no question as to where NEA stands on elementary-secondary education.

We thank you for the support that you have given us.

Now you may proceed.

GIBBONS AMENDMENT

Dr. LUMLEY. Senator and members of the subcommittee, we also call to your attention an amendment that was added to the bill by the House, by Congressman Gibbons. It had been added to the bill in the last session in the Senate by Senator Yarborough, to change the formula.

We believe that this is important as long as the bill is underfunded.

The administration, as you know, has not asked for the full funding of the bill and therefore, this amendment which the House bill provides, for using either half of the State average or half of the national average, whichever is the greater, is an important amendment to the bill.

I call your attention to the fact that it is in the House-passed bill and was in your Senate version last year.

Senator MORSE. May I interrupt just a moment because the press has asked me from time to time, questions about the Gibbons amendment. I think we ought to make it perfectly clear here this morning that the Gibbons amendment that is in the House bill is in the statute now, it is in the law now.

Dr. LUMLEY. This is right.

Senator MORSE. Many seem to think that the Gibbons amendment is going to change the status quo. It is not. This ought to be pinned down this morning.

Dr. LUMLEY. It should be perfectly clear.

Senator MORSE. Go ahead.

INDIAN SCHOOLS

Dr. LUMLEY. We call attention to the fact that the bill provides for allocations for Indian schools being operated by the Indian Service.

Last year we testified before the subcommittee and recommended the appointment of a committee to study this—the funding in support of the Indian schools. We do not believe that this should be part of the Elementary-Secondary Education Act, although perhaps you should retain it this year, because of the late date, and we are not asking you to cut it out. We are saying that if you have Federal schools supported by the Bureau of Indian Affairs that the money should be allocated in that Bureau's budget for support of these schools directly.

We are also greatly concerned about the segregation of the Indian schools, and Mrs. Gereau—as a former State superintendent of Montana—can tell you the problem they had and how they did work out getting Indian children into the public school system.

This is why we believe the Elementary-Secondary Education Act should provide the funds for the education of the Indian children in the public schools; not in the Federal Indian schools which are racially segregated schools.

Senator DOMINICK. I heartily agree with you. I think it is absolutely ridiculous for the U.S. Government to be promoting a segregation of Indians while we are trying to promote civil rights for every other minority. I just think it is nonsense. I would like to see us get them in the public school system as fast as we can.

I very much appreciate your support.

ESTABLISHMENT OF SUBCOMMITTEE ON EDUCATION OF INDIAN CHILDREN

Senator MORSE. I am glad to have this comment from the Senator from Colorado. Let the record show that just yesterday, at a meeting of the Subcommittee in Bilingual Education, I announced that I had written to Senator Hill, chairman of the full committee, recommending the appointment of a special subcommittee on education of Indian children legislation.

We have already published the report to the committee requested last year; it is available to the press. It was prepared at the request of the committee which directed Secretary Gardner and Secretary Udall to give us a report on some of the problems of Indian education including a proposal made last year that the Indian education be transferred to the Department of Health, Education, and Welfare.

The matter will be of major concern to the subcommittee this year. It is not directly involved in these particular hearings, although I am glad you are making reference to it.

The report bears out what Senator Dominick has said, and in order to expedite early consideration of it, I am recommending the appointment of this special Subcommittee on Indian Education. If, as, and when the subcommittee is appointed, I hope NEA will give to those of us who will serve on it the benefit of its judgment as to what we ought to do about solving the many problems of Indian education.

I had breakfast this morning with one of the most able young Indian college graduates that I have met in some time. He expressed his great concern about the breakdown in the educational processes for young Indians in the schools that are now made available to them.

May I say, however, on behalf of the Bureau of Indian Affairs and the Department of the Interior, that there are many young Indians educated in the public schools. Too many of them, unfortunately, enter public schools without the background needed for success in public schools. As a result the dropout rate is astronomical, the youngsters return to the reservations, and go back to an old culture. This young Indian says—not your chairman, for I am not an expert in this field but, this young Indian says really, it is a return to a dying culture in a modern America.

DROPOUT PROBLEM

He gave me a figure that I won't quote, because I want to check it, but he gave me a figure that astounded me about magnitude of the dropout rate. He is very concerned about what the dropout rate produces through contributing to unemployability among young Indians. We have a great many problems—so this Indian says—causing community difficulties that are developing in the areas where large populations of these young Indians live.

I think Senator Dominick and Senator Fannin, two who have been on this committee have pressed for a long time for this committee to face up to the Indian education problem, are completely on the right track.

Senator DOMINICK. Mr. Chairman, you may remember on your Interior Committee, our distinguished colleague from New Mexico saying that if the present progression of the budget of the Bureau of Indian Affairs continued for another 5 years, the way it was going, it would shortly be larger than the Defense Department budget.

He strongly opposed continuing that type of action and hoped we would start getting the Indians in the mainstream of American life, and I agree.

Senator MURPHY. Mr. Chairman, I would like to concur with the chairman and Senator Dominick's statement.

I have had some experience in my State and I think if the story of the association of the department of government which sets this up

were ever written, it would be a most unbelievable document, if you put it on paper.

Senator MORSE. You may proceed, Dr. Lumley.

TITLE III—ESEA

Dr. LUMLEY. We are glad to hear you have made this recommendation. You can certainly be assured of our cooperation in any way, in any manner.

Next, we come to the question of the administration of title III.

The NEA is concerned by the fact that title III is administered from the Federal level. We believe that the strength of the public school system of this country has been the fact that we have had 50 States. We believe that the strength of the American society lies in the fact that it is nonconformist; the States do not conform. We believe that when you federalize anything, you tend to bring about conformity. It is one think to talk about title III being for innovation and exemplary practices but when it is administered from the Federal level, in our opinion, you will tend eventually to get conformity and you will not strengthen but you will weaken the public school systems of this country.

In the 10 years that I have been with the National Education Association, I have met with educators coming from all over the world, who sit down and talk with us about the educational system in the United States. The one thing that we stress that is unique about this system of ours—the one thing they don't believe is workable but we show them, can tell them that it does work—is the fact that we have 50 State systems; not a Federal system.

We don't have, as in France, a commissioner of education who can say that all of the children in all of France are studying a particular thing at a particular time on a particular day. In this country the States have set up their State systems. We believe, therefore, that title III should be administered by the States, just as title I is, and that the innovative practices and exemplary practices—the projects that are sent in from the local school district—which are developed by the local school districts should be approved by the State departments of education who can do this every list as competently, or more competently, than at the Federal level.

When proposals come to the Federal office, each is read by readers or by consultants and a decision is made as to whether or not it should be funded. In many instances we believe the people who are passing on the innovative practices are not necessarily the practitioners.

We would like to have control of this title III program to be at the State level where the people who are the practitioners in the school system would have an opportunity to make meaningful decisions.

Senator MORSE. What do you say, Dr. Lumley, about the position of the Department, as I understand it to be?

Let me say that when the case-in-chief is in, for those who want to transfer title III back to the State departments, we will have the Department, through Mr. Howe, return for testimony, to give us the departmental evaluation of the record that has been made. It will be rebottled testimony so to speak.

READINESS OF STATE DEPARTMENTS OF EDUCATION

What do you say to what I understand is part of the thesis that in this particular field of Federal aid, there are State departments, that at the present time are not equipped; do not have the staff, to give to title III authorities the administration of the program that it is going to need?

The Department of Health, Education, and Welfare, has as its goal, I believe such transfer of administrative jurisdiction over the subject matters of title III just as rapidly as the State departments can take them over.

When the Department is asked: "The State departments already have much jurisdiction over, for example, titles I and II. Why can they be given title III?" I understand the answer to be in part, that State departments are already administering all that their staff are capable of administering. Put this down as my interpretation and not necessarily the Department's actual position. I may be wrong in my interpretation of it. Mr. Howe can clear it up when he comes in with his subsequent testimony but there is no doubt that in the broad outline I am right—as to what the two sides of this issue are.

Dr. LUMLEY. This is correct.

Senator MORSE. The witnesses who advocate State department control and administration of title III say they are ready now to do the job.

The Department of Health, Education, and Welfare is saying, as far as title III is concerned, that many State departments are not equipped and ready now to do it.

What do you say about that?

Dr. LUMLEY. The answer is that I would have to say to you, Senator Morse, that it is possible that there might be a few State departments that are not equipped to do a perfect job now, but I would say to you that when the law was enacted that the Office of Education was not equipped to do the job either, and if title III is transferred to the State departments, and the money becomes available, that people can be employed by the State departments to do the job.

I would also say that the actions of the Office of Education, or the spokesmen for the Office of Education, in the words that they are giving us as to their position, do not jibe, when we know that they talk about the establishment of regional offices in order that they can better control the State departments of education.

STATE APPROVAL OF TITLE I PROJECTS

Now, under the law at the present time, the State departments have full control for approving projects under title I. The copy of the projects comes into the Office of Education, where it can be examined and reviewed. One of the reasons given for the establishment of the regional offices—the staffing for the Office of Education—is that they can tighten up the administration of approval of projects under title I, and again, sir, I say to you, that this is federalizing education. This is trying to make them conformative, on the theory that the people in the Office of Education are better equipped to do a job than the people in the State departments, which is the thing that I believe is false.

I believe therefore, that the transfer of title III to the State departments will make it possible for the State departments to become

stronger. No one can get stronger in doing a job until he has the opportunity to do the job. We can sit back and say, "Well, when they get stronger, we will permit them to do it," but how are they going to get stronger if they don't have the opportunity to get the experience?

RURAL DOMINANCE

This is the reason we believe the change in title III is necessary.

Now, we do believe it may be a fact—and I think our testimony brings this out—that for a great many years, our States have been rurally dominated and therefore, the problems of the large cities were not given full consideration by the States, the State legislatures or the State departments of education.

We believe this is being rapidly corrected, and that eventually, it will be fully corrected.

We think that the Congress should say in title III that State departments should give priority to urban problems if there is any doubt that the State departments will not be fair to the urban areas.

STATE PLAN CRITERIA

Senator MORSE. Are you saying, Dr. Lumley, that there is a middle ground here, possibly, in which the legislation is setting forth certain criteria not now in the law, that will impose upon the State departments, the requirement that they submit their State plans for the approval of the Department of Health, Education, and Welfare; that those plans specifically cover this point of emphasis upon the urban problems when urban problems exist in a given State? To put it another way, if it is true, as I think you imply, that one of the background or unexpressed reasons—in the background of hesitancy on the part of the Federal authorities to move as rapidly as you would have them move now, in giving jurisdiction to the State departments, is the concern that in some States, the State departments of education are not urban oriented to the degree taht they should be. Therefore, it is thought that we should exercise a greater, a more stringent control, so to speak, over the State programs than would be the case if State systems were urban oriented.

Are you suggesting that we might write into this bill some very specific criteria by way of requirements for a State plan, when it is submitted to the Federal authorities?

Dr. LUMLEY. I believe it should be in the law. When Congress provides something in a law, I don't think of this as Federal control. But when it is something that is established by a bureaucracy then I do believe it to be Federal control. Therefore, I think that if the law says that the Congress itself, that it is the belief of Congress that urban problems should have a high priority of first consideration, then I think this should be in the law.

I think there is another issue.

CHURCH-STATE ISSUE

I deeply regret that the Secretary brought up the issue of the church-state, because I don't believe there is any church-state issue with title III or in fact, with the State departments, but the Secretary made a

great point of this; that there was a church-state issue, as one of the reasons why he wanted to keep control of title III at the Federal level. I think, again, this is not an issue any more than it would be an issue for title I or a title II.

RURAL VERSUS URBAN ISSUE

Senator MORSE. I am talking off the top of my head now. I don't claim to know the answer to this. I am floundering, trying to figure out whether or not there is some language that we can put in the bill that could resolve this controversy; which will speed up the granting of authority to the State departments, and at the same time, satisfy the Federal need for protecting Federal funds when they are turned over to the States, so that a proportionate share of them go to the urban problems. I hope that other witnesses in the room hear this because they will be where you are in a few minutes.

Dr. LUMLEY. That is right.

Senator MORSE. They ought to make a contribution on this point to the subcommittee because this is one of the most difficult problems that faces this subcommittee in the writeup of this bill.

STATE PLAN CRITERIA

I don't duck the problems. I want to find out whether it is their view that we go all the way in giving the State control over title III or go all the way in the other direction, and thus adopt the administration's proposal, or if the bill we should find, if we can, moves in the direction of what I understand is the Department's ultimate objective; namely, to have title III turned over to the States by giving much of it to the State but retaining criteria in the legislation that the States are going to have to meet in submitting their State plans. This is an off the top of the head suggestion of mine, but we might write in language to provide a certain proportionate share, that is earmarked for the urban program. If the Department finds that in a particular State, the problems of the ghettos, the urban problems in education, are of great importance, and if a State department does not meet a percentage or other criteria for meeting such needs—however it is phrased—the States ought to know in advance that their plan is going to be turned down.

Now, their are dangers in my suggestion, nobody knows that better than I do. We will have to be very careful that we don't run into the very problem that you raised earlier in your comment; criteria can be so phrased that it becomes Federal control and thus violates the pledge that the chairman has made for years—"I am not going to be a party to Federal control."

How do you put in language, a necessary criteria that will protect the Federal dollar? The taxpayer in Maine or Texas or Ohio has an interest in how the Federal dollars spent for in Oregon, my own State, or any other State are used? How are we going to protect the expenditure of the Federal dollar to see to it that this money is not used in an arbitrary manner, irrespective of the national concern in educational problems that are pertinent in every State? You almost have to be a Houdini, to write such language, but I think that it is a problem for the committee to meet, and any help you can give me, at least, in regard to this, to try to resolve the difficulty, I would appreciate.

TITLE III NOT GENERAL AID

Dr. LUMLEY. We certainly will be glad to help.

The one concern of many people, I think, local school people, is that if this is turned over to the States, the States might use it as a general aid bill and just give the districts a certain amount of money. I am sure that the law should make sure that this is not done. We have no intention that this should be the idea. It should be exactly what title III has provided for now and it does not mean that every school district in the State of Oregon or the State of California would get a proportionate share of the money.

It means that a local school district is submitting a proposal with the State education agency that is an innovative or an exemplary project, and doing something for that particular district.

Now, we talked about urban problems and again in our comment here, it said that in some States, in the Plains States, for instance, the main problem might be Indians or might be migratory children or something of that kind, so that we have to be a little careful about earmarking a percentage for urban centers, too.

TITLE V–B CONCERNS

The other one, which is along this same line, Mr. Chairman, is part B of title V and we come to that where we say our second cause for concern in S. 1125 is the proposed new part B of title V and we believe that here, again, this money should be given to the State departments of education.

SUPPORT OF PRESENT TITLE III PROGRAM

Senator MORSE. Let me interrupt you just once more, then I will keep still. This interruption is so that you, and also other witnesses, may take note of this this morning.

Last night I spoke in Erie, Pa., and at a dinner meeting with a group of educators in advance of my lecture we talked about this very problem: How to administer title III.

And I was a little surprised at the strong contention made by some of those educators in support of the administration rather than support of turning title III over to the States. I talked to subcommittee counsel about it this morning at breakfast. We framed this question that I want to put in the record, not only for you, but for other witnesses to consider, too.

In your view, is there any merit to the contention that some school districts feel that they may be better off if they would come to the Office of Education for money under title III, than if they go to State departments of education?

In other words, rather than being entirely a State/Federal conflict, may there also be a tug of war between local school systems and the State departments of education?

In this dinner conference last night in Erie, Pa., several of these educators took the position that the local school districts would suffer if they had to get the approval of a State department. So if there is a fight within a State between the local school districts and the State

department, and if those school districts feel they would be better off if they came to the Department of Health, Education, and Welfare which, parenthetically in part, proves the point of some, that there are those who really would prefer to substitute ultimate Federal administration for State administration, a position to which I am unalterably opposed. How are you going to meet the problem?

Some school districts—and I think you are going to find most of them are big city school districts, feel strongly about that—the point that you mentioned earlier, of rural domination, and an alleged lack of understanding and appreciation in the rural areas of the ghetto problems. They fear, therefore, there could be a denial of funds under a State administered title to the ghetto schools. It is part and parcel one of the causes of this controversy.

What do you have to say about that?

TITLE III STUDY

Dr. LUMLEY. In our testimony, we pointed out that it had been reported; a study had been made.

Commissioner Howe made a report that a study was made by Mr. Miller of the answers of 723 project directors who answered questionnaires for the Miller study. They indicated satisfaction with it being operated from the Federal level.

Now, we think that the same thing is true, or would be true, of the people you spoke with in Erie. This would be my answer to you, Senator. In Pennsylvania, my native State, I would say that the people in Erie have probably received approval of a project as of now, and they are working with the Office of Education. Therefore, they feel more comfortable with this situation as it is. I am confident that they would have the same degree of consideration at the State level that they got from the Federal office. My feeling being—I would add this to it—under title III, the projects are submitted to the Office of Education after review by the State departments, and in many State departments, they have done a very good job of reviewing and making recommendations and sending them to the Federal office.

Unfortunately, the Office of Education has often not paid any attention to what the States have said about it. In some instances, they approved the projects that the States disapproved, and so forth. But I don't believe, once State control is established and once the States are operating, and the system goes into effect, I don't believe there would be any complaint. Mrs. Gereau has a comment.

QUALITY OF STATE PERSONNEL

Mrs. GEREAU. Senator, as you know, I used to be a State superintendent of public instruction in Montana.

There is no doubt in my mind that the State superintendents—and I know most of them—have as high a degree of integrity as I have ever seen in the Office of Education or on the staff of Commissioner Howe. In this respect, I have no quarrel with the quality of integrity at 400 Maryland Avenue. But it does not lie there alone.

I frankly resent the implication of Federal spokesmen who imply, somehow, that all of these people who are selected by the citizens of

the State have no real integrity or ability. I resent this on behalf of my former colleagues.

I also feel it would have made me a stronger State superintendent, had I had the responsibility to make the decision whether the allocation of funds to the State for innovating projects went to Billings or Great Falls or Butte. I would have to have darn good reasons for having given it to the one that got it because the pressure from the ones who did not get it would be very intense. As you know, I was an elected official, as is true in 22 States; these people are not stupid. I mean, they are going to take care of the situation that arises in a State, and meet the needs of the school districts that are applying in a way that will be acceptable, and in a way that they can face the electorate in the next election. They are not stupid. This is just a practical, pragmatic political fact of life, if that is the term you are going to deal with.

The other thing is that I am convinced that in some of the projects that have been approved, that State departments of education would probably have been far more competent to know the quality of people at the local districts who are going to operate the project than these anonymous readers, whoever they are, from colleges and universities in the country, who can only judge the thing on the way it is written up, and some people are able to hire high powered, high priced professional project writers that may be able to gloss up the thing and make it look like a good script, Senator Murphy, but it is not necessarily a sound production.

As was said yesterday, some of them cannot even pronounce the names of the school districts that apply.

TITLE III STUDY RAISES QUESTIONS

My final comment would be that the study to which the Commissioner referred to, of the 732 projects, title III directors, who approved the present setup, that is understandable, but I would wonder what would be the results of a survey of all the thousands of school districts who did not get their projects approved. This information has not been brought to the Senate and we have no way of knowing who they are.

Nothing was asked the person who lost the election—what they thought of the electoral process.

Senator MORSE. Pardon me, I had an emergency call from the leadership from the floor. I must leave.

Senator Dominick, will you take over? I will be back as soon as I can.

Senator MURPHY. Do I understand from what you just said, that you don't believe that the fount of all wisdom comes from Washington?

Mrs. GEREAU. It is neither the fount of all wisdom nor the source of all knowledge. There are good people in Washington, in California, in Montana, and every other State in the Union.

Senator MURPHY. You still have great confidence that the people in the several States may be able to run their affairs fairly well?

Mrs. GEREAU. Most of them show a considerable amount of wisdom in the choice of people they send to Washington to represent them. I think they can make the same decision at the State level.

Dr. LUMLEY. You can see, Senator, she is a politician.

Senator MURPHY. In California, there are two or three offices that you could fill very well.

Mrs. GEREAU. Thank you.

CRITERIA FOR STATE PLAN DEVELOPMENT

Senator DOMINICK. Dr. Lumley, I wonder if I can just interrupt once more to ask one more question here.

If we are going to go along on the State plan operation of title III, which is what you have been urging, and I think many members of the subcommittee agree, I wonder if we should include in the language or at least in the report, that among the criteria to meet the independent school or the private school concerns, there should be broadly representative commissions appointed to develop the State plan in order to insure that, as now, the community elements are represented in any State-approved plans that come through.

Dr. LUMLEY. We would agree to that, Senator, and think that this would be a fine idea.

This comes back to the statement—and I think it also comes back to the question or the statement I made where I said that I regretted that the Secretary brought up the church-state issue because I don't believe there is a church-state issue here. I do think that there should be an advisory commission or a committee appointed by each State, and also that it should be required in the law that all elements be included in this planning, as you have in other laws—and I think that this would make fair representation doubly sure.

What I am trying to emphasize here is that as far as the National Education Association is concerned, we are proud of what has happened under the Elementary-Secondary Act at the local level in getting the public and the nonpublic school people together in their common concern and that they recognize that all children have to be educated. We want to continue with this cooperation and we don't want anything to upset it.

That is the reason we have the statement here.

TITLE V–B

Now, going on with my statement, concerning the planning and evaluation—part B of title V—we believe that this money should go to the State departments of education. We believe that if you are going to plan and evaluate a program, it must be done by the agency that is operating, that you cannot have one agency planning something; and somebody else doing it; someone else evaluating it. We won't believe that the Commissioner of Education should be empowered to come in and make these contracts.

Again, coming back to something you said, Senator, about the States, we do believe that the State departments have very capable people and we do believe, as I have reiterated over and over again, that our strength is in these 50 different State systems.

We do not believe that there has to be conformity. We believe, therefore, that the planning in Colorado should be done by the State department of Colorado for Colorado; and not by someone else.

Senator DOMINICK. I assure you the people of Colorado would by and large agree with that.

CONTRACTS OF OE WITH PROFITMAKING CORPORATIONS

Dr. LUMLEY. Our next great concern is one that we have put quite a bit in our testimony about. Mrs. Gereau is proud of this one sentence. We want to read it because it is a true statement but she is proud of making it.

> In recent years, and through the subterfuge of convoluted language, the U.S. Office has proposed, and secured, amendments to various federal aid programs permitting them to contract with profit making agencies to carry out a variety of projects.

And if you want to follow that, go back to the original act and see how simple the language was and how each time it has been amended it did "convolute" to do the thing that the Federal office wanted to do.

Now, we want to make sure that everyone understands that we believe that private enterprise does have a part to play—a part to play in the whole social scheme of this United States—but we do not believe that the contracts and grants should be made from 400 Maryland Avenue to the private sector.

We believe once again that the cities, the States, the various universities, that they should have the right and they should have the power to make contracts; to get grants; to do studies; and that in this way we can produce.

Again, I think my great concern always is that if it is done from 400 Maryland Avenue, and if we make a grant to someone in a private sector to do a study, to help research in a particular thing educationally, we are then pushing more and more toward conformity.

There is a great tendency in Washington today—I am sure you are aware of it just as well aware of it as I am—that is, that we copy everything after the Department of Defense. If it worked for the Department of Defense, then it should work for every other agency in the Government.

Well, there is a far different problem concerned here with the education of children than there is in the making of a gun or ammunition.

Senator MURPHY. May I say some of us are not as confident of the performance of the Department of Defense?

RICKOVER COMMENT ON COST EFFECTIVENESS

Dr. LUMLEY. I appreciate your comment, Senator.

I should say that one of the things that I have said to my colleagues is that it is not too often that I find Admiral Rickover stating something about education—because he is very opinionated—that I can wholeheartedly agree with; but in the Air Force Association magazine just recently, Admiral Rickover took Federal educators to task on this cost effectiveness, of trying to apply cost effectiveness to schools. He said, "This is impossible."

This is our whole concern here, this power of the Office of Education.

NATION EVALUATION STUDY BY OUTSIDE AGENCY

Senator DOMINICK. Let me ask you some questions on this, because I think it is a very important point. We have not had much testimony on it and there was a question that was brought up to me; I, in turn, brought it up to the subcommittee in kind of a mild way last year when we were talking about it.

Just what is the objection to going to noneducational circles to get a project or a research program done, to evaluate schools, or to assist in the planning or whatever it may be?

What are your fundamental objections to it? This is what you are in fact, objecting to, as I gather it, in this particular portion of your testimony.

Dr. LUMLEY. Basically, my objection, or the objection that we are voicing here, Senator, is not the objection of having someone in the private sector do something but we are objecting to having it done under contract, or under a grant from the Office of Education, the U.S. Office of Education, because we believe that this brings us closer and closer to a Federal system.

NONPROFIT AGENCY IS KEY

If the State Department in Colorado wants to employ a private contractor, and believes that it is possible for a private contractor to do some research before evaluation, then we believe that this should be done; then there is no objection to it. We believe there is a place for the private sector but we do not believe it should be done here at the Office of Education.

Senator DOMINICK. For the record, what you then are saying is that if you are going to go this way at all, you should do it through the State agency as opposed to the Office of Education?

Dr. LUMLEY. The State agencies or universities.

In other words, I guess anything that you could put under the category of a nonprofit operation.

Senator DOMINICK. This is what I am trying to find out.

Why would it be better to do it through a university or a nonprofit agency if you are going to do it through the Office of Education?

Dr. LUMLEY. It would be better to do it through a proper organization.

If the University of Syracuse is given a grant to do a study, to do some research, and they employ someone from the private sector to assist in this, by a subcontract, the impact of the research they have done will be available to the whole country but it will not have behind it the prestige of the U.S. Government or the Office of Education. If this contract is made, not by the University of Syracuse, or by the State Department of Colorado—I don't know why I picked Syracuse incidentally—but it is made by the Office of Education and the results are released; this then has an effect on every school person in the United States. This gives the "blessing" of the Office of Education.

Mrs. GEREAU. Taking it one step further, and we are not here impugning the integrity of the present Commissioner or the staff—this is a philosophical thing, looking down the road ahead. Let's say that the Office of Education in the year 1975, makes a contract with some com-

pany—let's say the Anaconda Mining Co.—to develop a new kind of teaching machine.

In the first place, they are not in that business. If you pay them enough, they will get into that business, you know; so there is a little sweetening in the contract there for profit.

Then, when this teaching machine—if this is what it is—is developed with taxpayers' money, then Anaconda Copper Mining Co.—I am not picking on them in particular—in 1975 developed this machine and advertises it all over the country. They have not put any money in to develop it but they are going to make a profit on selling it with a sort of "Good Housekeeping stamp of approval," that is "developed by the U.S. Office of Education grant."

This bothers me. This bothers me very much.

There is another facet: that it is a direct relationship between a profitmaking agency and the Federal education agency—and I am not against making a profit in this country but I don't think they should be making a profit from the taxpayers' dollars that are provided for a public purpose.

Senator MURPHY. Is this a general practice?

Does this happen?

WASHINGTON POST STORY ON MENOMINEE STUDY

Mrs. GEREAU. I don't think it has happened to any great degree as yet but there was an article in the Washington Post not long ago, that indicated there was some suspicion that there might be those who were going down this line. I think the committee staff can get more details for you, sir. I don't know anything about the situation except what I read in the paper.

I think it is worth looking into it.

Dr. LUMLEY. Potentially, it is there, Senator.

What we are saying is, potentially, this is here.

Mrs. GEREAU. I glanced at an article in the Washington Post probably about a month ago entitled something like "a knock in the Teaching Machine," I believe. The writer commented about some of the grants being contemplated; $2½ million to a commercial electronic firm. I don't think it needs to be named at this point, to develop—using an experimental group of Indian children, incidentally—to develop some kind of a new teaching machine.

Senator MURPHY. Do you find there are a great many invitations?

I think before I got into this situation which I am in now, I had some experience in this field, and I do not know of any instances to the contrary; in my first experience in Washington, I was exposed to a group of men that kept saying, "Well, could you not do this; could you not do that; could you not do the other thing?" I said, "Yes, but by the time you have finished with the suggestions, the cost of a very simple instrument that we had put together, that we thought might be practical because of the cost effectiveness, shall we say, you are now talking of some 6,000 percent of the cost of the instrument."

I have had experience in that but I have never known there was any—I understand there was an inclination but I assure you, we were very watchful that this should not occur.

Mrs. GEREAU. I think it is something that needs to be stopped before it gets a good start. I think this is why we are bringing it up. I don't

know—we have no information available as to whether or not this contract was approved, or whether it is going to be approved, or what—but I think it is indicative of the kind of thing we need to guard against.

This is a normal thing in the Defense Department to go out and make a contract with some big automotive machinery company to develop something because this assists them; and also assists the country. There is no acceptable alternative. But we do not believe it should even get started in the field of education, because the States, not the Federal Government, should direct the future courses of education.

FUNDING OF JOB CORPS

Senator MURPHY. May I ask a question, Mr. Chairman?

How do you feel about the funding of the Job Corps by the OEO? Do you have any ideas on this? This is one of my other problems.

Mrs. GEREAU. I have a personal feeling on it. I don't know that the association has a specific position on this.

In response to the question which I asked at a meeting recently, the answer was given by the OEO people that, well, the education people did not apply for opportunities to run the Job Corps. I don't know whether this is true or not. I assume it is when they say it, and that the industries simply have jumped in there and got it, to the industries' advantage. I think they have done a good job, by and large, but it can be contended that it is possible that the industry may tend to train people who are fitted to work in their own industry. Perhaps this is all right. I don't know. Just philosophically, I question the system, but it may be working.

STATE CONTROL OF JOB CORPS PROGRAM

Dr. LUMLEY. I think the position of the association, Senator, would be that the Job Corps should be under the control or under the direction of educators in vocational education. In other words as far as the Job Corps operation in California, it should be operated under the direction of whoever is the director of vocational education for the State of California and again, this would be—I am sure this is our position. I think that—let me say philosophically, Mr. Chairman and Senator Dominick—that the thing that we are greatly concerned about is that the commonplace expression among people that are noneducators is that educators have failed and that the States have failed. This is untrue.

This country has not become great because the schools have failed. And now, we are in an electronic age all of a sudden. We are a great people to go to extremes. All of a sudden, we believe that we are going to educate everybody by pushing a button to turn on a gadget. This is unbelievable.

Education is still the process of the teacher and the pupil. I don't mean we cannot use some gadgets. We have to have some gadgetry to make the jobs easier, but to believe for instance, to believe we are to teach children to read with a machine and without a teacher, this is just impossible and unbelievable. It cannot be done, and in many instances, when you go into the whole story of the machine, you will

find that it takes more people to do the job, if it is going to be done well, than it is by using the teacher.

INTERNAL AUDIT CONTRACTS

Senator DOMINICK. One more question.

Would you have any objection to a contract being given for a management survey for the Office of Education itself?

Dr. LUMLEY. No, sir. I think it would be a good idea.

Mrs. GEREAU. If it is given by somebody other than the Office of Education; some neutral third party could be in charge of seeing who got the contract, such as this committee.

Dr. LUMLEY. We believe, finally, Mr. Chairman and members of the subcommittee, that this whole question of research is so serious that we would—we have suggested in here that you have a full study of this whole research problem and what is happening; what is going to happen; because it is going to have a great effect on the schools.

Thank you, sir, for your time and if there is any way we can help in developing a better program, we will certainly be glad.

Senator MORSE (presiding). Thank you very much, Dr. Lumley and Mrs. Gereau. I want you to know that I shall read very carefully the testimony that I have missed and the examination of my colleague and I thank Senator Dominick for taking over the chair.

Senator DOMINICK. Could I ask just two more questions on subjects that were not covered by your testimony.

Senator MORSE. Yes. Go ahead.

OVERSEA DEPENDENTS SCHOOLS

Senator DOMINICK. Mrs. Gereau, as I understand it, you have considerable expertise in the oversea schools. Can you tell me whether you think there ought to be any changes made in the ESEA in order to assist in the educational process for those schools?

Mrs. GEREAU. Sir, I have never worked in the oversea schools, but I was privileged to visit many of them. I was a consultant to the House committee.

I understand that the administration of these schools in the Department of Defense has indicated it wishes not to be included in this proposal. I could tell you that the teachers overseas were very grateful for the fact that they have received some books under title II of the ESEA, and rather shocked to find out that this may not be available again.

I think philosophically, it gets back to the point Dr. Lumley made about the Indian schools. If we are going to operate Federal schools—which I think we ought to stop doing as soon as possible—then the overseas schools ought to be funded out of the Department of Defense budget, and the Indian schools ought to be funded out of the Interior Department not by some chipping away from the HEW budget, transferring funds unilaterally in Washington from one agency to the other.

It doesn't make much sense.

Senator DOMINICK. That objection is largely because of the dilution of money, then, available from other programs?

Mrs. GEREAU. That is right. It is not open budgeting.

Let's see how much these schools actually cost; how much the Indian schools actually cost. Look at their budget and find out. You won't have to go over four pages later in the Federal Budget book and find some more funds under somebody else's appropriation, that is unilaterally transferred.

Senator DOMINICK. Isn't it true, however, that there is considerable difference between the situation with regard to the Indians and the situation with regard to the overseas schools?

You are dealing with a whole different category of child.

Mrs. GEREAU. Yes, the children in the overseas schools would probably not ordinarily be there for more than 2 years and then they go back into the public school system. I would hope this would happen with Indians pretty soon.

Senator DOMINICK. Thank you.

Thank you, Mr. Chairman.

S. 2235

Dr. LUMLEY. Senator, before I leave, may I say, I meant to say to you sir, that we believe consideration should be given to S. 2235, Senator Randolph's bill?

Senator DOMINICK. I want to ask a question about that.

Senator MORSE. You just started something.

GIBBONS AMENDMENT—EFFORT INDEX

Senator DOMINICK. You sure did. You say you want to get into this Gibbons amendment. I want to talk about that because this is the proper format.

What you are doing, it seems to me, if you go that way, is to say those States which are spending less than the average per capita income amount on their own schools are going to get the advantage of more Federal money, whereas, as a matter of fact, they should not get as much until they raise their own level of expenditures up.

Dr. LUMLEY. Well, it is the percentage of effort, Senator. The point that should be made—I think this could be very true—you find that the States that have smaller per pupil expenditure, are making a greater effort than some richer States. They do not have the capacity to increase expenditures much more from this own resources. I believe that in the 50th or the 49th State—I don't have the State figures here, but the effort being made, the percentage of local effort going into the schools, is greater than many other States even though the per pupil expenditure is low.

Senator DOMINICK. Are you talking about average dollars or are you talking about average dollars in terms of percentage of capital income?

Dr. LUMLEY. Well, what I am talking about is percentage of income, yes.

Senator DOMINICK. If you do it in terms of percentage of income, then you will find those States that are poorer actually are putting more in the school system and need more help. If you are talking in terms of just flat dollars, then you will find that the rich get richer and the poor get poorer under this system.

This is the difficulty I want to clear up to make sure that what we are talking about is to try and do something for those States which are trying hard but don't have the money to really get in the schools.

Dr. LUMLEY. That is right. That is exactly what we are trying to do.

Senator MORSE. Thank you very much.

(The following exhibits referred to in the colloquy were subsequently received:)

AUGUST 10, 1967.

Hon. WAYNE MORSE,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: We appreciate the courtesy with which the Sub-Committee on Education received our testimony on August 9 and were pleased to be able to answer questions put by you and the other members.

In our concern to leave time for the other witnesses, we did not prolong the hearing by comments on one other important matter before the Sub-Committee, that is the school disaster bill extension.

We urge the Committee to support S. 1374 by Senators Mansfield and Metcalf which will extend the school disaster relief provisions to disasters other than covered by the bill which expired June 30, 1967.

I understand Senator Metcalf will testify on S. 1374 in the near future. Please let the record show that the NEA endorses Senator Metcalf's position on this important legislation.

Also enclosed herewith are two exhibit items which I intended to submit for the record following our testimony, and to which I referred during the hearing. One item is a reprint of the Washington Post article relating to contracts with private industry. The other is a reprint from the Air Force Association magazine for August, 1967, containing Admiral Rickover's statement on cost/effectiveness. I will appreciate it if the hearing record for August 9 can include these items following the transcript of our remarks.

Sincerely,

JOHN M. LUMLEY,
Director, Division of Federal Relations.

[From the Sunday Post, June 18, 1967]

A KNOCK IN THE TEACHING MACHINE

(By Gerald Grant)

The U.S. Office of Education has been trying to defuse a controversy over a proposal that the Westinghouse Learning Corp. build a computerized classroom for a Menominee Indian community at Shawano, Wis.

Until it was recently revised, the proposal would have earmarked $2.3 million of a $2.5 million outlay to Westinghouse for development of its computer tutors. Funding has been delayed, however, in part because of a series of adverse internal reports but principally because of a constant peppering of criticism by a 25-year-old academic gadfly, graduate student Gary Orfield.

Orfield, a Brookings Institution research fellow who wrote his master's thesis at the University of Chicago on the Menominee Indians, sent a series of blunt letters to key governmental figures. He questioned whether the project would help the Indians as much as it would help Westinghouse stay abreast of its competitors in the educational technology business.

It was not until Orfield began his letter writing to Capitol Hill and the Office of Education that Westinghouse began shaving its costs and education officials took a more searching look at the project.

EXPERIMENT USED PEOPLE

It all began in the summer of 1965 when R. Louis Bright, now an Associate Commissioner of Education but then director of educational technology for Westinghouse, directed an experiment in simulated computer instruction techniques with four Indian children in San Felipe, N.M.

Bright "simulated" computers by using human tutors to flash cards and do other tasks that he hoped to have performed later by machines. Bright con-

cluded that the experiment was successful and strongly recommended that Westinghouse develop computer-tutors to do the job.

That fall, Shawano School Superintendent Arnold Gruber heard about the New Mexico experiment and wrote to Bright. Bright, shortly to depart for the Office of Education as head of its research bureau, referred Gruber's correspondence to Charles G. Spoerer Jr., who then worked primarily in the sales division at Westinghouse.

Gruber recalls that Spoerer stopped in Shawano one day "to explain what the machines could do." Gruber was eager to develop individualized instruction techniques and said he worked closely with Spoerer to prepare the proposal sent to the U.S. Office of Education last July.

"FANTASTIC" COST

After reworking, the proposal was sent out by the Office of Education for reviews by independent evaluators. Most were negative.

"The cost is, of course, fantastically high," said one review. "The money is being spent principally for equipment when it should be spent principally for the development of program."

The project was submitted for funding under Titles III and IV of the Education Act. Bright controlled only Title IV, which produced the most negative reviews.

A memorandum in the files of the education agency shows that on Jan. 9, Title III officials went to see Bright to ask if he would support the project. According to the memo, Bright made a "tentative verbal agreement to support a portion ($820,000) of the Shawano, Wis., project."

Asked about this in an interview, Bright said he did not "commit" funds to the project but simply agreed to "reserve funds" in his budget for it. He added that because of his recent Westinghouse employment, he had purposely avoided the project—declining even to read the proposal—but took the advice of aides that it was worth support. He felt that he could give assent because he knew Westinghouse had "the capacity" to carry out the program.

MOSTLY HARDWARE

Furthermore, Bright said he was unaware at that time of the unfavorable reviews of the project and its high equipment costs. Until Westinghouse recently offered to put up $300,000 in hardware, the equipment costs amounted to $2.34 million of the $2.49 million grant.

Apparently Westinghouse felt that its contribution, proferred in the third revision of the proposal last April 12, would seal the deal. But Orfield's letters were beginning to bring inquiries from Sen. Wayne Morse (D-Ore.) and others.

Spoerer was becoming impatient. Middle echelon officials told him they were concerned about the heat Orfield's letters were generating.

Spoerer said in a telephone interview that Orfield's questions were "insidious" and that his facts were wrong. Noting that Orfield, a Brookings research fellow, had written his letters on Brookings stationery, Spoerer decided that the "quickest way to get at the root of the matter" would be to see Orfield's superior there.

A PERSONAL CAMPAIGN

Spoerer denies that he was trying to put pressure on Orfield by seeing his adviser. He said he simply wanted to know whether Orfield spoke for Brookings. Orfield made no such claim in his letters, always speaking in the first person and identifying himself as a research fellow.

In an interview, Spoerer denied that Westinghouse was using the grant to catch up with competitors. "We're ahead of most competitors in the field. We're not trying to catch up; we want to go by a different route," he said.

Asked why Westinghouse apparently was unwilling to bear the costs of such development, Spoerer replied that it was a kind of seal of approval that Westinghouse sought. "Unless you have the state boards and the U.S. Office of Education in on it, you can't establish credibility with the schools," he said.

Bright, looking back over his role, said that he may have erred out of ignorance in an effort to avoid handling the proposal. He says now that he would not even have agreed to reserve funds if he had known the equipment costs were so high.

He explained that while he tried to avoid a conflict of interest, he did not want to get in the position of saying "that because it's from Westinghouse, we couldn't support it."

INVESTORS RECONSIDERING

From the standpoint of Government policy, however, Bright said that he feels quite differently now than he did even three or four months ago. He contends that many of the early investors in the educational technology field are now pulling out because of the high costs and risks involved.

"I am now convinced that unless there is massive Federal money going to these education combines, they will be out of business in two years and become conventional publishing houses," he said. Specifically, he noted that Xerox, Litton Industries and General Learning had recently made major shifts in that direction.

Bright made no prediction of the final disposition of the Shawano project. Other officials said that the heavily revised project was undergoing another outside review and that this time, early reports are more favorable. And the estimated cost has now been pared to less than $2 million.

[From the Air Force Association magazine, August 1967]

QUOTATION, WITHOUT COMMENT

Vice Admiral Hyman G. Rickover, in his testimony before the House Defense Appropriations Subcommittee on May 1, 1967, made the following comments on cost/effectiveness:

"Cost/effectiveness suffers from a philosophical weakness. It holds that one factor—the economic—is fundamental, and that all other factors—the social, cultural, and political—are derivative. This is a fallacy known to students of philosophy as the fallacy of reductionism; it reduces the complexity of reality to one of its elements, and offers that one as sufficient reason for the whole.

"No value can be considered as a separate isolated entity. Every single value forms part of some coherent system of valuation. This is why the cost-effectiveness method, by itself, is not capable of giving us a true measure of value. It concerns itself with but a single facet of a complex issue. The cost-effectiveness studies emphasize dollar cost, but the true resources are not dollars. What is ultimately scarce in human existence are life, time, and energy because of human fortitude, aging, and mortality.

"One may even grant the pure efficiency of cost-effectiveness studies, but one must question their value. No so-called 'science' of economics can measure the worth of a nuclear ship in war and compare it with the worth of a conventional ship in peace.

"Our society is threatened by any man who knows method but not meaning, technique but not principle—any man who tries to operate in a professional field in which he is unqualified, any man who depreciates wisdom, experience, and intuition.

"I am convinced that the cost-effectiveness syndrome is not going to last forever. Realities will inevitably intrude themselves. Many 'isms' have lasted in this world for periods of time, but finally man outgrows them and absorbs their good features.

"At one time the Pagan Gods ruled the world. Later the Kings. Then the Warriors, followed by the Lawyers. Now it is Cost Accountants. Ultimately some measure of common sense comes into play. Events tame them and relegate them to their proper place.

"The cost analysts live in a world of immutable abstractions; they recognize only that which suits them. Remoteness from firsthand factual experience carries the danger of getting lost in fiction. They forget that the difference between what people think is going to happen increases in direct proportion to the interval between wars.

"But here, in my opinion, is the most damning thing you can say about cost-effectiveness studies:

"They don't—and the types of studies they make render it impossible to—take account of human life. They do not believe that the good is as valuable as

the profitable. Human life is not 'quantifiable' in a cost-effectiveness study, and therefore cannot be considered.

"Cost/effectiveness has become the modern superstition. The Christian notion of the possibility of redemption is incomprehensible to the computer."

PUBLIC LAW 874 PANEL

We have a witness of long standing, Mr. Oscar Rose, superintendent of schools in Midwest City, Okla., who is accompanied by Dr. Richard D. Taylor, superintendent of schools, Colorado Springs, Colo.

I am particularly pleased to have both of you here but I am exceptionally pleased to have Dr. Taylor here.

Senator DOMINICK. I regret to tell you we have received a telegram from Dr. Taylor saying he was unable to come. He expressed very great regret at not being able to be here. He subscribes to the testimony that Mr. Rose will give on the impacted areas and expressed appreciation to the subcommittee for giving him the opportunity, and is terribly sorry he could not be here.

Senator MORSE. We are sorry, too.

I want to notify Mr. Lee, our counsel, to write a letter to Mr. Taylor, telling him that we are sorry he was not here but that he will be welcome to file any memorandum statement that he may wish to file dealing with the subject matter at this particular time.

Senator JAVITS. Mr. Chairman, before we hear Mr. Rose, may I state that I have to go to a markup on the poverty hearing. I will return for the testimony of the distinguished witness from New York, Dr. Bernard E. Donovan, superintendent of schools of the city of New York, and that I wish to introduce Dr. Donovan to the committee, should he be called before I can return, as not only a distinguished New Yorker but we think one of the most eminent and successful school administrators in our country.

We also have here Dr. Eugene Sampson of the Buffalo school system, a distinguished educator of whom we are also proud.

He will be testifying in due course.

Senator MORSE. I have already instructed the counsel of the committee, Senator Javits, to notify you as soon as Mr. Rose finishes with his testimony in chief. That will give you plenty of time to get here while we are cross examining Mr. Rose. I don't imagine that the questions will be too many but no one ever knows; but you will get notified so you can be here.

Senator PROUTY. May I point out I also must accompany Senator Javits. We are engaged in markup on a bill. I come from another committee marking up a bill, also. I just want to indicate the difficulties which we all have at being present.

Senator MORSE. The Chair completely understands.

May I say to my colleagues on the subcommittee, when I opened these hearings, I made a statement that this is exactly what would have to happen because none of us who are members of the subcommittee—including the chairman—can be here every moment of the time. I then gave the witnesses assurance that the testimony will be read by the Senators and thoroughly analyzed by the staff, in addition. One cannot run a committee systematically any other way in the Senate, because we have too many other committees to serve on.

Mr. ROSE. Senator Morse, before Senator Javits leaves, I don't plan myself to take too many minutes in this testimony. I would like to

accommodate the Senators who do have superintendents from their States, if I can, in any way you want to use me, as far as time is concerned.

Senator MORSE. Are you saying to us, Mr. Rose, that you understand the situation; that if the Chair requested you to step aside until we hear the panel, you would do so?

Mr. ROSE. Yes.

Senator MORSE. It is typical of you. You are very accommodating.

PANEL CONSISTING OF DR. BERNARD E. DONOVAN, SUPERINTENDENT OF SCHOOLS, NEW YORK CITY; DR. NORMAN DRACHLER, SUPERINTENDENT OF SCHOOLS, DETROIT, MICH.; DR. JAMES F. REDMOND, SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.; AND DR. PAUL BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

Senator MORSE. I think we will proceed then, and hear from Senator Javits' witnesses on the panel which will be speaking on the great cities programs for school improvement. The panel consists of Dr. Donovan, Dr. Norman Drachler, superintendent of schools, Detroit, Mich.; Dr. James F. Redmond, superintendent of schools, Chicago, Ill.; and Dr. Paul Briggs.

This will be the first time that Mr. Redmond will be before us since his appointment. I am delighted that he honored us by coming—and Dr. Paul W. Briggs, superintendent of schools, Cleveland, Ohio.

Will those gentlemen come forward?

Senator JAVITS. Give us 1 minute to make a quorum. I will be right back.

Senator MORSE. Yes.

While we are waiting for Senator Javits' return, I will read into the record from Philip A. Hart.

(The letter is as follows:)

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
August 9, 1967.

Hon. WAYNE MORSE,
Chairman, Education Subcommittee,
Senate Labor and Public Welfare Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: Except for the fact that I am tied down with a hearing of the Antitrust and Monopoly Subcommittee this morning, I would welcome the chance to be present to introduce to the Subcommittee two distinguished Michigan educators—Dr. Norman Drachler, Detroit Superintendent of Schools and Mr. William Emerson of the Oakland Intermediate School District.

Each will speak to the need for federal support and I would have welcomed the chance to be there.

With kind regards,
Sincerely,

PHILIP A. HART, *Chairman.*

Senator DOMINICK. I wonder if we could also include in the record the telegram received from Mr. Taylor?

Senator MORSE. I will insert in the record a wire from Mr. Taylor sent to the subcommittee and the wire will be inserted in the record just preceding the testimony of Mr. Oscar Rose later on.

I have been advised that Senator Kennedy of New York and Senator Percy are on their way from another committee to the subcommittee to make brief statements in regard to the representatives from their respective States.

The administrative assistant for Senator Yarborough would like the record to show that he sent to the chairman his regrets he cannot be here this morning. He is speaking on the education program in Cleveland this morning.

Senator Javits, we welcome you. We are very glad to have you proceed at this time to make such comments as you care to.

Senator JAVITS. Mr. Chairman, I made the statement.

Senator MORSE. Now, for those who are attending the hearings, and have not attended any of our hearings before, I want to say this subcommittee, for the most part, operates on a panel basis. We invite—as you see at the panel table—recognized experts and authorities in the field of education to come before us, and discuss a given problem with us as a group; the subcommittee sits as students in seminar fashion.

We turn the meeting over to the panel, the members are free to conduct it in any way they care to, either by each presenting a formal statement or a summarized statement.

As they go through their formal statement for the record, they are free to ask each other questions, interrupt each other if they care to supplement what a spokesman has said.

However you want to conduct your seminar, it is yours, and we sit here awaiting the completion of the panel presentation, as to the questions we may wish to ask, although from time to time, members of the subcommittee may interrupt you with questions.

I think, Dr. Donovan, we will start with you. I call on you to serve as the director of the panel.

STATEMENT OF DR. BERNARD E. DONOVAN, SUPERINTENDENT OF SCHOOLS, NEW YORK CITY

Dr. DONOVAN. Thank you, Mr. Chairman, and members of the subcommittee.

I have, accompanying me, Dr. James Redmond, of Chicago; Dr. Briggs, of Cleveland, and Dr. Drachler, of Detroit, and sitting with us in the room representing other superintendents who could not be here, are representatives of the cities of Buffalo, San Diego, San Francisco, Los Angeles, Baltimore, Pittsburgh, St. Louis, and Memphis.

Senator JAVITS. Can they be identified for the record?

Senator MORSE. Would you have them identify themselves?

Dr. DONOVAN. We will submit their names, sir.

(The names of the representatives are as follows:)

Joseph Manch, superintendent of the Buffalo public schools; William Kottmeyer, superintendent of instruction of the St. Louis public schools, St. Louis; E. C. Stimbert, superintendent, Memphis city schools, Memphis, Tenn.; S. P. Marland, Jr., superintendent, board of public education, Pittsburgh, Pa.; Dr. Laurence George Paquin, superintendent of public instruction, Baltimore, Md.; Robert E. Jenkins, superintendent of schools, San Francisco; Jack P. Crowther, superintendent of schools of Los Angeles, and Ralph Dailard, superintendent of schools of San Diego.

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Senator MORSE. Now, gentlemen, we do not want to be deprived of your contributions to this record. I am sure you appreciate the problems of conducting a hearing. We would like to have all of the superintendents testify before us. It is a physical impossibility.

I want to now say to each one of you that this subcommittee would welcome your filling any supplemental statement that you want to file with this subcommittee after you have heard the panel this morning, and your statements will be made a part of this record of this morning's hearing, printed in the record, immediately following the panel discussion.

I just cannot believe that the panel will cover all of the subjects that may be individually pertinent to your respective schools. Therefore, this is a standing invitation of this subcommitte and you will have a good 10 days in which to file such statements. We will leave the record open for them. Will counsel please take note of the instruction of the chairman.

Senator Percy, I had announced you were on your way over to make a statement, to introduce Dr. Redmond, and Senator Kennedy also that you were on your way over, and you would like to make a statement.

I will call on Senator Percy first, then on Senator Kennedy.

STATEMENT OF HON. CHARLES H. PERCY, A U.S. SENATOR FROM THE STATE OF ILLINOIS

INTRODUCTION OF DR. REDMOND

Senator PERCY. I appreciate very much, Mr. Chairman, being here. I wanted to be down when Dr. Redmond appeared.

I did want to indicate to this subcommittee how pleased I am that Dr. Redmond could be here with you. He has made an impact in Chicago, coming into an exceedingly difficult, challenging situation that has been, I think, unparalleled in our experience. Certainly Senator Kennedy's brother-in-law, Sarg Shriver, who served as chairman of the board of our schools in Chicago, knows the complexity of our problems there; the magnitude of the challenge we face.

His background as superintendent of schools for New Orleans, his work in New York where he served not only in a management-consulting firm, but was superintendent of schools in Long Island, and now with this challenge underway in the city of Chicago, certainly qualifies him to provide expert testimony on the problems that are being presented and the challenge being presented by this committee.

I am very happy to welcome you, sir, to the Senate and I assure you that this subcommittee is most grateful indeed for your appearance here and is most receptive to your comments and ideas.

Senator MORSE. Senator Percy, before you came, I said this is the first time we have had the privilege of listening to Dr. Redmond since his appointment as superintendent of schools in Chicago. We are honored by his presence and are looking forward to his contributions.

Senator PERCY. Thank you.

Senator MORSE. Senator Kennedy.

STATEMENT OF HON. ROBERT F. KENNEDY, A U.S. SENATOR FROM THE STATE OF NEW YORK

INTRODUCTIONS OF DR. DONOVAN AND DR. SAMPSON

Senator KENNEDY of New York. I just want to join with my colleague, the senior Senator from New York, in welcoming Dr. Donovan as a witness before the subcommittee. I know that his testimony will be very helpful. He has had an outstanding career and has done an incredibly fine job in the city of New York.

I think we are very fortunate in having the benefit of his counsel and advice and I am very grateful that he has had this chance of coming here and testifying, Mr. Chairman.

I think we also have Dr. Sampson from our Buffalo school system who is back here and I think I am glad that he is going to participate. I hope that he will—as the chairman pointed out—submit material and information that he has so that the subcommittee has the benefit of his advice and his experience. I thank you.

Senator MORSE. Thank you, Senator Kennedy.

May I bend your ear and the ear of my colleagues for a moment? This does not seem to be my morning for staying put in one place very long. I just had the second emergency call from the floor. I have to go over immediately. I don't know how long it will take.

Are you planning to stay for any period of time at all?

Senator KENNEDY of New York. We are both with the Poverty Committee. Perhaps we can work it out.

Senator MORSE. Senator Kennedy, will you preside during my absence?

Senator KENNEDY of New York (presiding). Thank you, Senator.

Will you proceed, Dr. Donovan?

GREAT CITIES PANEL MEMBERS

Dr. DONOVAN. Surely. May I indicate I am deviating a little from my written testimony in order to save the subcommittee some time and indicate the common interest to the great cities of the country. We have prepared a concise approach for this hearing.

May I first express to the subcommittee the deep appreciation of the city superintendents gathered here today to present testimony. It is most encouraging to have this opportunity for the great cities to be heard by the Senate as it considers its action on the provision of Federal aid to education.

We wish to compliment the members of the subcommittee and the Members of the Senate in general for the educational statesmanship which has been shown in development of effective Federal aid to education. Although we know that the Members of the Senate have many responsibilities in a variety of areas, we feel that the members of this subcommittee and their senatorial colleagues have made history within the past several years by their recognition of the urgent need for raising the educational level of this entire country with the assistance of Federal funding. Our appearance here today is designed to help the members of this subcommittee and the Members of the Senate in their

search for legislation which will really meet the critical educational needs of the children.

The great cities of the country are represented here today by several superintendents of schools. Another superintendent, Dr. Drachler, of Detroit, has already testified before you. In addition, we are prepared to submit to the subcommittee statements prepared by other great city superintendents whose officials duties within their own school systems prevented their being with us today but who are keenly concerned with the work of your subcommittee. The other men are available to us. We would like to make them available to answer questions after we have concluded our testimony. They have all submitted, or will submit, written statements from their cities about the matter at hand.

May I refer to the fact that the 16 great cities we represent contain within them a total population of 25 million people? They have within them a public school enrollment of approximately 4,500,000 children, exclusive of higher education. It is apparent from these figures that the superintendents here today speak for a large segment of the school population of America. This segment has attempted to support its schools to the best of its ability on a local and State basis.

As chairman of the Committee To Coordinate Federal Legislative Activities of the Research Council of the Great Cities Improvement Program, I have been designated to present to the committee the concensus of the thinking of the great cities of the country on certain matters of Federal legislation. Each of the other city superintendents present will follow me with a brief presentation of Federal funding problems as they pertain to his particular city. We each have different programs and we each react to Federal legislation in terms of our own local and State needs. Because of our common problems, however, we have found through our research that we do have common interests in some of the problems of Federal legislation and it is these common concerns which I will present to you this morning.

NEEDS OF CITIES

In previous testimony the superintendents of the cities of this Nation have indicated the great needs which are particular to those cities. I do not intend to belabor the matter of the needs of the cities but I must summarize them because they are at the basis of any continuing or amended legislation which you have under consideration.

The cities of this Nation have been and are now the melting pots of America. They have drawn to them those who seek social improvement, economic opportunity, political change, equality of opportunity, cultural uplift, and social acceptance. In the cauldron of the great cities, the poor, the handicapped, the illiterate, the foreign born, and the political exile rub elbows and share experiences with longer established residents whose forebears experienced the same problems in an earlier day. This constant shift of population and the attendant, delicate, complicated problems which it brings to the cities reflect directly on the educational program of these school districts. The development of productive, educated citizens through these melting pots is welcomed by the cities as their contribution to national progress. It does place upon each city, however, a tremendous financial

burden for the conduct of a public school system which must face these unique problems.

The large cities have been faced, within the last several years, with this same melting pot problem but now with an added ingredient. The cities find themselves having shifted from a multinational origin problem to a multiracial problem. This has caused the large cities to adjust their educational programs to a considerable degree to meet the new problems. Language and social custom barriers have given way to considerations of human relations and equality of opportunity. In many of our large cities a sizable segment of the former population has moved to the suburbs. This has increased the difficulty of maintaining racial balance in our schools and of handling our educational problems.

VOCATIONAL EDUCATION—PROGRAMS FOR HANDICAPPED

The vocational education needs of the great cities needs no description. Changing job opportunities, the influx of thousands upon thousands of students from rural areas of the country, the inability of large cities to keep up with problems in the effective vocational training of youth so that when they do graduate, they are acceptable in industry.

The cities have also become the mecca for children with handicaps. Because the cities have traditionally attempted to provide services for all types of handicapped children, there has been a concerted movement by people with such children to move to the city so as to avail themselves of these services. We now find ourselves unable to support all of the programs for the handicapped which we would like to support. These programs are extremely expensive but they are necessary. We have a responsibility to every child and a particular one to the visually, mentally, physically, socially, or emotionally handicapped child.

TAX STRUCTURE PROBLEM

In addition to these great needs facing the cities of the country, we are also bound by antiquated tax structures. In most cases, the city's tax structure is based upon real property which at this moment is taxed to the point where it is hardly likely to be able to absorb any further tax increases. We must compete within the city for the tax dollar with every other metropolitan service that must be provided. The municipal overburden which is unique to cities prevents the city from putting all the tax money it would like to into its educational program.

State aid to the city varies throughout the Nation. In most cases it is a minor part of the financial structure of the local school system. In my own State of New York, the city of New York carries two-thirds of the cost of its local school system.

This declining ability of the city and the State to finance the educational program reflects itself in a considerable construction backlog in our cities. The shifting of our populations and the increase in our size has made it most important for us to put money into the building of new buildings to accommodate our new population. This has left us with a very large backlog of antiquated buildings which need either replacement or complete rehabilitation.

TEACHER SHORTAGE

We are also faced with a teacher shortage in the great cities at a time when it is so essential that we expand our services to children. Salaries are only one part of the recruitment of teachers. Adequacy of educational facilities and adequacy of materials of instruction are also important in the recruiting of teachers. The financing of our schools today on city and State levels with the very minimal help we are getting from the Federal Government does not permit us to attack this total problem on the vast scale that is demanded.

This multiplicity of problems facing every large city in the country has made public education in the large cities a crucial issue. It has been complicated by a growing insistence on the part of the community that the public school system accept responsibility for tremendous social change. Actually, this change is a responsibility which should be shared by all agencies of government and not imposed solely upon the schools. The public schools have been criticized for their failure to produce the most effective results under these trying circumstances. Yet despite all of the problems facing the schools and their constant requests for funding in order to overcome these problems, the amount of funding given to the schools is negligible in terms of their needs.

With these general needs of the cities in mind, I would respectfully draw to your attention those aspects of continued or amended Federal legislation concerning education which are of particular importance to our school systems.

1. There is a need for increased Federal aid

While in my own city of New York such aid amounts to only approximately 6 percent of our total funding, in dollars and cents this amounted during the current year to approximately $69 million. Without these funds we would have had to curtail many of the special services we are giving, particularly to the children in our disadvantaged areas under title I of the Elementary and Secondary Education Act.

In my city, Federal aid is 6 percent of the total money spent on education. We think there should be much more, even though 6 percent of the city of New York represents $69 million, just in title I alone, for example. The amount of money seems sizable, but in proportion to a budget that runs about $1 billion 200 million, it is still only 6 percent of the fund.

2. There is need for long-term funding of educational programs

It is difficult for a city to predicate a program upon an annual appropriation without the knowledge that that appropriation will be continued into a succeeding year. Almost every program involved in Federal legislation requires the appointment of personnel.

You cannot hire personnel if there is not a reasonable expectation that the personnel will have a job the next year, because there is a shortage of teachers, and competent people in education.

3. There is great need for Federal appropriations to match Federal authorizations

School systems build their planning and their hopes on authorizations adopted by Congress. They then find in the course of appro-

priations action that the money forthcoming for these authorizations does not contemplate meeting the full program either in scope or in length of time. Authorization for 1967 indicated $151 million under title I for New York State. Appropriations provided $111 million which required a major readjustment of contemplated programs.

4. We also would appeal to the Senate for earlier appropriations action

Within the past 2 years, we have started Federal programs under authorizations but the funding has come considerably after the beginning of the school year. It is not possible for large city school systems to gamble on funding nor is it possible to start programs after the school year has begun because personnel are not available. We would appeal to the Senate to try to make its educational appropriations for the succeeding year known at least by late spring.

School systems throughout the Nation are organized on the basis of school years, and, although we know that this is a new organization for the Members of Congress to contemplate in their appropriations procedure, we hope that through the good offices of your committee, Congress will become aware of this appropriation timing need.

Senator DOMINICK. You understand, don't you, the problems we have?

Dr. DONOVAN. We are not critical of what you are doing. We are just trying to see if some place, we can get this to mesh.

Senator DOMINICK. I think this is a position shared not only by the big cities people but by everybody throughout the country and the difficulty of course, is not being able to really, get out an appropriation bill until we get the House bill. This is part of the problem we face.

Dr. DONOVAN. Yes, sir.

May I point out that when appropriations come late they are generally not for the full school year and very often they lead to unwise use of the funds because there is an attempt to spend quickly what should be spent carefully over an entire school year.

5. There is also a critical need for constantly updating the economic basis upon which funds are allocated

The use of census data for determining low-income families and the number of children who should be counted in fund allocation works a hardship on the cities if the information is not as up-to-date as possible, so that we can get adequate funding for the number of children we are speaking of.

Each year there is a tremendous influx of low-income families into the cities. If this is not reflected in the data that is immediately available to Congress, the apportionment of funds to the cities for the purpose of overcoming the educational deficiencies of children in low-income areas is always lagging by several years. We hope that the Senate will take this matter into consideration in the allocation of funds.

TITLE II. ADMINISTRATIVE COSTS

6. We are very pleased to have title II of the Elementary and Secondary Education Act because it has strengthened our ability to provide library and audiovisual materials of instruction

However, we do believe that this title should be amended to include some funds for personnel and local administrative costs in the operation of the program.

Title III has been talked about here considerably this morning. The chairman at the time, asked those of us who testify later, address ourselves to it.

TITLE III

7. Title III has been one of the most exciting and productive features of the new Federal legislation

It has stimulated thought and led to many creative and innovative ideas in the large cities. H.R. 7819 now before you for consideration contains an amendment to the present title III provisions which would change the program to a State plan program. While we are in favor of the strengthening of State education departments and, while eventually the matter of title III may come into State planning we do not believe the State education departments are ready for this at this time and we believe that the original proposal of the administration to leave title III as it is in the present act is preferable for the large cities. Whatever is done with this section—and I recognize perhaps, there has to be some compromise on the approach at this time—it would be well for the large city or regional center to have some funds for continuing planning purposes. It is also necessary, if we are to carry out the planning of title III, to have money for site acquisition and construction of needed facilities to carry out the programs, of that.

PHASING OF TRANSFER

What I am going to say now is not in my printed testimony. To make it quite clear, because it was asked several times, we believe that we want to deal as much as possible with our State education departments. We think they are closer to us than anybody else, but we do believe that all State education departments are not yet ready to handle title III and we don't want to innovative progress that we have made under title III to be interfered with while people learn how to handle it. So that in some way, if this could be phased into the State education department, we would not raise objections, as long as the interests of the larger city or the urban centers were properly protected in the planning.

Senator JAVITS. Will you yield for a question now, Mr. Chairman?

STATE PLAN CRITERIA

What would you think of the following formula—and this is the problem which faces us all the time. We set criteria and when, as, and if the State agencies can meet those criteria, we turn over the administration to the State agency. Until they can meet such criteria, the Office of Education retains the present direct relationship with the various local boards of education. Basically, we will set the concept of criteria which will convince us the State agencies are ready, willing, and able to carry out the intent of Congress in respect to the local program that the State agency wishes to administer.

Dr. DONOVAN. I think, speaking for the large cities, if those criteria contain quite direct reference to urban problems among them, we can probably support such a move.

Senator DOMINICK. Will you yield for another question?

Dr. Donovan, you indicated that there were some State agencies which you did not feel were ready for operating this program until title III.

Could you give us the names of the State agencies that you don't think are ready?

Dr. DONOVAN. I can give you the names of some State agencies that are ready, sir.

Senator DOMINICK. You said some were not.

Dr. DONOVAN. I can tell you where my statement comes from. My statement comes from consultation with large city superintendents, and it may be that some of those gentlemen with me here from other States, might comment upon their own States.

Our general feeling from our talks, and also from having talked to certain State commissions that they, too, have admitted that some States do not have an organization for title III that is competent to step in at this moment.

I must be frank to tell you I cannot recite the name of the State to you. I do know my own State is in the foreground of having a State department for title III that has been working very closely with us. I am not really worried about my own State here, which is New York. I am probably saying we are ahead, because we have a good title III program but I have heard from other people that other States have not. Perhaps the other superintendents here may want to comment at this point or may allude to it in their own statements.

They say as they talk they will come to their own problem.

Maybe they will offer examples.

I will be closing what I have to say soon, and get to the other men.

TITLE VI

8. We are decidedly in favor of the amendments to title VI which provide funds for the educational needs of handicapped children

These are expensive but necessary programs and the great cities need the assistance of Federal funding in this area.

TITLE V

9. We are in favor of the strengthening of State education departments under title V but we feel that in this strengthening there should be some provision for recognizing the needs of large cities and for effective cooperation between State education departments and large cities in the particular problems of the cities

This is almost like the title III program, where I indicated that while we would be acceptable to State department supervision, we want that to come only when that supervision is surrounded by criteria and procedures that protect the interests of the urban areas.

TITLE I FORMULA

I must comment on something that may not be before you at the moment because of the action of Congress already but the change in the formula for the allocation of money which now incorporates in it the possible use of a national average rather than a State average,

has reduced the possibility of funding for New York State and here, I am not talking for the 16 cities here. I am just talking for New York State.

Under the original administration proposal, New York State would have received $20 million more than it will now receive, under the proposal as amended and passed. We are not objecting to the formula change except to say that we don't think that the formula change should really go into effect until there is full funding and we thereby do not suffer in New York because while some States do gain through the change of formula, we will get $20 million less than we would have gotten. Nobody is taking anything away from us but we will get $20 million less than we would have gotten under the original formula and from New York City, that means about $14 million of that $20 million, so that we feel that we need the extra money and we feel that while we are not objecting to a change in formula, we think it really depends on full funding rather than only half an appropriation of the authorization.

Senator JAVITS. Then you are objecting to a change in formula language?

Dr. DONOVAN. We are objecting to the procedure by which it is done rather than the change in formula. We are objecting to it without full funding because it hurts us that way.

Senator JAVITS. Dr. Donovan, you will forgive me for saying this to you. You better be flat about it because there will be no full funding.

Dr. DONOVAN. I am flatly objecting to the change.

Senator JAVITS. That is better—otherwise you will leave Senator Kennedy and myself a little bit adrift. We cannot assume full funding that we know is not going to take place—yet we must pass on this authorization.

Senator MORSE. You cannot just leave Senator Javits and Senator Kennedy adrift.

Dr. DONOVAN. I think the two Senators from New York, if I may say so, we feel, in the education system, have been outstanding in their support of public education—both of them. We are very grateful to you for it.

10. This amendment is presumably based on the fact that certain communities have a better ability to finance their schools than do others

That may be so but it does not take into account that some of these communities also have a very, very large concentration of educational problems within their confines and should not be forced to use local funds to provide educational services which, because of the mobility of our population, are really national responsibilities.

PRESCHOOL PROGRAMS

11. At the present time, prekindergarten programs can be funded under the Elementary and Secondary Education Act or under the Economic Opportunity Act

This has led to considerable confusion and competition between the agencies of the poverty program and those of the education program. It is our belief that the prekindergarten programs are essentially educational in nature. They should, therefore, be retained under the jurisdiction of the public school systems of the country. Of course, we wish

to include the other components which come through the Economic Opportunity Act; namely, social services, health services, parent involvement and other aspects of child development. However, the prekindergarten program is essentially a first step in education and should be an integral part of the educative process. We are in favor of taking these elements of the prekindergarten program and extending them up through the grades as rapidly as possible.

SCHOOL CONSTRUCTION

12. At several points in my remarks, I have alluded to the great need for educational facilities construction in the cities of the Nation

We feel that the Congress could make a great contribution for the improvement of education in the cities if it would provide for site acquisition and construction money. We do not suggest under which section of which act this should be done, but we do know that the many programs envisioned under the legislative intent of Congress and the many ideas which we are prepared to introduce for the betterment of children cannot be carried out if we do not have the facilities in which to place these programs.

I have attempted to be brief and pointed in my remarks. The other city superintendents with me today will each describe to you briefly the particular problems of their cities and some of the special ways in which they are using Federal funds. On behalf of myself for the city of New York and on behalf of all the superintendents who either will testify today or who have sent statements for inclusion in the record, may I indicate that we and our staffs are at your constant disposal for any necessary statistics, program descriptions, evaluations or other information which the chairman or any member of the committee or any Member of the Senate may desire. We feel that the Members of the Senate are sincerely concerned with the welfare of the children of this Nation. So are we. Therefore, we are willing to lend our every assistance to the development of the proper legislation and the most effective procedures for providing a quality integrated education for every child and particularly for the children under our supervision in the large cities.

Thank you.

Senator KENNEDY of New York. Mr. Chairman, I will limit myself to just 10 minutes so the other members of the committee can have an opportunity to do some questioning.

Doctor, do you think that education is an important part in dealing with problems, an important element in dealing with the problems of poverty and problems of the deprived child in this country?

Dr. DONOVAN. Certainly, sir.

Senator KENNEDY of New York. Would you say it is one of the most important parts of it?

Dr. DONOVAN. I would like to say it is the most important. I don't want to be that specific but it is certainly one of them.

NEED FOR ADDITIONAL FUNDING

Senator KENNEDY of New York. Yes. In this effort that they are making in the poverty program and the effort that you are leading to give better education to the children of the city of New York, and your colleagues in the education in these other major urban centers around

the country, could you use larger sums of money? I know that you have indicated that, during the course of your testimony, but I would like to pin it down a little bit.

Could you use larger sums of money from the Federal Government satisfactorily?

Do you have the mechanism?

Do you have the manpower to use larger sums of money from the Federal Government?

Dr. DONOVAN. Yes, sir. I have testified before the House of Representatives committees to the effect that, at the moment, we have manpower and plans enough to use double what the Federal Government is giving us.

For example, in title I, I am getting $69 million. Between the Council Against Poverty, which works on the OEO side, and us, there are plans in the works for using twice that much money at the moment. Beyond that, I could not go at this time.

Senator KENNEDY of New York. What about when you speak for the other cities?

What does that entail as far as increased funds that could be adequately used by the educational systems?

Dr. DONOVAN. Well for example, here in Detroit. Perhaps you can answer for your city, how many you use. How much you could use.

Dr. DRACHLER. Senator Kennedy, the city of Detroit has less funds per child per year than any of the five largest cities. We could at least—we need at least, to triple or quadruple the amount of Federal aid in order to match the three or four larger cities or the suburbs around us for our children in the city, who certainly need as much help as our suburban youngsters, in education.

Senator KENNEDY of New York. How much more would you think that you need, then, that you could use, that you could use over the period of the next year?

Dr. DRACHLER. At least $50 million has been our estimate, sir. We are getting $11 million.

Senator KENNEDY of New York. How about Chicago?

Dr. REDMOND. Senator, in Chicago, our one problem that would be involved would be adequate manpower. However, in education programs, federally assisted, we have been spending approximately $28 million. We could increase that at least by half.

In work in cooperation with OEO where our involvement has been to the extent of about $4 million that could be doubled.

Senator MORSE. What about the city of Cleveland?

Dr. BRIGGS. We get approximately $6 million a year in the Federal programs. We are geared and ready to and should be using at least double that amount.

Senator KENNEDY of New York. Do you have any figures, Dr. Donovan, for the cities as a whole; of the large cities, how much more money could adequately and satisfactorily be used?

Dr. DONOVAN. No, sir. We have not collected those figures. I could get them rapidly for you, sir.

Senator MORSE. They will be received and inserted in the record. I hope you can supply them within 10 days.

Dr. DONOVAN. We shall, sir.

(The material subsequently supplied follows:)

BOARD OF EDUCATION
OF THE CITY OF NEW YORK,
Brooklyn, N.Y., September 6, 1967.

Hon. WAYNE MORSE,
Chairman, Senate Committee on Education,
Washington, D.C.

DEAR SENATOR MORSE: At the hearings of the Senate Committee on Education I indicated that the cities would have their superintendents send to your Committee the methods by which they could use money under Title I. I am pleased to send this letter to you indicating how New York City could use additional funds.

1. *How much federal money can we use?* *Thousands*

A minimum of $81,000,000 per year, during the initial stages after organization.

2. *For what kinds of projects would this money be spent?*

a. Expanded kindergarten program $20,000
(1) Building, to provide space for future
(2) Campaign to enroll, and special effort to maintain registration
(3) Cost of additional classes

NOTE.—About 25,000 pupils enter first grade yearly without previous kindergarten experience. Registration of half of them with amortization for building, would cost about $20,000,000.

b. Expanded work-study programs 5,000
This would permit expansion to approximately 4,000 additional pupils.

c. Special programs for dropouts 25,000
We have about 25,000 dropouts each year. Projects with possibilities can rarely be mounted for less than $2,500 per pupil per year, since stipends for pupils must be included. It would cost about $25,000,000 to attempt to save 40%, or 10,000.

d. Collegebound programs, grades 5 to 8 to include between one-third and one-half of the middle school population 6,000
This would be an extension downward of the high school College Bound program. Costs would be about $600 per pupil per year, or $6,000,000 the first year for 10,000 pupils.

e. Skills courses for general diploma students 4,000
Post graduate paid courses. Assuming 1,000 students to start, about $4,000,000 for the first year.

f. Reading centers and laboratories 5,000
To provide special diagnostic and remedial services, as well as teacher training. Twenty centers @ $250,000 per center.

g. Expanded homework-helper program 1,000
h. Shelving and equipment for elementary libraries 4,000
i. Expanded, 24-hr., 7-day per week recreational services 10,000
j. Weekend cultural programs and trips for children 1,000

Total 81,000

3. *Why are not these funds available elsewhere?*

Lack of funds.

4. *Should these funds be phased?*

The allocation should be in advance, over a period of years. This would permit proper planning and staging. The *money* shouldn't be phased in—just the *program.*

If these funds should become available they will help us to create change within our school system in a variety of ways indicated by the titles of the activities into which we would put this money. We appreciate your interest and cooperation in this matter.

Sincerely,

BERNARD E. DONOVAN,
Superintendent of Schools.

THE SCHOOL DISTRICT OF PHILADELPHIA,
BOARD OF EDUCATION,
August 28, 1967.

Mr. CHARLES LEE,
Professional Staff Member,
Senate Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR MR. LEE: Enclosed is the information requested by Dr. Carl E. Thornblad as a result of questions asked by several members of the Senate Subcommittee on Education.

Sincerely yours,

THOMAS C. ROSICA,
Director of Federal Programs.

Enclosure.

RESPONSE TO QUESTIONS ASKED OF THE GREAT CITIES RESEARCH COUNCIL BY THE SENATE SUBCOMMITTEE ON EDUCATION

1. How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?

Title I	$11,672,000.00
Title II	496,817.22
Title III	1,967,271.00
Total	14,536,088.22

2. How much additional federal money could your school district spend for these programs this year?

$32,000,000.

3. What would you do with the additional money?

Elementary and Secondary Education Act

Funds provided in this Act impose a real hardship on local school systems because of the restrictive nature of the guidelines. We agree with the general principle that guidelines must be established. However, we feel that these should be broadly stated so that local professional judgment can be the basis for expenditures. Innovation and creativity are stifled because the guidelines are so structured in nature. Programmatic change when needed is impeded because of the necessity of prior approval from the granting agency. It is therefore our view that guidelines broadly stated, giving local educational agencies freedom to use funds as needed but with auditing procedures established so that abuses will be avoided, would be the soundest approach to the expenditure of these funds.

The second limitation of the legislation is the pattern of funding. Appropriation should be made early enough and guaranteed over a period of years, so that sound educational planning and implementation of projects can be undertaken. A fundamental change should be the funding of projects on a program year basis rather than on a fiscal year basis. With these changes in effect, and with the establishment of guidelines that will stay in effect for the life of the legislation, school districts would be able to develop programs that will more nearly meet the needs of disadvantaged children.

Title I

The Iowa Test scores in Reading and Arithmetic for Philadelphia highlighted the need for a massive program to upgrade basic skills. Planning committees are now at work designing new programs to help overcome these deficiencies. In order to fully implement these and other essential programs, $25,000,000 will be required next year. Early notification of funding is imperative so that programs can be carefully planned, organized, and evaluated.

Title II

The Department of Public Instruction, Harrisburg, Pennsylvania has mandated that every school have a library with a minimum of ten titles per child by 1973. An allotment of $25 per child would help to meet this objective. Approximate cost—$3,000,000.

Title III

Philadelphia has developed "new linkages" with the community as a result of funds provided by this Title. Community and Magnet Schools are in their infancy. Intensive Learning Centers are in the planning stage. Career Development programs are being studied, and the use of large numbers of volunteers and paraprofessionals is about to become a reality. These and many other innovations will require a grant of $4,000,000.

4. Why is this money not available from state or local sources?

A determined search for additional funds from state and local sources needed to implement new instructional and building programs has left no possible source for revenues untouched.

Currently, negotiations are under way to introduce two new taxes in Philadelphia to provide $11,000,000 in funds needed to balance the present budget. The enactment of legislation authorizing these taxes would not provide all of the funds necessary for the coming school year. Concern becomes even more pronounced when projected expanded needs for ensuing years are considered. The ten-year projected need for the School District through 1977 is $226,000,000 in additional revenue.

5. If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?

We would prefer funds being granted on a program year rather than a fiscal year basis.

6. What would you really like to do with the money if there were absolutely no restrictions?

At the present time 40% or 108,000 children in Philadelphia's Public Schools are classified as educationally disadvantaged. A variety of specialists, materials, supportive services, programmatic approaches to develop new educational, remedial, guidance, and psychological service programs are needed to overcome their deprivation. Funds should be granted on a per pupil basis for all children classified as educationally disadvantaged, so that unique and innovative approach to overcome their deficiency may be implemented. $250 per child is the basic allotment that is necessary.

7. Are you using Title I money for construction purposes? (Comments)

Title I funds are not being used for construction purposes; however, experimentation and innovation are the keys to educational change. In order to implement desirable change, facility renovation and design are necessary components to the development of new and innovative educational programs.

Funds for alterations and improvements and new building construction keyed to innovation and experimentation should receive incentive grants from the Federal government. These funds will add impetus and will help to develop the types of programs that can be unique and dynamic forces in changing the focus of education.

THE SCHOOL COMMITTEE OF THE CITY OF BOSTON,
OFFICE OF THE SUPERINTENDENT,
Boston, Mass., August 18, 1967.

Senator WAYNE MORSE,
Chairman, Subcommittee on Education,
New Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: In accordance with your request, I am pleased to submit the following information regarding our need for additional Title I funds for use during FY 1968.

1. During FY 1967 the Boston Public School expended $3,720,000 in Title I funds. For FY 1968 we could effectively use $7,500,000.

2. With these additional funds we could put into effect the following programs in addition to those now in operation:

(*a*) Expand our present Title I program of Compensatory Services to 10 additional districts to benefit 9,000 disadvantaged pupils who greatly need these services.

(*b*) Establish our afternoon and summer enrichment and remediation programs in all disadvantaged districts of the city.

(*c*) Increase the number of community schools to provide a broad spectrum of educational services to youths and adults during afternoon and evening hours and increase community involvement of parents and other adults

in school programs and activities. This fall we are initiating programs in three community schools, and we recognize a strong and immediate need for similar programs in at least seven more districts.

(*d*) Bring the Office of Program Development, which is responsible for all innovative programs, to full operational capacity.

(*e*) Expand the operations of the Model Demonstration Sub-system to include Grades XI and XII.

(*f*) Provide equal opportunities for boys and girls in every section of the city to participate in the Work Study Program.

3. We are now receiving the maximum amount of money available to us in state aid under present statutes. This sum includes income from the recently enacted sales tax, which represents an added effort on the part of the state government to assist local public school systems. Local real estate taxes have increased drastically in recent years to meet advancing costs of city government and are now approaching confiscatory proportions. Although additional city funds have been made available to the Boston Public Schools, they fall far short of meeting present needs.

4. We would prefer to have additional funds "phased in" during the fiscal year on the basis of 50% down and the balance by the end of the year.

5. Additional Title I funds would make it possible for us to accelerate the development of innovative programs and to expand our present enrichment programs to ten additional elementary school districts and to junior and senior high schools in disadvantaged areas where such services are sorely needed.

Sincerely yours,

WILLIAM H. OHRENBERGER,
Superintendent of Public Schools.

BOARD OF EDUCATION,
Buffalo, N.Y., August 21, 1967.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR: During the presentation of testimony by the Great Cities School Superintendents on August 9, you asked the superintendents present to submit to you the written answers to certain questions regarding ESEA funds. The following are my responses.

1. *Question:* How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?

Answer: Approximately $5.2 million of federal funds was spent by the Buffalo Public Schools under ESEA Titles I, II, and III out of the $5.4 million made available in fiscal 1966–67. It should be noted that the expenditure rate under Title I was at first severely curtailed by the fact that Buffalo was apprised of only 85 percent of its entitlement until the school year was nearly over.

2. *Question:* How much additional federal money could your school district spend for these programs this year?

Answer: It is estimated that programs under Titles I, II, and II could be developed and implemented this year calling for a budget total of $11,000,000 of federal money.

This amounts to approximately $275 per disadvantaged pupil. Since Buffalo is now spending an average $660 per pupil for its entire school population, this means that the expenditure would be approximately $935 per disadvantaged pupil. To achieve proper perspective, it sould be noted that expenditures from non-federal funds alone in New York City and Rochester will exceed $900 per pupil in 1967–68. This too is an average figure and does not directly reflect the higher cost of special service for the disadvantaged. Moreover, some 25 percent of the suburban school districts in New York will exceed the $900 figure this year, although their school enrollments are considerably more educable and far less disadvantaged.

3. *Question:* what would you do with the additional money?

Answer: Additional ESEA money would be used to:

a. Extend services to the educationally disadvantaged in the entire city. There are pockets of poverty in all areas of the city.

b. Increase the depth of services at the secondary level, including vocational high schools.

c. Increase the emphasis on activities and subjects designed to broaden the experience of pupils:

1. Extend more cultural experiences.

2. Provide more associate academic experiences, such as foreign languages in the elementary school.

3. Provide more opportunity for preparation for the world of work, that is, orientation for job selection and non-specialized occupational training.

d. Extend programs for the physically and mentally handicapped.

e. Provide full complement of staff and materials to selected problem schools.

f. Increase the supply of instructional materials related to areas of instruction, such as, maps, globes, films, mathematics models, and science kits and equipment.

4. *Question:* Why is this money not available from state or local sources?

Answer: New York leads the nation in amount of state funds provided in support of public elementary and secondary schools. This is general revenue for the purpose of upgrading and equalizing educational opportunity for all children, disadvantaged or not.

In this state, however, there is constitutional prohibition against the use of state funds in aid of denominational schools. To date this has prevented state support along the lines and scope of ESEA Title I.

The primary local source of revenue is the property tax. For both municipal and school purposes the City of Buffalo is constitutionally limited in the property tax it may levy to two percent of the value of its taxable real estate. Inasmuch as Buffalo is levying this tax to the limit, further revenues from this local source for purposes described in ESEA are not available.

5. *Question:* If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?

Answer: As far as existing and potential programs for the disadvantaged are concerned, Buffalo is geared to spend the additional amount prudently and effectively now. Realistically speaking, the additional professional, paraprofessional, and nonprofessional personnel required to staff expanded and new programs would be the major problem limiting our immediate utilization of additional funds.

Recognizing this difficulty and the fact that 1967–68 ESEA appropriations may not be confirmed until December, 1967, it might be prudent to phase in the additional $5.8 million as follows: $2.0 million of the increase in 1967–68 and the remaining $3.8 million in 1968–69. If the additional amount were to be appropriated for 1968–69 and 1969–70, and if this were known well in advance of 1968–69, the phasing-in might be $3.8 million and $2.0 million, respectively

6. *Question:* What would be desirable educational changes in your system which would be made with these additional funds?

Answer: Under Title I, it has been possible for Buffalo to provide remediation and enrichment, broadened cultural experience, preschool and dropout programs, inservice training, relief for teachers from nonprofessional duties. Title II has helped us improve the supply level of library books and audio-visual materials. Title III has given us some financial leeway for creative approaches to our school problems, where heretofore we had virtually no such leeway.

If these additional funds became available and restrictions were relaxed on their use, there are at least two fundamental uses to which they could be put.

The first of these would help to offset the disadvantageous position in which large cities are placed in the competition for competent teachers. We would propose the use of an urban salary premium, that is, a differential paid to teachers who seek and obtain positions in schools of the large cities. Although salary is not the sole attraction to teaching in a particular school system, we feel the urban salary premium would help to alleviate the shortage of experienced teachers in the large cities.

The second use to which unrestricted additional funds could be put is the financing of school construction so as to make it possible to reduce class size and provide the environment commensurate with modern teaching techniques.

7. *Question:* Are you using Title I money for construction purposes? (comments)

Answer: Except for minor remodeling of some classrooms to make them suitable for certain Title I and Title III programs, ESEA allocations have not been used for construction purposes. Federal guidelines to a slight degree and state guidelines quite distinctly discourage the use of ESEA Title I funds for construction.

The evidence of need is in conflict with these rulings and interpretations, however. The age, condition, and educational suitability of school buildings in large cities such as Buffalo is such that federal assistance for school construction is a most pressing need.

We are very pleased to have had opportunities to speak with members of Congress both individually and in committee, and we are equally grateful for this opportunity to submit information which may assist in the decision making process. Please call us immediately if we may be of further assistance.

Yours sincerely,

JOSEPH MANCH,
Superintendent of Schools.

LOS ANGELES CITY BOARD OF EDUCATION,
Los Angeles, Calif., August 14, 1967.

Hon. WAYNE L. MORSE,
Chairman, Education Subcommittee,
Senate Committee on Labor and Public Welfare,
Washington, D.C.

DEAR SENATOR MORSE: Enclosed is a copy of the Los Angeles Unified School District's answers to the questions raised by the subcommittee during the testimony of the superintendents representing the Great Cities Council.

If I may be of further assistance to you or the committee, please contact me.

Sincerely yours,

JACK P. CROWTHER,
Superintendent of Schools.

Enclosure.

LOS ANGELES CITY SCHOOL DISTRICTS

1. How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?

The District's entitlement for the 1966–67 school year under Title I was $14,745,945 of which the district expects to expend 98 percent.

2. How much additional federal money could your school district spend for these programs this year?

Based on recognized needs, Los Angeles School District could spend an additional $60,000,000. Forty-five million of this sixty million dollars would have to be expended in emergency measures until staff could be recruited and additional facilities provided. Six and one quarter million of the forty-five million dollars could be utilized this fiscal year for beginning construction projects necessary to expand the compensatory education program. The remaining $39,000,000 could be used to finance direct services to children during the time of the District's building activities. It may be necessary to establish double sessions until housing can be provided.

3. What would you do with additional money?

Additional money should be expended in two major thrusts:

First, for the purpose of developing new and innovative approaches to learning for those who have been identified as educationally disadvantaged; and second, for the purpose of expanding the innovative programs of compensatory education developed during the past one and one-half years by the district. These programs have been refined, revised, and developed with the help of advisory committees and the District's Research and Development section.

The current entitlement of the District provides services for approximately 1/6 of those who are eligible for Title I programs.

4. Why is this money not available from state or local sources?

Prior to the 1965 ESEA, Title I impact, the Los Angeles Unified School District expended from twenty dollars to thirty dollars more per pupil in the target area than it did per pupil outside of the target area. The direct cost (teacher salaries and school support services) to the District in 1964–65 was 144.5 million in target areas as compared with 107.7 million outside of these areas.

Tax limits on local income sources prohibits the raising of revenue needed to raise finances. The decline of state income as a percentage of the total of the Los Angeles City School budget makes funding of special programs difficult.

In recent years it has become evident that in a state like California which has gained population at an unprecedented rate, in school districts like the Los Angeles Unified District whose pupil enrollment has averaged 25,000 pupil increase per year over the last 15 years, it has become a great burden for the

state and local taxpayer to continue to bear the expense of education. Over the past 15 years the taxpayers of the Los Angeles Unified School District have authorized nearly one billion dollars for school construction in the District. During this same period of time, the cost of education in the Los Angeles Unified School District has risen from $290.70 to $556.77 per child. During the past several years the State of California has implemented many innovative programs for the benefit of educationally disadvantaged children. The Los Angeles Unified District has taken advantage of these programs. However, in California the problem is a massive one and state resources and local resources have been stretched to the maximum. California has just enacted the largest revenue act in the history of any state. These funds, however, are needed just to maintain the regular program.

5. If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?

The answer to this question was partially given when answering question No. 2. It is important to develop instructional materials and books, provide for construction and in-service training of personnel while developing an effective program for teaching the disadvantaged child.

6. What would you really like to do with the money if there were absolutely no restrictions?

The Los Angeles Unified School District believes that the maintenance of a program of compensatory education is an integral part of a comprehensive educational plan. However, when these programs are available on the basis of geographical areas only, it means that many children in need of this type of program are deprived of its benefits. A liberalization of the target area concept would provide a great assist to school districts, and enable the funds to follow the child in areas of high mobility as is the case in Los Angeles.

Definite plans should be made to modify categorical aid programs and at the same time strengthen the general support of public schools so that funds are available to continue the improvements stimulated by categorical aid grants. There should be a constant development of methods that will allow programs to be merged into a single broad program for the District. Forms should be developed that would permit each school system to submit a simplified application to its state department that covers all programs and projects. Moreover, to permit efficient use of federal funds, firm commitments should be made early in the spring giving local school boards adequate time to plan programs and employ personnel for the ensuing year. Plans should be made for general purpose block grants to states for the current support for public schools and for school construction purposes. These plans should be made in addition to general purpose funds granted to federally affected schools which educate pupils residing on, or whose parents are employed on, federally owned tax-exempt property. Consideration should be given to the indirect costs incurred by a district and a procedure developed to allow school districts to recover these costs. For example, a ten percent unaudited overhead of indirect cost rate should be allowed. In addition to the above, consideration should be given under public law 874 for the inclusion of children residing in federally created housing projects within local school districts. In Los Angeles, the in lieu of property tax payments from local housing authority amount to $13.43 per child. The local property tax contribution per child is $343.28. Also, the in lieu of property tax payments do not include contributions to the building program effort of the school district.

7. Are you using Title I money for construction purposes?

During the initial year (1965–66) of funding under Title I, the District was able to construct approximately 200 portable classrooms with Title I funds. During the 1966–67 school year the District again utilized Title I funds for construction, adding 13 classrooms to the Division of Secondary Education's programs. The 1967–68 program envisions no additional construction.

Title I Programs and Budget Information—District of Columbia Public Schools

1. The Board of Education of the District of Columbia estimates that it could use effectively an additional $4,675,700 under Title I for programs for the coming school year. Of this amount $1,564,500 would be for the expansion over a six-month period of regular school year programs operating in Title I schools, and $3,111,200 would be for programs for the summer of 1968. To finance the expansion and extension of these programs, on an annual basis for fiscal year 1969

would cost approximately $6,458,700. The amount stated represents only the programs that could be readily implemented; without question, another 30 or more millions of dollars could be used effectively if time for planning were provided.

Last year (1966) when Title I funding became available too late to implement fully the regular school year programs, the balance of 2.8 million dollars was allocated to summer programs. The impact of the comprehensive program was felt during the following regular school year according to teachers and other field services personnel. If possible, the District Schools would like to have an equally broad program during the summer of 1968.

2. Following this page is a brief description and the objectives of regular year and summer programs that could be implemented should the additional funds become available to the District of Columbia under Title I. The cost of implementing these programs for the six-month period January through June 1968, is shown as well as the cost of the summer phase of the program and the cost for a full year of operation.

3. The D.C. Public Schools Operating Budget has increased 45% since 1964; however, it is unrealistic to anticipate the allocation of the additional $6,458,700 needed to implement these programs for Title I students in addition to the needs of the total District of Columbia Public School System.

4. The figures, as shown, are for six months, for a summer program, and for a full year program. These represent a "phasing" plan.

5. The effect of these additional funds would be the retention of an increased number of students and eventually, better adjusted and higher achieving young men and women.

A. Morning physical fitness and breakfast program

6 months funding	$262,000
Summer funding	132,000
Annual cost	568,000

This program provides a physical workout, a shower and breakfast every day of regular school attendance. A varied sports and physical education program is provided. Children in grades 3–9 participate. At the present time this program is in operation in 6 centers and serves 1,200 students. All Title I children should have this opportunity; to provide this would mean the establishment of more centers. An additional 6 centers are proposed here.

The objectives of the program are: to provide an early morning physical fitness program and a hot breakfast for children who are handicapped by their home backgrounds and whose school records show a lack of interest, poor performance and poor attendance; and to improve the image of the school to these students by attracting rather than forcing them to attend school regularly.

B. Work scholarship program

6 months funding	$473,000
Summer funding	531,000
Annual cost	1,317,000

The Work Scholarship Program provides part-time employment in schools, business or other agencies for needy secondary school students. The boys and girls are paid $1.40 an hour for 2 to 3 hours of work per day. During the school year 1966–1967, 658 students participated; the program was funded by the matching Department of Labor and Impact Aid funds. The summer program provided employment for 1,098 students through these funds with an additional 198 students participating in a Work Study Program as a Title III ESEA funded project.

An evaluation of the Work Scholarship Program done in June 1967 showed a statistically significant difference in the retention of dropout-prone students who participated in the Work Scholarship Program and those who did not participate. Therefore, by providing a means for employment through the Work Scholarship Program we are helping to prevent dropouts. Indications are that in addition to providing students with funds for school and personal needs, they are aided through the program in developing a sense of respect for work and a better self-image. A further survey of students showed that over a two-week period 43% of the 518 students interviewed would have had absolutely no other

money to spend. Of the 518 responding to the questionnaire 75% used part of the earnings from their Work Scholarship job for school lunches, 83% for school supplies and over 40% bought books for personal reading.

The purpose of the Work Scholarship Program is to provide a self-help opportunity for students to learn as they earn in paid part-time positions where they are supervised by professional personnel. As has been cited above, many supplemental benefits are derived from the program.

C. Pupil personnel services teams

6 months funding	$410,000
Summer funding	111,000
Annual cost	794,000

A study of the referrals to the Pupil Personnel Services Department of the D.C. Public Schools shows that five times as many referrals are made from the poverty areas of the city in contrast to other areas of the city. This program provides the services of a team of workers to handle the emotional, mental, physical and social problems represented in these referrals. The team is comprised of a psychologist, counselor, social worker, psychiatrist, pupil personnel worker and aide. During the school year 1966–1967 a total of 12,000 Title I students were given intensive service by Pupil Personnel Teams. To serve similarly on a yearly basis the remaining 13,000 Title I students an additional $794,000 is needed to provide additional Pupil Personnel Workers and aides.

The purpose of the program is to provide services which are likely to result in appropriate courses of action to relieve serious problems of children from culturally deprived areas.

D. Reading seminar program

6 months funding	$198,400
Annual cost	317,300

This program has been developed to encourage secondary school students to read. A survey of Title I students has shown that 34½ percent of students from Title I schools have not even one book in their homes. In this program paperback books are given to students. Students meet together in seminar sessions to read aloud, make reports and have discussions. During the 1966–1967 school year 480 students participated in the Reading Seminars.

The purpose of the program is to develop an interest in and an ability to read books. An evaluation of the program shows that with many students tremendous gains have been made in reading skills and in the development of a home library.

E. Camping

Summer funding	$840,000
Annual cost	1,611,500

The inner-city child deserves an opportunity to enjoy the out-of-doors and the wonders of nature. He also needs to acquire the knowledge and capabilities and to develop the sense of responsibility which living in the out-of-doors produces. During the summer of 1967 arrangements were made for Title I students to attend resident camps of social agencies in the Metropolitan Washington Area. A total of 1175 boys and 323 girls attended 1 or 2 week sessions.

The proposed program is to provide the opportunity for Title I children to participate in a progressive camping program during the school year which would offer day, overnight and weekend camping, culminating in a summer resident camp experience.

F. Webster Girls' School

6 months funding	$19,800
Summer funding	10,900
Annual cost	30,700

This program provides an opportunity for pregnant girls to continue their studies while awaiting childbirth. Teachers, social workers, psychologists, nurses, doctors and nutritionists are employed. This school is an excellent example of a well-coordinated cooperative effort by the District Public Schools and the District Departments of Public Health and Public Welfare. There is evidence to indicate that this program will reduce long term welfare costs well in excess of the schools' operating expenses. At the present time 125 girls attend the school. With the additional funds requested another 125 girls could be served.

The purpose of the program is to rehabilitate pregnant school-age girls so that they will be able later to return to as normal a life as possible.

G. The Cardozo project in urban teaching

6 months funding $75,300
Annual cost 147,200

The Cardozo Project in Urban Teaching, now in its fourth year, represents a program designed specifically to prepare candidates to teach educational disadvantaged students. The candidates were recruited either from people just graduated from college with no academic discipline in education, or from people whose working experiences were in non-teaching professions. This approach adds a new dimension to the standard teaching profession by enlarging the scope of involvement, sharpening the focus of its social sensitivity, and creating curriculum materials tailored to the needs of the locality. In its fiscal year 1968 budget there are provisions for 4 curriculum specialists and 34 interns. The effective ratio is one curriculum specialist to 5 interns. It is feasible to expand from its present 4 centers to 8, and to establish the curriculum specialist-intern ratio of 5–1.

H. Urban Service Corps

6 months funding $35,000

The Urban Service Corps was established specifically to assist in the strengthening of education in the deprived areas of the District. This organization has provided the schools with the services of almost 1,500 volunteers virtually all of whom worked with our most disadvantaged children.

Past experiences have demonstrated clearly the need to provide eye glasses, hearing aids, shoes and wearing apparel, etc. to the needy children. Additional $35,000 is needed to provide not only sufficient quantity but also the needed variety such as different sizes of shoes and apparel.

SUMMER PROGRAMS

I. *Primary summer school.*—Cost, $875,000.

Participating in this program would be those children who have not had a kindergarten experience and would be entering the first grade in September 1968; and first and second grade pupils. During the summer of 1967, 4,200 children attended.

The teaching of reading skills is the primary objective of the program with emphasis upon the provision of the cultural and enrichment activities to include field trips where necessary to concept development. There would also be the teaching of listening and speaking skills with an emphasis on observing and seeing as well as literature.

J. *Model school division.*—Cost, $228,000.

The two-pronged project is designed (1) to develop a comprehensive instructional program for junior high school students which will integrate teacher preparation and schedule reorganization and (2) to coordinate, evaluate, and modify ongoing elementary school programs through the involvement of a select group of teachers, supervisors, administrators and intermediate grade children in a workshop.

K. *Joint public-parochial program 15–12.*—Cost, $105,000.

This full-day program for an eight week period offers experiences in language arts, creative leisure, health education, and homemaking for girls aged 12–15. The program will include home visitation by staff members.

L. *Summer occupational orientation program.*—Cost, $48,000.

This program offers vocational exploratory experiences to 9th, 10th, 11th, and 12th grade students enrolled in regular Title I junior and senior high schools. Each student receives one week of orientation in each of the shops in the school in which he is accepted. Supplementary classes in occupational information and job conditioning are offered, as well as intensive counseling services.

M. *Special orientation program for sixth graders entering junior high schools.*—Cost, $150,000.

This program provides an enriched summer experience to students (6th grade) who are about to enter junior high school. A program of integrated subject matter is planned to provide additional motivation for the development of study skills.

N. *Summer scholarships program.*—Cost, $50,000.

This program provides scholarships to qualified Title I secondary school students to attend seminars and courses at private institutions in the Metropolitan

Area such as St. Albans School and the Institute of Language at Georgetown University.

O. Harrison community program

6 months funding	$91,000
Summer funding	30,300
Annual cost	182,000

The purpose of this program is to help the children and adults to better themselves by learning crafts, being tutored in subjects in which they are weak, being informed of occupational opportunities and having supervised recreation. Each of the activities is held in the facility best suited for its accomplishment.

The program is geared to reach not only children in school but those who have dropped out of school and are in need of an incentive to return. The adults are given an opportunity to learn skills which will aid them in guiding their children by increasing interest in family and community living. A segment of their program is a course which will equip the adults in the community to qualify for High School Equivalency Certificates.

Among the many community agencies which will cooperate are: Augustana Lutheran Church, Harrison Elementary School, Harrison Recreation Center, Ss. Paul and Augustine Parish Center, Ss. Paul and Augustine Parish Elementary School, Hillcrest Center, George Washington University Research Project, Children's Hospital (Comprehensive Health Care).

MEMPHIS, TENN., *August 18, 1967.*

CHARLES LEE,
Professional Staff Member,
Senate Subcommittee on Education, New Senate Office Building,
Washington, D.C.:

This is in response to Dr. Bernard Donovan's memorandum relative to additional title one ESEA funds we could use effectively for the coming school year. Total amount Memphis City school could use effectively above the current tentative allocation of $2,703,870 is $3,710,000. Types of programs we would initiate and/or supplement and put into effect beginning August 30 or shortly thereafter if funds were available include:

(1) Free lunches, $200,000; (2) Free clothing, $50,000; (3) Corrective medical services, $200,000; (4) Elementary science, $40,000; (5) Reading and academic improvement, $100,000; (6) Pilot project in writing improvement, $30,000; (7) Library administrative personnel, $130,000; (8) Elementary and junior high tutorial project, $100,000; (9) Enrichment trips, $35,000; (10) Curriculum development studies research, $50,000; (11) 15 Kindergarten classes, $375,000; (12) Two elementary guidance and psychological service centers, $350,000; (13) Elementary physical education project, $900,000; (14) Special education, $300,000. Summer projects: (15) Summer school (all grade levels except K and 12) $500,000; (16) Summer education camp, $250,000; and (17) Vocational ornamental horticulture, $100,000.

All available local and State funds are being utilized. Our officially approved budget for school year 1967–68 is $47,972,425. This is $2,540,575 less than planned and required to move forward with improved and expanded programs. State legislative action and Memphis City government action dictates final budget dollars allotted for the operation of our school system. The additional title II dollars for projects outlined above could be utilized if phased in over a year or two, however, they are needed for use during the coming school year.

Projects (1), (2), and (3) above would fill vital voids in our title one program. Projects (4) through (14) would afford us increased opportunity and means for motivation of students, provide broader and more in-depth academic offerings and thereby enhance the odds of effecting desirable educational change. Projects (15), (16), and (17) would permit us to serve the disadvantaged in all grade levels during the summer and prepare selected youth for special occupational training in a field that has a shortage of employable personnel in our area. Were the funds made available without restrictions we would utilize approximately 50 percent for construction purposes.

E. C. STIMBERT,
Superintendent, Memphis City Schools.

PITTSBURGH PUBLIC SCHOOLS,
Pittsburgh, Pa., August 15, 1967.

Mr. CHARLES LEE,
Professional Staff Member,
Senate Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR MR. LEE: The attached statement was prepared for Dr. Marland's use when he testified before the Perkins Committee in April. The critical figure is the last one which indicates that we could effectively spend nearly 4 million dollars in addition to the 3.2 million we received under Title I in 1967. The line items by title are sufficiently explanatory to answer your second question.

We have exhausted our normal income from local tax efforts and standard state reimbursement for maintaining mainstream programs. In some instances, because of unanticipated reductions in OEO and ESEA funding during the last several years, we have maintained programs with Board funds rather than discharge people during the school year. This is an undesirable practice which we hope to avoid in the future. Incidentally, our relations with the Department of Public Instruction in Harrisburg on ESEA programs have been superb.

Dr. Marland and I will be away from our offices until August 28. Please address future correspondence to Dr. Donald D. Dauwalder, Associate Superintendent for Business.

Sincerely yours,

B. J. MCCORMICK,
Deputy Superintendent,
Office of Instruction.

BJM:ehs
Enclosure

Pittsburgh Public Schools—Statement on ESEA, 1968

1966 allotment	$4,042,990
1967 allotment	3,216,176
1968:	
Sustain present program	3,216,176
Plus 6 percent normal cost increase	192,970
	3,409,146
Transfer OEO to ESEA:	
Adjustment classes plus, recommended expansion of program	332,000
Case aides (social work)	67,000
Kindergarten aides	125,000
Social adjustment	90,000
Community agents	240,000
Total	854,000
New programs and extension of present ESEA programs:	
Nutrition (food and aides)	300,000
Summer school	250,000
Clerical help in elementary and secondary schools	160,000
Assistant principals and vice principals	100,000
Reduction of class size, kindergarten, elementary and secondary	654,000
Released time for team leaders, elementary schools	280,000
Released time for instructional leaders, plus aides, secondary schools	275,000
Additional elementary counselors	180,000
Aides, elementary and secondary, for supervision of lunchrooms, lockers, halls, lavatories, etc	115,000
Assistant teachers, headstart and kindergarten	276,000
Symphony concerts	50,000
Total	2,640,000

Pittsburgh Public Schools—Statement on ESEA, 1968—Continued

1968—Continued	
Pickup foundation supported programs	$225,000
Total	7,128,146

Recap:	
1. Present allotment plus 6 percent	3,409,146
2. Transfer OEO plus expansion of adjustment classes	854,000
3. New programs and expansion of present ESEA programs	2,640,000
4. Pickup of foundation supported programs	225,000
Grand total	7,128,146
Anticipated 1968 allocation	−3,216,176
Sum needed for new programs listed above	3,911,970

If we were to provide these services to other than currently eligible schools, the cost would probably run at about $12,000,000.

MILWAUKEE PUBLIC SCHOOLS,
Milwaukee, Wis., August 17, 1967.

Hon. WAYNE MORSE,
Chairman, Senate Subcommittee on Education,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: Through the Research Council of the Great Cities Program for School Improvement, I have been asked to respond to certain questions in order to provide information which would be helpful to the Senate Subcommittee on Education. The questions as presented and my response to them are as follows:

1. How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?

From title I, ESEA	$2,400,000
From title II, ESEA	232,500
From title III, ESEA	74,000
Total amount	2,706,500

(This amount was spent on the public schools directly; in Wisconsin private and parochial schools receive the benefits of Title directly through the State Department of Public Instruction rather than through local school districts.)

2. How much additional federal money could your school district spend for these programs this year?

This is a difficult question to answer inasmuch as the contiuuing increase in enrollments causes crowded conditions in our schools. It is oftentimes impossible to make space available for educational programs which qualify under the guidelines of the Elementary and Secondary Education Act. Secondly, the shortage of qualified personnel limits the implementation of needed programs. We simply cannot hire all the personnel that would be needed; they aren't available. Furthermore, the Wisconsin State Constitution places certain limitations on making services available to non-public schools. These limitations restrict the use of money for certain needs which pupils in non-public schools have. It seems reasonable, however, to estimate that our district could use at least 75 to 100 per cent more federal funds *this year* on urgently needed programs. The long-term needs of the school system are much greater, but the question asks how much more could be used *this year*.

3. What would you do with the additional money?

In a number of cases, on-going projects would be expanded to serve many more pupils than money presently permits us to serve. Secondly, several new projects are needed to enable the schools to get at the causes of educational disadvantagement and to provide intensive programs for pupils which offer greater promise for making a significant impact on the educational life of the child. As indicated above, there is great need for more services to children enrolled in private and parochial schools. Finally, provision would be made, if funds were sufficient to

do so, to begin additional buildings or provide mobile units to provide adequate housing for the programs which are needed to serve large numbers of children.

4. Why is this money not available from state or local sources?

State legislative limitations on the local taxing power and on general school state aids control the maximum amount of local money available. It must be realized, however, that despite legislative limitations, the local tax burden could not be increased to the extent required to meet the needs which exist without serious consequences of a negative nature.

5. If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?

It would seem that a graduated increase would be most effective. This would accommodate a planned continuous expansion of on-going programs and the development and phasing in of urgently needed new programs. Such expansions and new developments need to be based on data which are systematically gathered and analyzed and with the involvement of staff and community personnel. A considerable amount of valuable data is already on hand and some solid planning has established some unmet needs which put us in a position to utilize added resources immediately in a meaningful way. Graduated increases in funds would enable the school system to implement needs already reliably identified and to continue the orderly study and decision making required for sound planning toward ultimate goals.

6. What would you really like to do with the money if there were absolutely no restrictions?

Our staff and School Board has made a careful study and documentation of the most basic program and financial needs. The needs, of course, cut across the school system as a whole and, while there are great needs for the educationally disadvantaged, there are also significant needs for the school system as a whole. Categorical aids made an important contribution, but there is need for general aids which could be applied to system-wide improvements such as reduction in class size; additional services and facilities which enable teachers to use their talents more fully in teaching; provisions for assessing individual children and providing needed programs during the early school years in such a way as to prevent the necessity for much of the later remediation; expanded summer offerings; strengthened program of in-service education for teachers, supervisors, and administrators; an intensified program of interpreting the schools to the community; involving parents in such a way that they understand schools much better and, as a result, can offer better counsel to their children; and the like.

7. Are you using Title I money for construction purposes?

The use of the original grant, spring semester 1966, included provisions for the construction of additions to two elementary schools. These additions are designated as Special Education Service Centers and will be used to house a number of programs funded under Title I beginning in September, 1967. Without the additional space, we simply could not have provided most of the programs which will now be conducted in the Centers. Additional proposals for construction would have been developed if more funds had been available. Because of the limited allotment we received under Title I, it has seemed best to use the money for programs where we can house them rather than to divert more money into construction. There is a desperate need, nonetheless, for more building.

I hope this information will be of help to your committee and I will be pleased to hear from you if we can be of further help. We shall deeply appreciate whatever can be done to support the educational programs of our country. The need in large cities is especially acute.

Very truly yours,

RICHARD P. GOUSHA,
Superintendent of Schools.

BOARD OF EDUCATION,
CITY OF CHICAGO,
Chicago, Ill., August 15, 1967.

DEAR SENATOR MORSE: It was a real pleasure to appear before the Senate Subcommittee on Education Wednesday to discuss the ESEA Amendments of 1967.

In response to the questions asked during the hearing, which have been distributed to members of the Great Cities Research Council members for reply, the following information which applies to the Chicago public schools is submitted.

1. How many dollars were spent last year by your school district for ESEA from federal sources?

Answer. A total of $26,471,077 from Titles I, II, and III and $25,165,115 from Title I specifically.

2. How much additional federal money could your school district spend for these programs this year?

Answer. Approximately double what we received last year or $50,000,000.

3. What would you do with the additional money?

Answer. We would expand some of the present programs such as TESL and Tutorials, add large numbers of teacher aids, increase clerical help, and add library and educational media personnel.

4. Why is this money not available from state and local sources?

Answer. We are presently using the maximum allowable real estate tax levy to provide local support, and every dollar provided by the state.

6. What would you really like to do with the money if there were absolutely no restrictions?

Answer. Construct school buildings in sufficient number to permit class size of 15 in grades 1 to 3, 20 in grades 3 to 6, and provide adequate space for all programs. Add non-teaching assistant principals to most schools, provide many more master teachers, free high school department heads from all class teaching, provide a paid inservice training period daily for all elementary and high school teachers, and provide civil service personnel to supervise playgrounds, lunchrooms, washrooms and corridors.

7. Are you using Title I money for construction purposes?

Answer. No, we have not been permitted to do so. This is the area of our greatest need, and construction money from Title I could help urban centers immensely.

It is my hope that this information will prove helpful to the committee.

Sincerely,

JAMES F. REDMOND,
General Superintendent of Schools.

DETROIT PUBLIC SCHOOLS CENTER,
Detroit, Mich., August 11, 1967.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In response to the request of the Committee for answers to a number of specific questions asked by members of the Committee, we submit the following information for the Detroit Public Schools.

In those areas where cost estimates could be made, the figures have been included. In other areas where costs are highly speculative, we submit the information merely as an idea that might possibly be put into practice with resulting benefits to the children of our city.

1. *How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?*

Title I:	
1966–67 grant	$11,221,537
1966–67 spent	11,221,537
Title II:	
1966–67 grant (public schools, $570,602; non-public, $134,003)	704,605
1966–67 spent	704,605
Title III:	
Urban Adult Education Institute:	
1966–67 grant	251,292
1966–67 spent (effective May 1, 1967)	
Cultural Enrichment:	
1966–67 grant	20,722
1966–67 spent (effective June 30, 1967)	

2. *How much additional federal money could your school district spend for these programs this year?*

I my testimony of August 9, I estimated that an additional $50 million could be gainfully expended in Detroit during fiscal 1968. Specific items within this total are listed in the answer to Question 3.

3. *What would you do with the additional money?*

The following suggestions reflect both expansion of existing programs and development of new programs.

a. Regarding reduction of class size to twenty-five in fifty hard core schools, a Title III proposal submission in July indicated a $3 million cost factor for this reduction, including more teachers and more administration for those schools. Such a program in fifty schools would cost approximately $25,000,000.

b. Corollary to reduction of class size is the utilization of a variety of para-professionals. This city has been among those cities leading the nation in the area of the utilizing of paraprofessionals. A reorganization pattern of teaching-learning practices in the elementary and secondary schools producing severely reduced class size must embrace also the concept of paraprofessionals. I would suggest that 6,000 paraprofessionals could be used efficiently and well in the Detroit Public Schools. This produces an enhanced teaching-learning situation and simultaneously employs indigenous citizens in a dignified manner. The cost of this suggestion, assuming full-time paraprofessional employment with all benefits, would approxiate $7,000,000.

c. The Detroit Public Schools currently operate work-training programs, both in the junior and senior high school levels. Currently, approximately 2,000 junior high students are employed in work-training programs, and approximately 1,800 students are employed in senior work-training programs. Evaluation has clearly indicated the success of these programs. Recent riot conditions have given credence to the notion that work-training students are somewhat immune to the temptation of riot and looting. Early findings show that no more than twenty of nearly 4,000 of these children have been involved in the troubled parts of the city. I suggest that both our junior and senior high school programs should be doubled. Indeed, we should have 5,000 enrollees in the senior high program and approximately 4,000 in the junior high program. The estimated cost of such expansion would approximate $5,000,000.

d. Pre-school programs are critical to the educational success of thousands of Detroit students. Currently, we operate twenty-five pre-school centers, each accommodating approximately forty pre-school children. It is quite apparent that we need one hundred pre-school centers in order to give all eligible children pre-school learning opportunities. The cost estimate based on $50,000 per center is $5,000,000.

e. Follow-Through programs are critical to the educational opportunities provided by pre-school programs. The concepts acquired through pre-school experiences must be followed up by similar programs in the first, second and third years of formal public school education. I would suggest that all children in Detroit who have had pre-school experience should now be engaged in restructured first year (kindergarten) programs. I cannot provide a cost estimate at this time.

f. The community school concept has been adopted by the Detroit Public Schools for several years. The intent of the community school is to build near total involvements and interaction with the community of that local school. This includes programs after school for children and activities of all kinds for the adult community. It currently costs approximately $2,500,000 per year to provide minimal after school evening operation. I would suggest that an expansion of the opportunities for the community school would cost approximately $10,000,000.

g. Since 1959, the Detroit Public Schools have experimented with the notion of a bona fide professional social worker being attached to the local school, functioning as a liaison between the school and community, as well as assuming responsibilities for program development and operating as a community organization person. This role has emerged as significant to the success of the inner city public school. Currently, forty-one of these persons exist. I suggest that the schools need two hundred of these professionals. The cost would be from one to two million dollars.

h. Free textbook distribution to eligible inner city students in our secondary schools is of crucial importance. An economic dilemma should not interfere with learning for any child. Thus, it is suggested that free textbooks be distributed to the secondary schools in the inner city. The cost would be from one to two million dollars.

i. Adult education opportunities must be expanded in all directions under the auspices of the Detroit Public Schools. We must be enabled to identify and program all adults in our city who need training and the acquisition of marketable skills. We currently have the facilities and the staff through which to operate

a greatly expanded and successful program. We have numerous adult education programs that are understaffed and underfunded. I would suggest a significant expansion of all current programs. A cost estimate cannot be submitted at this time.

j. Assistant attendance officers have proven to be of significant value in assisting families in need, particularly in inner city communities. These people work under the direction of professional attendance officers and generally reside in the areas in which they work. I suggest that we should have two hundred such officers at a cost of $100,000.

k. The program to continue the education of girls who must leave school because they are pregnant currently enrolls sixty girls with a waiting list of well over one hundred. It is suggested that this program be expanded at a cost of $1,000,000.

l. Our inner city elementary schools suffer from a lack of male identification for the students. I would suggest that a person be designated for each of our inner city schools to assume the role of a counseling, guidance function, with a rank between teacher and assistant principal. It is hoped that these people would generally be male professionals, particularly Negro male professionals. This program for approximately two hundred schools would cost approximately $2,000,000.

m. In-service training and staff training programs are critical to the success of the teaching-learning situations in the Detroit Public Schools. Currently, we expend approximately $1,000,000 for such training, and I would suggest that this budget should be $2,000,000.

n. In view of the impact of the recent disturbances in Detroit, I suggest that the Detroit Public Schools open one week early this year in order to thoroughly orient teachers and administrators as to the educational job now confronting the city. I propose that this be done and funded from federal sources. The cost would be approximately $2,500,000.

o. Approximately two hundred schools in Detroit can be regarded as schools holding a high proportion of disadvantaged pupils and should be enabled to have free summer school programs. These programs should free summer school programs. These programs should provide enrichment, remediation, recreation, and course credit offerings. I suggest that the cost of such programs would approximate $5,500,000.

4. *Why is this money not available from state or local sources?*

Local tax revenues in Michigan fall under a constitutional provision that requires that the assessment of property be placed at 50% of the true cash value and that the tax rate not exceed 50 mills. In Detroit, all property has been reassessed to the 50% level. The total local property tax rate for this fiscal year is $46,104 per $1,000 assessed valuation. These two factors, alone, preclude any further expansion of the local property tax as a source of revenue if the consitutional provisions are to be used as effective guidelines. In addition to these factors, it is pertinent to note that the city levies a personal income tax of 1% on residents and ½% on non-residents. Then, too, the property valuation in Detroit has decreased from $5,285,411,561 in 1961 to an all-time low of $4,729,-792,130 in 1967 for school tax purposes.

State school aid in Michigan is at an all-time high. The state school aid formula provides one of the very highest state support programs, when considered in terms of all school districts. Specific recognition of the needs of the population centers is very limited, since the Michigan formula, as are most other state school aid formulas, is based on the theory that equal educational opportunity can be provided to all children if each receives the same dollar treatment. Also, it should be mentioned that the Michigan state school aid formula did not provide a per pupil increase comparable to that of the last two years, even though a revision of the state tax structure was made by the current session of the Legislature.

5. *If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?*

The following items list the most pressing needs of the school system as they relate to the recent riots in Detroit:

a. It is quite apparent that several thousand school-age children have been displaced as a result of riots and fire. In order to accommodate these students in a proper educational setting, it becomes necessary to pursue the purchase of one hundred transportable buildings at an estimated cost of $2,000,000.

b. The Detroit Public Schools must immediately make its three hundred plus buildings open and available at all times, day and night and weekends, for all of those in our communities who must come together and resolve our community problems. It is estimated that the cost of this community use of our buildings will be $1,500,000.

c. Our children must be counseled and guided with great expertise in terms of the social and emotional impact that riotous conditions impose upon a young mind. We suggest that the 178 eligible Title I schools should add one person to their staff who shall serve as an "action counselor." This staff person can work directly with children who have had serious experiences in recent weeks. This staff member can also work directly with the community to interact with the families of his charges. The cost of such staff persons in 178 schools would be approximately $2,000,000.

4. During this fiscal year, the Detroit Public Schools have employed some 2,000 paraprofessionals in various categories, such as teacher aide, clerical aide, community assistant, etc. These citizens are a magnificent contribution to the teaching-learning situation in a school set-up. They exert block leadership, inform the local community as to the activities of the school, and serve informally in the functions inherent in community organization. These 2,000 people are all part-time employees of the Detroit Public Schools. It is suggested that 2,000 citizens assume paraprofessional roles in the Detroit Public Schools on a full-time basis to help in the job of rebuilding our city through educational efforts. The estimated cost of such a program will total $8,000,000.

6. *What would you really like to do with the money if there were absolutely no restrictions?*

If this question suggests that general federal aid is more desirable than categorical aid in the education of the economically and educationally deprived youngster, we must make clear that the present system of categorical aid provided by the heroic efforts of this Committee more nearly met the needs of our children than any conceivable type of a general aid program could do within an appropriation of five times the amount now before the Congress. Indeed, one often wonders if the position of those who have supported general aid to education for so long has not become almost a matter for the archives if it is to be considered within the terms of the existing limited appropriations.

One of the most significant features of the Title I of the Elementary and Secondary Education Act is the fact that there is in the formula and the rules and regulations implementing the law recognition that a concentrated financial support program for each child who needs exceptional educational services is inherent if such children are to be educated. We do not feel that the money we are requesting in one lump sum would be spent much differently than it is under existing law. While we need additional dollars for all elements of the school system, we recognize the need for large, perhaps disproportionate, sums to provide the dollars necessary to bring a large number of our pupils to a point where they can compete with their peers.

7. *Are you using Title I money for construction purposes?*

No.

Sincerely,

NORMAN DRACHLER,
Superintendent of Public Schools.

LOS ANGELES CITY BOARD OF EDUCATION,
Los Angeles, Calif., August 14, 1967.

Hon. WAYNE L. MORSE,
Chairman, Education Subcommittee, Senate Committee on Labor and Public Welfare, Washington, D.C.

DEAR SENATOR MORSE: Thank you for your invitation to submit additional information supplementing the testimony presented on August 9 at a hearing devoted to the fiscal problems of the public schools of the nation's large cities. The questions raised by the members of the Committee reflect a sincere interest in the unique and urgent problems facing the schools in our troubled cities, and we are pleased to have the opportunity to answer them.

I hope you can find a moment to look over the enclosed document "THE MISSING FACTOR." It describes some of the inescapable "extra" costs of education

imposed on "big city" school systems because of the unhappy social and economic conditions of present-day urban life. The list is by no means complete, but I believe it demonstrates the need for special financial assistance to the nation's large urban school districts at this critical time. It is important to note that all of the extra costs of education listed in this document are being borne by local property taxpayers in this community. There are no federal funds presently available to us for these purposes.

We are sending to you separately our answers to a list of Committee questions that have been submitted to all school districts comprising the Great Cities Council. Our answers will be accompanied by appropriate supporting documents, which we hope will prove helpful to the members of the Committee in determining what steps should be taken by the Congress to deal most effectively with the one aspect of America's "urban problem" that has such important long-range implications for the future economic and social stability of our country.

Sincerely yours,

JACK P. CROWTHER,
Superintendent of Schools.

"THE MISSING FACTOR"—SPECIAL REPORT TO THE LEGISLATURE

THE MISSING FACTOR IN SCHOOL AID FORMULAS

This document has been prepared for the information of the members of the State Legislature, business and civic leaders, and other citizens interested in the education of the young people of California. Its purpose is:

1. To direct attention to the fact that there is a serious flaw in school aid formulas which makes it impossible to distribute State funds to local school districts in a manner consistent with established public policy and as originally intended by the Legislature,
2. To explain how this is affecting the school districts of the state with the largest enrollments, and
3. To recommend corrective legislation that will be in the best interests of the young people of California and the taxpayers who provide the funds for their education.

What Is Public Policy?

Over the years the State Legislature has wisely and consistently sought to distribute State funds to local school districts in such a manner as to give every child an equal opportunity to obtain a good education—regardless of where he lives in the state, or the financial circumstances of his parents.

Because of significant differences in wealth between school districts, special formulas have been adopted to guarantee a minimum level of support from local and state tax funds for each child to be educated. Foundation programs for the various grade levels reflect this minimum.

Recognizing the fact that there are inescapable "extra" costs involved in educating young people under certain circumstances, the Legislature has adopted special foundation programs and made special allowances to assist local school districts in meeting such higher-than-average costs.

Good examples of provisions in the Education Code which recognize readily identifiable "extra" costs are the special foundation program for "necessary small schools" and the liberal transportation (or room and board in lieu of transportation) allowances on behalf of young people living in the sparsely populated areas of the state.

This "sparsity" correction factor has been an important and necessary feature of California's system of school finance for many years. Special allowances to pay for the extra costs of educating young people in sparsely populated regions are consistent with the State's policy of "equal educational opportunity" and should be continued.

Unfortunately, there is missing from present formulas a correction factor of major significance—as is clearly indicated by the facts presented in the attached exhibit. Until this missing factor becomes a part of the State's system of school finance, thousands of young people in California will have a less-than-equal educational opportunity.

The Missing Factor

There has been a drastic change in the social and economic structure of California in recent years. The impact of that change on the public schools is reflected in the figures showing the costs of "urbanization" as they affect the Los Angeles

City Schools. Other large school systems of the state have found it necessary to make similar expenditures in order to cope with the difficult educational problems imposed upon them as the result of conditions beyond their control.

What the Los Angeles cost study reveals is the urgent need for an "urbanization" allowance that will increase State aid to the large school districts of California—in somewhat the same manner as the population "density" correction factors that have been incorporated into the school aid formulas of other states with educational problems similar to those presently taxing the limited resources of California's large urban school systems.

Summary

One of the major tragedies of our time has been the steady deterioration of the public schools in the large cities of the nation. Of the various components of America's "urban problem," the plight of the public schools must be considered the most critical because of its implications for the future of the nation.

It is becoming increasingly clear that the same combination of social and economic factors which has led to the decline of model "big city" school systems in other parts of the nation is making heavy inroads on the public schools in the large urban communities of California. No state—least of all California—can afford to neglect its public schools for even a year. Rising costs in the face of growing enrollments are creating financial problems for most of the public schools of California. In the large urban school districts the situation has become critical.

Recommendation

It is recommended that the foundation program for the public schools located in the major population centers of the state, with enrollments in excess of 30,000, be increased by $15 per unit of average daily attendance effective July 1, 1967.

Exhibit A

The Costs of "Urbanization"—Los Angeles City Schools, 1966

In today's urban society the public schools face extremely difficult and costly educational problems, which multiply with the growth in population.

Non-urban schools encounter similar problems from time to time, but in the urban community they occur on such a massive scale that school boards often find it necessary to establish special programs and to employ specialized staff to deal with them. Some of the most difficult problems cannot be dealt with successfully in regular schools. They require special separate facilities. Whether they are handled in conjunction with the regular school program or in separate facilities, these problems create "extra" costs that are not recognized in State school aid formulas.

Not all of the "extra" costs of operating the public schools in heavily populated urban communities are directly related to expenditures for instruction or for supporting services which make instruction possible. Some have no direct relationship with the work of the public schools. However, they must be provided for in the school budget and paid for with local tax dollars that would otherwise be available for educational purposes.

Following is a partial list of "extra" cost items that are attributable to "urbanization" but that are not recognized in present State school aid formulas.

Extra costs	*Amount*
1. Security agents to protect students, employees, and property. Protection of pupils, staff, and property has become a serious problem and is a *must* in many schools in the most densely populated areas of the district. *This does not include extra costs due to rising insurance rates.*	$450,171
2. Special adjustment center schools. Urban communities have a higher-than-average number of severely maladjusted pupils, *most of whom have police records.* In Los Angeles it has become necessary to establish and maintain specialized schools to rehabilitate such students for constructive citizenship through special programs of education, training, and counseling. Per pupil costs in these schools are nearly double those in regular schools—currently $1,052 as against $571.	1,229,483

Extra costs *Amount*

3. Transiency and population mobility $1,127,062

Population mobility and transiency have become serious problems for the Los Angeles City Schools. Over 50% of the pupils in the densely populated areas move each year.

Each student presenting himself to a school, whether for the first or sixth time during a semester, must be registered, counseled, scheduled to an educational sequence, provided with books and materials, and generally oriented to the school. The "extra" costs of pupil transiency for 1965–66 have been estimated to be $527,062. *This does not include costs involving cases requiring the services of attendance officers relative to the enforcement of State school attendance laws.*

Population mobility affects school enrollment patterns, creating school housing problems. The annual cost during the past four years of moving classroom bungalows from one school site to another in order to adjust to shifts in the population has been $600,000.

4. Programs for low-index pupils (non-EMR) 2,219,280

A higher-than-average proportion of low-index pupils requires the establishment of large numbers of small classes offering special academic work to assist low ability pupils who may not be appropriately scheduled into specially funded classes for Educable Mentally Retarded. Up to 15 percent of pupils in junior and senior high school fall in the "low-index" category.

5. Education of non-English speaking students 841,477

Because of its location and facilities for commerce, foreign trade, educational and cultural opportunities, Los Angeles is a port of entry for large numbers of non-English speaking students in the following categories:

Nationals—Pupils born in possessions of the United States.
Immigrants—Admitted as prospective citizens.
Refugees—Pupils who will attain immigrant status.
Non-immigrants—Aliens on student visas.
Visitors—Those from foreign counrties with special approval to attend school.

Special classes must be provided for many of these students because they cannot communicate well enough to participate successfully in regular classes.

6. Truancy and child welfare services 1,680,902

Enforcement of school attendance laws in certain sections of an urban school district requires a large staff of child welfare workers. In spite of intensive effort, non-illness absence (which results in loss of State aid) is higher in these areas than the district-wide average. The services of additional child welfare workers, plus the loss in State aid as a result of irregular attendance, represent a substantial "extra" cost to the Los Angeles City Schools each year.

7. Remedial reading programs 1,017,170

The heavy in-migration of underprivileged pupils from states with inadequate schools requires large numbers of off-norm, specially-trained teachers to diagnose reading problems and strengthen reading skills. Cost shown is over and above normal and specially funded programs at the elementary level.

8. Smog control 544,213

Smog control laws prohibit the burning of rubbish. The educational budget each year must provide for a fleet of trucks, drivers, maintenance, and for the leasing of dump sites for rubbish disposal. Conversion of oil burning to gas burning boilers in schools required an expenditure of $2,379,000, an amount sufficient to employ 264 teachers for a full year at an annual salary of $8,900.

9. Training for provisional and probationary teachers 394,768

Employment of 3,000 new teachers per year (one-half from out-of-state) requires special in-service training classes and workshops to acquaint them with the unique educational problems they will face in the urban classroom.

Not included are extra costs for salary points earned by attendance at these training sessions.

Extra costs	*Amount*
10. Secondary reading program	$785,995

The heterogeneous student body of a large urban community high school includes many individuals with inadequate training in reading. Basic Reading training is provided for slow learners reading below expectancy but not enrolled in EMR or Low Index classes. Reading Improvement programs assist average and above average students not reading up to expectancy.

11. Higher wages for classified employees (partial cost)	1,415,800

Wages paid noncertificated employees in large urban school districts are higher than those in other types of districts because they are based on prevailing community rates for comparable jobs. The "extra" costs reflected in the above figure are for 7 key classifications, based on a recent study. A complete study of all positions would result in a substantially higher "extra" cost figure. Not included are costs of the Personnel Commission and its staff. Its budget for the current year totals $352,865.

12. Teacher turnover, recruitment, and retention	20,000,000

The recruitment and retention of competent teachers has become the most difficult and costly problem facing the Los Angeles City Schools—the Nation's second largest urban school system. Growth in enrollment and teacher turnover create approximately 3,000 vacancies per year. This makes it necessary to finance a year-round, nationwide recruiting program, to offer "rating in" salaries attractive enough to maintain a competitive position and to provide for easy progression to the higher limits of the salary schedule in order to retain new teachers after their first year. The annual "extra" cost of a salary schedule "skewed" to attract and hold enough teachers to meet the district's needs under prevailing conditions comes to approximately $20,000,000 a year more than would be required under the typical salary schedule.

13. Urban affairs office	159,608

Because of serious problems within the community directly attributable to "urbanization," the Board of Education has found it necessary to establish and maintain an Office of Urban Affairs to deal with those problems directly affecting the operations of the public schools. This office was established prior to the tragic events of August 1965 and will remain an essential item in the school budget as long as community tensions and problems related thereto continue to have an impact on the school program and school personnel.

Total extra costs	31,865,389

America's "Big City" Problem

A study conducted by the Research Council of the Great Cities Organization for School Improvement shows that the higher costs of education in the big cities begin with the acquisition of school sites and extend throughout the entire educational program.

Between 1958 and 1963 the average cost for all school sites purchased by the nation's "big city" school districts was $68,156 per acre, as against an average cost of $3,074 in other districts. Average school site costs in the two California school systems included in the study were as follows: Los Angeles, $68,000; San Francisco, $90,754.

The Research Council found that the average "big city" has 18.5 percent of the total enrollment of its state, but provides 27.2 percent of all training in the state for handicapped pupils and has 52.3 percent of the vocational, trade, and technical school enrollment. The heterogenous nature of the big city school population requires the maintenance of a great variety of the "extra" cost educational programs. These are reflected in the following comparative costs. The average per pupil cost in 1963 in the Great Cities was $747 for vocational programs, and $867 for handicapped programs—as against only $544 for an academic program at the high school level; $489 for junior high school; and $408 for elementary school.

SUMMARY

The partial list of items attributable to "urbanization" set forth in this report reveals "extra" costs to the Los Angeles City Schools totalling over $30,000,000 per year. If these higher-than-average costs were recognized in school aid formulas by means of a modest Urbanization Allowance of $15 per unit of average daily attendance, as recommended, the property tax rate of the Los Angeles Unified School District could be reduced by approximately 25 cents.

This incomplete list of higher-than-average costs indicates that a detailed analysis of the financial impact of "urbanization" could be expected to equal $50 per unit of average daily attendance. Two major school finance bills that will be considered by the State Legislature during the 1967 session provide for an Urbanization Allowance of $15 per unit of average daily attendance in excess of 25,000 to 30,000. This represents an easily justified improvement in State school aid formulas. Such a modest adjustment would not only provide urgently needed funds for the State's hard-pressed urban school systems, but provide a measure of welcome relief to the urban taxpayers who are also carrying a heavy "municipal overburden" for the support of non-school governmental services.

AUGUST 15, 1967.

Hon. WAYNE MORSE,
U.S. Senator,
Senate Office Building,
Washington, D.C.

MY DEAR SENATOR MORSE: The following information is submitted in response to the seven questions which the Senate Subcommittee on Education asked of the member cities of the Research Council of the Great Cities Program for School Improvement:

1. Question. How many dollars were spent last year by your school district for the Elementary and Secondary Education Act from federal sources?

Answer. Entitlements under the Elementary and Secondary Education Act for 1966–67 are as follows:

Title I, $2,227,688.

Some portions of the Title I program will extend to August 31, 1967.

Title II Library Resources, $178,779.

Obligations for expenditures must be made prior to June 30, 1967. All expenditures must be completed prior to June 30, 1968.

Title II Textbooks for the Physically Handicapped (partially sighted), $4,929.

Obligations for expenditures must be made prior to June 30, 1967. All expenditures must be completed prior to June 30, 1968.

Title III Instructional Television, $225,956.

Phases I, II, and III extending from May 1, 1966 to September 30, 1967. Application for continuation grant submitted July 27, 1967.

Title III English as a Second Language, $83,739.

Grant for Phase I for period February 1, 1967 to October 31, 1967. An application for a continuation grant for Phase II in the amount of $76,696 for the period November 1, 1967 to July 30, 1968 will be filed sixty days prior to termination of grant.

Title III Adult Basic Education (Formerly Title II B of the Economic Opportunity Act), $28,426.

Program terminated June 30, 1967.

2. Question. How much additional federal money could your school district spend for these programs this year?

Answer. This school district could make effective use of $4 million of ESEA, Title I funds if the money were appropriated and allocated to this district prior to October 1, 1967. If the appropriation and the date of allocation were delayed to January, 1968, the district could make effective use of $3½ million. It is noted that the $4 million would be an increase of $1¾ million over last year's allocation and the $3½ million would be $1¼ million over last year's allocation.

3. Question. What would you do with the additional money?

Answer. We would propose to use additional money for the following:

a. *Class size reduction.*—If the additional money were available, it would be used primarily for the purpose of reducing class size. To achieve the reduction of class size, it would be necessary that the district have the financ-

ing to construct additional portable classrooms. These portable classrooms could be available for use by February 1, 1968 if the allocation were made to the district early in September, 1967. It would be very desirable to reduce class size by the addition of fifty teachers. This would make it possible for the district to do for all of the 25 participating elementary schools what is being achieved in nine elementary schools through the funds allocated by the State of California under the provisions of the McAteer Act of 1966. Under this act, the district received an allocation of $198,800 for fiscal '67. This resulted in the addition of 28 teachers to the nine schools and the achievement of a teacher-to-pupil ratio of 1:25 for Grades 1 through 5.

The district estimates that fifty additional portable classrooms could be constructed at a cost of $600,000. It is estimated that the fifty additional teachers could be hired and available for duty by February 1, 1968. The estimated cost of salaries and related fixed charges is $200,000 for the spring semester.

b. *Additional supplementary personnel.*—If funds were available, additional personnel would be hired to supplement the services now being rendered to pupils in existing classrooms. Included in this type of auxiliary services would be remedial reading teachers, auxiliary teachers, teacher assistants and aides, visiting teachers, speech and hearing therapists, nurses, and psychologists. The estimated additional cost is $250,000.

c. *Additional equipment and materials.*—Additional funds would be used to purchase new equipment for the proposed fifty new classrooms and to further supplement the equipment now provided in existing classrooms. Additional instructional supplies, library books, and additional materials for the audio-visual program (such as films, slides, and transparencies) would be purchased. The estimated cost for equipment and materials is $200,000.

d. *Cultural enrichment.*—Additional funds would more adequately finance the district's program of cultural enrichment. This is the portion of the present program that has suffered most severely from the reduction in funds. In fiscal '66 the project application proposed an expenditure of $511,462 in this category. In fiscal '67 the budget for this portion of the program was reduced to $88,643 and the existing project application for fiscal '68 provided for only $80,360. If the funds are available, the district would have performing artists, musicians, painters, and sculptors coming to the schools to work with large groups or with individual pupils to develop interest of all pupils in cultural activities and to identify those individuals with special talents.

Another major aspect of the proposed cultural enrichment program would be the reinstatement of field trips involving the taking of entire classroom groups or several groups at a time to places of interest such as the beaches, Sea World, the San Diego Zoo, museums, art galleries, and to musical and dramatic performances of significance. The estimated cost for these activities is $300,000.

e. *Food and nutrition.*—A serious deficiency in proper nutrition for pupils within the 25 participating elementary schools can and should be removed. Approximately $200,000 is required to provide adequate foodstuffs, including preparation and handling, for the 1967–68 school year.

4. Question. Why is this money not available from state or local sources?

Answer. Additional money from State or local sources is not available for the following reasons:

a. Local assessments and tax rates are already seriously overburdened.

b. State financing is required to balance minimum local budgets and to prevent a near revolt of local taxpayers against higher taxes on real property.

c. Deficiencies throughout the total school system must be met from local and state funds. For example: A reasonable and justified teacher load reduction in kindergarten through grade 6 in all schools of the district will require substantially more local and State funds than are presently available. Serious deficiencies in maintenance of facilities and other essential services for pupils must come from local and State funds.

d. No State and local funds are available to replace this money.

5. Question. If the additional money were not made available in one lump sum, what type of phasing of the distribution would you suggest?

Answer. The actual receipt of additional money need not be in one lump sum provided firm and irreversible assurance is given of the total amount that will

be received during the fiscal year. This assurance is necessary in order that the district can place orders for equipment that will take from two to nine months to be delivered and in order that construction contracts for the proposed additional portable classrooms can be awarded. If the firm assurance for the full year is given, it is estimated that only 15% of the additional money for the year would be required during the first quarter; 25% at the start of the second quarter (October); 30% at the start of the third quarter (January); and the remaining 30% in April.

6. Question. What would you really like to do with the money if there were absolutely no restrictions?

Answer. This district is not requesting that the proposed additional funds come to the district with "absolutely no restrictions." Rather, it is requested that there be the restriction that the funds be used only for providing compensatory education for the benefit of those children who attend schools in the portions of the city that have low income, high unemployment, and other social disadvantages, and that the services be provided to the children in these schools who have educational disadvantage. Improvement of the education of the children from this deprived area is the most severe and urgent problem of the cities. Until very much larger amounts of support can be made available for all schools, requirements which direct use of the available funds for this first priority problem should be retained. If this district were to receive additional funds with absolutely no restrictions, the funds would be used to assist all of the children in all of the schools of the district. Without restrictions to the contrary, no superintendent or board of education would be able to resist the demands of parents in all parts of the district for their fair share of improved services. To be effective then, in meeting the critical educational problems of the cities, any "general aid" plan would require much larger appropriations than are possible under present legislation.

7. Question. Are you using Title I money for construction purposes?

Answer. No Title I funds are being used for construction. Such funds are urgently needed to provide fifty additional portable classrooms at a cost of approximately $600,000.

Sincerely,

RALPH DAILARD,
Superintendent.

RESPONSE OF DR. LAURENCE G. PAQUIN, SUPERINTENDENT OF PUBLIC INSTRUCTION, BALTIMORE, MD., TO QUESTIONS ASKED OF THE GREAT CITIES RESEARCH COUNCIL

I am pleased to have this opportunity to respond to the questions asked of the Great Cities Research Council when its members testified before the Senate Subcommittee on Education on Wednesday, August 9. I want to preface my remarks by noting the keen interest of the Committee members and the pertinence of the questions directed to superintendents representing the Great Cities. The responses and reactions for the Baltimore City Public Schools correspond to the order of the seven questions transmitted by the Research Council of the Great Cities.

1. Expenditures in Fiscal Year 1967 for the Elementary and Secondary Education Act

The Baltimore City Public Schools utilized $7,200,000 under the provisions of Title I of ESEA which represents about 99% of the FY 1967 allocation of $7,213,000. For Title II of the ESEA, we expect to utilize all of the $195,000 allocation. Approximately $91,000 was granted for several planning projects under Title III of ESEA and we anticipate using virtually all of these funds. We have encountered no basic problems in utilizing all funds granted under ESEA.

The fact that we were obliged to operate for planning purposes at an 85% of fiscal year 1966 restricted somewhat our planning of Title I projects, and yet we had no problems whatsoever making good use of the official grant amounting to 103% of the fiscal school 1966 appropriation of $6.8 million. I again remind the Committee of the severe planning problems imposed upon a local school system by virtue of Congressional action on appropriations taking place far into the school year.

2. Additional ESEA Funds Needed for Fiscal Year 1968

We received $6.8 million in 1966 and $7.2 million in 1967. We could make effective and immediate use of two to three times the 1967 allocation. We have specific proposals from last year amounting to some $4.4 million that were deferred for lack of funds. Known current needs would require at least $10 million. Let me stress that these needs do not include school facilities construction considerations.

The backlog of deferred services and activities from FY 1967 include the following areas:

Educational equipment such as projectors, language laboratories, television units, etc. ($1 million),

Special language center ($150,000),

Expanded cultural enrichment activities ($400,000),

Designing and re-designing curriculum materials and courses ($100,000),

Staff training and retraining programs, preservice, inservice, and college-university ($200,000),

Development and coordination of tutoring programs ($100,000),

School library materials and books ($800,000),

Special education programs and services for pupils with physical, intellectual, and social handicaps ($400,000),

Improved and expanded auxiliary services in counseling, social work, psychological, etc. ($200,000),

Art, music, and physical education services ($500,000),

Additional relocatable classroom units ($280,000),

Research, evaluation, and development ($300,000).

Even though our planning was restricted by estimated allocations, we have specific written proposals calling for unavailable funds as outlined above. These proposals exclude construction of classrooms and other acutely needed physical plant facilities.

Title I project proposals that have already been tentatively approved by the Maryland State Department of Education provide for services to approximately 25,000 students and their families. We believe that the number of children from low income families residing in Baltimore City is at least 75,000. This means that we are now able to provide needed services to one-third of the eligible children and families. The majority then are receiving inadequate compensatory services. We expect to furnish Title I services in 89 of Baltimore's 210 public schools in September, 1967. Our analysis indicates that 125 schools—not 89—have sufficiently high concentrations of disadvantaged and deprived children to warrant Title I programs.

Were it possible to use Title I funds for school construction, our needs far exceed $100 million. This September we will open and use 55 public schools that were constructed before 1900.

In summary we sincerely believe we could utilize two to three times the $7 million allocation for 1967 for primary services and programs. With the benefit of a complete year of experience, we have organized the necessary administrative staffing and procedures to move posthaste toward providing improved edlcational programs for the disadvantaged.

3. Plans for Utilizing Additional Funds

In the preceding section under item No. 2, I have enumerated the immediate need for specific services and activities for which specific plans and proposals were developed. Appropriate to the intent of Title I, we have recognized clearly needs in the following areas to extend and improve our capacity to absorb the important responsibility we are assuming:

Expanded cultural enrichment,

Expanded physical and emotional health services,

Increased utilization of para-professionals such as teacher aides, health aides, library aides, etc.,

Tuitionships and scholarships for professional and para-professional personnel to improve their training and preparation,

Extended involvement of parents and citizens, and even senior high students, in the planning of projects and programs,

Improved research and evaluation linked to ongoing program development,

Increased food and nutritional services,

Provision for administrative overhead costs to the local school system operating budget,

Expanded pupil welfare services for clothing, carfare, etc.,
Increased guidance and counseling services,
Increases in library staffing and library materials,
Increased provision for special education pupils,
Better dissemination of information and communications within the school system and between the school system and the community,
Expanded summer programs,
More instructional supplies and equipment,
Increased speech correction services,
Better utilization of college-university resources,
Expanded provision for the supervisory and administrative phases of Title I programs,
Stronger emphasis on mental health services particularly preventive services, and
Improved instructional programs at all levels of our system.

Certain recurring and expanding costs must be understood in any consideration of the needs from one year to the next. To use one illustration, let me cite the continued employment of professional and para-professional personnel with higher salary schedules and earned salary increments affecting budgets. In other words, to continue the employment of the same number and same classification of personnel from one year to the next requires more money.

4. Local and State Financial Support Sources

Despite increased appropriations from both the municipal and state governments, we are a long way from adequate funding of education in the Baltimore City Public Schools relative to the level of quality established by the Board of School Commissioners for the public school system. A number of factors have led to this situation. Local increases in the school budget have not matched enrollment increases, requested staff increases, and rapid increases in the number of disadvantaged pupils whose educational program requires two or three times the investment in relation to children from middle and upper income circumstances.

As I indicated previously in testimony introduced for the records of this Committee, the urban centers of our nation are confronted with a frightfully complex and urgent problem often referred to as municipal overburden. Simply stated, this problem is more people needing more services that are more costly but with steadily declining local tax revenues. Increased financial support must be secured from the state and Federal government.

The Baltimore City School Board is a fiscally dependent Board. Funding of the public school program must be provided for primarily from the local property tax. As mentioned, state support of public education has improved but again the improvement has not paralleled the needs with particular reference to the growing proportion of pupils requiring extensive compensatory programs and services.

Without question, Federal support for the education of our nation's children, youth, and adults is essential and urgent. Among the many considerations would be the much broader taxing authority of the Federal government in relation to local and state governments. The Congress has over the years through aid-to-education legislation directly declared its concern for the welfare and progress of all citizens and future citizens. Functioning through the State Departments of Education and local school systems, the educational services made possible by Federal aid are a concrete expression of Congressional concern. I believe that this partnership is a sound and correct approach to solving the many serious problems facing educators. What we are now saying is that the Federal involvement in the partnership must be expanded through increased appropriations to State Departments of Education and local districts.

I heartily indorse references in the aid to education legislation which prohibit Federal control and which simultaneously support state and local control in the use of Federal funds and in the implementation of Federally aided programs.

5. Suggested Phasing of the Distribution of Additional Funds

Generally, I believe that the most effective planning cannot be accomplished unless the local school district knows in the spring preceding the September opening of schools the amounts of money made available for programs and services.

Definite appropriations commitments prior to the opening of a new school year must be secured. Let me remind the Committee that most school districts are using funds from a fiscal year ending June 30 to operate summer projects in July and August. Sound program planning requires definite information on appropriations and allocations.

If we were forced into a position of operating programs on a phasing arrangement, there are some possibilities that would seem feasible. For example, notification in January of additional funds made available would provide enough lead time to plan satisfactory projects for the summer period. Along similar lines, the availability of funds in March or April that could obligated by August 31 could be put to good use in the purchase of supplies and equipment for the next suceeding school year. One of the problems of annual funding has always been the purchase of supplies and materials so that they are in the schools and available to teachers before the children arrive. In many instances the children arrive prior to the receipt of supplies and materials.

All and all, I would not favor a phasing plan and yet I think we can come up with some creative approaches were phasing to become a reality. I know that we can always make good use of any funds allocated to the Baltimore City Public Schools.

6. Utilization of Funds With No Restrictions

While Title I of ESEA is basically categorical aid for educationally disadvantaged and economically deprived, we have enjoyed excellent flexibility and in a sense I would state that we have had general aid within the context mentioned. As I have said before, the Maryland State Department of Education has extended complete cooperation and assistance. The project designs, including all budget determinations, have been locally developed. In my judgment then, I do not find serious restrictions in Title I. If there are restrictions, they are imposed by insufficient appropriations rather than through limitations as contained in the legislation itself and the guidelines.

I look to the day when Federal aid will be general aid and yet the pattern of Title I is an entirely livable one.

7. Utilization of Title I Funds for Construction

To date we have not used any Title I funds for school facilities construction per se. All directives from both Federal and state sources have essentially prohibited such use.

We have made excellent use, however, of Title I funds for the erection of relocatable portable classroom units. Approximately $1.6 million is currently under contract for some 60 relocatable classroom units that should be ready for the children in September. I am confident that this provision for additional classroom space constitutes an excellent use of Title I funds.

As I have urged many times in the past, I again strongly urge the Congress to make provision for the application of Title I funds for school construction. Certainly one of the most critical problems in the Big Cities is the problem of obsolete facilities and inadequate space which compels us to operate elementary schools with median class sizes exceeding 35 children per class.

The Board of School Commissioners of Baltimore City will furnish promptly and fully any information that would be of use to the Committee relative to Title I or any other facets of Federal aid to education.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT,
OFFICE OF SUPERINTENDENT,
San Francisco, Calif., August 17, 1967.

Mr. CHARLES LEE,
Professional Staff Member, Senate Subcommittee on Education, New Senate Office Building, Washington, D.C.

DEAR MR. LEE: Dr. Bernard E. Donovan, Superintendent of Schools, New York City, has asked that I prepare answers to questions which were raised by the Chairman and several members of the Senate Committee on Education. I appreciate the opportunity to provide such information and hope that it will be of some benefit to the committee members.

1. How much more federal money could you use effectively under Title I for the coming school year?

The San Francisco Unified School District could make effective use of at least $5 million more for the coming year. This estimate is based upon the need to:

a. Provide services, supplies, and equipment for children in an additional 30 schools comparable to those currently being received by schools under ESEA Title I funds. When the initial Title I proposal was submitted for funding it contained a list of 52 eligible elementary schools, however only 28 were allowed to participate. The cut was based on the need to avoid dilution of funds. The number of secondary schools entitled to participate was also limited.

b. Provide funds to carry on programs which were introduced in the initial proposal but which have been eliminated due to lack of funding at the full level. The present level of funding has necessitated a cut-back of staff and complete elimination of funds for needed supplies, enrichment experiences, consultant services, summer program, and a program for drop-outs.

c. Provide sufficient money to carry on programs at a level where positive effects will become evident. In the first year of ESEA Title I it was suggested that approximately $252 be spent on each eligible pupil. Last year the basis of funding was approximately $181 per child and this year it may be only $158.

d. Provide sufficient funds so that some money may be used for additional classrooms. When class size is reduced, pre-school classes are introduced, libraries are opened, and special services such as counseling, speech help, etc. are provided, additional spaces are needed. At present it is impossible to siphon off funds for construction or remodeling since almost every available dollar is spent on personal services.

2. What types of programs would you put into effect with this money?

As indicated above money would be used to extend the program to a larger number of disadvantaged youth and also to increase the kinds of services.

Present funds have been used to provide for more individualized instruction, pre-school experience, academic, social, and vocational enrichment opportunities, tutorial help, improvement of school-community relations, employment of aides from the community, in-service or on-the-job training, increased opportunities for counseling and guidance, addition of elementary teacher-librarians, and purchase of special teaching aids, books, and materials. These components should be made available to a larger number of children.

Opportunities for out-door living experiences, increased use of school facilities after school hours for recreatory and tutorial needs, provision for more help from specialists including speech teachers, social workers, and psychologists, and increased health services are but some examples of the ways in which additional funds could be put to good use.

3. Why is the money not available from city or state sources?

Both the city and the state do provide financial assistance for disadvantaged youth. The San Francisco Unified School District first introduced a special program for its disadvantaged children in 1962 when it provided $100,000 of local money. Each year since then the amount provided has been increased so that today $567,225 is made available.

The state has also assisted with funds for special reading and mathematics programs, reduction of pupil-teacher ratio, and pre-school programs. Approximately $1 million were received by San Francisco last year for such programs.

4. Could you use this additional money if it were "phased in" over a year or two?

Yes. Although some projects could be initiated immediately, there are others which require more planning and time to work through with school staff and community members. If school districts were to know for certain that greater funding was possible, they could "gear-up" for such spending. One of the criticisms of the present program is that sufficient time for planning has never been considered.

5. What would be the extent of desirable educational change in your system which would be made with these additional funds?

The answers to questions 1 and 2 indicate needed programs based upon assessment of need and observation of the results of such programs. There is every reason to believe that the impact of such help would not only benefit the afflicted of our community but also those in more affluent situations.

Thank you for your interest and concern for the children of San Francisco.

Sincerely,

Dr. Robert E. Jenkins,
Superintendent of Schools.

Senator KENNEDY of New York. We have had testimony before this subcommittee earlier, by representatives of the executive branch of the Government, that they were really asking for all the money that was needed or could be utilized in the communities across the country in the field of education.

Do you disagree with that statement?

Dr. DONOVAN. Yes, sir. I disagree with it because I am prepared to do what I have testified and so are the other superintendents here today.

The exact amount for each city, I can get you, so we can have it specifically on the record.

Senator KENNEDY of New York. Would you think, Doctor, that some of the problems and troubles that are facing this country and where there have been outward manifestations through violence, over the period of the last few months, but really over the period of the last few years, can be partially traced to lack of a satisfactory educational system?

Dr. DONOVAN. Absolutely, sir. My own city is a good example of it. Even though we may not have had as much violence in our city as other places, I think there is a great disturbance among the people, the disadvantaged people, in our city over the inadequacy of the program of education being given to their children at this time.

I sympathize with them in their impatience to get a better quality program. We have tried a lot of things. Money, of course, is only one. Dedication of teachers and new techniques is another approach but we need funding to do many of the things we have in mind and cannot do because we don't have the funds.

I think education is a critical issue at the bottom of all of the unrest.

Senator KENNEDY of New York. Mr. Chairman, it just seems to me maybe we don't have the funds in the country to finance some of these programs, but I think we make a mistake in deceiving ourselves, if we say we are spending all the money that is necessary, and other funds cannot be utilized by these communities. Certainly, any of the studies we made in poverty—I am sure Senator Javits and Senator Dominick will have more to add to that—and I know the chairman himself will—all of the studies we made in this committee as well as the poverty program would indicate that these communities can use greater amounts of money.

I think we deceive the American people, and, almost, it is an effort to deceive Congress when we say that the only reason we are not spending more money is not only because we are using it on Vietnam but the communities cannot use the money. The fact is that the communities can use the money. There is a great deal more that can be done in the field of poverty and the problems affecting urban ghettos at the present time. We are just not using, not spending the money; obviously we are not spending it because it is being utilized 14,000 miles away.

Senator MORSE. I completely agree with the Senator's observation. I would like to suggest there is not enough trusting. By this, I simply mean, here you have the representatives of the great cities; they rep-

resent the great urban centers of the country; with their perplexing ghettos. It may very well be that a part of the reason for the statement made by the administration is that the Government may not have the facilities to exercise the supervision that they want to exercise, but that is where my word "trusting" comes in.

I don't think you need that supervision. I think you have to trust the dedicated public servants in our States in a problem like this, to take the funds, and be responsible for the funds; make their report on their expenditures, but trust them for a wise expenditure of them to meet their specific educational needs.

I think we have to make that clear to the administration.

DETROIT SITUATION REPORT

Dr. DRACHLER. In response to Senator Kennedy's question directly in regard to racial disturbances in the cities coming from Detroit I want to say that all about me I have heard in recent days in Detroit, "When are we going to get back to normalcy?"

My fear, Senator, is that the greatest danger is to come back to normalcy.

Senator KENNEDY of New York. I agree with you.

Dr. DRACHLER. Because the normalcy that we have had has not provided us with the kind of education or the kind of program that we need in order to have hope that these riots and these lootings do not reoccur.

Senator KENNEDY of New York. Would you agree with what Dr. Donovan said, that the educational system is an integral and important part?

Dr. DRACHLER. Definitely.

NEEDS OF CITY SCHOOLS

Dr. REDMOND. Senator Morse and Senator Kennedy, I think one of the points we should keep in mind, if somebody says we are spending all of the money that we can, it is spending all of the money that we are permitted to spend on certain kinds of programs. We all have great and pressing needs, building alone in Chicago, and it ties right in with the problems in the core city. We have need for 700 millions of dollars in new buildings and the renovation of existing buildings. This is not trying to dream 20 years in the future. It is for today. That is one example. There is need. It is that we are not able to have the money for those needs.

Yes, I agree, Senator Kennedy, basically.

Senator KENNEDY of New York. Would you agree also completely?

Dr. BRIGGS. Yes. If we brought the Cleveland school buildings physically up to 75 years of age, it would cost $147 million.

If we brought our buildings and equipment up to 50 years of age, it would cost us $300 million.

If we brought it up to the standard of the suburb I left 3 years ago, it would cost us one-half billion dollars.

Senator MORSE. In your city of Chicago and Cleveland and Detroit, only a stone's throw from where we sit, we can start seeing the problem here in the Capitol City. We have the same problem here as far as the need of building is concerned.

Dr. DONOVAN. May I just comment on one other thing?

Some people say, "You won't be able to spend money because you are complaining of a shortage of teachers. Now, where are you going to get the manpower?"

It is not only teachers that are involved in manpower. We have a great new field opening up for us in subprofessional people, community people, that will be a great help to us in the process, if we only had the money to begin to employ them and bring them in the schools. It is not just the teacher.

Senator KENNEDY of New York. Just one last area. I will make a statement and perhaps you can make a comment on it.

I will just ask a specific question about it, because of the limitations of time.

NEED FOR CHANGE IN CITY SCHOOL OPERATIONS

Some of the States I have seen indicate that a child born in the ghetto and going through the educational system in the ghetto, has three chances out of 10 of getting to the 12th grade and graduating. That he has a 50–50 chance if he graduates and goes through the 12th grade; he has a 50–50 chance of having the equivalent of an eighth grade education.

I visited the Benjamin Franklin School in New York. I visited, I think, schools in each of the districts represented here, but the Benjamin Franklin School had 320 children that went into the ninth grade. About 110 got into the 10th grade and 27, I believe, received academic degrees, which is 10 percent.

A school in Harlem had 450 that went to the ninth grade; 400 got to the 12th grade and 72 of them received academic degrees, which bears out the overall figures that I used.

The question I asked you is whether the educational system that has been developed over a period of many decades helps primarily those children in the suburbs, and those children who are not involved in the deprivations of this kind of life, of those that live in poverty; whether it is not only a question of money but whether it is a question, really, of reorganizing the whole or our educational system, because those children who enter the public schools in the city of New York and the city of Cleveland, and the city of Chicago and the city of Detroit, really do not receive adequate or satisfactory education which is going to prepare them for life later on.

The Greeks used to describe an educational system as: To meet life's chances and changes with versatility and grace.

This hardly performs that kind of a service for a child that lives in the ghetto and is brought up under these conditions.

Even if you put money into it, it seems to me that still a very basic question exists and I would like to have just, if you would, a comment on whether something really much more drastic and revoluntary is needed to provide an adequate educational system for those who are poor and those who are deprived; whether it is not just the child but our whole educational system that has failed over the period of the last few years.

Senator DONOVAN. I would answer it this way.

I don't think the educational system has failed, but I agree that the educational system was geared to a different problem for many years than it now faces and it has not regeared itself well yet.

I don't think any big city has found the solution adequately to this problem of educating the ghetto child. I think everybody is searching for something and he and I cannot get it.

Secondly, more than money is involved. It is the understanding on the part of the establishments, we call ourselves the professional, of the child we are facing now, and a willingness on our part to understand that that child can learn and can be taught and has ability and should not just be written off as somebody that is unable to learn.

Lastly, money. Money is extremely important because the Benjamin Franklin High School of which you speak is a very good example of an area in which there is a tremendous turnover of population and a tremendous problem in educating severely disadvantaged children. We are trying to tackle it in New York now and this is why we need the money at the first grade.

You cannot tackle this without starting at the bottom and it almost takes a generation to do it.

We are making our first grade ratio of teachers 1 to 15 in the city of New York in every disadvantaged school in September, and 1 to 20 in the second grade. Normally, those classes would run 28 to 30 per teacher.

We are dropping it down. We are putting money in there. We are sacrificing other programs and, next year, we hope to move into the third year; then the fourth year; so as to get children early enough, individually enough with the teacher that a better effort can be put into that child's basic education.

That is only one approach. That is not the whole answer. I agree with you that education has to regear itself. It is a monumental process to do it but part of the regearing is funding.

Senator KENNEDY. I agree with that. I am going to pass on.

I don't feel, Doctor, that, really, the basic question has been faced as yet in our educational system in these communities because I don't think you can look at that—if it was a doctor that had that kind of a record, that just all the patients are dying, I mean, that is what is happening. Those children will never recover. They cannot live under this kind of a system now. Those children that have been in the Benjamin Franklin School did not receive academic degrees—90 percent of the children. The same is true in each one of these communities.

It seems to me we have to reach the conclusion it is not just the child; it may be housing; it may be society; it may be recreation. I agree with all of those things. It seems to me the people that should lead the fight for the kind of changes required should be the educators. I don't feel, I don't sense that myself, at all. I sense, rather, that they want to remain with what has been done over the period and make some innovations; introduce electronic equipment; introduce more teachers, perhaps some of that; but, really, the basic causes of the problems, I don't gather they want to move in that direction.

Dr. DONOVAN. I think that the educational system is divided. I think there are some people in the establishment that just have no desire to move because it is easier not to move but I think the leaders in education and most of the staff wish to move.

The question is how? Where? What?

Everybody tells us we ought to change but nobody suggests how. They only say, "You ought to change."

Now, in New York, we are talking about getting the community in to run its own schools and take a hand in running it. Well, maybe that will help. We are going to try that in a few demonstration projects to see if that will give some stimulus.

Senator KENNEDY of New York. It seems to me that with all of this experience, during all of this period of time, of all of this money going into it, and you say that people say you want to change but cannot tell you how, I cannot believe that with the intelligence and imagination we have at the Federal level, the State level, and your level, that we cannot develop a program that makes some sense, pooling all of the information and all of the experience that we have had over a period of the last decade or several decades.

Thank you, Doctor.

Senator MORSE. Dr. Drachler?

Senator JAVITS. Before Mr. Drachler starts, what is going to be the Chair's practice?

Dr. DRACHLER. I was asked to comment specifically in regard to New York. I will wait if Senator Javits would like to ask some specific questions.

Senator MORSE. I thought you were going to supplement something that Dr. Donovan said. I want Senator Javits to take the floor as quickly as possible to ask questions. I saw you raise your finger. I thought you wanted to say something to what Dr. Donovan said.

CRITICISM: A GUIDELINE FOR CHANGE BUT FINANCIAL TOOLS NEEDED

Dr. DRACHLER. If I may, I would like to say, in response to Senator Kennedy's question, there is no question that we in the school system must do better than we have before.

Our premise is that all children are educable. We take the position—I think most of us here—that lack of motivation, poverty, physical handicaps, and even lack of funds, must serve not as explanations for our shortcomings but as guidelines for developing the kind of skills and attitudes that you have mentioned that are necessary for the success of each student.

I do agree with you, Senator, that I think in the past we have emphasized too much the deficits of our children and have not seen enough in most instances in their strength; but when I say that, sir, I want to stress that really, in speaking for Detroit, our children even have not had a chance nor have our teachers had a chance, for the city of Detroit to have the same ratio of teachers for our 300,000 youngsters who need at least the same help as the other children in the State. If we would want to have the same ratio of students per professionals tomorrow morning, we would—as is the average for the State of Michigan, sir—we would need, tomorrow, an additional 1,650 teachers in Detroit simply to equal the State average.

I am not saying this defensively, sir. I am simply saying that we need to do better but we need to have the tools.

I don't want to say that money is the sole answer but, in the interest of science, I would like to try it for 10 years. If it does not work, I would be willing to go back to crowded classrooms; shortages of teachers; and so on. We need to do better but we need to have the tools to work with.

Senator MORSE. That is an excellent statement.

Now, Senator Javits.

I want to tell my colleagues on the subcommittee what the situation is on the floor. That was a quorum call to notify us that the time limitation to the Ellender amendment will start at the end of this quorum. One hour is allotted on each side. The chairman has to leave because he was called over twice to make the comments I was to make. I could not make them without Senator Ellender being there. I am going to have to leave now. I want to know what the pleasure of my colleagues is with regard to allotment of time. We are going to have to come back at 2:30. The hearing will resume at 2:30. I understand that Dr. Donovan needs to get back to New York on an early flight. If it is possible for you gentlemen to accommodate me by one of you presiding, during the course of examination of Dr. Donovan, to finish with him so he can leave. I imagine the other gentlemen also have emergency matters.

This is the way we live and have our being around here. The rest of the witnesses can come back at 2:30. I don't think we can possibly get to the other witnesses before we are called over to the floor. If it is satisfactory to you, would you take over and examine Dr. Donovan as such time as you want, and give Senator Dominick an opportunity to examine him—Senator Kennedy, I don't think, has anything further he wishes to add.

Senator JAVITS. That is entirely satisfactory. I will take 10 minutes. I will do my utmost during that time.

Gentlemen, I would like to pursue—because I think it is most fruitful ground—the matter which has been opened up in the questioning of Senator Kennedy and Senator Morse so that you can furnish us further data. I notice a considerable emphasis upon more teachers and smaller class sizes.

This is, is it not, the traditional approach, and I do not challenge it at all. I am rather inclined to agree with our colleague from Detroit. Let's try it for a while because we never have, really. Also, gentlemen, I would urge you if you can, because I am going to ask you to submit some material for the record, to include any concepts of modernizing the educational process drastically, which might be very helpful to us.

For example, I heard all about teaching machines and machines that talk back to you and tell you whether you are right or wrong, and the tremendous scope of moving pictures, radio, and television. I can tell you from my experience—and I am a former slum kid and know what I am talking about in this—that if you glamorize the school, you will have a lot less dropouts. These kids, many of them, can be kept in school if it is exciting and stimulating enough and that is why a good teacher always makes the difference between white and black.

I throw that out to you for this reason.

I would like very much, when you do submit your statement on your needs as I have requested, that you support your views with the following data:

(1) What would you use the money for if you got it? You have some evangelists here who are going to work for you.

(2) Why are funds not available from the city and State sources? We need more than just the assertion because this is a very challenging question at the Federal level.

(3) What phasing you would require? In other words, you may not want it all at one time. It may be entirely practicable to get some now and some later, in order to give you an optimum approach.

(4) To what extent you would be able to shake up and modernize the whole pedagogical system, looking at it from your own vantage point, in spending this money.

In other words, if we gave you the money, what would you really do with it in terms of priority?

I am not going to take the time of the committee now as it would be too exhausting for each of you and too unfair to try to do it off the top of your heads but I think the case must be made. So, rather than just letting it go in order of magnitude, let us really try to make the case for the big city. We have postulated; to wit, you gentlemen believe this is an essential basic cause for the feeling of insecurity that the big cities see.

Dr. DONOVAN. We will be glad to see that the superintendents of the 16 cities involved in our research council submit such statements.

Dr. REDMOND. May I indicate that I agree that we should not take the time but I can list 41 activities right here that some of the currently available ESEA money has allowed us to make starts on, that we need to ram terrific amounts of money into. We will be glad to do this, sir.

Senator JAVITS. I am especially, gentlemen, aware of availability as one of the big challenges here. Many of the States and cities are richer than the Federal Government. The question is a very important one.

DROPOUT RATES

Now, another question.

Dr. Donovan, what is our dropout rate in New York at the elementary and secondary school level? And let us take a typical ghetto area.

What would you say the dropout rate is?

Dr. DONOVAN. Let me give you the dropout rate in the high schools, in the city. The dropout rate varies in the academic high schools, where the number of children going from the ninth to the 12th year will be approximately 70 percent; to a vocational high school, where it will be 40 percent, and the vocational high schools have within them a large number of children in disadvantaged areas, so they take the brunt of that dropout.

The dropout rate in high schools in the disadvantaged areas is far in excess of what it is in our more favorable high schools. That dropout rate has improved a little bit in recent years. We have gone up from 64 to 70 percent in about 5 years in the academic years but it is still far too great and we recognize it.

I can send you, for the information of the committee, a listing of our high schools with the dropout rate of each.

You may be interested in that. I have that available.

Senator JAVITS. I think we would be more interested if you did it by areas. In other words, we could get a picture of the ghetto area.

Dr. DONOVAN. We can do that.

Senator JAVITS. May we ask the other superintendents from the other big cities to do the same thing?

Dr. BRIGGS. Yes.

Senator JAVITS. Without objection, those will be included in the record.

EDUCATION IN THE GHETTOS

Senator JAVITS. Now, gentlemen, you have been asked whether educational deficiency is the basic cause of the insecurity of our cities and the riots and bombings which have occurred.

Could you comment upon the following?

Most of us here feel—at least I feel—that jobs are the essence of success in respect to the ghettos. Now, to what extent is there a failure in education which is responsible for the enormous unemployment rates, especially among young people, and among youth in the ghettos?

Dr. DONOVAN. I think there is a responsibility on the part of education there. I am going to just use my own city. I cannot speak for the others, but for New York, we find that the failure to properly instruct young people in basic literacy, reading, writing, speaking, which is not solely the New York City problem, but it is also the problem of children we get after they have had no basic education; we pick them up in the middle of a career. That problem in itself deters them from finishing school and causes dropouts.

That is essentially a school problem, right there, to handle.

Secondly, the vocational education, while now changing, for a while got into a kind of traditional concept of jobs and it does require a lot of retooling and rethinking of the vocational education which we are trying to do in all of our big cities at the moment but which is very expensive to do. The new Vocational Act does give us some help along these lines, except that it is administered through State education departments, and not always in favor of the big cities.

The third matter is that work-study programs in our schools are essential for children. We have about 5,000 children in work-study programs; 1 week in school and 1 week at work. Those children we hold very well because they have a job opportunity; they make a little money; they see a future for themselves, and they stay with us.

I think the educational system has a great responsibility for more adequately training pupils than it has. I do not think it has the sole responsibility for this but I do think it has a great responsibility and it has not yet accomplished its purpose adequately.

WORK-STUDY

Senator JAVITS. I would like a comment from the other members of the panel. There are work-study programs under various laws: the poverty bill, the Vocational Education Act, and, of course, the Higher Education Act. But that does not relate to your operation. At least, you have two.

Do you have any choice between them?

Dr. DONOVAN. I think if I had a choice, I would take it on Vocational Education Act, because I think it is more directly, educationally, oriented in its approach.

We have used the Neighborhood Youth Corps. We have a lot of children in the Neighborhood Youth Corps.

We have locally financed our work study program for years in the city of New York without Federal or State financing on it. We found it worked very well.

We had 2,000 children in municipal jobs, in cooperative education, right now, working in city departments toward civil service careers, and the bulk of them are minority children. It gives them a hope of a job.

Senator JAVITS. Which program?

Dr. DONOVAN. We cooperate under the vocational education.

Senator JAVITS. That is the best one for you?

Dr. DONOVAN. Yes, sir.

Dr. REDMOND. I don't think I would restrict it to the vocational education area, because there are some areas in which the OEO financing is able to move. We might have difficulty in certain fixation of that type of thing.

Dr. DRACHLER. May I say, Senator Javits, we in Detroit do not have vocational schools per se. All our high schools are comprehensive. We certainly would want to tie in our orientation to a very large extent with our vocational program which is part of the comprehensive program. There is no question that we need to reorient our counselors and to retool our programs.

It would be of interest, sir, for this committee to know that we have taken steps in the school system—last January, we closed down six apprenticeship classes in our city. I said we would not open classes unless a larger number of minority group students were involved because we recognize that there should be greater representation.

In relation to the work of the OEO this summer, of our 1,800 youths in the youth school program, the vast majority of them, 90 to 95 percent, who were in the riot area during those 6 tragic days in Detroit, I can report to you, sir, that only seven out of the 1,800 young people who were on jobs were apprehended by the police during those 6 days.

This is an indication that, when young people have a purpose and they have self-respect, they remain law-abiding citizens.

Senator JAVITS. Do you have any comments, Dr. Briggs?

Dr. BRIGGS. Yes. I think that I would agree with what my colleagues have said. I would like to add one other dimension to this, however.

We are encouraged by the fact that from the ghetto we can prepare youngsters for jobs and get them on jobs and, with the assistance of Federal moneys this last year, we went to industry and selected the dean of the personnel people of the city of Cleveland and put him on our staff and began to build bridges between our ghetto schools and our inner city schools, high schools, and industry, in our town.

Now we have not been placing more than about 15 percent of our inner city high school students, traditionally on jobs. This is why we have such heavy unemployment in Cleveland. This is why your labor statistics show that the biggest unemployment in any ghetto in America is in Cleveland today. This is why our expenditures for the unemployed have been going up and up and up until they are more than education in Cleveland. But as of last January, of our seven inner city high schools, the graduates of those schools—male graduates—who desired jobs, all except four today are on jobs. And of our June graduates of our seven inner city high schools this June, today 91 percent of them

are on jobs and these are full-time jobs. They are permanent jobs. Some of them are getting as high as $150 as week base pay.

Now this is an indication that you can get heads on jobs if you use your money wisely and I would also agree with my colleagues that we have to do a much better job of vocational education. We have not funded vocational education adequately in this country, and particularly in our cities, there is very little real money under the Vocational Education Act of 1963 that is available in the cities and it has been helpful but it has not yet scratched the surface. I think when the time comes that we can do a better job preparing these youngsters and doing more on the work study programs, we are going to be able to salvage a lot more out of them. Unless we get them on jobs, we are going to continue to be in trouble.

Senator JAVITS. Thank you, Dr. Briggs. We certainly profit from what you say toward the thrust of vocational programs in our legislation.

I would like to ask you three questions. I hope we can get very brief answers.

TRANSFER OF HEADSTART

Dr. Donovan, I want to yield to Senator Dominick—are we to understand you want Headstart, including all of the peripheral services, on the education side? In other words, should we turn it over to the Office of Education?

Dr. REDMOND. Provided there is money for it.

Excuse my impertinent interjection. Providing there is money for it.

Senator JAVITS. We understand that. The important thing is you testify in favor of the transfer?

Dr. DONOVAN. Yes.

CONSTRUCTION UNDER TITLE I

Senator JAVITS. The next question is this. Under title I of the act we have under consideration, construction is permitted. All of you gentlemen have said a good deal about construction. Is there anything in the regulations or the attitude of the Department which inhibits your using such money for construction?

Dr. DONOVAN. I will report for New York State. New York State will not permit us to use money for construction. It feels that the other programs have to take priority.

Senator JAVITS. There is nothing in the way we administer the law that would prevent it, is that correct?

Dr. DRACHLER. The same is true in Michigan.

Dr. BRIGGS. Ohio denies it.

PUBLIC HOUSING INCLUDED IN IMPACTED AID

Senator JAVITS. I am deeply intrigued by the suggestion of Dr. Drachler that public housing units might qualify intellectually, and in principle, for direct grants under the school impacted district program. Now do the others of you support that?

Dr. DONOVAN. Yes. In fact there will be testimony before your committee tomorrow by a member of our board of education on that specific

matter. We do support it. We think that the federally funded housing has as much of an impact on our school system as is the appearance of a defense industry in the area, because it does present children and problems to us.

Senator JAVITS. Should that extend to State housing and to municipal public housing? In other words, why do you include only Federal Government housing? Should you make the same claim upon the other two levels of government.

Dr. DONOVAN. I don't question that we would, but addressing the Federal Government, we only made a claim on Federal housing.

Senator JAVITS. Thank you very much, gentlemen.

I yield to my colleague, Senator Dominick, and ask his indulgence to proceed while I go on to the Poverty Committee.

Senator DOMINICK. If it is all right with you, I will ask a few questions of Dr. Donovan then we will recess until 2:30.

I want to say to the panel, I plan to introduce either today, tomorrow, or the next day, an amendment which would transfer Headstart, together with its funding and its other activities, over into the Office of Education. I have been working on this for a long period of time; so certainly, it is good for me to get the support from the distinguished panel—the support of this position.

EFFORT INDEX

I had some concern with this question of funding, Dr. Donovan. We had a definite index which I used last year in trying to get some kind of an incentive program for those States which were putting more of their per capita income on a percentage basis into education, than the national average. I added on funds rather than trying to substract them from anybody because that is a lost cause. I am well aware of that.

My question to you is, that we have a situation where you say in New York that you can use an enormous amount of money but the effort index for New York shows that it is well below the national average.

Now does this effort index which was made available to us last year, apply to the city of New York or is it below the national average because of the lack of effort in other areas of the State?

Dr. DONOVAN. I think we are talking about New York State, average expenditure, not the city of New York.

Senator DOMINICK. That is correct.

Dr. DONOVAN. Therefore, I must make it plain that the appeal we make to you for funds, we also make to the State. We are not saying the Federal Government itself is the only one that should support it. We appealed for more State aid for the very same things too but we have no control over the Legislature of the State of New York, so when we appeal to you, we recognize that there could be greater State effort, also. New York City's effort, which is not calculated that way, we think probably could be improved a bit but is hamstrung by constitutional limitation and taxing problems. The State is not. So therefore, the city government can only do what the 2½ percent allows—it cannot go any further. It has all the municipal things to do with that money in addition to the schools.

Senator DOMINICK. To what extent does the State support the public school system of the city?

Dr. DONOVAN. About 32 percent right now, sir.

Senator DOMINICK. 32 percent?

Dr. DONOVAN. Yes, sir.

Senator DOMINICK. You get about 6 percent—did I understand—from the Federal Government?

Dr. DONOVAN. Yes, sir. We support two-thirds locally, approximately.

DROPOUT RATE IN VOCATIONAL SCHOOLS

Senator DOMINICK. We were talking about innovative programs, in terms of education. Then you said in part, I believe, of your reply to Senator Kennedy, that the drop out rate in New York for vocational schools was far higher than the ordinary high schools.

Is that correct?

Dr. DONOVAN. That is right.

Senator DOMINICK. Seventy percent high school; 40 percent for vocational graduates?

Dr. DONOVAN. Yes.

Senator DOMINICK. Do you mean 60 percent of the kids in the vocational schools drop out?

Dr. DONOVAN. That is right, sir.

Senator DOMINICK. Is this their last year?

Dr. DONOVAN. No, sir. The normal heavy dropout rate is in the second year of high school; then it decreases in the third and fourth. The 10th year of high school, I believe, is the heaviest dropout that we have.

Senator DOMINICK. Is this true of the vocational schools as well?

Dr. DONOVAN. Yes, sir.

Senator DOMINICK. Is this because they go into another type of high school or what happens to them?

Dr. DONOVAN. No. What I am talking about—dropouts—I am talking about people who leave the school system. They do not go to another high school. Some of these children go to an evening high school later on, voluntarily; it is not compulsory education. Some of them get jobs. Some of them come back under the manpower and development training program to get some further skill education. The problem is so important to us that we are in the process now of changing our entire school system from that of separate academic and vocational high schools into a system of comprehensive high schools so as to try to take away from it—well, may I say that the vocational high schools in some cases have been looked upon by society as the kind of second class school a bit? We want these children to mingle and get a little more incentive to do academic work and have more flexibility than the vocational high school has given them, in an attempt to hold them in school longer. So we are moving a whole system around to the comprehensive nature of a secondary school.

OVERLAP OF TRAINING

Senator DOMINICK. Has anybody made any check to determine how many of those who are dropping out of vocational high schools are moving into federally funded retraining programs, because there, they get paid?

Dr. DONOVAN. I don't know if we have made a study of the number, sir, but our manpower people may have some information on that. I would be glad to look it up and find out if we have for you because it is an interesting question.

Senator DOMINICK. The reason I raised it was that we have had some of this experience in my own State of Colorado where individuals are dropping out of school in order to go on welfare programs where they also get retrained but also get paid. I must say from their own self-interest point of view, it is hard to find fault with that.

Dr. DONOVAN. We had a little experience along a similar vein where some children will not go into the work-study programs because if they did, the income might interfere with the family's relief program. There is some evidence of that. I have not had evidence of the other but that may exist some.

Senator DOMINICK. This is an indication to me that with all the good heart and good will that you gentlemen have, and we have here, sometimes we get ourselves at cross purposes on what our ultimate goal is. It is to try to get the person educated so he can hold a job, in a variety of occupations. I am sure that is what you are trying to do. I am certain we are.

Do you have any suggestion on this as to how this may be handled to correct these problems?

Dr. DONOVAN. I don't offhand, sir, but I would be glad to talk to our people and see whether they have anything we could send you. Just at the moment, I do not.

Senator DOMINICK. I would be very interested in getting your suggestion because I do think we have some sharp cross purposes there, that are now beginning to come to focus.

On our innovative programs, you are talking about, in your so-called ghetto schools, we have at least one school in our State which we will say, the history teacher comes into a class and he does a video tape of the lecture for the first class; then he is free from then on to work with other students. That video tape is used again for subsequent classes as instructional material.

Has New York been testing this type of thing at all?

Dr. DONOVAN. We have been using video tapes, not in that exact way. We have been using video tapes; we have been using master teachers for large group instruction, saving teachers for other jobs. We have tried a variety of things—many of them. We have not yet found many of these programs that we are able to duplicate or that we wish to duplicate. What I am always concerned with is not whether we can do it but whether the instruction proved more effective. I don't know whether that procedure in one of your schools, is turning out more effective pupils or not.

Senator DOMINICK. I don't know, myself.

Dr. DONOVAN. It may be an innovative procedure, but it may not be doing anything in the long run. We have some of these things, sir, but we don't have anything on a mass scale that we have adopted yet, as a mass innovative program.

Senator DOMINICK. I have a basic feeling that the pupil-teacher relationship is the think that really makes a person desire to get educated

or not get educated. I have some doubt whether the electronic devices are an adequate substitute.

Dr. DONOVAN. I think we all share that, sir.

ADULT EDUCATION

Senator DOMINICK. We have had some testimony earlier on adult education.

To what degree is the public school system in New York also using adult education?

Dr. DONOVAN. We have in the city of New York, 17 high schools open at night, scattered throughout the city—academic high schools. This is for the people who want to get diplomas. Admission is free; there is no tuition. People might come if they are 17 years of age or over. In addition to that, we have a number of elementary schools open where we each the foreign born the English language and citizenship.

You must remember, though, that in the State of New York, we have a State equivalency diploma that a man can get without finishing high school. That entitles him to advantages as if he had the diploma, such as in civil service. So the fact that he has this takes away the need for going to school just to get a diploma.

We also have, lastly, a great number of informal education courses scattered throughout the city—a tremendous number. Women will go for dressmaking; sewing; and men will go for woodworking, home woodworking. I don't mean to get a job. They will go to discuss current problems. They will go to discuss art. It is informal education. There is a tremendous program on it but it is formalized for high school diplomas at 17 high schools.

Senator DOMINICK. What degree of use are those night courses put to? Is there a big demand for them?

Dr. DONOVAN. Those night courses have about 60,000 people in them.

Senator DOMINICK. In the 17 schools?

Dr. DONOVAN. That is right. Some people go five nights a week; some go three nights a week; it depends on the course they take.

Senator DOMINICK. There is a big demand?

Dr. DONOVAN. Yes, sir; there is. It is growing every year.

Senator DOMINICK. Are the schools able to do this through substitute teachers or teaching aids or what?

Dr. DONOVAN. These are the day schoolteachers who work also at night and get paid extra for the night work.

Senator DOMINICK. Thank you, Dr. Donovan. You have given us very helpful testimony. I certainly appreciate it. I am sure the entire committee does.

We will now stand in recess until 2:30.

(Whereupon, at 12:50 p.m., the hearing was recessed until 2:30 p.m., on the same day.)

AFTERNOON SESSION

The hearing of the subcommittee convened, Senator Morse presiding.

Present: Senator Morse (presiding), and Senator Kennedy of New York.

Senator MORSE. The hearing will come to order.

Counsel tells me that Dr. Drachler, Dr. Redmond, and Dr. Briggs probably have short statements that they still want to make, and I want to hear them. So I will let you gentlemen proceed.

STATEMENT OF DR. NORMAN DRACHLER, SUPERINTENDENT OF SCHOOLS, DETROIT, MICH.

REPORT ON DETROIT

Dr. DRACHLER. Thank you, Senator. I appreciate the opportunity to make some observations concerning the status of our schools in Detroit, particularly in light of the fact that the questions raised this morning, I think, add a new dimension to the concerns that this committee has, and which its members, I am sure, have in other committees that they serve. Unlike those in some large cities, the Detroit Board of Education is a fiscally independent school district. Our members have the full responsibility for providing quality education for 300,000 children. But they do not have the legal authority to secure the revenues necessary. Our enrollment, sir, has increased in the past 6 or 7 years. Our assessed city evaluation, on the other hand, has decreased. As a result of last month's tragedy, during which many stores were burned, one-half million dollars of school revenue will be lost as the result of the destruction of taxable private property.

Senator MORSE. Were any schools burned?

Dr. DRACHLER. Not a single school, window pane, or building was touched during the entire riot. It was our lowest week of vandalism that we have had all year, sir.

The net result is that among the five largest cities, the Detroit schools have the lowest revenue per child. I don't want to emphasize only the large cities. As of last September, the 25 suburban school districts surrounding Detroit were spending $300 to $400 more per pupil than was the city of Detroit. With the kinds of need that we have in a large city—and I will not belabor the point—the cost of education is greater than in the smaller districts.

Although we have carried on an extensive human relations program and our city has gained a reputation of being sensitive to the needs of minority groups, I want to mention for the record the concerns of our own board of education just during these last 12 months. We began to decentralize, because we recognized the need for local autonomy, and because communities were concerned about the responsibility and accountability of administrators at the local level. Last October, our board of education adopted a policy that any newly appointed administrator has tenure for only 3 years; whether he is an assistant principal or a superintendent, he has to be reevaluated and is held accountable both to the board and, in a sense, to the community to see that he makes good, and that he is responsive to the needs of the community he serves.

As a former college dean, you know what a difficult task that policy was to adopt.

Recognizing the dangers of alienation and deviant behavior among youth, our board, in May of 1967, took the initiative and established the Detroit Youth Foundation. This is a nonprofit corporation designed to serve as an overall agency to coordinate the various agencies working with youth and thus jointly focus our attention on delinquent behavior. We recognized the importance of an overall coordinated effort to reach the disturbed, the alienated, and the neglected youth of our city.

In the area of equal employment opportunity we were also concerned. We established a compliance office to insure that we operate in terms of Federal affirmative action. And because we operate an apprenticeship program both in manufacturing and construction trades, and since the students for these programs are selected jointly by management and labor, we announced in January of 1967 that we would not reopen six new classes in the trades unless they had a larger number of minority-group students in the list that they presented to us for teaching. We are still keeping two of them closed because they have not complied.

Last year, our board appointed a citizens high school study commission with 25 individual study teams, one for each high school, to evaluate our senior high program and to make recommendations. Five hundred citizens, including high school students, are involved in this endeavor. To date, 16 high schools have reported.

Last spring Detroit launched its most extensive plan to date for a summer school program. In order to encourage youngsters from poorer families to attend summer school, the board set aside $120,000 for scholarships, most of them for junior and senior high schools. This summer 100,000 students—one out of every four youngsters 5 to 19 years of age—were in some summer program either as the result of our help or the help of Federal funds.

I mention the above items only to underscore that the Detroit Board of Education and staff were concerned with the basic causes that create disorders in large cities.

Now, our 178 schools that are eligible for Federal funds are in areas most affected by last month's tragic events. As mentioned earlier, we cannot turn to the city, because we are fiscally independent, and the city has its own problems; nor even to the State, for additional aid, because of State problems. Thus we come to you, Members of Congress, who have recognized the unique plight of the disadvantaged youngsters, and urge that you expand the aid that is needed today.

In Detroit Negroes and whites have worked and are continuing to work together to restore law and order. But immediate additional help is necessary so that our temporary setback shall be contained, and that the momentum for improvement shall be continued.

EMERGENCY FUNDS NEEDED

There should be some flexibility within the Office of Education, or in some other agency in Washington, D.C., to whom we, a fiscally independent school district, could turn in this dire emergency in order to carry forward the task of human renewal that is needed. Bricks and mortar alone will not in themselves restore respect for law and order or bring tranquillity and lasting peace to a large city.

In the midst of rioting and sniping, our school community agents were out in the field helping to restore order and to provide assistance to families in areas hardest hit. Our board of education met on Tuesday, the third day of the riot, while the rioting was still going on, and began to lay plans to meet the current crisis. Our 200 summer school principals began to reopen schools and to develop programs that will bring the understanding necessary for rebuilding our community.

Twelve schools were occupied by Army troops. And our staff members were in school buildings shifting materials and books to other areas of the city while sniping and gunshots were within 100 yards of the buildings themselves.

As I indicated before, not one single school was damaged during the entire week of rioting. The school areas hardest hit by the riots are all eligible for title I funds. The immediate general educational concerns of this committee are certainly, as was demonstrated this morning, interwoven with the urgent needs facing our city.

Allow me just to mention several problems that are more critical today than they were a month ago. Many families were displaced because their homes were burned down or destroyed. The 128 census zones most affected by the rioting included 98,000 families and 107,000 children. Approximately 3,500 of these children will be entering other schools that are already overcrowded. And in Detroit, 51 percent of our elementary classes are running between 35 and 49 pupils this year.

Senator MORSE. Will there be any attempt, Doctor, to bus those children back to the schools they were going to in the burned-out area; is that one possibility?

Dr. DRACHLER. We talked with the families, and, frankly, the psychological damage that we fear would develop as the result of the youngsters seeing the disastrous areas which they were in is so great in terms of the emotions expressed by the parents that they didn't want us to bring them back to where they escaped from and where they suffered. We need at least 100 transportable units to be flexible in the various areas of the city.

The difficulty is, sir, that once a parent settles in a geographic area, he is entitled to send his child to the school that serves that area. And why should the new immigrant necessarily be chosen for busing? He is saying to us, "If you have to bus anyone, bus someone else, rather than us. We were there already, and we escaped." This is where the difficulty lies.

Senator MORSE. Could I ask just one more question, because I cannot pass an examination on that situation. Here we have a school building, and around it a considerably burned-out area. Now, is there still beyond the burned-out area a considerable number of boys and girls that will still use that school?

Dr. DRACHLER. Yes, sir.

Senator MORSE. You may have a reduced teacher load, which is no loss in that sense.

Dr. DRACHLER. Yes, sir. May I answer that in those areas most seriously affected, because the largest percentage of children have remained, and because we have room, we have selected 70 schools with the highest percentage of children at the fourth-grade level below the national reading norm, and hope in those schools, with Federal funds, to reduce for grades 1, 2, and 3 the class size, so that we could help those youngsters. We have petitioned the U.S. Office of Education for that help.

I simply raise this point here to illustrate the kind of therapy that is needed within the area that was hit, as well as the flexibility that we need.

Senator MORSE. One other question, due to my lack of knowledge of the facts: Am I far wrong in assuming that in some of the areas where

these schools are and where the homes were burned out, the burning is extensive enough that this would be a place to do what I proposed in a major speech in my home State last week before the Portland City Club. This was to call for action on a national scale. To place in these areas Federal expenditures for a public housing program, and a decent housing program. We should be using these areas as model pilot plant housing programs, and get them built as rapidly as possible. Those families that need to rent can move in them, if they are made enticing enough. Their children could attend those schools.

Is that a fantasy on my part, or does it have realistic possibilities?

Dr. DRACHLER. I think if there is any hope for a return of immigration, there will need to be the kind of quality homes and services in terms of recreation and schools that will draw people back. I think probably one of the most important factors that we have noticed in changing neighborhoods has been not a racial one, but a deep concern as to what happens to the quality of education when the neighborhood changes. And here I think we as school people have always behaved in accordance with "business as usual." And we could not do so and should not do so. And this applies to your question.

I visited the schools that were hardest hit on the first day we reopened. And I frankly want to say that, as I watched the dazed and stark faces of the youngsters coming back to school, the little ones led by their parents, who were fearful to walk through the streets, the human damage that occurred in our city is probably far greater and deeper than the physical destruction. And for that reason we need for students in these 178 areas intensive and creative remedial work and counseling.

The program after school that we have today is both recreational and remedial. It competes for the youngsters' time when they are tired at the end of the day. We want very much this September, if we can obtain some help, to open up schools in these areas on Saturday morning when the youngsters are fresh, and still have time to play in the afternoon, and provide the kind of tutorial work and academic work that these children of ours who have come from the areas hardest hit need. We also need the counseling service both at the elementary and secondary level.

TEACHER AIDS NEEDED

We know that the events this summer help recruitment. I had a young teacher call me last week, whose family I know, who pleaded with me that I call her father and try to convince him to let her teach in Detroit. This is the kind of fear that we are faced with.

As a result, and for many other reasons than shortages of teachers, we could use paraprofessionals much more effectively than we have, as all types of aides, teaching aides, attendance aides, community aides. Schools must be created in this area because we are not going to get enough teachers. And we have human resources in our community that are untapped. The danger of bringing those people in and hiring them is the uncertainty of knowing whether they can continue to work from year to year. We need 6,000 paraprofessionals immediately, because of our tremendous class size.

TEACHER CORPS COMMENTS

Senator MORSE. Could I interrupt, Doctor, not in the spirit of beating a dead horse to death, but trying to avoid further casualties in connection with other programs. If we had appropriated or recommended the appropriation of $33 million the other day for the Teacher Corps instead of the $18 million that was passed by the Senate by a majority of two votes, could you in Detroit have used some of those teachers that now will be lost as a result of the Senate walking out on what I think is a great educational responsibility?

Dr. DRACHLER. We certainly could. And we were on record, our board officially supported the program. Since we have a Teacher Corps in our city, we know how they are being used. I visited the schools in the inner city where they are working, and I know they are of great service to us. I wish we could have that service expanded, sir.

Senator MORSE. Of course, the argument, Doctor—I spoke about the need of taking advantage of the opportunity for an immediate transfusion of teaching assistants into the ghettoes, which have helped create a domestic crisis. They could have been used this fall, could they not?

Dr. DRACHLER. Absolutely. Last year we had 51 percent of our classes running over 35. I just shudder to estimate what it is going to be this year.

Senator MORSE. I want to say—I have not said it before, but I want to say now that when the education bill gets to the floor of the Senate, I am going to offer an amendment that will give the Senate, and I hope following it the House, an opportunity to face up to the fact that we have a crash need here for the appropriation of whatever amount of money is necessary to get into these ghettoes the teacher assistants that these schools are entitled to. We can do it by way of a supplemental appropriation bill, may I say, in the administration or the Congress, or whatever other parliamentary device is necessary. I think we have got to draw this issue so crystal clear within this Congress and within this administration that the people out in the school districts can make their wishes known.

Now, if the taxpayers of this country want to come to the assistance of you people in charge of education in the ghetto areas of the large cities of this country, I am going to give the opportunity for that aid to be made available. I do not think, war or no war, other problems or not, that we can possibly justify fanning the flames of further trouble in the ghettoes of America, because we don't respond right now to those constructive, affirmative programs that we could adopt, that would bring some relief to the poverty-stricken areas of this country.

I am not going to stand by as far as I am concerned, no matter how impolitic it may be, and not give you men the assistance, or give the Congress the opportunity to give you men the assistance that you need in the ghettoes of this country. I know the attitude of some who say, "Well, I certainly won't vote for it now at all, because of what they have done."

Well, they are just forgetting the little boys and girls. They are taking it out on the bad judgment of some of the adults and are not paying any attention to the cause of the bad judgment.

I don't support the bad judgment. I have made that perfectly clear. But I think it is pretty shocking to be reading in the papers these days, as we have in the last few days, the comments of people in and out of government that say, "Now, we have got to show them." And all they are saying is, "Now, we have got to do further damage to little boys and girls who are going to develop not into good citizens, but bad citizens, because of this attitude that is being expressed."

As far as I am concerned, I am going to make perfectly clear that this Congress cannot justify what I think is its atrocious course of conduct in regard to its refusal to pass the legislation that is necessary to provide the educational needs, to satisfy the educational needs of the ghettoes, to provide funds for rat control. I can tell you, as an "alderman," I can take you not very many blocks from where you sit in the District of Columbia and show you every night that there are Negro parents in the slums of this District that are confronted with a problem of rats, as far as safety of their babies and young are concerned. And that is why I say a lot of crime is committed by the insurrectionists in the ghettos, but there has been a whole series of moral crimes committed by all of us, because of our failure to carry out the teaching that ought to be one of our commandments of life, that we are our brother's keeper, and we are not performing as our brother's keeper in regard to these emergency cases.

I didn't mean to preach a sermon, although I think some need to be preached, and I didn't mean to make a speech, although I think some need to be made, provided we implement the sermons and the speeches with action.

And I do not think you men know yet the contribution you are making in your testimony today. I hope we can get the press and the media of information to call the attention of the American people to your contribution, and what your dire needs are, and how you cannot possibly justify postponing meeting them, and get busy and meet them in the few weeks that are left before school starts if this Congress lives up to its trust. Go ahead.

Dr. DRACHLER. Thank you, Senator. We appreciate your courage and leadership in the past, and we know that we can rely upon it in the future.

EXPANSION OF ADULT EDUCATION NEEDED

I do want to add that the week of July 23 has left its mark not only upon the ghetto, but every human being in our city. The press, radio, and TV have made a witness of every Detroiter who was not a victim of this tremendous tragedy. Each public agency has its own unique function. The police, of course, have the responsibility to maintain law and order, to arrest, and to punish the disorderly. We ourselves, as a school system, have the obligation to help in the development of self-respecting, law-abiding, and productive citizens. As a public agency, we must bring health and understanding to the community, both young and old. We have at present an adult education program of 7,000 illiterates in Detroit. We can expand that to 30,000—and we should—in order to reach our people, because the major number, the large proportion of people involved in the riots, were those between 20 and 34, rather than young people.

We need very much, prior to the opening of school, to meet with our total staff and to develop the kind of understanding and attitude so necessary in Detroit. This program must continue throughout the year, both with young and old, because only through understanding and joint efforts through teaching and listening in the community will we be able to serve as an aid to unify these, both now and in the future. If we do not understand or assume this responsibility as school people, we will only hasten the day when another tragedy can occur. And, therefore, we feel that we cannot be silent about this at this moment.

Schools do not have the direct responsibility for adequate housing, adequate employment, or law and order. But wherever these inadequacies occur in our community, they are the acts of people who are the products of our schools. And we have to recognize and admit it. And, therefore, it is our responsibility to educate more young people in such a manner that when they mature they act in keeping with the heritage and the democratic values of our Nation. Academic achievements, self-development, and social responsibility are three goals which we must keep before us constantly. And whenever or wherever a school system loses the balance among these three goals, the community is disrupted and upheaval may occur.

Mr. Chairman, Senator Kennedy, we turn to you to help us, through some effort of legislation, to hasten the rate of recovery for Detroit schools to help immediately the 150,000 youngsters under title I to gain self-respect, to achieve a better education, and to recover from the wounds of the past, particularly the events of this last month. Massive efforts to improve quality education in these schools, to provide auxiliary services are dependent today primarily upon more Federal funds. Last month's holocaust has deeply affected both Negro and white middle classes of our city. They too need reassurance before they will agree not to flee our city and that the city is going to recover. If Detroit is not to become a pauper school system, a system for both white and Negro paupers of our metropolitan area, we must immediately initiate a program that will bring help to the disadvantaged, and, at the same time, reassure our middle class that the city of Detroit does have a future.

I recognize that money is not the sole answer. We must work harder. We must be more creative in our approaches. Many of our teachers are working today, and they have worked since this has started, without any pay, because they recognize the importance of what is going on. But current conditions in Detroit must not be permitted to augment the frustrations already confronted by our staff. We need at least $300 to $500 more per child in our city, instead of the $70 to $100 that we receive under title I. And even then we will only equal the suburban areas around us.

HOUSE TESTIMONY

May I conclude by saying that on March 8, 1967, I had the honor of appearing before the Committee on Education and Labor of the U.S. House of Representatives. I said on that day, "I hope that when the citizens of the 1970's, and particularly their children, look back upon the 1960's, they will find that we, those responsible today for the education of our youngsters, will have left unto them a bequest,

not of illiteracy and poverty, not a record of half fulfilled promises in education, and not lasting scars bearing hatred and mistrust." I said, "It is our hope that our children will look back on these 1960's, and will find personal fulfillment for the individual, equal opportunity, excellence in education, and human understanding and good will as our generation's heritage unto them."

Senator Morse, as I read these words, I recognize how empty and meaningless they were. We in Detroit have much more to do and to accomplish in August of 1967 than we had in March of 1967.

Daily I hear conversations about how long it will take us to get back to normal. And as I have indicated before, I do not wish for the normal situation that preceded July 1967. Yet, when the emergency arose, I am sure there was no specific budget for National Guard or Federal troops to come in and quell the Detroit riot. And yet, when we have a serious educational emergency, we have no one to turn to insofar as the positive, long-range steps that our city must take immediately to recover are concerned, because a school system that demonstrates an awareness and understanding of the crisis that faces Detroit, and has the resources to overcome this crisis, is one of the major guarantees that we can offer to our Nation.

We have faith and confidence in our people and in our city. But we simply cannot do it alone. The schools must assume the responsibility. And, as I indicated before, we must be held accountable; with your continued support, we stand ready to assume that responsibility, and to meet that challenge.

Thank you, sir.

(The prepared statement of Dr. Drachler follows:)

PREPARED STATEMENT OF DR. NORMAN DRACHLER, SUPERINTENDENT OF SCHOOLS, DETROIT, MICH.

Mr. Chairman and members of the subcommittee, I am Norman Drachler, Superintendent of Schools, Detroit, Michigan. It is most fitting for me to appear before this subcommittee at this time in the history of our city to discuss the Elementary and Secondary Education Act Amendments for 1967 contained in Senate Bill 1125.

A recital of the significance of this legislation and its impact on American education for the distinguished members of this Committee is not necessary. The hearing records of this Committee abound with numerous examples of the benefits now being offered on a widespread experimental basis to the educationally and economically deprived children in our nation. While many of these programs are extension of programs that have, in the past, been tested on a pilot project basis in the large cities, the federal funds made possible through this legislation have permitted such programs to expand to levels not thought possible a few years ago.

The basic drawback to the large city school districts' attempts to carry out the intent of the legislation is the inadequacy of the appropriations. The amounts available for these purposes for fiscal 1968 will not permit the large cities of this nation to maintain the same programs that were in effect in our core cities during the past school year. The funds appropriated to carry out the intent of Title I, which is the title that provides the greatest benefit to the large cities, have been diluted by the inclusion within this title of added factors that require additional appropriations not taken into account when the budget recommendations were made.

In the case of Detroit, during the last fiscal year there was allocated the sum of $11,221,537. In fiscal 1968, this amount will very probably be reduced by some three to four million dollars.

You will readily appreciate, without any elaboration from me, the frustrations that will result from this withdrawal of services to school children in the

very areas where already existing disappointments are credited with causing major disturbances. Since the appropriation bill for 1968 has been enacted already, hopefully, the Congress will act through the supplementary appropriation process to provide sufficient increases to the various titles of the Elementary and Secondary Education Act to assure the maintenance and expansion of the Title I projects serving the educationally and economically deprived pupils in our cities.

The Elementary and Secondary Education Act Amendments of 1967 are divided into five major divisions.

1. National Teacher Corps
2. Comprehensive Educational Planning
3. Innovation in Vocational Education
4. Expanded Educational Opportunities for Handicapped Children
5. Miscellaneous Amendments to the Elementary and Secondary Education Act and the Federally Impacted Areas Program

Since the Committee has heard much discussion on each of the points, my remarks will be based on our evaluation of the proposals in terms of how they would affect the Detroit Public Schools. During the course of my testimony I will also suggest what I feel are desirable additions not included in the original legislation.

The proposed legislation to continue and expand the National Teacher Corps is desirable, since it affords a new training program that should provide additional manpower for the education of disadvantaged children. The involvement of veteran teachers and college-graduate interns in professional training programs for the teaching of such children could open the door to rewarding professional careers. There could also result an elimination, in part, of the teaching void that exists in the schools of the core cities. The program, since its inception, has been venturing into a difficult new area with limited resources and, in many instances, questionable support.

The Teacher Corps program is a direct, desirable service for the disadvantaged children of this nation. We would hope that our program of sixteen teachers could be expanded to many times that number. While the amendments propose to eliminate any question of federal control, I would assure the Committee that this has not been a problem in our program.

The amendment to provide comprehensive educational planning recognizes the need for rational planning at all levels of the educational process. Funds to carry out such a program will do much to provide the continuity so often missing from programs that require careful long-range planning. While the basic approach suggested places the guiding responsibility in the hands of the state agency, the possibility for grants to a metropolitan area makes possible studies and the development of programs heretofore limited by the lack of funds. I would point out that the authorization for this very important work does appear to be small if the objectives outlined are to be accomplished.

The section amending the Vocational Education Act of 1963 will permit exploratory programs and projects that should do much to help students understand the current and long-term demands of the world of work. Some of the types of programs suggested as being possible under this section have been partially carried out in the large city school districts. However, the wherewithal to make possible really effective programs has not been available. I would point out that the tremendous needs of the unemployed and underemployed youth cannot be met with a single program, but must be a combination of many efforts. The funds in the several federal programs related to this type of training are all limited. The appropriation of $30 million for this particular section could well be reviewed in terms of the number of pupils that should be reached throughout the nation.

The section pertaining to expanded educational opportunities for physically and mentally handicapped children is highly desirable, since it does recognize the needs of multiple-handicapped children, along with the shortage of trained personnel in this special education field. The regional resource centers can provide a valuable service in those areas where there are present few or no facilities available. Possibly, the expansion of such services could be hastened if the large city centers now in operation could be expanded to cover a broader service area. The enlargement of the recruitment and dissemination aspect is important if more effective techniques and procedures are to be developed.

The extension of Public Laws 815 and 874 are necessary at this time in order to carry on their assistance programs and to permit an extension of the disaster

provisions contained in the laws. The disaster provisions of the laws have been interpreted to cover those disasters occurring because of natural causes. The language in the laws is broad enough, however, to include disasters that result from other causes, such as the riot situations through which we have passed during the last few weeks. It is suggested that the Committee make clear that this type of disaster also meets the requirements of the act. I would also suggest that this might be the place to provide funds that could be spent at the discretion of the Commissioner of Education to fund programs for human renewal when such occasions arise. Presently, the Commissioner does not have any appreciable discretion in meeting the needs of school districts that have experienced disasters. This fact has become crystal clear during our meetings with the Commissioner and his staff concerning the problems emanating from the riots in Detroit. National resources should be available at some point to meet problems with nationwide implications.

I would also urge the Committee to consider an amendment to Public Law 874 that would provide direct grants to local school districts that have substantial numbers of low income housing units. These housing units are easily identifiable and would provide an eligibility factor for the allocation of funds for the education of those living in such units on a direct basis. The elements that might be considered for the drafting of such an amendment could run as follows:

1. The federal payment shall be $1,000 per low-rent public housing dwelling unit which is under management by the Housing Assistance Administration.

2. Authorization for operational grants shall be made annually by the United States Commissioner of Education, upon certification by the Housing Assistance Administration of the number of low-rent federally-assisted public housing dwelling units within each school district, as of July 1 of each year.

3. Funds shall be used by the local educational agency to provide educational services for the persons residing within their disadvantaged areas.

4. Funds provided under the amendment shall be in addition to other federal financial assistance received by eligible school districts. In addition, the existing level of local and state financial effort must be maintained.

5. Funds will be allocated only to public educational agencies and shall be used to provide educational services for any of the persons residing within their disadvantaged areas.

While the funds provided under such a proposal would be in addition to the funds received under Title I of the Elementary and Secondary Education Act, they would assure that the small amount now provided under that title would be increased to a more effective level. We cannot assume that the educationally and economically deprived youngster can be reached through small additional expenditures of $50 to $100 per pupil.

This may be the appropriate place to voice concern over the lack of adequate statistical information to evaluate the possible effect on participating school districts of the group rate change effective for Public Law 874 on July 1, 1967. Large city school districts, with few exceptions, are now participating in Public Law 874, many for the first time; hence, the effect of such a change without complete information raises serious questions. If possible, the effective date for the change should be postponed until adequate available information is provided by the Office of Education.

I would speak, also, of the changes that have been recommended by the House of Representatives in the administration of Title III of the act. Even though we have had excellent relations with our state department of education, we do not feel that real innovative programs on a nationwide basis, treating with national problems, should be limited by the multiplicity of state guidelines that will be forthcoming if the House version is accepted.

Few states have developed a state aid formula that recognizes little more than local valuation and pupil membership. If these theories of the twenties are applied to Title III distribution programs, will there be substantially advanced innovative programs in the large cities of our nation? The pressures brought to give a little bit to everyone could dilute the dollar impact to mere token grants as far as the population centers are concerned.

The fact that we are discussing a number of possible changes in the Elementary and Secondary Education Act does not detract in any way from the significant benefits that have been experienced during the past three years. This Com-

mittee and the entire Congress are to be complimented for their approach to solving the educational problems of the deprived children of our nation.

As indicated earlier, the fundamental problem that we face in carrying out the intent of this legislation is found in the inadequate levels of appropriations that have been made for each of the years that the authorization legislation has been in effect. School districts are now equipped to handle massive grants for the education of the children who need it the most. Hopefully, this Committee will in its report make clear that these programs have not failed, even though inadequate funding did not permit local units to carry out the programs to the extent they know to be necessary to treat with the total problem. Indeed, we must recognize that to date we really have been engaged in token operations because of the limitation on funds. There must be substantial additional appropriations if the job is to be done. Education provides the major hope that we have to break the poverty cycle, and it must be broken. The question is, are we going to spend educational dollars before disasters occur, or are we going to spend dollar allowances after such occurrences merely to reestablish previously existing conditions?

Senator MORSE. You have made a very powerful statement, and nothing I can say will commend it highly enough. I want to thank you. Senator Kennedy.

"REWARDING RIOTS"

Senator KENNEDY of New York. Do you think, Doctor, that by giving this increased assistance to Detroit and perhaps to these other communities, that it is in fact rewarding the rioters and those who have participated in violence? What is your answer to that?

Dr. DRACHLER. I believe in education, Senator. I think that thus far, although we have appreciated greatly the Federal program, nevertheless, it is like Mark Twain's definition of the flat river—it is a mile wide and an inch deep. We have not done the job intensively. And I think it is our responsibility as school people not merely to continue accepting dollars that we know are not going to do the real job. If we are going to continue as we are, I don't think that is the answer. I think we have to be more creative, and there have to be more resources for us.

Senator KENNEDY of New York. But the specific answer to the question that I asked, and which I suppose is the debate that is taking place in Congress and across the country, is that aid should not be given to these districts because of the fact that that will in fact encourage those who participate in violence, disorder, and lawlessness. I don't think there is any validity to that point of view.

Dr. DRACHLER. I do not think so, sir, because the vast majority of our people were not involved; only a small minority of individuals who are poor, who lack respect for law and order. The ones who are going to suffer are not those who committed the crimes. They are already being taken care of. If we do not receive additional aid, it is the millions of people in our cities who were the law-abiding people who will suffer.

Senator KENNEDY of New York. How much assistance will you be getting under this? How much did you get last year?

Dr. DRACHLER. Last year we received $11.2 million under title I, and we have been informed that this coming year we will receive only about $8 million, as a result of the new system for allocating funds.

Senator KENNEDY of New York. I don't understand how that is helping to meet the problems that you have described.

Dr. DRACHLER. Frankly, we are very worried and disturbed.

DETERIORATING SITUATION

Senator KENNEDY of New York. Mr. Chairman, it seems to me that there is something missing somewhere in our country or in our society or Government. I have talked about it a lot, and the chairman has talked about it a lot. But the American people have the idea that the steadily increasing amounts that are being made available and the improvements being made continuously on these problems, it must be getting better, when the fact is that the situation is really getting worse, not better, would you not think so?

Dr. DRACHLER. I want to say that our academic achievement this year is lower than last year. I am worried about it.

Senator KENNEDY of New York. What about the other gentlemen; would you say the same thing is true?

Dr. REDMOND. I would not, Senator, say that for I do not have any facts to make that statement.

Senator KENNEDY of New York. What would you say?

Dr. BRIGGS. I would not quite agree, and I will touch on it a little later.

Senator KENNEDY of New York. From my own studies of it, I would be inclined to agree with the gentleman from Detroit. But perhaps you have some information to the contrary. I question very seriously whether we are making progress in this field. Are you preparing people better now for the problems that they face in modern society, meeting the responsibilities of what an educational system should be; are you representing them better now, and a higher percentage of them, or are there fewer who are being turned out from the school system that are unprepared than they were 10 years ago?

The gentleman from Detroit first.

Dr. DRACHLER. May I say this: Within 10 years, our population has changed. In the 1950 census, sir, one out of 10 Detroiters was regarded as disadvantaged; in the 1960 census one out of three.

Now, it is obvious that a youngster who comes from a middle-class home is much less dependent upon success in school, on the quality of education, than is the youngster from a disadvantaged home.

Senator KENNEDY of New York. Let me just look at the figures. How many children did you have from disadvantaged homes 10 years ago? Would you have that information?

Dr. DRACHLER. I would certainly say that the picture has changed by approximately at least 50,000 children or more.

Senator KENNEDY of New York. That you have more today?

Dr. DRACHLER. Yes.

Senator KENNEDY of New York. You have 50,000 more children who are disadvantaged?

Dr. DRACHLER. But they are staying in school longer.

Senator KENNEDY of New York. Are they better prepared when they graduate from school, or leave school, to face society and to obtain employment than they were 10 years ago?

Dr. DRACHLER. I am not satisfied. I think we need to do better.

Senator KENNEDY of New York. What do you think?

Dr. BRIGGS. I think we have got to be careful on generalizations here. We are not dealing with the same problem we had some years ago in our schools.

Let me give you an example. In the city of Cleveland, the number of children from ADC families has increased 412 percent in 10 years. We have been losing the last few years 60 white families a day who have been fleeing to suburbia. The educational problem of the city is quite different. And the people that are in our schools, and our clientele, those that we are dealing with, are not the same now.

Senator KENNEDY of New York. I think that comes back to the fact that the situation is much worse now as far as the ghetto areas, and as far as these children are concerned than it was 10 years ago.

Dr. BRIGGS. That is right. But let us not say the school is doing a poorer job on these youngsters.

Senator KENNEDY of New York. No, but I think that is the second part of the question, as to whether the situation is worse than it was 10 years ago. And, secondly, whether there have been changes made within the school system, the educational system in the large cities to adapt to the change in the kind of student that is going to the school. I think first that the situation is worse, and I think it is worse in education. I think it is worse in housing, and I think it is worse as far as employment is concerned and general living conditions, than it was 10 years ago, or 20 or 30 years ago.

And, second, I think that in each one of these categories we really have not adapted in our society to meet the problem. And I think that the educational system is as guilty as any of the others. I would like to have your comments on that.

CLEVELAND SITUATION

Dr. BRIGGS. Let us be specific. We will take a 2.1-square-mile area known as Hough, in Cleveland, designed for 7,000 people. Of course, 7,000 lived there comfortably at one time. We had a very fine school population and a very high achievement. Today in that same area, there live 72,000 people, without a new house being built, under terrible conditions. We have one home where we are getting 31 children out of one house today.

The educational standards of that area of town are much lower. But we now deal with an entirely different problem when we talk about what are we doing about it in Hough today. And I would be happy to address myself to some of the things that have taken place in a real revolution in education in our city that is making a difference.

And I am beginning—I could not have said this a year ago, but I am beginning to see some evidence of improvement, some real evidence of improvement.

You want to remember, we have only been into this matter about 18 months in the United States, of really dealing with the disadvantaged. I think it is going to take 10 years before we start seeing the results of our Headstart programs, our programs with preschoolers, with parents, with involvement of smaller classes, more backup people, better resources, for example, in reading, and so on. It is going to take about 10 years before we see some real improvement at the junior and senior high school level.

But I want to tell you, in the city of Cleveland today, in our advance placement classes, and our classes for the gifted, where we do not

accept a child with an IQ under 125, over 50 percent of them are Negro children in the elementary grades. We are seeing some academic achievement on the part of Negroes that there has been no research on yet, and no reports, that is beginning to make us feel that some of the new programs are paying off.

I could not have said that a year ago. I do see a ray of hope.

Dr. DRACHLER. Senator, if I may add a word—I hope I do not generalize when I say that I am dissatisfied. I simply feel that it is unrealistic if we allow the American public to think that with $70 more per child in Detroit that we are going to bring quality education by continuing the same way without providing the major surgery within our school. When you were out, sir, I mentioned that our board of education last October adopted a policy under which we decided that anyone who is promoted to above the rank of a teacher has tenure for only 3 years, no lifetime tenure. He must be given responsibility to run a school, but he must also be held accountable in terms of his relationship to the community and his progress academically in the school. We have to provide him the means. Certainly, the 75,000 youngsters of the 100,000 who are in summer school programs this summer would not have been there if it had not been for Federal funds that made it possible.

Nevertheless, I think we are treating something with a band-aid or an aspirin when we need much greater help. And every one of our 178 schools under title I is below the national norm in terms of achievement.

INADEQUACY OF FUNDS

But, on the other hand, in every single school, there are some youngsters who are above the national norm, and who are working. And if we could provide our teachers with better class size, and with more tools, and could be more creative, I think we could help the others achieve national norm—I want to say that one of the difficulties of the superintendent is that he has very little time these days to think.

Senator KENNEDY of New York. Can you do that? Can you accomplish that with the money that has been made available?

Dr. DRACHLER. No, sir.

Senator KENNEDY of New York. Can you do that?

Dr. BRIGGS. No, sir.

Senator KENNEDY of New York. Can you do that?

Dr. REDMOND. No, sir.

Senator KENNEDY of New York. How much money did you receive in Cleveland last year?

Dr. BRIGGS. We received a total of under $6 million.

Senator KENNEDY of New York. And how much will you receive next year?

Dr. BRIGGS. About 80 percent of that.

Senator KENNEDY of New York. Mr. Chairman, I don't understand what we are doing.

Senator MORSE. I don't either.

Senator KENNEDY of New York. I wonder if we have the figures from you.

Dr. REDMOND. $25 million last year, and $19 million is what we have been assured of the coming year.

Senator KENNEDY of New York. I don't understand this.

Senator MORSE. I only want to raise this question about your reference to title I schools. You say that you are still below the norm. What do you say to this question: If you had not received title I assistance, would you be further below the norm?

Dr. DRACHLER. Yes, sir; without any question. And let me say this: Many youngsters have been rehabilitated, and many adults have been rehabilitated. But the challenge before us calls for greater resources than we have. And in order for us to be innovative—and we must be—we need to have the staff. We bring into Detroit outsiders. I have people that do not have teaching certificates, because we do not want to have an inbred school system. But we still do not have the means. Detroit in the last 10 years has lost 20,000 families, and the school system gained 50,000 children.

Senator MORSE. My concern is exactly the concern that Senator Kennedy has expressed. And we have been expressing this concern now for perhaps 2 or 3 years in the work in this committee. And I would like to take a minute, if not more, to say this. I cannot give you the citation, but I think, Mr. Counsel, that we ought to get some information for the record, because Senator Kennedy has raised a vital point here, so that we can inform our colleagues on the committee when we get to talking about the problem that we are now talking about in executive session.

But there is literature and reports and studies that I have read that divide your suburban schools or your schools in the areas of the upper income families from your schools in the low-income family area and the ghettoes. And those studies seem to indicate that during the last 10 or 20 years, in your upper income areas, the educational progress has been just tremendous.

The boy or girl entering high school today in those areas knows much more, is better informed, better educated than the boy or girl 20 years ago.

I have not any doubt, from my knowledge of teenagers, that they know much more than I knew when I went into high school. And they ought to, if we are doing an educational job.

But the studies seem to point out that in the poor-income areas, where you have your overcrowding, and not sufficient teachers, poor equipment, it is going the other way. And so the differential between your upper income communities and your lower income communities is increasing.

And I think we have to keep that in mind when we sometimes get pretty pessimistic about what is happening in education. And I think there are a good many areas in education in which we can shout hallelujah, and there are other areas in which we could not say anything that is commendatory. This is a generalization on my part. But is that generalization fairly accurate?

Dr. DRACHLER. Sir, we have schools in our city—and I am sure the other gentlemen will reply for their cities—whose students are as outstanding as anywhere in the State. But each spring when the merit scholarship list is announced—that is the educational Dow-Jones average for our city—people read that we have fewer numbers because of outmigration to the suburbs, and they debate whether they are going to sell or remain and hold on.

And this exodus to the suburbs constantly faces us. We have in our city a situation where the leadership, both professional and business, work in the city, and they reside in the suburban areas. And they are much more influential citizens for cultural improvements in the areas where they live than in the areas where they work.

Here is a report of the Detroit metropolitan areas costs per pupil. Detroit, with its needs that I have indicated, ranks 26th among metropolitan areas in terms of expenditures per student. This does not, of course, include Federal aid. But that only amounts to approximately 5½ percent.

APPROPRIATIONS STATEMENT

Senator KENNEDY of New York. Could I read into the record an excerpt from your statement which the counsel has brought to my attention before the Appropriations Committee which I think summarizes the situation better than anything that has been said so far, except the way that you gentlemen have placed this in human terms.

[Reads:]

> Against the authorization of $2.4 billion, the budget request for fiscal year 1968 amounts to only $1.2 billion. Thus, it is proposed that the program be financed for next year at 50 percent of the authorized amount. In other words, it is proposed that we slide back from 70 percent programs in 1967 to 50 percent programs in 1968 at a time when we should be expanding our effort. The number of eligible children in the formula in fiscal year 1968 will rise from 6 million to 8 million with the result that the amount available per child will decrease again to a sum close to $150 per child. Thus, in the three years the program will have been in operation, the average amount available on a per capita basis for each educationally disadvantaged child in the formula will have gone steadily down from $210, to $170, to $150, despite nominal increases in total appropriations.

Anybody who now claims that our domestic programs are not suffering because of the war in Vietnam is not giving this country the correct facts. Maybe they will have to suffer. But at least I think what is important is that we discuss it, and then the people can make a judgment or determination.

But anybody who thinks that we are waging the war in Vietnam and it is not causing a tremendous dislocation of our domestic efforts is making a very sad and very bad mistake. Maybe the American people are going to decide that we are going to continue appropriating the same amounts of money for that, and that our educational efforts should suffer, our poverty efforts should suffer, or what we need to do in the city, and that our rural population should suffer.

But it seems to me that before this determination and judgment should be made, we should know all of the facts in connection with it, and then we should make that judgment. But I don't think we should proceed on the basis that we are doing what we need to do in Southeastern Asia; we are doing what we need to do in space; we are doing what we need to do in relation to the underdeveloped nations of the world; and we are doing what we need to do in meeting our domestic responsibilities.

It is the fact quite plainly that this testimony has shown before this committee that there just cannot be anything more important than education, and we are just not doing what we could be doing in education and what we should be doing. I don't think it is a question of appropriation of funds. I think a lot more needs to be done. I am not in favor of blanket authorization of a tremendous amount of money

to continue an educational system that has not done all that it should have done. But I think you could make tremendous improvement if you had the money.

We talked a while back about the starvation in Mississippi. And I think that is important. Their bodies are starving. But we are starving the minds of these children, and they will never recover, they cannot possibly recover. By the time we make the funds available, it will be far too late for them to recover.

I don't want to get outraged; but I think it is a disgraceful situation.

Senator MORSE. That could not be better put than you put it. I said at the beginning of these hearings that the record shows that across the board we are averaging a 40- to 60-percent cut as far as the budget recommendations are concerned below the amounts that the Congress has already authorized for the various domestic programs, not only in education, but in other fields, too. And that is where the American people, I think, have got to face this issue: Is that what you want to do with the effect that it is going to have on your country? Because if you think you can do that and maintain the security of your country, then the history belies you. You either keep the economy and the culture and the domestic tranquillity of your country strong, or you cannot fight a war. If you want to put it in those ugly terms.

Of course, I speak only for myself. We ought to stop fighting the war.

I want to leave with you two questions that Senator Prouty wants me to ask. And in the interest of time, I am going to have counsel send you a letter, each one of you, and you can reply to it, and we will put your reply in the record.

The first question is: Due to the widspread concern and unrest concerning the adequacies of the workers training programs, what do you recommend that vocational education do to fill the gap now existing between what has been done and what should be done?

Next: Many have suggested that the educational program now being funded by the Office of Economic Opportunity such as Headstart, Upward Bound, Follow Through, and the in-school Neighborhood Youth Corps, be transferred to the Office of Education.

I would appreciate your comments. I am going to have to send this to you in writing, and you give me a written answer. It will be inserted in the record at this point when it arrives. And I ask it on behalf of Senator Prouty, and I would like to have it also for the rest of the committee.

(The communications from panelists referred to may be found on p. 1575.)

Senator MORSE. Now with repeated apologies on my lips, I am going to call on Dr. James F. Redmond, superintendent of schools, Chicago, Ill., to make whatever statement he cares to.

STATEMENT OF DR. JAMES F. REDMOND, SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.

Dr. REDMOND. Senator Morse, this I appreciate. And in the interest of your valuable time and patience, may I not read, but just summarize?

Senator MORSE. The entire statement of Dr. Redmond will be inserted in the record, and the doctor can now summarize it.

Dr. REDMOND. Thank you very much, sir.

CHICAGO REPORT

I would point out that Chicago faces the same problems that have been so eloquently presented here and discussed by the Senators through this day. We have the same problems of taxation limitations locally. And we have the same society problems. We may have been more fortunate in this particular time than some of the other large urban communities, but we have all of the same unwholesome situations present.

We have this same situation as to how much money we have not been able to spend for the education of children. And may I just specifically indicate that on the average—and I use that because an elementary program costs less than another kind of a program—but on the average, in Chicago, we will be spending $550 per child per year.

In the community from which I came just preceding my assignment to Chicago, we were spending approximately $1,300 per child. Again, dollars are not everything. But of all the factors—and this has been proved in research—of all of the factors that have a bearing upon the quality of an educational program—and there are many—underlying all of them is a dollar sign.

We are most appreciative of the help that this $23 million in Federal assistance has given to Chicago. I would point out that there are many innovative programs, and many of these programs are on a pilot basis because of the limitation of funds. The kinds of things that we do know how to do now—and they are making a difference—with health services, with child-parent education centers, with additional in-school guidance, with educational vocational guidance centers, with closed circuit television clusters—these kinds of things will make a difference, and they are a different approach to developing a learning situation for a child, his parents, and the community.

May I dramatize and repeat my answer to Senator Kennedy a little while ago. Under the new funding for this next year, rather than the roughly $25 million that we had this year, we will be getting $19 million in this coming school year.

Mind you, we don't need just $25 million to continue the same program, because costs have gone up. It should be approaching $30 million just to maintain the inadequacies of our present program right now.

May I speak to the three titles and their administration? I don't think anything has been said today about title II. This has been a terrificially fine help, rural and urban. Its administration, as far as any experience is concerned, in both New York and Illinois has been excellent. It is one of the areas in which we have been working cooperatively with the independent private schools as well as other public schools, and it has been fine.

EXPANSION OF PUBLIC LAW 874

I would like to close just by emphasizing our need and our concerns about Public Laws 81–815 and 81–874. The Federal aid assisted hous-

ing that was mentioned earlier in the day. In Chicago alone, there are some 60,000 children who reside in Federal housing projects and attend 10 public schools. The housing authority is making an annual payment in lieu of taxes which amounts to only $11.62 per year per pupil, in comparison with what we collect from all other families, which would amount to $455 a year. This low level of financial support for the thousands of pupils residing in Federal housing is a tremendous and terrific burden on the public school system.

And definitely we see the possibility of providing a quality program for these children only with additional funds. There are in Chicago 31,000 individual federally financed housing units. Even if we did not approach this problem, by attempting to increase the payments in lieu of taxes on a per pupil basis, as has been considered, a flat payment per unit would be, I admit, but a gimmick and but a drop in the bucket. But my fellow administrators on the board of education with whom we have the privilege of working really are looking for drops in the bucket as well as these great amounts of money.

I would be pleased to answer any questions which the Senators may have.

(The prepared statement of Dr. Redmond follows:)

PREPARED STATEMENT OF DR. JAMES F. REDMOND, GENERAL SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.

Senator Morse and members of the committee, I am James F. Redmond, General Superintendent of Schools, Chicago, Illinois. I deeply appreciate the privilege of appearing before you at this time to discuss S. 1125, the Elementary and Secondary Education Amendments of 1967. It is most gratifying to know of the interest of this Committee, the Congress of the United States, and the President in expanding educational opportunities for all citizens of the United States.

Title I of the Elementary and Secondary Education Act of 1965 has provided many educational benefits for school children frow low income families. In Chicago two projects which have some 41 related activities, funded under Title I, are operational. They include, among others, Child-Parent Education Centers, Smaller Class Size, Health Services, Speech Improvement, Teaching English as a Second Language, School Beautification, Education and Vocational Guidance Centers, Closed Circuit Television, Demonstration Reading Classes, High School Saturation of Services, In-Service Education Center, Reading Labmobile, Science on Wheels, Filmobile and Consultant Center, Art on Wheels, Family Living Center, Outdoor Education and Camping, Cultural Field Experiences, Instrumental Music Instruction, Music Appreciation Concerts, Developmental and Remedial Reading, Development and Remedial Arithmetic, Library Opportunities and Homework Help, Group Guidance, Teen Tips for Girls, Shop Skills for Boys, Typing for Teens, Program for the Potentially Talented, and Self-Starting Activities for Maladjusted Children and Youth.

The acquisition of library materials under Title II is proceeding well and eight highly innovative projects under Title III are underway.

In general, the operation of ESEA Title I and Title II with grants to the states has been quite satisfactory, as has Title III with direct grants from the federal government to the local school district. The different method of distributing Title III funds as set up in Public Law 89–10 is considered to be a wise provision for handling innovative programs.

Such programs are intended to be unique and should not duplicate similar projects elsewhere in the country and it is only through central control that duplication can be avoided. Also, since the size of Title III projects show an extremely wide variation, they should be judged centrally to avoid the possibility that state authorities may divide funds relatively evenly and thus eliminate the large and possibly more significant innovative programs.

It is recommended that no changes be made in the method of making grants under Title III direct to the local school districts.

Despite many misgivings on the part of school people, the categorical aid provided by the Elementary and Secondary Education Act has been accomplishing the purpose for which it was designed—to expand and improve programs to meet the special educational needs of educationally deprived children. It is highly unlikely that general federal aid to education would have been as effective, and hence despite the mechanical difficulties inherent in categorical aid, it is recommended that no changes be made at this time in the method of distributing federal funds to school districts.

The formula for distributing Title I funds might well be altered, however, for the benefit of the educationally deprived children. The change in the income factor from $2,000 to $3,000 made by the ESEA Amendments of 1966 is not considered advantageous, and it is suggested that the figure be restored to $2,000. Changing the "federal percentage" from 50% to 75% would provide a better means of increasing the eligibility base, since many of the families in the $2,000–$3,000 bracket are already included in the ESEA figure as A.D.C. recipients.

Adequate funding of ESEA Title I will be a vital factor in the continuing success of this important educational program for children from low income families. To maintain the present level of Title I programs in Chicago will require a minimum of $35 million in fiscal 1968, and yet indications are that only approximately $23 million will be allotted to our school district. This will mean that a drastic cutback must be made in the many programs now providing for the educational needs of the underprivileged unless funding is increased substantially. Instead of cutting back on these programs or maintaining them at the present level, we should be moving forward with additional educational assistance for those who need it so desperately. More funds should be authorized for ESEA programs, and a concentrated effort made to have the Appropriations Committee provide adequate funding to insure continued growth of the valuable federally-assisted educational programs.

For the past eight years instruction in the critical subjects in the Chicago public schools has received invaluable assistance and advancement from the National Defense Education Act. Workshops, institutes, and fellowships supported by NDEA funds have done much to raise the quality of instruction, and new equipment has made this instruction far more effective. In addition to the science demonstration equipment and basic science kits provided in all of the elementary schools, the laboratories of 39 high schools and four branches have been rehabilitated and modernized. Modern foreign language laboratories have been installed in a number of high schools and much equipment for the teaching of mathematics and other critical subjects has been provided.

Despite the many gains that have been made in the teaching of the critical subjects, much more remains to be done. Twenty-two high school science laboratories in Chicago need modernization and virtually all of the 460 elementary schools require science laboratory equipment, in addition to the demonstration equipment furnished thus far, if the interest in science of young students is to be fostered. More equipment is needed for the teaching of the other critical subjects and more workshops and institutes are required to upgrade the instruction in these areas.

It is my fervent hope that there will be no cutback in the level of funding of the valuable NDEA program, but rather an increase to provide for the planned expansion into the field of industrial arts.

In accordance with the amendments proposed in S. 1125, I strongly support the following:

1. *Comprehensive educational planning* under Title V, especially the provisions of Sec. 524(b)(2) for direct grants to metropolitan areas for the improvement and expansion of educational planning. In Chicago we are currently working closely with HEW to establish intelligent dialogue on educational planning designed to improve the integration of our schools, and this planning should include the entire metropolitan area. The present planning is being done under Title IV of the Civil Rights Act and we would welcome the additional assistance provided under the "Special Projects" section of Title V.

2. *The amendments to Title VI of the Elementary and Secondary Education Act of 1965.* The regional resource centers, improvement of recruitment of educational personnel, expansion of instructional media programs to include all handicapped children, and the provision for research in the education of the handicapped should be a great step forward in providing for the

needs of the estimated 5 million handicapped children. At this point I would also recommend the addition of provisions in S. 1125 to improve the recruitment and training of regular classroom teachers for the disadvantaged areas of urban communities where the shortage of qualified teachers is so great at present. Programs such as the Associated Colleges of the Midwest "urban semester," financed by federal funds, could do much to alleviate the critical teacher shortage in Chicago and elsewhere.

3. *Innovation in vocational education.* In Chicago we are very concerned about seeking ways that will help equip boys and girls to live in this very rapidly changing technological age. We view, as you do, the critical need to assist our boys and girls in developing careers and in developing salable skills. We endorse the proposal to add an additional $30 million to the Vocational Educational Act of 1963 to establish a program of grants to the state vocational boards and to local agencies to assist them in the planning, development and operation of innovative occupational education programs. We feel that we have done much in the last several years to move in this direction, but the availability of money has been so limited that this has constituted one of our most serious handicaps. Chicago has the organization, as does the State of Illinois through its Research Co-ordinating Unit, to maximize the returns from educational funds used for this purpose.

4. *The changes in PL 81–815 and PL 81–874.* In addition to the changes in these two public laws proposed in S. 1125, it is strongly recommended that the definition of federal property be extended to cover federally-assisted housing projects. In Chicago alone there are some 60,000 children who reside in federal housing projects and attend the public schools. The housing authority makes an annual payment in lieu of taxes which amounts to only $11.61 per pupil as contrasted to the $455 provided for each nonpublic housing pupil by property taxes. This low level of financial support for the thousands of pupils residing in federal housing is a tremendous and unfair burden on the public school system which definitely reduces the possibility of providing a quality program of education for all children. An annual federal payment to school districts for each public housing unit would be a simple and effective way to relieve this burden. I urge this committee to give this matter serious consideration and take positive action at this time.

I would also urge that action be taken to assure full funding of the authorization made under PL 81–874 by the ESEA Amendments of 1966. Districts which became eligible for the first time for impacted area funds in fiscal 1967 made costly surveys to determine the number of eligible families, and many based their budgets on these authorizations. The result is that there will be sizeable budget deficits facing these districts unless funds are forthcoming. Appropriations should be made to cover the authorizations for fiscal 1967 for all school districts, and fiscal 1968 appropriations for PL 81–874 funds should be adequate to fully fund the increased number of eligible districts.

In addition to the proposed amendments in S. 1125, I urge that federal funds be made available for school construction and modernization. Efforts to effectively use federal money now available for programs of a compensatory or innovative nature are severely hampered by the lack of space or type of space currently available. In statements to the Board of Education last year. I estimated that the building needs of Chicago would cost more than $750 million. Funds of this magnitude are beyond the present resources of Chicago, and federal assistance is essential if the required school buildings are to be provided.

The federal role in education is still one of partnership. As a partner, the federal government should assume its responsibility for a share of the cost of construction of school buildings as well as the operation of educational programs.

In conclusion, may I take this opportunity to thank you for the invitation to present this testimony and to express the appreciation of the people of Chicago for your efforts on behalf of American education.

Senator MORSE. You have been very, very helpful, Dr. Redmond.

Senator Kennedy, do you have any questions?

Senator KENNEDY of New York. I don't think so.

I think your idea and suggestions really make some sense. And I would like to have a chance to study them a little bit. They have just

been brought to my attention, so I am not prepared to ask any questions about it. Perhaps I will be in touch with you later.

Senator MORSE. Thank you very much.

Dr. Briggs.

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

REPORT ON CLEVELAND

Dr. BRIGGS. Yes. Senator Morse and Senator Kennedy, I think in the interest of time, I will do what Dr. Redmond did, perhaps just lift two or three sentences from my report and make a summarization.

First, let me say that I think the problems faced by our large cities today constitute the most serious crisis that our Nation has seen in the 20th century. I don't think there is much question about it. I think the neglect of our children in the past is beginning to show. This certainly has been shown to be true in the last few weeks across America, as the skies have been red with the glare of fires from our inner cities.

I think that we have experienced some very fine things in the partnership between the local school districts and the Federal Government in titles I, II, and III. I don't know what we would have done in the city of Cleveland without Federal money—in fact, our problems would have been much worse. It has only been about a year since Cleveland experienced a great, devastating civil disaster. We had a similar experience to Detroit. During the time of disasters, none of our schools was burned, and none of the windows was broken. And our summer school continued in the middle of the entire civil disaster which we had.

However, I must report today that during the last 6 weeks we have had 10 of our schools bombed; we have had three of our schools practically destroyed by fire, and the city of Cleveland and its schools are in real trouble today. This is the kind of trouble that you don't find in areas outside the inner city.

The city, however, has responded very dramatically. Last November, they increased the bonded indebtedness for school purposes of the city of Cleveland by 110 percent; and they also increased the revenue from local sources by 20 percent with a 70-percent yes vote across the city.

And for the first time in the city of Cleveland no wards voted against the bond issue. I think this is demonstration that the people of the city want better education, and they are willing to pay for it. We are very appreciative of the type of work that comes with the Federal Government when we do get some additional Federal support.

But our greatest concern in Cleveland today is, I believe, the education of our children.

We have attempted to do really three things. One is to improve the quality of education; two, to decrease the racial isolation of the children in the ghetto area; and, three, to build bridges from the school to the job market. And we have had some success in each of these areas.

We are all familiar pretty much with the success stories of title I, and how it has brought hope to children. It has put thousands of chil-

dren of preschool age in classrooms, and it has involved their mothers in systematic programs of child development that was not available earlier, and certainly not available to the 12- to 18-year-old child who is today a dropout. Using title III funds, we have found a great new exciting program in Cleveland. And I will mention supplementary educational center, the first one to be operative in the Nation, the largest one. In a five-story warehouse downtown, we bring children from all sections of the city to do things that cannot be done in the neighborhoods of our city. We have 55,000 children this year to control the racial mix—and we do have integration and we have a very exciting program in music, science, and the heritage of our community and the Nation.

As far as the bridge between the school and the child, as we mentioned earlier in the testimony this morning, we have been able to place in our seven inner city high schools all except four of our graduates of last January, and 91 percent of our inner city graduates of this June. They are on jobs now, and on permanent jobs.

Previously, our experience was about a 15-percent placement. This is why I say I am encouraged today. And the thing that has made this possible is Federal money that allowed us to build this kind of a bridge between the schools and approximately 100 business enterprises in our city who are taking our inner city people and are putting them up in jobs.

This is going to begin to erode the continual annual buildup of the unemployed in our city. And I am encouraged here.

This past summer we have had 41 percent of our total school enrollment in summer school. Four years ago, there were 7,000 children in Cleveland in summer school. This summer, we have had 63,000 in summer school. And I think perhaps one of the reasons that we had a "cooler" summer this summer than previously was that some of the programs had been carried on. And in many of the cases there were programs that had been funded by Federal moneys, Federal moneys that were not available just a few years ago.

The crisis in our cities is imminent. It is here today. It must be dealt with realistically and forthrightly. And I think we are seeing some evidence that some things can be done. I am not as pessimistic today as I was a year ago, because we are seeing some real evidence of improvement in the quality of education in our big cities.

But the 18 months' experience that we have had with the Federal Government in Federal programs is not long enough. And before we draw any conclusions, I think we need to continue this relationship. We are comfortable with our relationship with the Federal Government, and we are comfortable with our relationship with the various units of the Federal Government. And we would urge a continuation.

I would want to underscore earlier testimony relative to Federal housing in our cities, and suggest that the city of Cleveland would look with favor upon treating Federal housing as an impacted district project. In the city of Cleveland today, from our Federal housing projects that do not pay taxes, we do get in lieu of taxes the equivalent of $25 per child. This is what the Federal Government contributes for us to educate a child coming out of the Federal project. Our actual average cost in the city runs around $500 per child. The only amount

of money that we get from the Federal Government for the education of these thousands of children is on the basis of about $25 per child.

I would conclude by saying that it is becoming clearer that civilization may really be in a race between education and disaster. I think we must win that race. We are very happy with what has happened to date. We are sorry, however, that the Federal Government seems to not have available the same amounts of money for the education of her children, the children of despair, as she had a year ago.

I would hope that before the Elementary and Secondary Education Act finally becomes the law of the land again, that something will be done to restore some of these funds.

Thank you, Mr. Chairman.

(The prepared statement of Dr. Briggs follows:)

PREPARED STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

The problems faced by our large cities today constitute the most serious domestic crisis that this nation has encountered during the 20th century. The complex problems involved in today's urban crisis demand immediate, practicable help from education. While education alone cannot solve all the problems of our troubled cities, we may be certain that none of them will be solved without education. The American school is, at this moment, the key to the lasting solution of the urban crisis.

The long neglect of the education of urban children is beginning to show. Many of those whose recent acts threaten the domestic safety and tear at the roots of the American democratic system are the products of yesterday's inadequate and neglected inner city schools.

A new partnership to attack this crisis involving federal, state, and local levels of government, has been made possible by the enactment of the Elementary and Secondary Education Act. This act represents our best hope for dealing effectively with the problems of educating America's children of despair.

Projects developed under this law have been conducted for just about eighteen months. During that relatively brief period, however, there have been implemented many specialized programs which show much promise of overcoming the decades of neglect which poverty, urban, inner-city children have suffered.

We must continue and expand these efforts if we are going to salvage *this* generation of young Americans and prevent the shameful waste of the potential resources of succeeding generations.

The greatest unused and undeveloped human resource in America is to be found in the deteriorating cores of American urban centers. This resource, properly developed, can become the new energizing force in the economic and civic life of this nation. A revitalized school system with adequate financial support can make the difference in whether the American city survives and flourishes or flounders and decays.

The Elementary and Secondary Education Act has given us a solid start; but we must have the resources to continue.

I should like to call your attention particularly to Cleveland and its schools—their promise and their problems.

Cleveland is a city which one year ago experienced devastating civil disorder. But, it is also a city whose people last November dramatically supported their schools in the largest financial issues ever placed on the ballot. They approved increasing the school bonded indebtedness by 110% and at the same time raising by 20% the local taxes for school operating expenses by a 70% majority.

The people of Cleveland have faith in their schools. A committee of Cleveland's leaders representing business, industry, civil rights and other civic interests recently pointed out in a report on education—"Cleveland's Public School system—against the darker background of some of Cleveland's grave metropolitan challenges is a relatively bright and standout area—indicative of what can be done through leadership, planning, a willingness to experiment and dedicated effort." A copy of the committee's full report is included in this statement as *exhibit 1*.

We firmly believe that this hope for Cleveland's future is based considerably upon the judicious use of funds made available to us under terms of the Elementary and Secondary Education Act as well as under other federal legislation.

We have attempted to (1) improve the quality of education (2) decrease racial isolation of children and (3) build bridges from school to the job market.

Let me enumerate a few success stories:

a) Our early childhood development program this year using Title I funds gave 9,000 four year olds from Cleveland's inner city and their parents a stimulating educational start which was missing 12 to 18 years ago for their older brothers and sisters, many of whom are today's dropouts. We intend to continue "Operations Head Start" and add to it "Operation Keep Going" because we cannot afford to waste another generation.

b) In October, 1966 using Title III funds and local money, we opened in Cleveland the nation's first Supplementary Educational Center. Since that time more than 50,000 children and adults have visited this exciting new kind of educational facility located in a warehouse in the downtown urban renewal area.

Every school day several hundred children attend the center for special enriched instruction in music, science, and the heritage of Cleveland.

Each group includes children from all sections of the city from both public and private schools. They spend the day experiencing together the excitement and stimulation of discoveries in space, science, the growth of their city and the beauty of good music under the guidance of masters such as members of the world renown Cleveland Orchestra. Several times each year the group returns to the center for additional instruction.

The Cleveland Public Schools received the 1967 Isaiah Award of the Cleveland Chapter of the American Jewish Committee for this project as Metropolitan Cleveland's most outstanding program to improve human relations and intergroup understanding. Exhibit II is a copy of a brochure describing the center's program. Exhibit III consists of the editorial from one of Cleveland's daily newspapers commenting on the significance of the Isaiah Award.

c) We not only can, but we must, build bridges from the inner-city school to the job market. As a result of a special Title I project in Cleveland, I am happy to report that today in our seven inner-city high schools, graduates who want jobs are being placed. Only four from our January, 1967 class are unemployed and, as of today, 91% of our June graduates from the inner-city high schools have been placed on permanent jobs—some earning as much as $150 per week. The importance of this project cannot be overestimated, for it demonstrates graphically to our high school students in the inner city that education can provide the pathway to move with dignity into the mainstream of the American economy.

d) This summer more than 40% of the children enrolled during the regular school year are participating in summer school programs. Over 62,000 boys and girls are engaged in a wide variety of educationally meaningful activities ranging from school neighborhood beautification projects in vocational horticulture to remedial reading and mathematics, and including music and fine arts for those with special aptitudes. Every school age child in Cleveland this summer is within walking distance of a school that is open and alive with activity.

These are but a few examples of the constructive ways we have sought to use the resources available under terms of the Elementary and Secondary Education Act to bolster hopes and bring new success to the disadvantaged children of Cleveland.

As in the other great cities of America, we have extended our preschool services, developed new programs at all grade levels, kept our schools open evenings and weekends, worked with parents, and moved aggressively into the field of job preparation and placement.

And now, I should like to make a few comments regarding the future.

The disadvantaged children of the large cities have just begun to benefit noticeably from the Elementary and Secondary Education Act. This law is potentially the most significant and helpful piece of legislation in improving educational opportunities for the long neglected children of the inner city. Through the educational additives that this act has made possible, we have been able to give thousands of children a new view of a brighter tomorrow. There is evidence of increasing motivation. It is distressing, therefore, to consider the

effects of possible reductions in available funding. The programs we are conducting are operated as efficiently and as economically as possible. Any reduction in funding would necessitate cutbacks in programs. This would lead to disappointment and frustration, and the deeper submerging of the vast underdeveloped and largely unused potential of the thousands of encapsulated inner-city children and youth.

As we face the future it is abundantly clear that schools in the big cities must have increased financial support, if we are to overcome the accumulated educational deficit and move ahead to meet the demands of the space age.

The crisis is not just imminent. It is here today and we must deal with it realistically and forthrightly.

With regard to the Elemenatry and Secondary Education Act., I offer the following recommendations:

1. That the funding authorization and appropriation level be raised and a distribution formula be effected which will result in increasing funding of at least 25% more than last year for the major cities, the places where the problems are most acute.

2. That the appropriation cycle be revised so that school districts can plan for more than one year at a time. Except for short term pilot projects, school systems must plan for program continuity. Under the present system of annual appropriations with differences in fiscal years, it is difficult to administer school programs as effectively as could be possible.

3. That the methods of administering the programs under the various titles not be changed until greater experience indicates the wisdom of changing. The partnership evolved under terms of this act is a relatively new one and it must be given a reasonable opportunity to demonstrate its effectiveness. We in Cleveland are comfortable in the present relationships with the United States Office of Education.

4. My fourth recommendation is that addition sources of revenue be made available to help support the schooling of the children who are the victims of devastating poverty and who now languish almost hopeless in the slums of America's big cities.

The massive educational services needed by these children are costly, but the consequences of undersupporting these services are indeed frightening.

One possible way in which the federal government could make such funds available would be through grants to school districts enrolling children who reside in federally assisted public housing. Such housing developments in Cleveland, for example, pay to the school district, in lieu of taxes, an amount equal to $25 per child for those children living in such estates. Our current annual per pupil costs $480.

I appreciate very much the opportunity to join my colleagues in appearing today before this committee. We greatly appreciate the interest that Congress has shown in education; and the support in our efforts to move education ahead.

The urban school must come to the rescue of our large cities. We need school improvement in every area—instructional techniques, pupil personnel services, follow-up services to our graduates, adult education, services to the handicapped, professional staff development, and in expanded vocational education.

It is becoming clearer that civilization very well may be a race between "education and disaster." We must win that race.

Senator MORSE. I want to thank you very, very much, Dr. Briggs. I want the attention of counsel for the moment.

The full statement of Dr. Briggs will be inserted in the record.

And I want counsel also to digest and put in the record the part that he thinks would be helpful to the committee of the report of the Supplementary Educational Center in Cleveland. And also Mr. Ralph M. Besse's report filed on behalf of the Cleveland Inner City Action Committee. I have scanned them both and I want to say to counsel, I am going to rely upon him to excerpt from those two reports those items that bear upon the subject matter of the discussion today, and see that we have them in the record.

(The material referred to follows):

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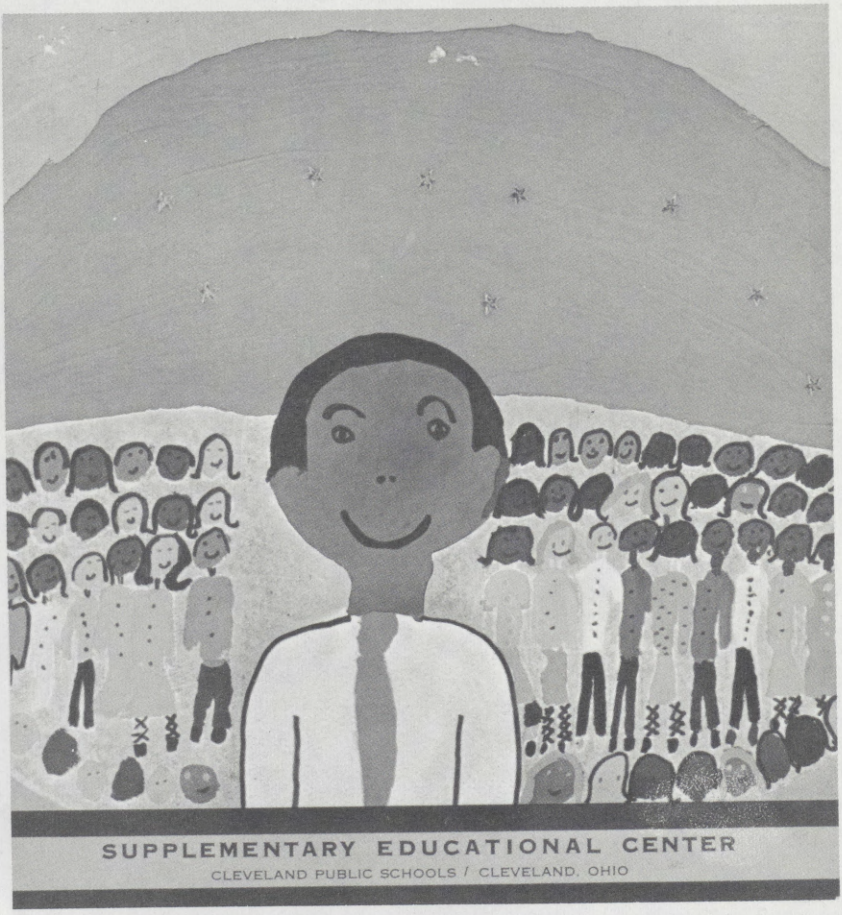

SUPPLEMENTARY EDUCATIONAL CENTER
CLEVELAND PUBLIC SCHOOLS / CLEVELAND, OHIO



SUPPLEMENTARY EDUCATIONAL CENTER

A Project of the Cleveland Public Schools Conducted under Title III
of the Elementary and Secondary Education Act of 1965

1365 East Twelfth Street / Cleveland, Ohio 44114 / Telephone: 216 / 579-1633

INTRODUCTION

The improvement of school opportunity in the great urban centers of this nation is the most pressing issue facing American education. The national interest requires progressively higher levels of competence and skill, supported and reinforced by the most advanced scientific findings.

The educational demands of this age include new and additional experiences not now or likely soon to be available at the neighborhood level.

The Cleveland School System is in the fortunate position of having faced up sharply to its problems. In the search for solutions one approach or model that has evolved has been the concept of the Supplementary Educational Center.

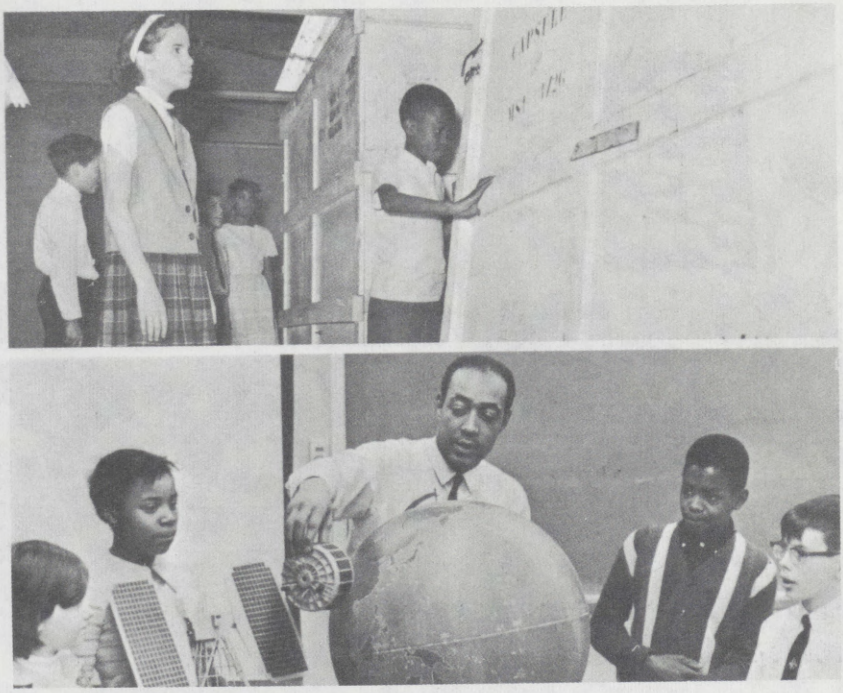
A task force of Cleveland educators, representing both public and private schools, and augmented by community leaders, began exploring and developing the supplementary center idea in late 1964.

It is the consensus of the task force that such a center can do two important things:

1. Dramatically improve the quality of education.

2. Provide enriched educational experiences which can be shared by the many diverse groups of children who make up the city's population.

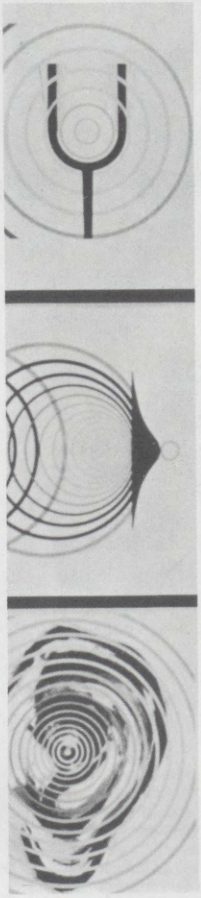
In October, 1966, the first Supplementary Educational Center in the United States was opened in a warehouse in downtown Cleveland. Since then, an average of 7,000 children and adults have visited the Center each month.



THE CONCEPT – The dramatic improvement in the quality of education available to all urban children. The Supplementary Educational Center seeks to complement and expand existing educational programs rather than duplicate or replace any other program or activity which can be carried out by some other means; e.g. the neighborhood school, museums, radio, and television. In the Supplementary Educational Center, the child has access to scarce equipment, specialized commercial and industrial exhibits and machinery, a variety of educational, technical and cultural displays, and contact with educators who are not found on the staff of the average neighborhood school. ■ Overcoming the problem imposed by geography and housing traditions to bring into meaningful relationships children from all sections of the city.



The Cleveland Public School System has made a basic commitment to a sound program of community schools sensitive to the everchanging demands of neighborhood needs. Repeated exposure to the diverse persons and personalities drawn from a variety of levels and localities helps children realize the full dimensions of their own humanness. These experiences, however, are frequently not available at the neighborhood level. The Supplementary Educational Center enriches local school programs and offers a diverse range of educational experiences to children of varying talents and needs. ■ It is not possible for the Cleveland schools to wait until housing patterns improve before taking action. Youngsters must be assisted in the development of a sense of awareness concerning this age, this place, and this time. Children are drawn deliberately and simultaneously from every group and area which makes up Cleveland's population.



THE OBJECTIVES

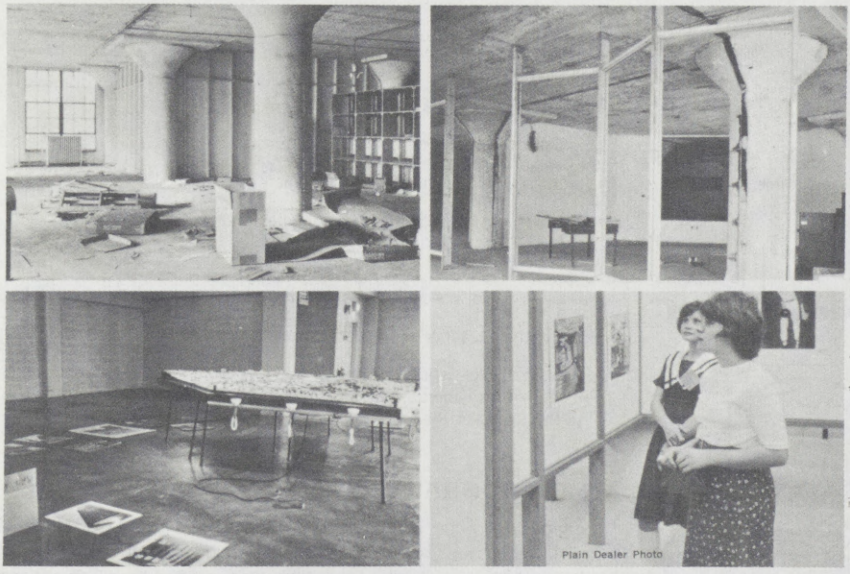
- Expand the range of children's interests.
- Increase their achievement motivation.
- Upgrade basic academic competencies and skills.
- Encourage creative and artistic abilities.
- Deepen social consciousness and a sense of civic responsibility.
- Strengthen teacher's instructional skills and insights.
- Make its experiences available to large numbers of students in a meaningful memorable way, while simultaneously remaining sensitive to the needs of the individual student.

THE PROGRAM

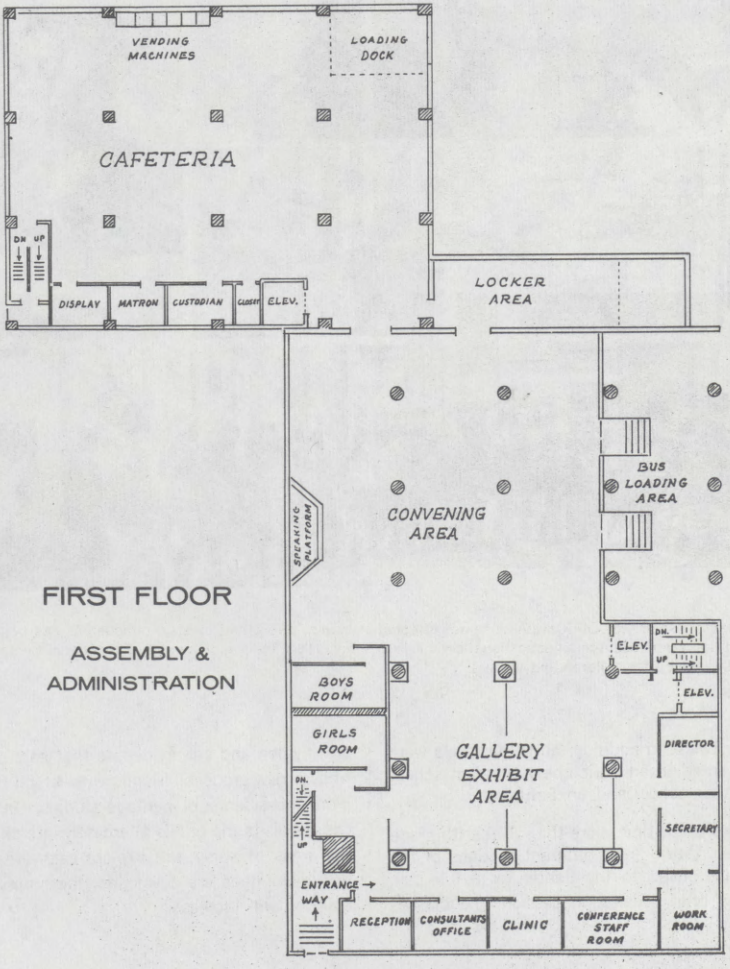
The prototype center is a warehouse at the corner of East 12th and St. Clair in downtown Cleveland. Part of an urban renewal area, this old building is the site of one of the most exciting educational innovations in America today. It is being used as a laboratory in which a concept and its implementations are being tested.

The Supplementary Educational Center offers Cleveland's public and parochial school children new and varied educational experiences not available in their neighborhood schools. Here, for many youngsters, are born associations and friendships with persons from neighborhoods and backgrounds different from their own. Exciting new instructional techniques are leading students to discover the city in which they live; the sciences of space, flight, and meteorology; and their musical heritage.

In 1966 and 1967, all sixth grade children from the Cleveland school district – public and parochial – visited the Supplementary Educational



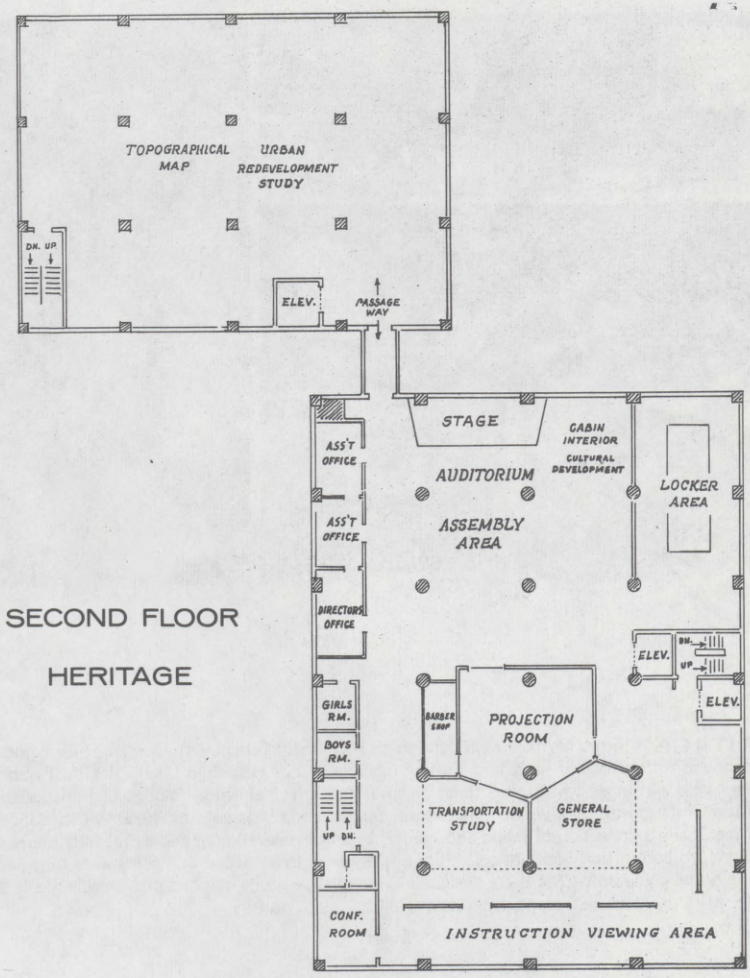
Approval for use of the COPCO warehouse was effected in March, 1966, and in May, remodeling was begun to convert the warehouse into an educational center. In October, 1966, the Supplementary Educational Center was officially opened for children and visitors.


VENDING MACHINES
LOADING DOCK
CAFETERIA
DN
UP
DISPLAY
MATRON
CUSTODIAN
CLOSET
ELEV.
LOCKER AREA
BUS LOADING AREA
CONVENING AREA
SPEAKING PLATFORM
FIRST FLOOR
ASSEMBLY & ADMINISTRATION
ELEV.
DN.
UP
ELEV.
BOYS ROOM
GIRLS ROOM
GALLERY EXHIBIT AREA
DIRECTOR
SECRETARY
DN.
ENTRANCE WAY
RECEPTION
CONSULTANTS OFFICE
CLINIC
CONFERENCE STAFF ROOM
WORK ROOM



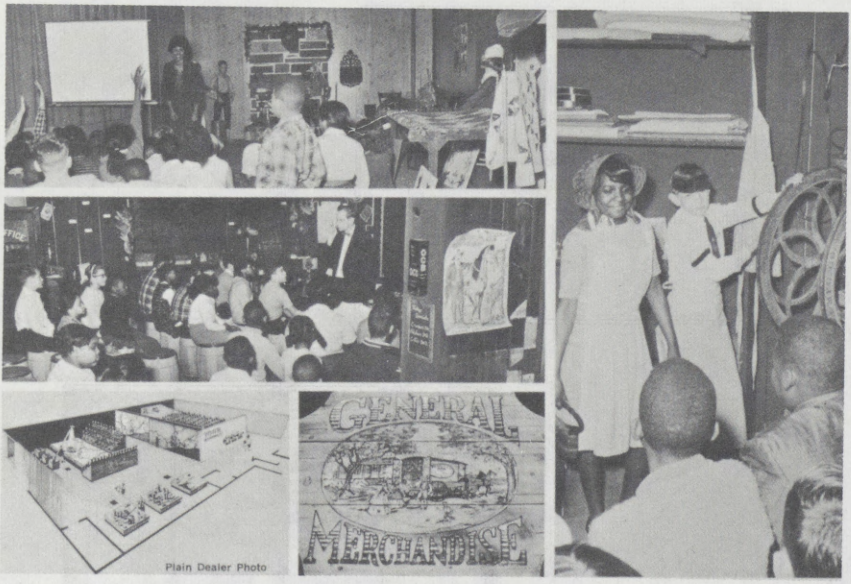
Center twice. In addition, all grade levels were represented in an enrichment program scheduled after school and on Saturdays.

At the present time more than 300 sixth grade children, drawn from different sections of the city, are bused to the Center for a full day. After a brief orientation session, the classes are divided and subdivided so that each child finds a new group of friends with which to explore the science or heritage studies. On successive visits the pupils alternately interchange the areas of study and explore each area. As new techniques are developed, the number of children will increase.

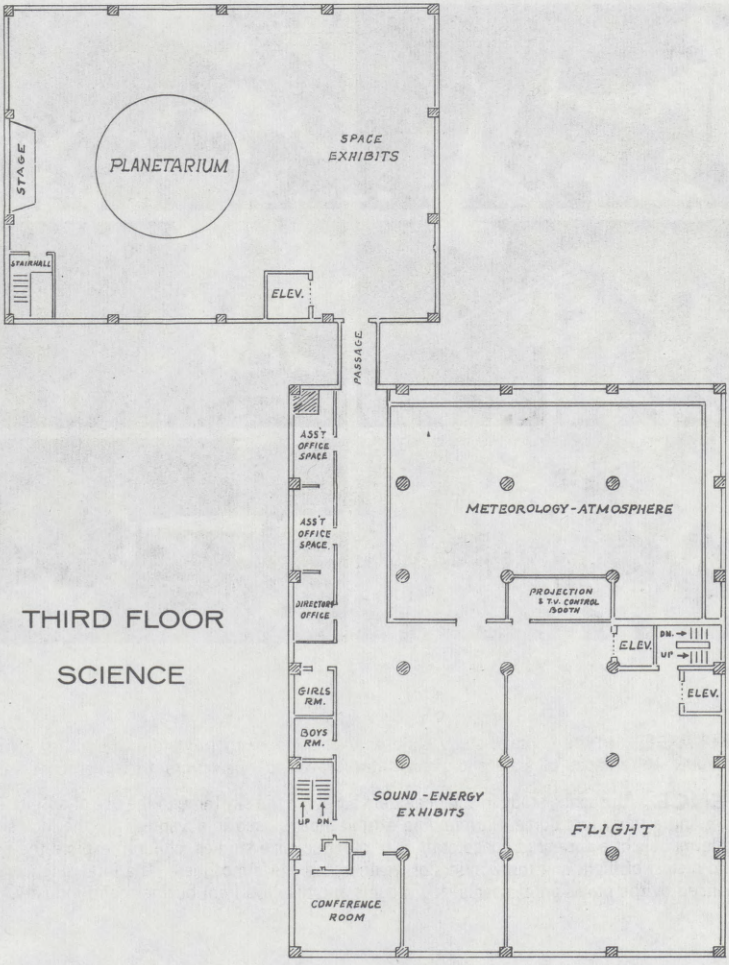


SECOND FLOOR

HERITAGE

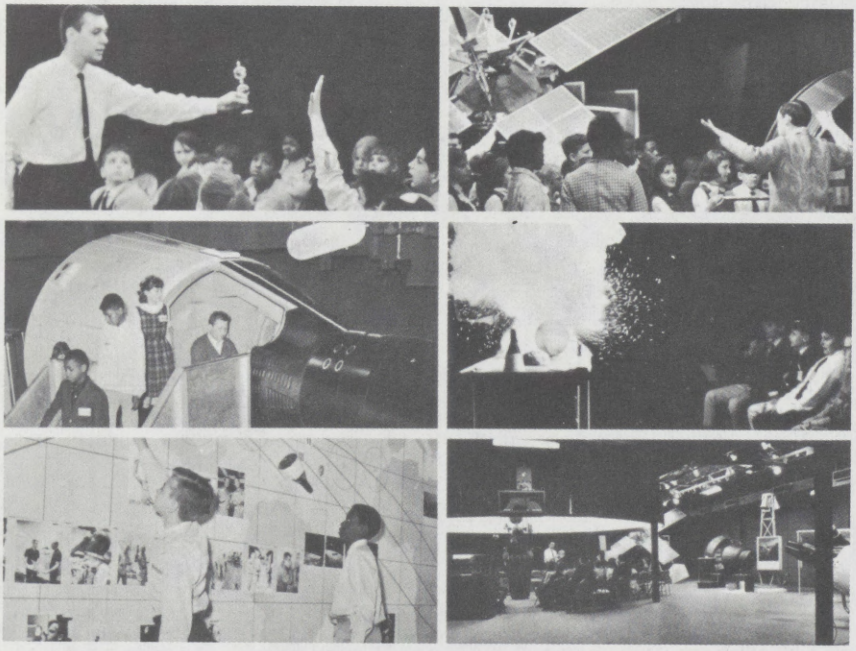


HERITAGE – In the heritage study children visit a model country store where they compare the economic differences of early and present-day Cleveland; view from their flat boat various models, films, and tapes which help them discover the effect of earlier modes of transportation upon Cleveland's growth; participate in the songs, dances, and crafts used by the early Clevelanders; and move about a collection of maps and models of urban renewal projects. ■ Presently under development are both a thirty minute color film of Cleveland today and a thirty foot wide topographical map of the community. These are designed to complete a study emphasizing Cleveland's greatness, both natural and man-made, from its origin and into its future.



THIRD FLOOR

SCIENCE



SCIENCE The space study in science offers a view of the sky through the use of a Spitz A-3-P projector and a thirty foot dome. Surrounding exhibit area is used to advantage for the inclusion of full scale models of a variety of space craft. ■ In other science studies, children explore the principles and history of flight and the wonders of weather and the atmosphere. The total science study is enhanced by the provision of specialized models and displays from business and industry.

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION
MANNED SPACECRAFT CENTER
HOUSTON, TEXAS 77058

IN REPLY REFER TO: CB

January 18, 1966

Students and Faculty
Cleveland Public Schools
Cleveland, Ohio

Dear Friends:

I am happy to have this opportunity of extending to you my best wishes for your new Supplementary Educational Center. I am certainly interested in the educational opportunities available to our young people of today who will soon take their places of leadership in our great Nation.

This fascinating "Space Age" of today is opening up many new and diversified opportunities for young people. As you no doubt know, our Country's space program is very broad, and includes a great deal more than space flight. For each astronaut, for example, there are thousands of others whose jobs are vital to the success of manned space missions. It has been estimated that NASA requires approximately 10,000 professionally trained individuals for every astronaut. These individuals represent almost every field of science and engineering. Medical personnel determine the physical condition necessary to sustain human life during lunar exploration; chemists develop new materials necessary to absorb tremendous heats of reentry; suit designers determine what the space suit should be like not only to sustain life but to perform the tasks required in space; while nutritionists design condensed life-sustaining foods to be carried on extended missions. And so the list grows, aerodynamicists, structural engineers, electrical engineers, physicists, thermodynamicists, metalurgists, data analysists, and so on. Yes, the space program offers a challenge to many types of trained individuals.

One point, however, that I would like to emphasize is that, although we need more engineers and scientists in the space program, it should be remembered that not every boy and girl has his or her talent oriented along engineering lines. Some are better suited for other fields such as accounting, law, teaching, and other professions. We will be doing more harm than good if we try to encourage every student to study in the space science field. However, we should try to give all students at least a background in science so they will know their way in a space-oriented society.

To those students who have the talent for the engineering and scientific fields, we should give the motivation and assistance necessary for them to continue their education and interest in these fields.

Our educational system is one of the best in the world, and, if we continue to apply it properly, our technology will continue to lead among the nations of the world.

My best regards to each of you as you prepare to face the challenges of the future.

Sincerely,

Edward H. White II

Edward H. White, II
Colonel, USAF
NASA Astronaut

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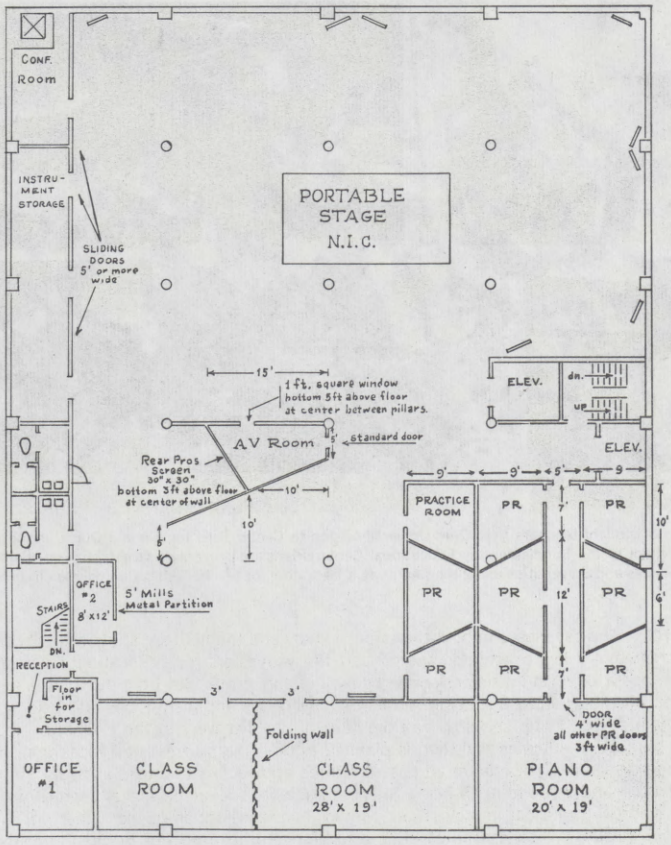
MUSIC — The day closes in both the science study and the heritage study with one facet of the music program — a live concert. At the concert the youngsters receive instruction in listening to chamber, opera, or vocal music performed by professional ensembles from the Cleveland Orchestra, Cleveland Chamber Music Society, and various universities and institutions of music. ■ The musical program at the Center seeks to lead the students to discovery of the extensive range of their musical heritage. A summer workshop is planned to offer the program new ideas from music education and research. The program emphasizes three approaches to music as a discipline — listening, creating, and performing. ■ Many talented students are achieving a degree of proficiency through classes in musical improvisation, composition, and jazz arranging. Other pupils are benefiting from weekly private lessons covering a full range of instruments. ■ When remodeling of the fifth floor is completed, the musical program will be centered there. In the meantime the musical activities are conducted in other locations throughout the prototype center.


CONF. Room
INSTRU-MENT STORAGE
SLIDING DOORS 5' or more wide
PORTABLE STAGE N.I.C.
15'
1 ft. square window bottom 5ft above floor at center between pillars.
AV Room
5'
standard door
Rear Proj. Screen 30" x 30" bottom 3ft above floor at center of wall
10'
10'
5'
ELEV.
dn.
up
ELEV.
9'
9'
5'
9
PRACTICE ROOM
PR
PR
PR
PR
PR
PR
PR
7'
12'
7'
10'
6'
OFFICE #2 8' x 12'
5' Mills Metal Partition
STAIRS
DN.
RECEPTION
Floor in for Storage
3'
3'
Folding wall
DOOR 4' wide all other PR doors 3ft wide
OFFICE #1
CLASS ROOM
CLASS ROOM 28' x 19'
PIANO ROOM 20' x 19'



A group of student teachers from Ohio University listen to Center Director, Donald Quick, as he describes the development of the Supplementary Educational Center. Plans are being made to establish co-operative programs with colleges and universities using the Center as a laboratory for teacher education courses in urban education.





COMMUNITY INVOLVEMENT – One of the strengths of the Supplementary Educational Center is that it was not conceived in an educational vacuum. A widely divergent list of community leaders participated in its design. ■ There are four advisory committees – General, Heritage, Science, and Music – with members of these committees coming from all areas of the community. One result has been a greater awareness by the community of the efforts being made by the educational system beyond the walls of the classroom. School-community rapport has measurably improved. ■ In a typical month more than 1,500 visitors view the Center. Visitors are so numerous that closed circuit television arrangements are being planned providing views of each area.



COMMUNITY BUSINESS AND INDUSTRIAL FIRMS AND AGENCIES PRESENTLY INVOLVED WITH CLEVELAND'S SUPPLEMENTARY EDUCATIONAL CENTER

Addressograph-Multigraph Corp.
Antioch Baptist Church
Baldwin-Wallace College
Battelle Memorial Institute
B. F. Goodrich Chemical Co.
Board of Catholic Education
Businessmen's Interracial Committee
Case Institute of Technology
Center of Science and Industry (Columbus)
Cleveland Chamber of Commerce
Cleveland Chamber Music Society
Cleveland Cliffs Iron Company
Cleveland Clinic
Cleveland Council of P.T.A.
Cleveland Electric Illuminating Co.
Cleveland Health Museum
Cleveland Institute of Art
Cleveland Institute of Music
Cleveland Jr. Chamber of Commerce
Cleveland Lutheran Schools
Cleveland Metropolitan Park District
Cleveland Municipal Court
Cleveland Museum of Art
Cleveland Music School Settlement
Cleveland Orchestra
Cleveland Playhouse
Cleveland Press (the)
Cleveland Public Library
Cleveland State University
Cleveland Trust Company
Cleveland Urban Renewal Department
Cleveland Zoo
Dunham Tavern
East Ohio Gas Co.
E. F. Hauserman Co.
Garden Center of Greater Cleveland
General Electric Corporation
General Motors Corporation
Glidden Co.
Halle Brothers Co.
International Business Machines
Jones, Day, Cockley & Reavis
Karamu House
Kent State University
Longoria Laboratories
May Co.
Museum of Science and Industry (Chicago)
National Association for the Advancement of Colored People
National Aeronautics and Space Administration
National Geographic Society
Natural Science Museum
New York Shakespearian Theater
Oberlin College
Oglebay Norton Co.
Ohio Bell Telephone Co.
Phyllis Wheatley Association
Plain Dealer (the)
Republic Steel Corporation
Standard Oil Company (Ohio)
Sterling-Lindner
The Temple
University Circle Development Foundation
Western Reserve Historical Society
Western Reserve University
Westinghouse Electric Corp.
Woman's Hospital

CALENDAR

August, 1964	A Supplementary Educational Center was proposed to the Cleveland Board of Education by Superintendent Paul W. Briggs.
September, 1964	A series of work conferences was started to assist in the development of the center concept. Advance planning involved staff, community leaders, and consultants. Dr. C. S. Sargent of the City University of New York was the chief consultant from outside Cleveland.
January, 1965	Superintendent Briggs offered testimony on the idea of supplementary centers to the House of Representatives' Education-Labor Committee in Washington, which was considering the Elementary and Secondary Education Bill that became Public Law: 89-10.
March, 1965	Architects were named for design of a permanent center.
April, 1965	Public Law: 89-10, providing for supplementary educational centers and services under Title III, was passed by Congress and signed into law.
May, 1965	Announcement of a planning grant to assist in establishing a prototype center was made by Educational Facilities Laboratories, Inc., N. Y.
June, 1965	The Central Ohio Paper Co. warehouse, abandoned for two years, and located in the downtown "Erieview" urban renewal area, was identified as being an ideal location for opening a prototype center.
August, 1965	Donald G. Quick began work as Director of Supplementary Educational Centers for the Cleveland Public Schools.
September, 1965	The Coordinator of Science began work. Dr. Harold Gores, President, Educational Facilities Laboratories, addressed a meeting of the General Advisory Committee.
October, 1965	Detailed plans were drawn for use of the COPCO warehouse. Local and Chicago Regional Urban Renewal officials were involved in discussion of lease arrangements.
November, 1965	A proposal for operation of a Supplementary Educational Center and a request for funds were submitted to the U. S. Office of Education.

January, 1966 Coordinator of Cleveland Heritage Study began work. Announcement of the approval of the project was received from the U. S. Office of Education.

February, 1966 First grant was made for beginning work and incurring costs. Orientation meeting regarding the Supplementary Educational Center was held for all elementary principals.

March, 1966 Approval for use of the COPCO warehouse was effected by action of Secretary Weaver, Housing and Urban Development Department, Washington. ▪ Coordinator of Music began part-time work. First meeting of Music Advisory Committee was held.

April, 1966 Bids were submitted for remodeling of warehouse and an authorizing contract was awarded to Panzica Builders. ▪ First meeting of Science Advisory Committee was held. ▪ Orientation meeting for all elementary assistant principals was held.

May, 1966 Cleaning, electrical work, plumbing, ventilating and heating, and painting were all begun to convert warehouse to educational center. "Town Toppers" program, providing downtown luncheon at a fine restaurant for 12 children weekly, was begun. ▪ A series of Chamber Music Concerts was begun for public and parochial students to supplement music programs. They were held in school buildings and scheduled through the Center. ▪ The Cleveland Hall of Science and Industry, an organization formed by the interest of the Junior Chamber of Commerce, pledged its support, contacts, and resources. Cleveland's major industries were represented.

June, 1966 A summer music program was offered through the summer schools, offering chamber music concerts, private instrumental lessons, and classes in composition. Enrollments came from public and parochial schools. ▪ The staff was enlarged to include teachers presently completing school year assignments.

July, 1966 The first meeting of the Heritage Advisory Committee was held.

August, 1966 A planetarium dome was installed in the annex on the science floor. Administrative and instructional staff moved into Center for beginning of operation there.

October, 1966 The Center was officially opened for children and visitors.



ADVISORY COMMITTEES

Music

CLIFFORD COOK
Oberlin College
DR. JULIUS DROSSIN
Cleveland State University
MISS NELL GUINN
Phyllis Wheatley Association
DR. RALPH HARTZELL
Kent State University
RICHARD KAUFFMAN
Cleveland Music School Settlement
WILLIAM KURZBAN
Cleveland Institute of Music
NEWTON HILL
Karamu House
K. ELMO LOWE
Cleveland Playhouse
DR. BENNETT REIMER
Western Reserve University
KLAUS ROY
Cleveland Orchestra
MISS EVELYN SABOL
Catholic Schools
DR. KENNETH SNAPP
Baldwin-Wallace College
MRS. MERTON UTTER
Chamber Music Society
EDWIN TASSLER
Lutheran Schools
HOWARD WHITTAKER, Chairman
Cleveland Music School Settlement

Heritage

RICHARD M. BRENNAN
Municipal Court
ANTHONY O. CALABRESE, JR.
Attorney
NEIL J. CAROTHERS
University Circle Development Foundation
BARTON R. CLAUSEN
Urban Renewal
DR. CHARLES A. deLEON
Psychiatrist
DR. ZELMA GEORGE
Sociologist
GEORGE LIVINGSTON
National Association for the Advancement of Colored People
DONALD L. PERRIS
WEWS Television
AUGUST PRYATEL
Common Pleas Court
RABBI JEREMY SILVER
The Temple
HAROLD E. WALLIN
Cleveland Metropolitan Park District

ADVISORY COMMITTEES

Science

DR. CHARLES S. BACON
Western Reserve University

DR. JOHN J. BEESTON
Cleveland Health Museum

SISTER M. CANISIUS
Catholic Schools

DAVID DIETZ
Cleveland Press

DR. THOMAS G. ECK
Case Institute

CHRIS J. EDMONDS
General Motors

PAUL GLAWE
Lutheran Schools

DR. LEONARD J. GOSS
Cleveland Zoo

CHARLES W. HEMANN
Republic Steel

ROBERT HERRICK
Cleveland Electric Illuminating Co.

DR. A. L. JONES
Standard Oil Co.

WALLY KINNAN
National Broadcasting Co.

DR. WILLEM KOLFF
Cleveland Clinic

ALBERT W. LOCUOCO
City of Cleveland

JOHN LUDWIGSON
Plain Dealer

DR. WALTER OLSON
National Aeronautics and Space Administration

JOHN C. PONSTINGL
Westinghouse

WILLIAM B. REYNOLDS
Ohio Bell

DR. JOHN SABY
General Electric

WILLIAM E. SCHEELE
Natural Science Museum

KENNETH S. SHERMAN
Cleveland State University

WADE SHURTLEFF
East Ohio Gas Co.

JOSEPH H. SPAHR
International Business Machines

DR. ROY H. THOMPSON
Woman's Hospital

DR. THOMAS J. WALSH
Glidden Co.

CALVIN W. WEISS
National Aeronautics and Space Administration

General

HON. CHAS. W. WHITE, Chairman
Ohio Court of Appeals

REV. EMANUEL S. BRANCH, JR.
Antioch Baptist Church

DR. KENNETH W. CLEMENT
Physician

MRS. GEORGE B. FULLER
P.T.A. Council

MR. CHARLES M. GOLDSTEIN
National Aeronautics and Space Administration

FRED M. HAUSERMAN
E. F. Hauserman Co.

FRANK E. JOSEPH, SR.
Jones, Day, Cockley & Reavis

VERY REV. MSGR. RICHARD McHALE
Catholic Schools

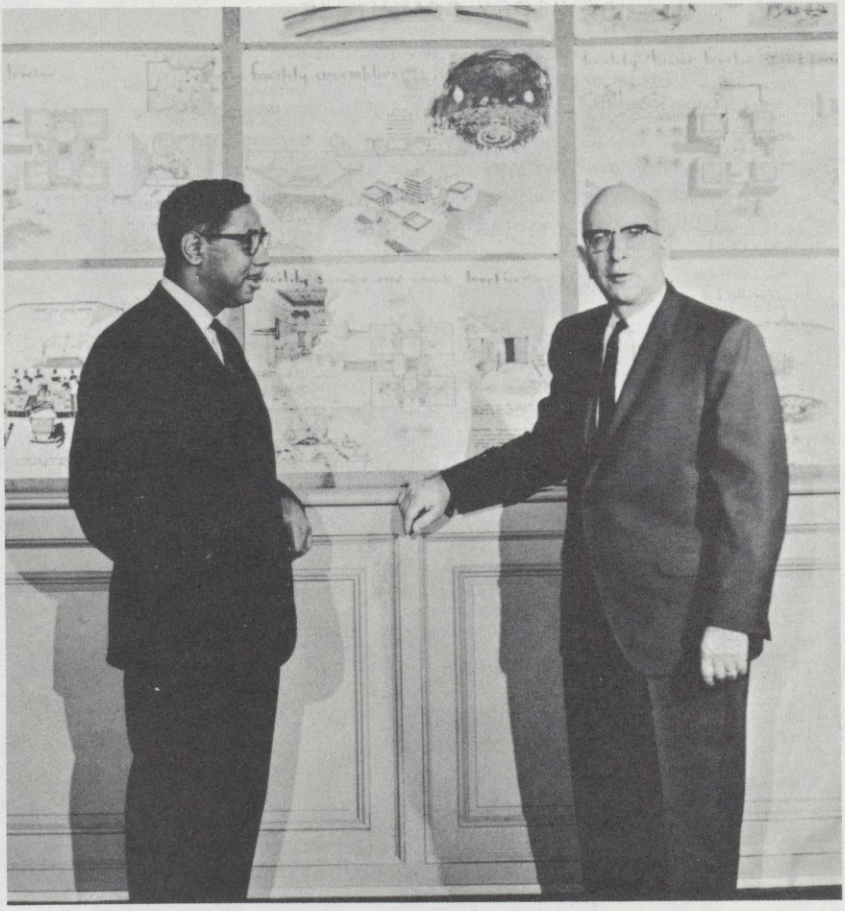
MRS. MELVIN M. ROSE
Housewife

DR. ERWIN F. SAGEHORN
Lutheran Schools

EDWARD W. SLOAN, JR.
Oglebay Norton Co.

SHERMAN TITENS
Dettelbach, Titens and Viola





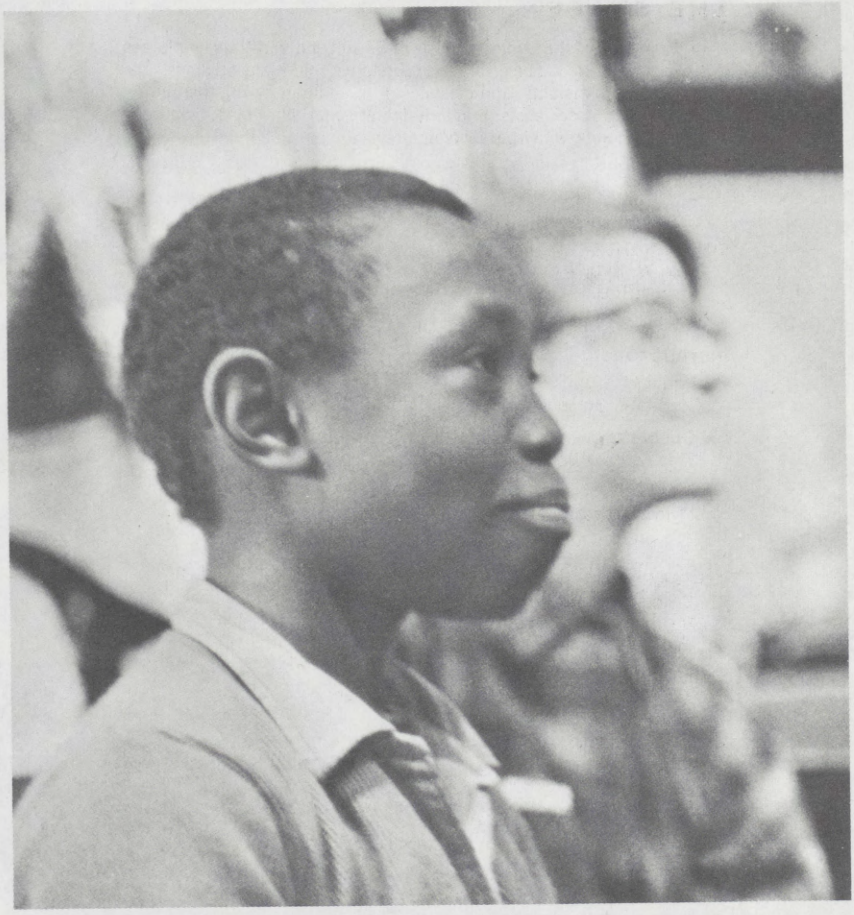
THE FUTURE

A major purpose of the prototype Cleveland Supplementary Educational Center is to study the implications – programmatic, logistical, and spatial – of the concept. This study will enable the operational staff, the planners, and the consultants to translate these implications into the preparation of program, space, and cost specifications for a permanent center. ■ Consequently, frequent modifications and additions to the Center's program are to be expected during the prototype stage which, it is anticipated, will cover a period of approximately two years.

TEACHER EDUCATION AND THE SUPPLEMENTARY CENTER

The visits of pupils to the Supplementary Center provide an excellent opportunity for concentrated in-service activities for their teachers. Plans are currently under development for conducting such activities at the Center for the teachers who accompany their children on Center visits. ■ In addition, a great deal of interest has been expressed by colleges and universities in establishing co-operative relationships in pre-service teacher education using the Center as a laboratory in urban education.

Left: James R. Tanner, Assistant Superintendent for Continuing Education and Special Projects and Paul W. Briggs, Superintendent of Schools, describe an architect's concept for the permanent Supplementary Educational Center.



THE STAFF

The regular staff of the Center consists of 37 full and part-time employees including teachers, a nurse, artists, secretaries, clerks, custodians, matrons, program assistants, and cleaners. ■ In addition during the current school year, 163 specialists, primarily professional musicians, have been employed for work with special programs.

DIRECTOR

Donald G. Quick

COORDINATORS

Paul W. Kirby – Science
Vincent Presti – Heritage
James E. Wallis – Music

INSTRUCTORS

Heritage
Juanita R. Brandon / Barbara J. Daniel / Clarence I. Miller

Science
Fred Cousino, Jr. / Dewey Saunders / Victor Svec

Art
Myron Davidson

CLEVELAND BOARD OF EDUCATION

George Dobrea, President / William F. Boyd, Vice President / Hugh Calkins / Emmett E. Cooper, Jr. / Daniel O. Corrigan / John J. Gallagher / Joseph M. Gallagher

Paul W. Briggs, Superintendent
James R. Tanner, Assistant Superintendent

Report on:

Education

The Cleveland Inner City Action Committee, since its formation in August, 1966, has sought to mobilize and coordinate community efforts aimed at solving inner city problems underlying the riots which occurred that summer.

This report represents the Committee's findings and action-recommendations in the field of Education.

The Cleveland Inner City Action Committee

The Cleveland Inner City Action Committee

Report on Education

I

Cleveland's Public School System is an example of achievement in what is generally recognized as one of the nation's major problem areas.

It is considered, with Pittsburgh, one of the most progressive systems in the country. Its programs are studied by other school-system administrators. Its approaches to the complex problems of urban education serve as models to other cities experiencing similar problems. It is, against the darker background of some of Cleveland's grave metropolitan challenges, a relatively bright and standout area — indicative of what can be done through leadership, planning, a willingness to experiment, and dedicated effort.

This achievement, however, is comparatively recent. Less than three years ago Cleveland's educational system was in crisis. Many, if not most, of the environmental conditions which precipitated that crisis still exist. To understand both the system's achievements as well as the challenges it yet faces, it is desirable to examine those conditions which prevailed some years ago, as well as those which remain today.

II

Physically, the Cleveland City School District comprises one of 32 districts in Cuyahoga County and includes about a third of the county's school children. It has a present enrollment of more than 154,000 pupils and employs over 10,000 people.

While school districts are, by law, structural entities, and school boards have a high degree of autonomy within districts, they cannot, in fact, be isolated from the communities of which they are a part. They reflect community characteristics; they are affected by community problems; the solutions of their own problems, moreover, are related to the solutions of problems in other urban areas. A school system, therefore, is barometric by nature, affected by and responsive to every shift in the community's social, economic, and political climate. In Cleveland, during the past two decades, the barometer had been falling. Among the contributing reasons were these:

Shifting character of population: Two trends, affecting both community and school system, were of major importance: 1) A large in-migration of Negro, Puerto Rican, and southern white families. Today's Negro population, about 37 percent of the city's total population, is concentrated almost entirely on the east side. Southern white and Puerto Rican concentrations are largely on the near west side. 2) A steady out-migration to the suburbs. This has tended to drain from the city some of its leadership and much of its income. As a result, city services have suf-

fered. One of the services suffering most has been the school system.

Deterioration of inner city: As people, businesses, industries moved outward, and new lower-income migrants moved into the vacant areas, the central core of the city began to decline. Houses deteriorated, slums and racial ghettos grew, the economic climate of the neighborhoods stagnated. In all areas of the city, but in core areas particularly, the student population rose and schools grew overcrowded. Indeed, while the population of Cleveland *decreased* 135,000 since 1950, student population *rose* by 54,000.

Changing profile of student population: As a result, schools in Cleveland reflect the composition of the areas they serve in reference to race, nationality, background, and socioeconomic status. Pupil populations in large part, therefore, can be characterized as racially segregated — not by design, but because schools are built where concentrations of children are. Hence, in the inner city the student profile tends to be one of poverty, social deprivation, and segregation which is the result of the housing situation.

- 90 percent of Negroes in the inner city attend schools 80 percent or more Negro in composition.
- $49 million was spent on public welfare in 1966 in Cleveland, $14 million more than was spent on education for 96,000 elementary school children.
- Of 183 schools, there are 101 with 9 percent or more of the students coming from homes classified as poverty stricken; in two schools over 80 percent come from poverty homes.
- The number of children from families receiving welfare assistance through the Aid to Dependent Children of Unemployed and Aid to Dependent Children programs equals about one-fourth of the school population.

Deteriorating educational facilities: Even as the educational needs of the inner city have steadily grown, its facilities and staff have steadily declined.

- Buildings have aged. Today, half the children in Cleveland attend school in buildings 50 years old or older. Thirty-one schools, with an enrollment of 23,000, are over 75 years old. As a result, Cleveland has for some time been forced to put a disproportionate share of its funds into operation and maintenance, rather than instruction.
- Teachers' salaries lagged during a large part of this period, thus increasing the difficulty of retaining good teachers and hiring additional ones. Dr. James Conant, for example, urges 50 staff members per 1,000 students; Cleveland has only 39, last among the large cities in Ohio.
- Vocational courses have been inadequate. Only as little as three years ago vocational education was offered in only two schools. In addition, kindergarten waiting lists were long and elementary schools were totally without libraries.
- State supportive funds have also been low. Cleveland today ranks last among the 12 largest cities in the United States. Buffalo, for example, receives 53 percent of its total budget from New York State, Detroit 39 percent from Michigan. Cleveland receives less than 20 per cent of its total budget from Ohio.

Growth of Civil Rights Movement: Cleveland, like many of the larger American cities, has experienced the impact of the civil rights movement because of the high concentration of its Negro population in ghetto areas. The school system has been a focal point in the

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struggle in view of increasing recognition of the fact that segregated education is not the highest quality education.

Old schools, crowded classrooms, mounting racial tensions, explosions of violence have been — and are still — challenges dealt with.

III

The Cleveland school system, therefore, has reflected during the past two decades the changes, the problems, the great urban issues involving the entire city. Not only has it reflected them, it has been an integral part of them.

Today, however, it is no longer passive, being acted upon.

It is itself acting — moving in many directions to solve long-standing problems — displaying both leadership and accomplishment in confronting urban issues. These are some of the directions in which it has moved, and some of the progress it has made.

1. *Enrichment of Instruction Programs for Youth:*

- Cleveland's elementary schools, which only three years ago had no libraries, now have libraries open and serving children in all 138 schools. Because the need for such libraries was urgent, and the funds to provide them were extremely limited, local business and industry were solicited for contributions by PACE (Plan for Action by Citizens in Education). Nearly $300,000 was given.
- The first Supplementary Educational Center in the nation was opened in Cleveland last October. This Center offers specialized instruction in science, music, and the heritage of Cleveland to children from all sections of the city. Between October and May of this year nearly 40,000 children visited the Center.
- Vocational education, offered in only two schools three years ago, is offered in every high school today. More than 75 additional programs have also been established.
- Educational television is widely employed throughout the school system as a teaching tool. Each school is supplied with television receiving equipment so that programs presented by Station WVIZ, as well as presentations by commercial stations, can be used as classroom aids.
- Bridging the critical gap between education and employment is the new Job Placement Service for Inner City High School Graduates. This service works with local business and industry to provide new entry jobs for graduates, promotes workshops for school guidance counselors, and acts as a liaison between schools and outside agencies interested in training and placement of graduates. It was successful in placing 93% of the January, 1967 graduates from inner city high schools who desired jobs; at one school, East High, 100% of the boys were placed.
- The school system's summer activities program has been broadened on many levels and has experienced a massive (600%) increase in enrollment over the past three years. This program includes a wide range of activities such as:
  - Project Head Start: a pre-school indoctrination program for 4½-5 year-olds. This is both summer and year-round.
  - Summer Playground Program including sports, handcraft, folk dancing, educational TV, marionette and puppet plays, etc.
  - School Gardening Program with enrollment of more than 20,000.
  - School Camping Program including nearly 4,000 from inner city schools.
  - Diagnostic Reading Clinics.
  - Remedial Reading Centers.
  - School Neighborhood Youth Corps.

- Summer enrichment programs in cooperation with University School, John Carroll University, Oberlin College, and a number of eastern colleges.
- Community Resources Program: a program designed to give poverty-area children the opportunity to visit cultural, educational and recreational facilities throughout the state. Last year nearly 100,000 children traveled by bus on a variety of such trips.

- The kindergarten waiting list, nearly 1,700 in 1960, has now been eliminated.
- Proposed and under discussion is a Comprehensive City-Wide High School to be located downtown adjacent to Cleveland State University. Purpose is the development of an integrated metropolitan center for experimentation, demonstration, and teacher training. Each neighborhood high school district would contribute students proportionate to its enrollment.
- On the drawing boards, under construction, and in service are a group of modern-design schools which incorporate both maximum land use and multi-purpose facilities.

2. *Strengthening of Teaching Complex:*

- A group of Cleveland teachers has developed 25 new curriculum guidebooks to aid teachers in the selection and use of textbooks and other teaching materials. These books, emphasizing the cultural and racial variety of urban society today, will enable these social aspects to be dealt with more effectively in the classroom.
- Through a Visiting Scholars program, many great names in American scholarship have been brought into Cleveland to associate not only with teachers but also with students.
- Sixty-six Negroes now hold administrative positions in Cleveland schools. This is more than the combined number of Negro administrators in all other Ohio schools. Fourteen Negroes are serving in supervisory and administrative positions on a city-wide basis. Five Negro administrators are serving in eight west-side schools with a predominantly white enrollment. In addition, approximately 2,400 Negro teachers are employed in the Cleveland school system.
- The number of volunteers serving in Cleveland schools has increased from 875 a year ago to nearly 3,000 today. Volunteers from all parts of Greater Cleveland work together to provide assistance, motivation, and inspiration to Cleveland children.

3. *Expansion of Adult Educational Programs*:

Adult education, though varied in terms of individual programs, has essentially the same objectives through all, namely the meeting of basic educational needs, the provision of opportunities to complete deferred high school educations, and the providing of technical training for specific job opportunities. Some of these activities are:

- Adult Education Center, designed to provide basic and supplementary education skills to disadvantaged adults.
- Cleveland Extension High School
- Parent Education Classes.
- Library Aide Training Program.
- Thirty-seven Manpower Training Programs.

4. *Improvement of Human Relations:*

Cleveland's racial and cultural mix, together with the intensifying civil rights struggle, led in 1965 to the establishment of a special unit of Human Relations in the school system. The staff of this unit, headed by an administrative assistant to the Superintendent, has been work-

ing to develop regularly scheduled activities involving relationships between schools with different racial compositions. Examples of such relationships include:

- City-wide student government for junior and senior high school students
- Exchange assembly programs
- Joint field trips
- Inter-school visitations
- "Pen pal" arrangements
- Exchange of school newspapers
- City-wide music groups representing all schools

5. *Closer Involvement of School System and Community:*

The citizens of Cleveland have demonstrated increasing support for their school system during the past few years, a support which has strengthened the entire educational environment of the community.

- Cleveland voters, in November, 1966, by a plurality of approximately 70%, voted the largest bond and millage increase in the history of Cleveland schools. This will allow the city $66 million worth of new buildings, provide more teachers and better salaries, and improve both quantity and quality of instructional materials.
- Citizens have involved themselves with educational problems through a number of active organizations such as:
  - PACE
  - The Businessmen's Interracial Committee on Community Affairs
  - The Greater Cleveland Plans for Progress Council
- Foundations, individual citizens, businesses, and organizations have helped fund such projects as:
  - The Glenville Project aimed at providing selected high school students with counseling and individual attention by citizen volunteers.
  - Special vocational equipment for Thomas Edison School
  - The Innovative Curriculum Study Center
  - Student Scholarships
  - Staff development and special workshops

IV

All of these efforts to upgrade Cleveland's educational status at the elementary and secondary school levels have borne fruit in a number of ways. Last spring's domination of Merit Scholarship awards by Cleveland high schools, the selection of Ohio's Presidential Scholar from a Cleveland school, and the large number of scholarships awarded Cleveland graduates — all indicate the high quality of the city's educational program.

Recent studies, moreover, of the Gracemount Elementary School — almost 100% Negro in enrollment — demonstrate that it is a leader in educational achievement in the system. Gracemount also placed first among all local elementary schools in maintaining the highest standards of attendance.

V

In addition to the board spectrum of educational activities carried on by the Cleveland school system, there are numerous job skills training, or preemployment programs which provide basic educational opportunities for the disadvantaged. Among such programs, supported by the private sector of the Cleveland community, the federal government, the Cleveland school system, or some combination thereof, are the following:

- Work-Study Program for Dropouts — designed to assist high school dropouts to obtain work while, at the same time, they are completing their education.

- Training Programs under Title V, Economic Opportunity Act — directed toward improving the employability of adult recipients of public assistance and other needy persons. Programs include both remedial education and training in vocational skills.
- Project AIM-JOBS — Objective of this program is to educate and train 2,000 hard-core poverty youths in the fundamentals of work and the basics of holding a job, and to provide jobs for them.
- Manpower Development and Training Act (MDTA) Programs — created to provide unemployed youths and heads of households with basic and remedial educational skills, and to give specific vocational training toward employment.
- Urban League of Cleveland Programs — designed to prepare students for jobs oriented toward a future career as well as for immediate on-the-job training.
- Project PEACE — directed toward unemployed heads of households who are vocationally limited. This program seeks to provide basic learning skills and such pre-vocational training as will render enrollees capable of entering vocational education classes or on-the-job training situations.

VI

One of the most significant developments on the Cleveland educational scene was the recent establishment of the community's newest institutions of higher learning, Cuyahoga Community College and Cleveland State University. These fill a previously existing gap in Cleveland's total educational resources and for the first time provide a complete educational complex within the community. Such a complex, which provides a total educational program from kindergarten through college, now makes it possible for more students to fulfill their educational goals at home, thus providing the community with a continuing source of leadership, as well as a supply of skilled technicians and professionals.

The presence of the two public institutions of higher education are of special significance to inner city families. Both schools are centrally located in the downtown area. Both offer broader opportunities for additional study and training at the post-high school level. Cuyahoga Community College, for example, not only has its two-year technical institute program, but offers as well, a wide range of courses designed to meet specific needs and interests of the people of the community.

VII

Achievements such as all of these, however, are still short of Cleveland's total educational goal. They are achievements in degree, rather than totality. A wealth of problems remain to be solved.

Most of the conditions causing social unrest still exist:

- Poverty in the community is increasing at a time of growing prosperity.
- There is widespread unemployment at a time when jobs remain open for lack of trained people to fill them.
- Housing conditions are critical. More than 50,000 homes in the inner city are substandard; in the most troubled area of the city there are more than 35,000 persons per square mile in slum housing.
- Racial discrimination in housing and employment continues to exist to a large degree.
- In an age when the art of communication is progressing toward maximum effectiveness, ignorance is still a major challenge. In Cleveland, for example, it is estimated that there are 50,000 adults who cannot read.

- Withdrawal or reduction in Federal supporting funds has resulted in termination or contraction of various successful education and training programs. This has had a disruptive effect on those enrolled, and has tended to add to their burden of frustration and hopelessness.

The school system is still faced with the physical problems posed by an enrollment explosion at a time of declining city population.

- Classrooms are overcrowded.
- Eighty-six schools have sites of less than 2½ acres of land.
- The proportion of children from poverty homes is increasing — up 314 percent in ten years.
- The available supply of teachers is limited; recruitment of quality teachers is becoming increasingly difficult due to recent adverse publicity given Cleveland.
- Despite voter support and Federal funds, too little money is available for the education of Cleveland children.
- The school dropout rate is too high: 4,000 students a year; in some schools as high as 72 percent.

Despite many gains, therefore, the challenge is still imposing. And the substance of the challenge is this — that while education cannot solve Cleveland's problems, Cleveland's problems cannot be solved without education.

To meet this challenge, therefore, the Cleveland Inner City Action Committee believes that education should not be considered as separate from, but rather part of, the total urban challenge. Its problems cannot be solved apart from this context. The approach to these problems, therefore, should be made in terms of a total environmental concept — the creation, that is, of a healthy urban as well as educational environment.

To this end we recommend and support the following lines of action:

1. The strengthening of pre-school programs such as Project Headstart, both among children and parents, as a counter-balance to disruptive social forces in the inner city.

2. The replacement of old buildings with newer ones as early as feasible in order to provide attractive school environments which challenge and motivate students. This, in turn, will require closer working liaison between school and urban planners.

   - Space in the inner city is at a premium.
   - Bussing, at best, is only a partial answer to overcrowded schools, as those schools, at the elementary level, must continue to be built where student concentrations are.
   - These areas of concentration are, in general, the ones most frequently earmarked for urban renewal.
   - Coordinated planning between school and urban renewal officials can transform these areas into environments where each school — provided with adequate facilities and surrounding space — serves its own neighborhood not only as an educational, but also as a cultural and recreational center.
   - In addition, closer coordination between urban renewal planning and school construction programs can provide the city with substantial additional Federal funds to meet its urban renewal needs.

It is noted that the development of new housing patterns should be seriously considered for the inner city. Present patterns, by clearing and replacing slum housing with low-

income housing, tend to perpetuate both poverty and segregation. More middle-class and luxury housing within the inner city is desirable, as well as more imaginative use of public housing.

3. Strengthening of vocational education in all schools, broadening the academic curricula in vocational education schools and increasing curricula flexibility to permit students to enroll in courses which best meet their interests and needs. Moreover, when plans are developed for new vocational schools, an appropriate number should be located in the inner city, consistent with the greater need.

4. The development of a downtown, comprehensive city-wide high school to function in liaison with Cleveland State University. Such a school, integrated, centrally located, its student population a representative cross-section of the entire community would be a unifying force in the inner city's educational structure, and would be of great value in training teachers specifically for posts in urban schools.

5. Lengthening the school year through extension of existing programs and addition of new summer programs. The size and complexity of the total education challenge is such that more time must be available to deal with it. The traditional concept of using our educational resources and facilities only nine months of the year — a historical remnant of the days when America was an agricultural rather than an urban nation — is inconsistent with present needs.

6. Greater utilization of expanding technological advances for classroom instruction. This would include computerized instructional techniques, development of new materials and methods of programmed instruction, and wider use of educational television.

7. Broadening the scope of courses and textbooks relating to racial and cultural aspects of Cleveland. At present, such courses and teaching aids are employed primarily in inner city schools. They should be extended to suburban schools, toward the goal of equipping all students to work and live harmoniously in an integrated society.

8. The drafting of an integrated program of adult education involving the public school system, Cuyahoga Community College, and Cleveland State University. Such a program, drawing on the resources of all three elements, would be designed to meet maximum needs of adults, both for new and remedial learning.

9. Greater cooperation between school systems on a metropolitan basis. Some programs are being worked out by joint efforts now. These efforts should be expanded. Just as metropolitan growth creates common problems which can best be solved on a cooperative, metropolitan basis, so the growth of metropolitan school systems creates common problems which can best be solved cooperatively. Substantial economies, moreover, can be realized through a cooperative metropolitan approach to meeting such specialized educational needs as those presented by blind, deaf, and otherwise disabled children.

10. The development of new standards and a new and specialized corps of teachers to work with students in core areas of the inner city. The opportunities for creative teaching in these areas possess the same challenge and excitement which has attracted so many of the nation's talented young people into the Peace Corps.

11. A general increase in teacher salaries. Many salaries are still under $6,000. To secure the

quality of instructional talent needed in the school system, adequate pay must be offered.

12. Design of a more effective program to recapture dropouts. While some 4,000 inner-city pupils physically drop out of school a year, an indeterminate number of others, though attending classes, are in effect psychological dropouts, or lag hopelessly far behind their contemporaries in their academic work. The need is critical both for more intensive study and more funds to meet this problem.

VIII

These recommendations stem from the Committee's firm belief that in this rapidly changing scientific and technological age — an age in which the sheer volume of knowledge is doubling every few years — a superior education for all citizens is demanded. We believe, further, that the best efforts and resources of Cleveland's school system should be adequately financed and otherwise enabled to concentrate on developing academic programs of unquestionable excellence — and that these programs should be based upon the dignity and importance of each individual.

Indeed, if all the children of welfare families could be educated to the same level as the average child of middle-class families, we could end the welfare cycle in one generation.

Every educated citizen, it has been said, strengthens the entire fabric of the community of which he is a part.

Cleveland's potential for strength, we believe — already in evidence today in the field of education — can, through the further invigoration of its total educational process, become a more attainable reality tomorrow.

The Cleveland Inner City Action Committee

Ralph M. Besse
Chairman of the Board
The Cleveland Electric Illuminating Company and Member of the President's National Citizens Committee for Community Relations

Major General Stanley W. Connelly
Executive Director

Dr. Paul W. Briggs
Superintendent of Schools
Cleveland City Schools

Edward L. Cabell
Representing Council for Economic Opportunities

Mrs. Margert E. Carter
Representing the Hough Community Council

Kenneth W. Clement, M.D.
Representing the Urban League

James C. Davis, *Partner*
Squire, Sanders & Dempsey
Representing the Cleveland Bar Association

William D. Ginn, *Partner*
Thompson, Hine & Flory
Representing the Welfare Federation

H. Stuart Harrison
President
The Cleveland-Cliffs Iron Co.
Representing the Business Community

Dr. James C. Hodge
President
Warner & Swasey Company
Representing the Business Community

Bishop Clarence G. Issenmann
Representing the Roman Catholic Church

Rev. Donald G. Jacobs
Pastor, St. James A.M.E. Church
Representing the Protestant Churches of Greater Cleveland

George Livingston
Executive Secretary, NAACP

Sebastian Lupica
Executive Secretary, AFL-CIO
Representing Labor Organizations

Thomas F. Patton
Chairman & President
Republic Steel Corporation
Representing the Business Community

John W. Reavis
Managing Partner
Jones, Day, Cockley & Reavis
Representing the Businessmen's Interracial Committee on Community Affairs

Maurice Saltzman
President
Bobbie Brooks, Incorporated
Representing the Jewish Welfare Federation

Paul A. Unger
President
The Unger Company
Representing the United States Commission on Civil Rights

Senator MORSE. I am also going to put in the record a prepared statement by Joseph Manch, superintendent of the Buffalo public schools. And I want to thank him very much for the statement.

A prepared statement of Mr. William Kottmeyer, superintendent of instruction of the St. Louis public schools, St. Louis.

A prepared statement of E. C. Stimbert, superintendent, Memphis City schools, Memphis, Tenn.

A prepared statement of S. P. Marland, Jr., superintendent, board of public education, Pittsburgh, Pa.

These gentlemen were all introduced this morning, and I did not know when I made my announcement this morning that you had already prepared your statement when I invited you to prepare statements to insert in the record. You're way ahead of me. And I want to thank you very much on behalf of the committee.

The prepared statement of Dr. Laurence George Paquin, the superintendent of public instruction, Baltimore, Md.

And a prepared statement of Robert E. Jenkins, superintendent of schools, San Francisco.

And a prepared statement of the Superintendent of Schools of Los Angeles, Mr. Jack P. Crowther.

In a prepared statement of Ralph Dailard, Superintendent of Schools of San Diego.

A prepared statement of William H. Ohrenberger, superintendent of public schools, Boston, Mass.

The prepared statement of David R. Bowen, Jr., associate for Education, Community and Regional Resource Development Group, Chamber of Commerce of the United States.

The prepared statement of James E. Allen, Jr., commissioner of education, State education department, Albany, N.Y.

And what a tremendous record that is going to make. I am not so sure, gentlemen, that the schools of education in the various universities may not be asking for a Senate document to be prepared, and I am not speaking in a jocular vein.

(The prepared statements referred to above follow:)

PREPARED STATEMENT OF JAMES E. ALLEN, JR., COMMISSIONER OF EDUCATION, STATE EDUCATION DEPARTMENT, ALBANY, N.Y.

Mr. Chairman and Members of the Subcommittee, my name is James E. Allen, Jr. I am Commissioner of Education for the State of New York.

First, I should like to make a few general statements, to be followed by comments on specific sections of the proposed amendments to the Elementary and Secondary Education Act as contained in S. 1125 and H.R. 7819.

Because the Elementary and Secondary Education Act has been in effect only two years, on that account alone, it would be difficult to produce an abundance of precise, scientific data in substantiation of what the various titles of the Act have accomplished so far in line with their objectives. Soft services, after all, are not easy to evaluate in any case. But there are some very important outcomes of the Act, nevertheless, qualitative though they be. I would suggest at least seven.

1. *Interlocking Complexity.*—The Act emphasizes what had been an unacknowledged trend for some years, namely the growing interlocking complexity of educational relationships, which makes decision-making more demanding. The day of the "fortress school" and of the independent educational agency, is over. Traditional forms of institutional autonomy are being displaced by emerging patterns which emphasize interdependence and community involvement rather than independence in the expansion and improvement of education. There

is a premium on system and cooperation, cooperation involving private and public institutions, research laboratories, industry and commerce, labor, institutions such as libraries, the performing arts, and museums which have hitherto stood on the periphery of the formal teaching and learning process, and especially the poor themselves. The new era is one of "going steady."

2. *Shared Responsibility.*—ESEA represents a national commitment to raising the quality of our educational enterprise. The emergence of the Federal government in a clearly strengthened role in financing education creates a new concept of shared responsibility for education involving a Federal-State-local partnership. The separate roles in this family of governments still need clearer definition and interpretation. We are prepared to live with ambiguity yet awhile in what we regard in any case as a creative relationship which enlarges our powers, not diminshes them.

3. *Accountability*—Accompanying the mounting financial support of education is a heightened interest in the increased educational effectiveness and quality which the new monies are supposed to produce. Evaluation has become a major preoccupation of the profession as a result of the accountability requirements mandated in Title I, ESEA.

4. *The Disadvantaged.*—The Act has provided a sharp focus on the educational deficiencies of the disadvantaged who are hampered by reduced opportunities for upward mobility, and therefore, social and economic success, caused by poverty, prejudice, physical handicap, and geographical isolation. The educational community, at long last, has been highly sensitized to the need for putting the disadvantaged on an equal footing with those who are more familiar with abundance and opportunity.

5. *Innovation.*—The Act imaginatively provides a dramatic legislative base for the new concern to improve the quality of education through innovation and experimentation. Fresh breezes are blowing through our school systems and collegiate corridors, influencing sweeping changes in educational theory, in the education of teachers, in educational arrangements and mechanics for running the schools, in special education for the disadvantaged, and in using more directly in the teaching and learning process, educational resources which have hitherto stood on the edge of formal education, such as museums, educational television, the performing arts, and public libraries, to mention a few.

6. *Library Resources.*—The Act recognizes that if our schools are to be any good, they need library resources.

7. *State Leadership.*—Finally, the Act recognizes (at least in part) that State Education Departments are the key to securing a proper balance in the Federal-State-local partnership, that if they are to become fully viable instruments for educational leeadership, they also need strengthening.

Mr. Chairman, at this point, with your permission, I should like to have inserted in the record, a copy of a brochure entitled *Federal Legislation: Principles and Suggestions for Change*, which contains the broad principles our State Board of Regents believes should govern Federal legislation in education and also some specific suggestions for change in existing legislation. Copies were sent last March to members of our Congressional delegation. It forms the basis for my further comments and recommendations.

I would like to emphasize a few of the principles and recommendations in this brochure as a prelude to my remaining remarks.

1. *Legislative Consolidation of Present Programs.*—While the many Federal acts aiding education have been passed to meet emerging needs, there is excessive duplication and overlap in the programs. Legislative consolidation of related, but separate, Federal acts is recommended.

Federal legislation should:

2. *provide adequate funding for program administration.*—All Federal acts affecting education should furnish funds for use by administering agencies in implementing the acts. Federal funds produce the greatest benefits when adequate provision for administration is made.

3. *provide for state administration of Federal programs.*—All State Education agencies are being strengthened and many have long since established a tradition of leadership in the educational programs of their state. They are close enough to local institutions to be responsive to their needs and to regional variations and yet distant enough to be objective without being remote and imper-

sonal. They should be designated to provide intermediary services between local and federal education agencies.

4. *allow for the development of statewide plans.*—In order to make the best possible use of Federal funds for education, each state should have the opportunity to develop long-range implementation plans adapted to its own needs. Funds should be reserved to State Education agencies for this purpose.

5. *provide appropriations on a timely basis.*—Many congressional appropriations are delayed until the most effective date for carrying out the affected programs is imminent or even passed. This delay seriously impairs proper planning and economical use of such funds by school districts, institutions of higher education and state agencies. It is recommended that appropriations be made at least six months before their effective dates.

6. *provide full appropriation for Federal programs.*—Many programs face curtailment due to appropriation cuts. Many of these programs might show promise of outstanding achievement, but budgetary reductions will seriously limit their effectiveness. We strongly recommend full funding of approved programs.

I should like to emphasize the last two, because if no other change were to be made in Federal legislation, it would still be a welcome relief to know well in advance of the academic year affected, what we had to spend and what for.

Authorizations of funds for too short periods of time, plus the legislative tendency to make appropriations which are considerably less than authorizations, makes long-term planning impossible. Moreover, the tardiness of Congress in enacting new legislation and in making annual appropriations makes short-term programming hectic, indeed. The consequences, of course, are inefficient use of funds when they do become available, uneconomical use of personnel resources, and ineffective education. In short, untimely Congressional action has attenuated the competence of State Education Departments, negated in part their potential for educational leadership, and is a contributory of significance to the prevailing notion that State Education Departments are still too weak to be fully trusted.

There is one central fact in educational planning: The academic year. The rhythm of the educational community still pulsates with an upbeat in September and a downbeat in June.

Now for specific recommendations:

Title I.—We support raising the minimum payment to state educational agencies for administrative expenses, from $75,000 to $150,000.

The amendment passed by the House to H.R. 7819, known as the "Gibbons amendment" we find adverse to our interests. Congressman Gibbons' proposal, while attempting to equalize the distribution of funds to the poorer states, ignores the fact that educational costs are considerably higher in the highly industrial urban areas of the eastern seaboard. His amendment seriously penalizes large metropolitan school districts with a high per-pupil expenditure, school districts, by the way, which have the greatest number of those hardest and the costliest to educate. We strongly urge that the formula in the original Elementary and Secondary Education Act be restored.

Title III.—While the proposed amendments in S. 1125 contain few changes affecting Title III, the Green amendment in H.R. 7819 contemplates a completely new administrative framework for that Title.

The fundamental position of the New York Board of Regents on Title III is that (a) there should be provision for direct administration by state education departments under approved state plans; (b) a reasonable percentage of funds might be retained by the U.S. Office of Education to phase out present programs administered by that Office; and (c) appropriations should be made for administrative costs at the state level.

This, I need to emphasize, is our fundamental position. We are persuaded by the national interest, although not by all the arguments recently presented before this committee by Secretary Gardner and Commissioner Howe, that some compromise between the Administration's insistence on continuation of the status quo and the provisions of the Green amendment might afford common ground for carrying out the imaginative Title III program.

Secretary Gardner and especially Commissioner Howe implied in their recent testimony before you that, perhaps sometimes the States should be given more or full responsibility for administering Title III. Mr. Howe stated:

". . . I do not believe it would be in the best interests of either the program or State Departments to transfer *full responsibility at this time.* Title III requires a national perspective which the States have yet to develop—it requires more than a local focus. In a purely administrative sense, State Departments of education need *to gear up gradually* to accept responsibility for this highly selective, innovative grant program." [Emphasis added.]

I should like to hitchhike on those remarks by suggesting that a fundamental precept in the formal teaching and learning process is that, ordinarily, to teach responsibility, some responsibility must be given.

Some states, at the outset, without any of the warm encouragement of Federal officials described in statements made before you by Messrs. Gardner and Howe, boldly seized the initiative, assumed planning and operational responsibilities far beyond the advisory function presently accorded them in Title III, and devoted their own resources to making Title III work even better, we think, than it could without the active intervention of the States. These states, surely, are ready to carry out, in partnership with the Federal government, the Title III program in full accord with its objectives. Other states, if given legislative encouragement and the necessary administrative resources, could also do so.

We would suggest a couple of alternatives to the Green amendment, if that amendment is not sustained by the Senate:

1. Permit the States to assume direct administrative responsibility for, let us say, 75% to 85% of Title III funds under an approved State plan, with the remainder to be administered by the U.S. Office of Education under present arrangements, including the advisory functions of the states.

2. Phase in the responsibility of the states for direct administration under an approved state plan, by providing that the states shall assume increasing proportions of the funds made available, in 25% jumps over a period of designated years.

In either case, Federal program auditing can easily determine whether the States have a competence equal to their claims for administering Title III.

Before closing my comments on Title III, I do want to add that the U.S. Office of Education has been commendably responsive to constructive criticism of its own ministrations of Title III. There have been, understandably, administrative inefficiencies and imperfections at the Federal level, including some tendency toward undersirable overcontrol in the Contracts Branch of the U.S. Office of Education. We are grateful for the willingness of Commissioner Howe and his staff to listen to our suggestions for improvement and to act on them where there is common agreement. We genuinely feel that New York has had a hand in shaping Federal policy, guidelines, and practice in carrying out the intent of Title III. This is a tribute to the attitude of the personnel in the U.S. Office of Education. The U.S. Office, also, has increasingly encouraged several states, including our own to participate as fully as possible in the administration of Title III. We are close to working out a memorandum of understanding under which our State will assume increased responsibility for Title III. This will be a viable arrangement for sharing responsibility. Nevertheless, we should still like to see such an arrangement, which approximates alternative 1 just mentioned, sustained by legislative authority.

Finally, permit me to suggest that if no change is to be made in present Title III legislation, either the U.S. Office of Education should be given added staff to carry out fully its responsibilities in connection therewith, or the Office should, under terms of administrative agreement, turn over some aspects of Federal administration to those states capable of accommodating it.

Title V.—The Administration proposals for amending Title V involve several moves:

1. The shifting of Title III NDEA (supervisory provisions) to Title V ESEA
2. The shifting of Title X NDEA to Title I ESEA
3. A radical change in the allocation formula for Title V ESEA
4. The addition of a new Part B involving grants to States for planning.

New York is wholly in accord with these proposed changes—*in principle.* Consolidation of related programs is highly desirable. More money should be allocated to those states not yet sufficiently competent to exercise the full responsibilities expected of them. Increased funds for planning which takes account of tomorrow's needs rather than today's necessities, are imperative in a day of deliberately contrived change.

It is easy for New York to extol the virtues of these principles. It is considerably more difficult to muster enthusiasm for them when their *application*

in the Administration's proposals results in a severe reduction in the funds to allocated to New York from the level to which we have become accustomed in recent years. Let us look at what causes these comments.

1. In the first place, not as much money was appropriated for Title III NDEA as had been the case in other years.

2. Secondly, the shift of Title III NDEA funds to Title V ESEA is subject to a 15% set aside for the U.S. Commissioner of Education.

3. Similarly, the shift of Title X NDEA funds to Title V ESEA is subject to a 15% set aside for the U.S. Commissioner of Education.

4. The proposed allocation formula takes from the larger states and gives to the smaller ones.

5. Appropriations for Title V ESEA purposes are considerably below the authorization level.

The net effect of these five factors, if approved, will result in New York's receiving over $500,000 less in 1967–68 than it received for the same purposes in 1966–67 (approximately $1,800,000). You can understand our reluctance to give support to the proposed changes under these conditions.

At this point I should like to correct a misunderstanding. I have been widely misquoted as being in full support of the Administration's proposals for change in the allocation formula in Title V ESEA. I would like to correct the record. The condition for my full approval is the States which would otherwise suffer a reduction in allocations below the level of funding prevailing in the previous fiscal year, should be saved harmless from any such reduction. (The minutes for the meeting, held before amending legislation was introduced, of the U.S. Office of Education Advisory Council for Title V ESEA, of which I am a member, record that view as a consensus of the Advisory Council.)

This condition could easily be fulfilled by making an appropriation of an amount which accomplishes this end, or, if lesser appropriations are contemplated below that level, by inserting legislative language which stipulates that no state shall receive less than it did last year for the same purposes, with other states being ratably reduced in the allocations they would otherwise have received. Partial recovery could also be made by reducing the 15% set aside for the U.S. Office of Education to a relatively smaller amount in view of the absolute increase in the total amount of funds available for Title V purposes to which the set aside percentage is applied.

For the foregoing reasons, New York is reluctant to endorse the Administration proposals for Title V ESEA and favors the Green amendment for that Title, or in the alternate, favors no change in Titles III and X NDEA or in Title V ESEA, provided Title III NDEA appropriations are restored to their former level.

We have one regret in favoring the Green amendment to Title V. It is that the 15% set aside serves as very useful purpose which can otherwise only be attained with some awkwardness, if at all. If the Green amendment is adopted, is there some way to save harmless from reduction in support, presently operating, worthy, interstate projects?

Vocational Education.—While the House-passed H.R. 7819 does not consider the proposed amendment of the Vocational Education Act, it is included in S. 1125. The Administration's proposal, copied almost verbatim from Title III ESEA, presents the same difficulties and objections as are inherent in the latter Title, as commented upon earlier. We applaud the purposes, namely to support the invention of innovative and exemplary programs in vocational education. We have strong objections to almost complete by-passing of the States. There is only a token recognition in the proposed language that the states have any function in the program or that some states, at least, are already heavily engaged in productive innovative changes initiated on their own without such legislation.

To avoid raising the same issues now being debated concerning the present Title III ESEA, we urge State administration under approved State plans, if not for all of the funds, at least for a substantial percentage.

Lest the foregoing remarks be misinterpreted in any way, I want to know of our deep appreciation for the Federal funds made available for strengthening education in our State. We would rather have money without the difficulties about which I have expressed some corrective hopes. But even with those difficulties, our gratitude is none the less real and deep.

Thank you for the opportunity to express our views.

Federal Legislation—Principles and Suggestions for Change

The University of the State of New York

Regents of the University (with years when terms expire).
Edgar W. Couper, A.B., LL.D., L.H.D., Chancellor, Binghamton, 1968.
Thad L. Collum, C.E., Vice Chancellor, Syracuse, 1967.
Alexander J. Allan, Jr., LL.D., Litt. D., Troy, 1978.
Charles W. Millard, Jr., A.B., LL.D., Buffalo, 1973.
Everett J. Penny, B.C.S., D.C.S., White Plains, 1970.
Carl H. Pforzheimer, Jr., A.B., M.B.A., D.C.S., Purchase, 1972.
Edward M. M. Warburg, B.S., L.H.D., New York, 1975.
Joseph W. McGovern, A.B., LL.B., L.H.D., LL.D., New York, 1969.
Joseph T. King, A.B., LL.B., Queens, 1977.
Joseph C. Indelicato, M.D., Brooklyn, 1974.
Mrs. Helen B. Power, A.B., Litt. D., Rochester, 1976.
Francis W. McGinley, B.S., LL.B., Glens Falls, 1979.
George D. Weinstein, LL.B., Hempstead, 1981.
Max J. Rubin, LL.B., L.H.D., New York, 1980.
Kenneth B. Clark, A.B., M.S., Ph.D., New York, 1971.

President of the University and Commissioner of Education: James E. Allen, Jr.

Deputy Commissioner of Education: Ewald B. Nyquist.

Basic principles for federal legislation affecting education

1. *Need for Federal Aid.*—Solutions to present and future educational problems are going to require extensive resources beyond those available at the local and state levels. Expanded Federal assistance is required. In the plan for distribution of federal aid, two broad purposes should be served: (1) The Federal Government should share its considerable tax potential with all of the states. (2) The Federal Government should contribute toward the equalization of educational opportunity among the various states.

2. *General Aid.*—The Federal Government should work toward the goal of basing support on the principle of general aid. Educational problems and needs vary from state to state and district to district, making it highly desirable to have as much flexibility as possible in the use of available funds. General aid would permit state and local officials to determine the priorities to be served within broad limits set by the Federal Government.

3. *Special Aid.*—The Federal Government has certain national purposes which must be accomplished by the schools. It is proper and desirable that special aid programs be devised to meet these objectives. Many of the present federal aids fall in this category and should be continued. Others might properly be added where there is a clear national purpose to be served.

*4. *Legislative Consolidation of Present Programs.*—While the many Federal acts aiding education have been passed to meet emerging needs, there is excessive duplication and overlap in the programs. Legislative consolidation of related, but separate, Federal acts is recommended.

*5. *Administrative Consolidation of Educational Programs.*—The agencies engaged in administering educational programs at the Federal level have proliferated unduly. An administrative consolidation of responsibility within the United States Office of Education is preferred.

Additional principles which should characterize federal education programs

All Federal legislation should:

1. *Provide adequate funding for program administration.*—All Federal acts affecting education should furnish funds for use by administering agencies in implementing the acts. Federal funds produce the greatest benefits when adequate provision for administration is made.

2. *Provide for state administration of Federal programs.*—All State Education agencies are being strengthened and many have established a tradition of leadership in the educational programs of their state. They are close enough to local institutions to be responsibe to their needs and to regional variations and yet distant enough to be objective without being remote and impersonal.

*See following sections and appendix A for specific examples.

They should be designated to provide intermediary services between local and federal education agencies.

3. *Allow for the development of statewide plans.*—In order to make the best possible use of Federal funds for education, each state should have the opportunity to develop long-range implementation plans adapted to its own needs. Funds should be reserved to State Education agencies for this purpose.

*4. *Provide appropriations on a timely basis.*—Many congressional appropriations are delayed until the most effective date for carrying out the affected programs is imminent or even passed. This delay seriously impairs proper planning and economical use of such funds by school districts, institutions of higher education and state agencies. It is recommended that appropriations be made at least six months before their effective dates.

*5. *Provide full appropriation for Federal programs.*—Many programs face curtailment due to appropriation cuts. Many of these programs might show promise of outstanding achievement, but budgetary reductions will seriously limit their effectiveness. We strongly recommend full funding of approved programs.

SUGGESTED CHANGES IN CURRENT FEDERAL LEGISLATION

Elementary and Secondary Education Act (P.L. 89–10)—Title I

The ESEA Title I revisions enacted at the last session of Congress are highly commendable. However, some problems still remain in this legislation:

Allocation of funds

Under the new legislation, the use of up-to-date AFDC data is an improvement because it recognizes changes which have taken place in local school districts in recent years. Nevertheless, the major basis for allocation of these funds continues to be the number of children from low income families as enumerated in the 1960 Census. Such statistics are several years old. Also, they were based on a sampling procedure which yielded inexact results. This is a questionable basis for allocation in all of the states. In New York State this difficulty is further complicated because school district lines do not coincide with census jurisdictions, which necessitates interpolations which are quite unsatisfactory.

We agree with the principle of basing this aid on the extent of poverty and the educational deprivation associated therewith, but a firmer and more current basis is needed for this purpose. We urge, therefore, that the 1970 Census be so designed that families can be identified by school districts as well as by the current municipal subdivisions and that the census be taken in such a manner as to yield more reliable family income data.

Whenever a change in the base for allocation results in a smaller allotment to a school district, a "save harmless" feature should be provided which will permit a gradual readjustment to the diminished allocation over a period of a few years.

Reallocation of funds

In the recent amendment to the Elementary and Secondary Education Act, Title I, permission was given for funds unused by one local educational agency to be reallocated to another which had need therefor. However, such reallocations could only be made when the receiving district had received less money due to appropriation cuts. The amount of the reallocated funds plus the original grant could not exceed the district's entitlement prior to appropriation cuts. It is recommended that such reallocations be permitted even when there has been no proportionate reduction.

Funding

It is regrettable that Congress did not provide full funding for ESEA I during fiscal year 1967. Whenever Congress embarks on an aid program of substantial magnitude, it should follow through on the obligation it thus assmues, in order that state and localities may plan with confidence.

Providing for earlier appropriation of funds

The timing of the appropriation of fund is not well suited for providing continuity of programs. Many schools districts were very reluctant to proceed with

*See following sections and appendix A for specific examples.

planning and carrying out projects until they were given a guarantee as to how much funds will be available for their use during the fiscal year.

It is desirable to have the appropriation determined no later than May 1 preceding the start of the academic year and preferably earlier.

Remove excessive prescription

The administration of Title I is accomplished through a complicated set of Federal regulations and guidelines. These can be simplified in the interests of more effective use of available funds.

ELEMENTARY AND SECONDARY EDUCATION ACT (P.L. 89–10)— TITLE II

Provide additional funds for facilities and personnel

Title II provides for strengthening library resources, but fails to provide for personnel and facilities needed by local districts to implement the act. It is recommended that *additional* funds be provided for these purposes.

Provide additional funds for local administration

While one of the new amendments to Title II increases the amount of administrative funding for Title II from 3% to 5% for the purpose of providing administrative funds to local school districts, the amount is inadequate. Additional funds are needed to allow local districts a sliding-scale percentage, dependent on the size of the grant, for local administration. Large districts with substantial grants might need only 5% for local administration, while a small district with a small allocation would require 10% for administration. The existing 5% should be retained at the State level to carry out the administration responsibilities of the act.

ELEMENTARY AND SECONDARY EDUCATION ACT (P.L. 89–10)—TITLE III

Provide additional funds for capital construction

While Title III provides for the establishment of both supplemental services and service centers, the limited funds available have been, and will continue to be, used in providing additional needed services. Additional funds are needed specifically for facility planning, site acquisition and construction.

Funds for continuous planning

Funds for continuous planning within regional centers should be provided.

State administration

An amendment to Title III providing for direct administration by the State Education agency under approved State plans is recommended. A reasonable percentage of funds might be retained by the U.S. Office of Education to phase out present programs administered by that office. Appropriations should be made for administrative costs at the state level.

Statewide projects

Some portion of Title III funds should be made available for statewide projects, upon application of the State Education Agency, including the training of persons needed by developing Title III programs.

Vocational Education Act of 1963 (P.L. 88–210)

Expand construction provisions

The act provides for "original construction and initial equipment" only. Buildings suitable for vocational education are available in some places but cannot be purchased. Purchase of such buildings could permit a program to begin one or two years earlier.

Revise work study program provisions

Through June 30, 1966 Federal funds provided full support for work-study programs. School districts now have to pay one-fourth of the cost of stipends to students on work-study or the State must show a matching expenditure for similar programs equal to 25 percent of the total expended.

Federal funds may not be used for on-the-job supervision, creating added costs from local funds or from limited Federal funds allotted for program purposes under section 4(a).

Contrary to the Administration proposal to shift the work-study program to the Neighborhood Youth Corps, it is strongly recommended that the program be continued in Vocational Education under State Education Agency administration and be fully funded. It is one of the most effective programs under this act.

Elimination of mandates

Consideration should be given to the elimination of the restrictive mandates in Section 4(b) relating to the 3 percent minimum expenditure for ancillary services and the 33⅓ per cent minimum for programs for out-of-school youth full time and/or construction. The State should have freedom to place emphasis where needed. While a waiver of the mandate by the U.S. Office of Education is possible, without it a State may not expend more than 63⅔ per cent of its allotment for purposes 1, 3 and 4. More flexibility is recommended for State Education agencies in meeting needs under this act.

National Foundation on the Arts and the Humanities Act of 1965 (P.L. 89–201)

Section 12 of the Act provides New York State with $24,152 to allocate to local elementary and secondary schools for programs to strengthen the arts and the humanities. The need in these area far exceeds this sum. An increase in the State allotment is highly desirable.

The New York State Education Department has several projects underway in cooperation with the Lincoln Center in New York City, the Saratoga Center, several museums of art and natural history, and drama and music institutions to provide extended opportunity for curriculum enrichment in these arts and humanities areas to school children of the State. A broad Statewide program, requiring massive funding, is needed to reach the culturally, socially and economically disadvantaged youth and to provide them with the opportunity for gaining a balanced curriculum and ultimately a balanced life.

An amendment to the Act should provide for funds to assist in acquiring the services of these cooperating institutions.

Provide additional funds for personnel

Section 12 provides for strengthening arts and humanities through the purchase of special equipment, material and minor remodeling but omits provision for special personnel needed to facilitate some programs.

Provide additional funds for supervisory and related services at the State level

Section 12 should have funds for meeting the costs of supervisory and related services at the State level in support of instruction in art, music, Latin, Greek, and interdisciplinary humanities.

Library Services and Construction Act (P.L. 88–269)—Title II

Construction projects approved in one fiscal year should be established to receive a second grant in a succeeding year if bids come in over estimates and if such an increased allocation is approved by the State Agency.

Educational Television Facilities Act (P.L. 87–447)

The limit of $1 million per state should be lifted, thus enabling every station to receive funds for capital expenditures. Aid should be extended to cover 2500 mc systems. Funds under this act should be supplied to localities for programming assistance.

National Defense Education Act (P.L. 85–864)

TITLE III

The expansion of services and facilities provided under ESEA has increased requests for aid under Title III of NDEA for materials. New York has been able to aid approved projects at only 30% rather than the approved 50% due to partial funding. Consideration should be given to including art and music under Title III.

Contrary to the Administration's proposal, it is recommended that authorizations levels in the future be not less than in the previous years and that Title III be fully funded.

TITLE V

Title V–A should be broadened to include support for all pupil personnel services and Title V–B should provide support for the training of all pupil personnel workers.

TITLE X

The formula should be increased to insure state information systems adequate for modern planning. Matching provisions should be rescinded. An arrangement to allocate a lump sum per state (e.g., $150,000) plus an allotment of a stated amount per pupil (e.g., 10¢ per pupil, public and non-public) is desirable.

THE NEW YORK STATE EDUCATION DEPARTMENT COMMENTS ON LEGISLATION UNDER CONSIDERATION

Higher Education (P.L. 88–204 and P.L. 89–329)

Continue support for Higher Education Facilities Act

The Higher Education Amendments of 1966 realistically authorizes increased funds for facilities grants under the Higher Education Facilities Act of 1963. Support for increased appropriations in accord with the authorization is urged.

Continue support for the administration of title I of the Higher Education Facilities Act and title VI of the Higher Education Act of 1965

The Higher Education Amendments of 1966 to the Higher Education Act provided New York State with additional funds for the administration of Title VI of the Higher Education Act of 1965 and provide authorization for similar amounts for the next two fiscal years. Continued appropriations as authorized are urgently required.

Provide grants for statewide planning

The Higher Education Amendments of 1966 authorized funds for planning and projection of statewide higher education facilities construction. This study is of basic importance for the realistic development for legislative programs of financial assistance for college buildings. In order to keep inventories and plans up-to-date some provision should be made to continue this planning and funds should be appropriated accordingly.

Title IV—Educational opportunity grants

At least 15% of the appropriation under this title should be reserved for administration by the State Educational Agency.

Title V—National Teacher Corps

A continuation of the National Teacher Corps program with adequate funding is highly recommended. Direct State administration and allocation for state administrative costs are urged.

Vocational Education Amendments of 1966

While the Vocational Education Act of 1963 provided much needed additional funds for development of new programs, the State had requests for three times as much money as was available under both section 4(a) and section 13. The amendments would more nearly meet requirements.

Students in several regions of the State are disadvantaged either by virtue of living in a crowded metropolitan areas or in a sparsely populated rural section. Implementation of the residential school provision in the act will assist in providing occupational education for these students who otherwise would have difficulty obtaining it.

Provision for fellowships and inservice teacher education would assist greatly in more nearly meeting the demand for new teachers as well as upgrading present teachers.

Provision should also be made to permit funds allotted under section 4(a) to be used to pay stipends to teachers taking inservice education.

SUGGESTED NEW FEDERAL LEGISLATION

Elementary and Secondary School Construction

Congress has been considering legislation to aid construction of elementary and secondary school facilities. It is patterned after ESEA, Title I and would thus

provide relatively small allocations in a great many districts. Also, the facilities to be built with these funds would have to be available for non-public as well as public school children. Since New York State constitutional requirements are such that any Federal funds used to benefit non-public school children must not be commingled with state or local funds, it is difficult to see how this law could be implemented in the State of New York.

At the same time it is evident that many districts, especially in our older communities, are sorely in need of additional assistance to build new schools. Therefore, a workable school construction act should be devised. Such an act should permit development of a State plan by the State Education agency.

Administration of Funds for Prekindergarten Programs

At the present time prekindergarten programs may be federally aided under the Economic Opportunity Act, Title IIA, administered by the Office of Economic Opportunity; or under the Elementary and Secondary Education Act, Title I, administered by the state education departments under the aegis of the U.S. Office of Education. Administration by one agency would reduce any confusion and competition between the two programs. Since these are primarily educational programs, the U.S. Office of Education would be the logical administrative agency. Guidelines for any prekindergarten programs should include the four components mandated by the Economic Opportunity Act: Social Services, Health Services, Parent Involvement and Child Development Aspects.

Racial Balance

The recent report of the United States Commission on Civil Rights found that Negro children suffer serious harm when they are educated in racially segregated schools. "Immediate and urgent" legislation is needed which will furnish federal funds to achieve the objectives outlined in that report, providing for full and quality education in racially balanced schools.

Appendix A

*4. *Legislative consolidation of present programs.*—There are several examples of Federal Acts which duplicate each other in various titles or which overlap. Among these are:

Title X of NDEA which provies funds to State Education Agencies to improve statistical services and Title V of ESEA which provides funds to strengthen State education Agencies.

Title II of ESEA provides school library resources, textbooks and other instructional materials and Title III of NDEA designed to improve instruction in critical subjects. Section XII, Arts and Humanities provides for materials to strengthen instruction in the arts and humanities.

*5. *Administrative consolidation of educational programs.*—The Office of Economic Opportunity and U.S. Office of Education are charged with responsibility for educational programs. This results in a fragmentation of educational effort less effective and efficient use of funds at the state and local levels.

*4. *Provide appropriations on a timely basis.*—In 1965, the Elementary and Secondary Education Act was passed by both Houses and signed by the President on April 11. The House Committee reported the Labor-HEW appropriations bill for fiscal 1966 on April 29, 1965. The Senate reported it on August 31, 1965. Thus, the school year was well underway before the appropriation was known. In 1966 the appropriation bill became law on November 7, two full months after the start of school. School districts cannot recruit teachers or start new programs effectively two months after the start of the academic year.

*5. *Provide full appropriation for Federal programs.*—School districts must plan ahead based on knowledge of appropriation levels. In fiscal 1967 Title 1 appropriations, Buffalo planned on $5,000,000, but received only $4,000,000. Auburn had to release 7 teachers and curtail its program considerably.

The House Appropriation Committee appropriated $105 million for ESEA Title II. Following the appropriation, Commissioner Howe transferred $3 million of the $105 million to fund an adult education program which had been authorized but for which funds had not been appropriated. Since the 1966–67 ESEA Title II program in New York State had been based on an anticipated appropriation of $105 million, this resulted in a reduction of $240,000, which in turn has adversely

affected the local assistance grant programs, particularly New York's Special Purpose Grant program. Additionally, this reduction also affected the State's Title II administrative program and plans for local in-service programs related to school libraries.

PREPARED STATEMENT OF JOSEPH MANCH, SUPERINTENDENT, BUFFALO PUBLIC SCHOOLS, BUFFALO, N.Y.

As chief administrator of the Buffalo Public Schools. I share professional and personal responsibility for the growth and development of some 73,000 boys and girls. An extra measure of weight is added to this feeling by the disadvantaged position in which most of these children find themselves. They are heir to the social, economic and political ills of the great cities which we have commonly called the urban problem. All of us here today have been made vividly aware of the explosively critical nature of this problem by recent happenings in many of our larger cities.

It is with mixed feelings, therefore, that I contemplate the subject at hand today—amendments to the Elementary and Secondary Education Act. Mixed feelings because, on the one hand, we so eagerly anticipated the legislative activity aimed at helping us combat disadvantagement; but, on the other hand, we so disappointedly observed the subsequent retrenchment in these programs, the false starts, the inadequate and late appropriations.

The problem primarily has been one of insufficient appropriations, not programs. Congress and the Executive Branch have exhibited a high degree of imagination and perceptiveness in identifying and treating the social and educational challenges of our day. ESEA was a master stroke, and the subsequent amendments have improved it. In our statement before this committee on April 4, 1966, we heartily endorsed increasing the low income factor from $2,000 to $3,000 and the provision of money for planning Title I projects. Before the House Education and Labor Committee on March 8 of this year, we supported the extension of Teacher Corps and its inclusion in ESEA, the innovative vocational educational amendment, and especially the inclusion of Title VI to provide programs for the handicapped. Needless to say, we were overjoyed at the extension of PL 874—the parent of ESEA—so that Buffalo would become eligible for impacted area aid.

These ideas were all well-conceived, yet have either died aborning or suffered from malnutrition. Evaluation and reports of Buffalo's projects under Titles I, II, and III make it clear that we are geared to use this legislation effectively, yet some of our implementations of these titles will also suffer premature death or disfiguration from inadequate and late appropriations.

Now in the 1967 suggested amendments, S.B. 1125, we have renewed opportunity to upgrade education generally by means of a frontal attack on its weakest point—disadvantagement. Primarily I am referring to the possible attachment to S.B. 1125 of a public housing amendment which would provide a federal payment for each public housing unit in the large cities. This dramatic conception recognizes that public activity to alleviate one aspect of deprivation—housing—may unwittingly create another. As a colleague has remarked, public housing by federal and other governments actually creates high rise ghettoes in which we have established large concentrations of economically deprived families. The children of these families perforce will relate only to other such children and, consequently, the cycle of disadvantagement is enhanced rather than broken. I would urge this committee to consider seriously an amendment which would take unerring aim at this problem and to report such an amendment out of committee favorably.

A significant point should be made concerning this suggestion, as well as those amendments and other legislation which would expand the program for the handicapped, improve and expand ESEA Title I, extend the benefits of PL 874, and provide better support for the Teacher Corps. The point is that, with the limited federal funds available for equalizing educational opportunity in the United States, the greatest attention should be paid to the most glaring deficiency in educational opportunity. I refer of course to the problem of cultural deprivation which works to disequalize educational opportunity, particularly in the large cities. This is where we must develop tunnel vision. Our educational legislation should for now be aimed specifically and categorically at ameliorating this extreme disequalization.

In urging legislation and amendments to this end, I would also lend emphatic support to full funding of such enactments. This of course is the second step of the process, the inadequacy of which has weakened so much of the creative efforts on the part of the Congress, the Executive Branch and all of us who are trying to upgrade educational quality.

I appreciate this opportunity to present these rather general comments to this committee, leaving more specific reference to individual items of S.B. 1125 and other legislation to members of the Great Cities panel.

PREPARED STATEMENT OF WM. KOTTMEYER, SUPERINTENDENT OF INSTRUCTION, ST. LOUIS PUBLIC SCHOOLS, ST. LOUIS, MO.

Mr. Chairman and Members of the Committee, I am Wm. Kottmeyer, Superintendent of Instruction, St. Louis, Missouri. I appreciate this opportunity to present testimony before your Committee regarding educational appropriations for fiscal year 1968.

The children in St. Louis are now beginning to realize great benefits from the legislation passed in the last several Congresses. Even greater benefits can and will flow from this legislation if it is properly supported with the best ideas which can be brought to bear on the problems of education and with funds adequate to carry them through. Only in this way can the laudable purposes of this very excellent legislation be fulfilled.

St. Louis, in company with the other large city school systems, is faced with the almost impossible task of providing more services to more children with more learning problems than ever before. At the same time our tax support is diminishing because of a decreasing local tax base and insistent demands for other city services brought on by slum living conditions. The specialized services which our students need are extremely expensive. Such help, if it is not just "window dressing," almost always involves small groups of students or even individual instruction.

Severe Cuts in Funds for School Systems.—It is in this context that we must view the fiscal year 1968 Elementary and Secondary Education Act budget. While we were told that *no state* would receive less money in fiscal year 1968 than it did in fiscal year 1967, severe cuts have been made for individual cities. St. Louis is an example. During a period of less than eight months in fiscal year 1966, the St. Louis Public Schools received and spent, quite effectively, we think, the sum of $5.2 million on the educationally disadvantaged children of our city. Then in fiscal year 1967 our allocation was drastically reduced to $4.4 million. This was announced a month ago. Now we find that the anticipated allocation for 1968 will be about $3.3 million which is a reduction of 37% from the fiscal 1966 figures.

In the last year as Title I funds were being reduced, the number of children receiving AFDC payments rose fifteen hundred, the impoverished and blighted areas of the city continued to spread, and the overall numbers of poor children with learning needs increased in numbers and in the need for expensive special services.

Increased Numbers and Categories of Children.—Last year when Congress changed the low income factor determining eligibility for Title I assistance from $2000 to $3000 we were delighted. This meant that many other children from almost equally poor areas would receive needed help. At the same time Congress added a number of additional categories—Indian and migratory children, the neglected, and the delinquent. These categories do need to be in the legislation and educators were full of praise for this action. What none of us envisioned, however, was the severe reduction in funds from those authorized in the legislation. The results are fairly obvious. Since we are now conducting a number of successful projects which should continue we will most certainly have to reduce their funding. We have the choice of cutting out projects, cutting back on the numbers of children who will be affected or keeping the numbers and diluting the resources and services which these children will receive.

Morale of Teachers, Children, and Community.—When we add to this the psychological effect of these cutbacks upon teachers, parents, and children another depressing factor is introduced. The Elementary and Secondary Education Act of 1965 has provided the schools with much more than money. Schools which

had been struggling for generations to help children learn suddenly found the necessary resources to do many things they had always wanted to do. This generated an optimism and raised the hopes of teachers, children, and their parents. When these people must be told that the services they have barely tested are to be taken away, the morale may well hit a new low for many of the schools most in need of help.

Some Effects on Projects in St. Louis.—The severe cuts in funds will seriously affect our Title I projects. We have considerable evidence that we can make substantial gains in pupil achievement by placing only twenty children in a teacher's class instead of our present average of thirty-five. By providing the teachers with information on the best methods of working with children as individuals or in small groups and by providing a wide variety of instructional materials, we can get good results in a short period of time. With larger numbers of children such training for teachers has only a marginal value. The crucial element is the amount of individual attention a child can get from the teacher. Next year we should have 1840 children in such classes during the school week and another 800 enrolled after school and on Saturdays. While the numbers sound impressive, we will only be providing for about 7% of the Title I area children who need such help—those who are a half-year or more behind the national averages in the skills of reading, writing, and arithmetic. Before larger numbers of children can be so served much larger amounts of money must be found to pay for more teachers and to build classrooms in which they may teach.

To partially alleviate this problem we hired 476 teacher aides in FY 1966. These aides made an excellent contribution and provided the teachers with more time to teach. Last year the cutback in funds allowed us to hire only 200 aides. Next year this cutback may allow us even fewer than this.

Last year we began a special high school for students who could not get along in the regular high schools, who were suspended for disciplinary or academic reasons. We are not judging the success of this school on whether the students adjusted there but on their adjustment back in their own high school after attending Lincoln High. This high school will send back about 200 of its present enrollment of 288. We anticipated that most of these students have been sufficiently helped so that they can make the grade in their regular high school. We want to extend this program also to another 250 students who need it but the limitations of funds may prevent this also.

At the end of the year we must carefully evaluate whether the projects we have underway are successful. If we are required to serve larger numbers of children with smaller amounts of money the results—no matter how hard teachers work—can not meet the purposes of the legislation.

I would therefore urge you to implement the legislative enactment with full appropriations. New programs should not be funded from appropriations designed to maintain existing programs. The new categories introduced in amendments to the Elementary and Secondary Education Act are needed but unless they are fully funded they only serve to dilute existing programs which are also desperately needed. Public Laws 815 and 874 should also be fully funded at the earliest possible date. Many cities which need the funds are being deprived this year. Next year, unless the available funds are increased markedly, all cities will suffer a reduction.

In sum, with many additional poor, educationally deprived children entering the schools each year, new categories of children who must be served, and a precipitous decline in Title I funds, we can only hope for pilot-type programs with little impact upon the real problems these children face. These children only pass through our schools once. A program—no matter how innovative, exciting, and dynamic—which is a decade away, will not help the poor children in our schools today.

A massive case which showed that Federal aid was necessary if poor children were to achieve in school was built up over the last few years by hard-working Congressional committees. I do not see how this evidence can be overlooked. The real hope and legacy of our country is our children. They must not be relegated to a place behind other programs.

We are now at a crossroad in education and I am most pleased that this committee is considering the issues so very carefully. I want to thank you for inviting me to testify on this most vital legislation.

PREPARED STATEMENT OF E. C. STIMBERT, SUPERINTENDENT, MEMPHIS CITY SCHOOLS, MEMPHIS, TENN.

Mr. Chairman-Distinguished Members of the Senate Subcommittee on Education. The Memphis City School System, a member of The Research Council of The Great Cities Program for School Improvement, appreciates being accorded the opportunity of submitting a statement in support of Senate Bill 1125—The Elementary and Secondary Education Amendments of 1967.

GENERAL AID VERSUS CATEGORICAL AID

In order to provide the resources and flexibility which are needed to attack the multitudinous educational problems which vary from state to state and region to region, we hope that Congress will see the need, as we see it, for increased federal aid. In Memphis 14.7 per cent of our total funding derives from federal sources. Without these funds we would have to curtail many, if not all, of the special services we are providing, particularly to the children in our poverty areas under Title I of The Elementary and Secondary Act and to students receiving training in our Vocational and Manpower Development Programs.

We would hope that the increased federal aid we desire and need would move on a planned basis in the direction of general federal aid. There is no question but that the federal government has the right to set broad limits within which federal aid to education will operate. We merely wish to point out that the continuance of a large variety of categorical programs makes it difficult for the school administrator and the Board of Education to plan and achieve priorities determined locally. We realize that this Committee is aware of the general vs. categorical aid dichotomy. We further realize that it may be necessary for the federal government to continue the use of categorical programs temporarily for special purposes in order to achieve certain desirable national goals. However, the basic provisions for the schools would be more desirable in the form of general aid, supplemented by categorical aid administered for specific projects in the national interest by the U.S. Office of Education.

FULL FUNDING OF AUTHORIZATIONS

There is a great need for federal appropriations to match federal authorizations. School systems build their plans and hopes on authorizations passed by the Congress. They then find in the course of appropriation actions that the dollars finally appropriated do not meet authorizations either in scope or in length of time.

We would also appeal to the Congress for earlier appropriations action. It is not sound practice for any school system to gamble on funding nor is it desirable to start programs after the school year has begun; however, we have done just that with our Board underwriting or guaranteeing to underwrite costs involved pending receipt of official allocations. This fact alone reinforces our position in another matter—namely this—it is difficult for a school system to predicate a program upon an annual appropriation without the knowledge that the appropriation will be continued the succeeding year. Almost every program involved in federal legislation requires the appointment of personnel. It is very difficult to recruit and employ competent personnel without a reasonable expectation of maintaining the appointment throughout more than the course of one year. Competent personnel are at a premium these days in school systems, and it is difficult if not impossible to attract such personnel for federally-assisted programs if they feel that their employment is simply on a year-to-year basis. Furthermore, the funding of federally-supported programs is tied inescapably to the funding of local programs. Title III, NDEA programs are a prime example. Good financial planning for school systems requires that the sources and amounts of funds be known well in advance in order that effective planning may be accomplished. We now appeal again to Congress to make known its educational appropriations for the succeeding year at least by early Spring—more specifically, by March 1. School systems are organized primarily to function on the basis of school years. We know that the school pattern of organization, planning and functioning does not correspond to the congressional operational pattern; neverthless, we urge you consider the timeliness of your actions in relationship to the school children on whom your interests here today are centered.

TITLE I

The low-income factor ($2000 vs. $3,000) in the formula

On July 28, 1967, we completed an analysis of a family income survey conducted during the month of May for the purpose of obtaining data more current than 1960 Census data, the primary source of information which we have utilized to identify Title I eligible schools (attendance areas). Twenty two per cent (24,100) of the Memphis school children are from families who qualify under the $2000/ADC income factor. Utilizing the $3000 factor, 16,370 additional children would qualify for Title I services. All of these children, and perhaps several thousand others, need and would benefit greatly from Title I offerings. An affirmative vote by the Congress and a stroke of the President's pen could produce a law which would qualify our 16,370 children from families in the $3000 income bracket. However, in view of the current appropriations situation, to qualify the additional thousands of children for participation in Title I projects would simply dilute our federal dollar and the critical mass of fissionable educational substance (materials, equipment, supplies and personnel of the right sort together)—all of which exist in lesser quantities than required to produce the "big bang" that everyone seems to be expecting and demanding of public school systems today. Please credit Commissioner Harold Howe for the essence of the foregoing statement. Until the Congress sees fit to substantially increase the level of funds for Title I, I suggest holding the line at the $2000/ADC income level.

The percentage factor in the formula

The Gibbons Amendment reflected in Sec. 107 of H.R. 7819, which provides for 50 per cent of the national average per pupil expenditure in lieu of the state average, appears to be an equitable and sound change in the distribution formula, although some of my colleagues may not agree. Should this provision become law, some 15 southern and border states would benefit proportionately more than the other states. This, we all know. I would like to present the financial facts of the Memphis City School System as they existed during school year '66–'67 to support my viewpoint. Last year our approved school system budget totaled $44,633,699.00. Our ADA totaled 120,123. Simple arithmetic provides the answer—$372.00 per pupil expenditure. Title I funds allocated and expended totaled $2,728,807.00. Approximately 20,800 children participated in our Title I Program resulting in a per pupil expenditure of $131.00 within the Program. Thus, on Title I pupils, we expended $503.00 per pupil. This is $19.00 less than the national average per pupil expenditure for all schools in the United States. On page 81 of House Report No. 188 accompanying H.R. 7819, I noted, "Later, Mr. Howe used a benchmark of $1200 per child per year to indicate how large an effort—Federal, State, and local he was talking about." In Memphis we have not reached the half-way marker. The citizenry of the southern and border states have not achieved the capability to finance public education at levels comparable to their sister states in the West, North, and East. The Gibbons Amendment recognizes and compensates for this economic disparity. We support the Gibbons change in the distribution formula.

TITLE II

Title II as conceived, funded and administered within the State of Tennessee is commendable. During its life span of two short years, it has provided our system with $514,029.00 which have been utilized exclusively for the purchase and processing of library books. 154,171 volumes have been added to the libraries of our schools and to the schools of three private school systems, on a loan basis. Making books available to the children of private schools has presented no major problem in Memphis. A fine spirit of cooperative effort exists among the school systems participating in the Title II Program.

TITLE III

Innovative, Exemplary, Adaptive—the keys to unlocking the Title III "till." What is the meaning of these descriptive terms when applied to an educational project? Are their definitions as equally applicable to a project envisioned by a school district in Lake County Tennessee as to one envisioned by a district in the Lake Louise Region of New York? Needs of school districts differ greatly. A project that is innovative, etc. to District A may be "old hat" to District B. The

needs of school districts and the innovativeness, exemplariness and adaptiveness of projects which may satisfy their needs, we believe, can best be determined by school districts working with appropriate local agencies and organizations. Should the Green Amendment, as embodied in H.R. 7819, be enacted into law, State Departments of Education would be required to assume responsibility for administration of the total program in a relatively short span of time. In the interest of providing all school districts increased opportunity in the overall Title III competition and in the interest of not overburdening State Departments of Education, on short notice, we suggest that this Committee consider revising the Bill to provide for a substantial allocation of Title III funds, and responsibility for administration of the funds, to State Departments of Education and reserve a certain per cent of the total allocation for distribution and administration by the U.S. Office of Education.

TITLE IV

School systems in large cities are faced with many problems, large and small. The shortage and/or lack of funds available for studies-in-depth and research into problem areas is acute. Modification of the provisions and administration of Title IV to provide research grants to school systems would be of great assistance.

TITLE VI

We are utilizing $289,817.00 for a Comprehensive Special Education Project which benefits 735 children in six areas of exceptionality—Educable Mentally Retarded; Trainable Mentally Retarded; Perceptually Handicapped; Speech; Deaf and Visually Limited. Additionally, with Board of Education Funds, we are serving approximately 2,300 handicapped children—yet some 800 remain on waiting lists. The number of such pupils increase as cities grow. The expansion of the program for the handicapped in terms of broader coverage, larger appropriations and full funding is part of a continuing need in the large cities.

NDEA

The benefits to school systems and school children gained with federal funds provided under Title III of The National Defense Education Act are monumental. During the past year with $542,000.00, instructional materials and equipment for educational programs in mathematics, science, reading, foreign languages, geography, history, civics and economics, were purchased with NDEA and local matching funds. Title III of NDEA has whetted the appetites of school boards for additional federal dollars; stirred the imagination of the teachers privileged to utilize the materials and equipment, and motivated pupils to achieve academically. Large city school systems have relied heavily upon NDEA funds since the inception of the program in 1959. The NDEA has constituted a relatively stable source of federal funds which our budget planners have been able to plan for and utilize in an orderly fashion. The recommended level of funding for fiscal 1968 is far below the authorization. We suggest that the Members of this Committee carefully consider this matter and assess the total impact upon the educational programs conducted with the aid of NDEA funds.

Public Laws 874 and 815

Of much concern to large cities is the recent action taken by the Congress relative to Public Law 874. The House and Senate enacted the Second Supplemental Appropriation Bill for 1967, on May 25, 1967. The bill enacted did not include the $20 million supplemental appropriation for payments to school districts which recently qualified under Public Law 874. The $20 million amount was included by the Senate, but deleted in the conference committee. We feel that in all fairness to the school districts involved, the Congress should give serious consideration to the inclusion of the $20 million in further appropriations to cover this fiscal deletion.

Another aspect relative to Public Law 874 suggests that Congress give consideration to amending Public Law 874 to include a provision that would make all pupils living in housing projects originally financed through federal agencies eligible for inclusion under the law. The problem is that the Federal impaction in the form of large numbers of school-age children was created at the time of construction of the projects and did not disappear when the federal government

designated a new owner, municipal or otherwise. These units are filled and refilled with school-age children. A flat amount for each public housing unit is a suggested funding approach.

Public Laws 815 and 874 have been favorably extended and expanded in every session of Congress since 1950. It is the hope of Memphis City School System that this trend will continue. In particular we are interested in seeing Public Law 815 expanded to provide construction funds on a much broader basis than is now experienced. School systems everywhere are faced with the perplexing problem of once identifying problem areas, planning programs to meet the educational needs of these areas, and then not being able to implement the programs. One of the principal reasons they cannot implement the program is overcrowded conditions in existing schools. Consequently there is no available physical facility available to house new programs. The Congress could make a significant contribution to the improvement of education if it would provide construction monies.

Teacher Corps

We did not participate in the Teacher Corps Program last year; however, we are hopeful of participating during the coming school year. In concert with Memphis State University, we have filed an application and are planning a program involving six teams—30 interns. Amendments to the law recently enacted relative to rates of pay, recruitment, assignment to positions and supervision of interns, in our judgment, will significantly strengthen the program. The leadership exercised by the U.S. Office of Education and the Congress in the redesign of the program, and the legislation relative thereto, is highly commendable. However, as we see it, the program continues to be plagued with those age-old antagonists—Time and Funds—in each case, a shortage. To achieve and maintain stability, which is so essential to the effectiveness of any program, appropriations and allocations simply must occur earlier than heretofore experienced. The lead-time needed by school people to plan properly, recruit and in general lay the groundwork for quality educational programs is perhaps not fully appreciated at the Washington level. In your deliberations we plead that you give consideration to the lead-time needed by the implementors at the local level.

Early childhood education

We view the general goals of early childhood education programs which are presently operated under the Economic Opportunity Act in the same general context as similar programs operated under The Elementary and Secondary Education Act. In order to avoid duplication of effort by two separate Departments of the Federal Government engaged in operating similar programs; to simplify application and administrative procedures and to reduce cost, the Memphis City School System *recommends and strongly urges* legislation which would transfer all elements of early childhood education programs which are presently a part of the Economic Opportunity Act to the Department of Health, Education, and Welfare. Our recommendation is based upon three years' experience in operating Summer Head Start Programs.

Conclusion

Mr. Chairman and Members of the Committee, the Memphis City School System appreciates the opportunity to participate in the Legislative process of our great nation. I sincerely hope the views expressed in our statement will be useful in your deliberations.

PREPARED STATEMENT OF S. P. MARLAND, JR., SUPERINTENDENT, BOARD OF PUBLIC EDUCATION, PITTSBURGH, PA.

Mr. Chairman, Distinguished Members of the Subcommittee on Education for the Senate Committee on Labor and Public Welfare.

My name is J. Edward Ricart, Director, Office of Development, Pittsburgh Public Schools. I am speaking on behalf of my Superintendent, Dr. Sidney P. Marland, Jr., who, as President of the Great Cities Council, appreciates being accorded the opportunity of submitting a statement with his colleagues in testimony for support of the Amendments of 1967 to the Elementary and Secondary Education Act and of realistic supplemental appropriations for education in the Great Cities. Dr. Marland very much regrets that he is unable to be present today, and has arranged for a number of his colleagues in the Great Cities Council to speak for the schools of urban America.

In content and theory we find Public Law 89–10, the Elementary and Secondary Education Act of 1965, to be sound and wise. It is far too early to provide objective scientific testimony to prove that the children of America have prospered to this degree or that degree. The signs are good, as school systems and teachers come face to face with the monumental tasks of education. But the installation of the evolutionary and innovative measures now emerging are extremely slow, and the fruit of these measures is still slower in ripening. We have really been engaged under Public Law 89–10 only a year and a half, with many years of continued heavy investment of treasure, commitment, and creativity yet to come.

No major changes are suggested at this time for specific component titles of Public Law 89–10. With the exception of liberalizing the facilities construction elements of the law, we urge its continued implementation in the authorization version which passed the house in amended form (H.R. 7819) on May 25, 1967. However, we feel the present state and federal relationships should obtain. The following notes are extracted from a letter from Dr. Marland to Congressman Carl D. Perkins dated March 21, 1967:

"By modifying the formula for distribution of funds in 1968 and by failing to fund the program at the level of authorization, severe inequities appear to have developed which adversely affect the big cities of the north.

"For example, data furnished by the Office of Education (which for ease of gathering cite those cities which are coterminous with county units) reflect the following conditions:

"Funds in millions allowed under title I, ESEA

	1966	1967	1968 allocation
San Francisco	$3.4	$3.2	$2.4
Denver	2.5	2.3	1.8
Baltimore	6.8	7.2	5.7
St. Louis	5.1	4.4	3.8
Philadelphia	12.2	11.8	9.8

"If the program can be funded at the authorization level, we would be well pleased. If this is impossible, we strongly recommend that reconsideration be given to the distribution formula, in order to redress the grave difficulties illustrated above.

"We in Pittsburgh were very hopeful that with the larger appropriation for FY 1967 and with the substantially larger authorization for FY 1968 that we would be in a position to provide truly meaningful educational services to the deprived children of the city. As you know, however, our allocation for FY 1967 was decreased considerably below the allocation for 1966. Now we also find that the anticipated allocation for 1968 will be at approximately the same level as for FY 1967 in virtually all of the larger Northern cities where the need for 'compensatory programs' perhaps is the greatest.

"The two major changes in the formula under which FY 1968 allocations will be made have not assisted the Northern cities even though we had anticipated and planned on more assistance under the '$3,000 low income factor'. In fact, all increases in FY 1968 authorizations for Northern cities have been due entirely to increases in state programs for neglected, delinquent, migrant and handicapped children and have not added anything to the school district's eligibility for Title I funds.

"The $3,000 low income factor would assist all of the states if the full amount under the Authorization Act is appropriated. For example, Pennsylvania would receive over 45% in additional funds; however, the Southern states would receive from 75% to 100% in additional funds over their 1966 allocation. Actually, however, the proposed allocation for FY 1968 for the Northern states would be less than for FY 1966 even though they now are responsible to provide special compensatory and other programs for a considerably larger number of children who qualify under the $3,000 factor as compared to the $2,000 factor contained in the original legislation. In Pennsylvania we, therefore, not only have 20% less to care for the same child we cared for in 1966, but actually have nearly 40% less per child currently eligible than we had in 1966.

"It certainly is not our intention to indicate that the Southern and rural states do not need additional money to provide adequate educational opportunity. We do, however, believe that the proposed allocations and even the basic Authorization Act should be very carefully reviewed to make certain that no portion of the country receives less than previously on a per pupil basis and, hopefully, that sufficiently more can be allocated per pupil to enable all districts to adequately educate and train the 'educationally deprived' child."

Larger sums of money are needed to make a significant impact on the plight and problems of education of our children in the Great Cities. Much as the present appropriation level shows promise and hope, it still represents only a small percentage of the costs of operating the elementary and secondary schools of the land. We urge you to give strong support to funding Public Law 89–10 at full authorization. The Great Cities are clearly in need of categorical aid dollars. Categorical aid programs aimed squarely at the children of the inner city have brought a beginning of hope to the poor and the minorities heavily populating the Great Cities of America.

Given another year or two, major new dimensions to Public Law 89–10 may be appropriate. For the present, we recommend vigorous pursuit of the course of action now in motion with full funding, and with the funds delivered on time to the places where the children desperately need them.

In the words of John Hersey, writing in the Journal of the National Association for the Education of Young Children: "The first battles . . . will not bring a sudden end to dropouts, delinquency, narcotics addiction, street riots, and unemployment—the newsworthy aspects of destitution. To continue the war (for the education of deprived children) will be to fly in the face of apparent failure for years, perhaps decades, perhaps generations. Yet still, bearing in mind the alternatives, the war must be fought. And this is one war that had better be fought well."

Mr. Chairman and Members of the Committee, we thank you for this opportunity to place in the record our views relative to support of Public Law 89–10 and to the appropriation of federal funds for education. We hope the views expressed will be useful in your deliberations.

PREPARED STATEMENT OF DR. LAURENCE G. PAQUIN, SUPERINTENDENT, PUBLIC INSTRUCTION, BALTIMORE, MD.

I count it a significant privilege to have an opportunity to present these remarks to this honorable body—the Senate Education Committee. I am mindful too of the opportunity afforded me to exercise my responsibility as Superintendent of Schools in Baltimore City by relating to the Committee members the actual progress being made and the potential for further progress in the Baltimore City Public Schools through our own local efforts materially supplemented by Federal aid programs.

There are two main themes running through the information I wish to introduce. The first theme is quite specifically the need for increased funding through Federal resources of the various legislative acts that are helping us to improve the quantity and quality of educational services for children, youth, and adults in the great cities of this nation. Increased funding, certainly to the level of authorizations and even beyond as we look to the future, is critically essential.

My second theme is the need to correlate, assuming entirely adequate funding levels, the several Federal aid to education programs to assure the most effective and efficient utilization of funds for educational services in the big cities.

With the two themes in mind, let me list briefly several of the healthy impacts on the Baltimore Public School system specifically attributable to Federally-funded programs.

1. Quantitative increases in educational services and concurrent improvement in the quality of these services.

2. Significant improvements in the reading program, library services, comprehensive summer school programs, textbooks and other teaching materials, counseling and social work services, and staff training.

3. Improved understanding of the educational and social needs of those segments of the population with disadvantages and deprivations.

4. Expanded employment opportunities in para-professional and instructional jobs in the schools for poverty area residents.

5. Intensified re-examination of immediate and long-range goals of public education.

6. Expanded research and evaluation efforts designed to improve the quality of our educational services.

7. Improved school-community relationships through development of closer ties with citizens and with representatives from other municipal agencies who share with us the awesome responsibility of seeking ways of eliminating ultimately the enigma of poverty and deprivation in our democratic society.

8. Increased involvement of teachers and other staff members in the planning, operation, and evaluation of educational services.

With progress as the keystone, I must remind the honorable members of this Committee that continued progress can only be assured with full funding of Federal education acts and I direct attention particularly to the Elementary and Secondary Education Act. It would be a tragedy were the Congress to modify the Grant formula without appropriate increased funding provisions. If the State of Maryland receives the same allocation in fiscal year 1968 as it received in fiscal 1967 and if the Congress changes the economic index from $2,000 to $3,000 without increasing the appropriations, Baltimore City would receive a smaller grant in fiscal 1968. The grant formula change would reduce the Baltimore City allocation from $7.2 million in FY 1967 to about $5.8 million in FY 1968. This would require reducing the number of children served, eliminating staff positions, and cutting back on vitally needed services. I, therefore, earnestly urge that any modifications in the legislation that would have the net effect of reducing appropriations to the major cities contain provisions for increased appropriations. With a full year of experience now behind us, I can honestly state that we could use and we do need increased funds—not the same as last year and certainly not less than last year. I believe we are on the threshold, if not beyond it, of effecting significant changes in the lives of children, in the attitudes and aspirations of parents, and in the public image of the public schools.

Let me interject at this point my sincere hope that Congressional action will be taken at the earliest possible time regarding appropriations for the Elementary and Secondary Education Act—and other Federal aid programs. This action is essential if local school systems are to do the kind of planning necessary to high quality programs, relative to the magnitude and complexity of the educational problems for which we are all seeking solutions.

It is my strong belief that the Congress should consider carefully a formula within the provisions of the Elementary and Secondary Education Act, as well as other legislation, whereby additional funds could be allotted to the major cities.

Preliminary information furnished us by the Department of Health, Education, and Welfare clearly indicates that certain amendments adopted by the House of Representatives would make available additional funds to certain sections of the country—which certainly need such funds—but in the absence of increased appropriations would cause a reduction in allocations to the big cities. I would propose that Title I Funding be at a level of $1.5 billion to $1.7 billion for fiscal 1968.

As the second theme in my presentation, I refer to the coordination of local, state, and Federal aid provisions. May I say here that the Baltimore City Public Schools are making excellent progress in this regard. By way of illustration, we have worked out and are continuing to study plans for our efficient involvement in Title II library support, the assignment of VISTA personnel, planning grants under Title III of ESEA, the utilization of work-study high school students under the Economic Opportunity Act, and research proposals under Title IV of ESEA. In several instances, many of these services and activities are being conducted in the same inner-city schools in an effort to bring a saturation of needed services to the boys and girls.

Finally, may I share with you certain specific concerns and recommendations.

1. I urge the attachment of a Public Housing amendment which would provide dramatic relief and assistance for the great cities. This could be accomplished through an amendment to Public Law 874. Children living in Federally supported public housing do constitute a Federal impact

2. Sufficient appropriations should be allocated to cover the increased cost if the national average-per-pupil expenditure is used, affecting a number of low expenditure states, rather than the state average. Indeed, no urban center should be allocated less than last year.

3. The minimum requirement for Public Law 874 is $461 million and I earnestly urge the appropriation at this level rather than the $416 million now included. It is my understanding that certain urban centers became eligible for

PL 874 funds during fiscal year 1967 but, because of insufficient appropriations, could not receive funds to which they were entitled. The recent action of the Senate full committee adding $35 million in FY 1968 to Public Law 874 is an excellent step in the right direction. Continued consideration of a supplemental appropriation for FY 1967 represents what I consider a priority item for the Congress.

4. I would oppose any restrictive language in the appropriations bill for the fiscal year 1968 that would deny funds for programs enacted after the beginning of the fiscal year on July 1.

5. One of the major difficulties confronting urban school districts is a lack of sufficient classroom and other instructional space to house excellent educational programs made possible by funds provided under the Elementary and Secondary Education Act. The need is still extremely critical for increased Federal support for school facilities construction. Obviously, reduction of class size and provision for counseling and social work services can be accomplished only with increased space. The good record of local support of the building program has made it possible for us to keep up with increased enrollment. Even so, too many obsolete buildings are in daily use. Provision for increased enrollment is not enough when hundreds of teachers have class groups of 38 to 40 pupils.

6. The Education Profession Development Act, including the proposed amendment to H.R. 10943, has my endorsement and I would urge your favorable consideration of this legislation.

7. The urban centers of our nation face a frightfully complex and urgent problem referred to as municipal overburden. Simply stated, this problem is more people needing more services that are more costly and with declining local tax revenues. Clearly, increased financial support is required from the state and Federal government. Discussions of aid-to-education legislation must focus on this problem. The need for specifically funded programs for the great cities should receive immediate and continuing attention.

8. Appropriations based on proposed *inadequate* authorizations will automatically be insufficient. Both should be raised. If authorizations remain unchanged, full funding is critically important.

9. I concur wholeheartedly with those who would amend the present legislation to provide greater educational opportunities for handicapped children. Title VI of the Elementary and Secondary Education Act, if properly funded, woud help with this serious problem of securing competent staff, designing appropriate programs and services, and fulfilling our responsibility for the education of all children and youth.

10. I support the idea of contining and expanding the Teacher Corps. At the present time we have no Teacher Corps teams—even though we desperately need such help. The primary difficulty has been no funds for expansion into additional school systems.

In summary, I want to take this opportunity publicly to commend the fine cooperation and assistance extended to us by staff members of the Maryland State Department of Education, representatives from other municipal agencies in Baltimore and from the community at large. We are deeply appreciative of this support and direct help.

This Committee, the Senate, the House of Representatives, and the Chief Executive are to be commended for the leadership shown in enacting legislation such as the Elementary and Secondary Education Act, to name but one of the many Federal aid to education programs bringing significant benefits through the local school systems to the citizens and future citizens of our nation. Efforts here in Washington are being felt throughout the land and the effect is extremely good.

It has been said that education is an investment in people and ultimately in the progress and prosperity of our nation. I cannot conceive of a better investment.

PREPARED STATEMENT OF DR. ROBERT E. JENKINS, SUPERINTENDENT OF SCHOOLS, SAN FRANCISCO UNIFIED SCHOOL DISTRICT, SAN FRANCISCO, CALIF.

Mr. Chairman and Members of the Subcommittee, thank you for affording me this opportunity to present some views on Senate Bill 1125 and the need for full funding of all federal programs.

The legislation which you enact should provide for the programs to last long enough to do some good. Moreover, appropriations should be made early enough to enable school districts to plan their programs.

More specifically, in terms of Title I, I would urge that you increase the appropriation by 90 million dollars with the stipulation that the money be used to compensate for the loss of funds to 33 states as a result of the Gibbons Amendment to HB 7819. This augmentation would allow the poorer states to use the national average expenditure per pupil without jeopardizing disadvantaged students in the 33 states.

If it is not possible to augment the appropriation, then the Gibbons Amendment must be defeated and the House Committee on Education and Labor Bill should be reinstated. Unless corrective steps are taken, the Gibbons Amendment will mean a loss of 13 million dollars to the State of California. Since San Francisco is one of the largest cities in the state it will suffer by this cut-back.

I would also urge that approval be given to the suggested public housing amendment of P.L. 874 which would provide dramatic relief to large cities facing problems of educating economically and educationally disadvantaged youth.

Thank you.

PREPARED STATEMENT OF JACK P. CROWTHER, SUPERINTENDENT, LOS ANGELES CITY SCHOOLS, LOS ANGELES, CALIF.

Mr. Chairman and Members of the Committee, it has been my pleasure to appear before you on several occasions in the past relative to legislation affecting the schools of this nation. On two occasions I have closed with a statement as follows:

"The future of this great nation rests in the quality of education that we provide our young people. It has also been said that the future of the nation rests in the struggles being waged in our great cities. May we not then also say that the kind of education provided the young people in the great cities is undoubtedly the number One strength that will move this nation forward?"

Rather than say this at the end of my presentation today, I am going to place it before you at the beginning in order to emphasize the many points we will be making as part of our testimony that your committee is considering during the several days of hearings relative to Senate Bill 1125 and its effect on the Great Cities of the United States and, in particular, the Los Angeles City School Districts.

I say this first in light of the 1967–68 school budget which the Los Angeles City Board of Education adopted on Thursday, August 3, 1967; a budget in which more than $12 million were cut from the educational program because of the financial crisis now facing the Los Angeles City Schools. These cuts went deep into the educational programs that had been considered as a basic part of the "quality" of which our Los Angeles schools have been proud and pleased to provide our young people.

I mention this first, also, because of the struggle now going on in our great cities throughout this nation. I need not remind you gentlemen that it has been said over and over again that a major approach to solving many of our problems must be made through an adequate and equal educational program.

With that brief introduction. I would like to comment specifically on portions of this legislation and as it relates to the Los Angeles City School Districts:

I. THE DISTRIBUTION FORMULA IN TITLE I

The Elementary and Secondary Education Act of 1965 (P.L. 89–10) authorized a formula whereby each state would receive half of the state's average expenditures per student multiplied by the number of children from families earning less than $2,000 annually or from families on welfare. This formula was used for fiscal year 1966 and fiscal year 1967.

In the 1966 amendments, Congress changed the formula, effective for fiscal year 1968, to use an income level of $3,000 multiplied by half the state's average expenditure per student or half the national average, whichever is greater, thereby giving the low effort states a disproportionate amount. If the appropriations were sufficiently increased, this would not have hurt California. But the President's appropriation for fiscal year 1968 was not increased to match the increase in the authorization resulting from the new formula. If this formula is allowed to

stand, the effect will be to shift funds from states with higher costs of living and higher expenditures for education to states with lower costs of living and below average support for education.

To remedy this inequity, the House Committee on Education and Labor passed an amended bill (H.R. 7819) to delay use of the 1966 formula until the President appropriated sufficient funds to implement it. Therefore, for 1968, the $2,000 income level and the state's average educational expenditures would continue to be the basis for distribution of compensatory education funds.

H.R. 7819 was amended on the floor by the Gibbons' formula, which would not affect the House amendment relating to $2,000 income level, but would allow use of the national average expenditure per student as did the 1966 act.

The substitution of the Gibbons' amendment for the House Committee on Education and Labor proposal means a loss of almost $13 million for California. It is estimated that 33 states will lose under the Gibbons' amendment, with New York losing $19 million.

The loss to California is estimated below:

Current California State entitlement	$69, 700, 000
H.R. 7819 entitlement before amendment	92, 421, 814
H.R. 7819 entitlement with Gibbons' amendment	79, 536, 194
Loss to California	12, 885, 620

The loss to Los Angeles City schools is estimated as follows:

Current entitlement	$14, 750, 000
H.R. 7819 entitlement before amendment	19, 560, 000
H.R. 7819 entitlement with Gibbons' amendment	16, 830, 000
Loss to Los Angeles City schools	2, 730, 000

In relation to my opening comments, the $2,730,000 loss is something that the Los Angeles City Schools cannot afford to have happen in addition to the other cuts in our current budget. If the proposed Gibbons amendment must be retained in the legislation, we would urge the Committee to increase the Senate appropriation for the Elementary and Secondary Education Act, Title I, by an additional $90 million, with the stipulation that this augmentation must be used to compensate for the loss to the 33 states affected by the Gibbons' amendment. This augmentation would then allow the poorer states to use one-half the national average expenditure per student without jeopardizing programs for the disadvantaged children in the other states.

II. AUTHORIZATIONS AND APPROPRIATIONS

As just mentioned above, and in relation to appropriations, it is our recommendation that full funding be provided for all of the various titles in the Elementary and Secondary Education Act in order to carry out the authorization levels already approved by Congress and enacted into law.

Even though it may be stated that certain school districts may receive more funds for fiscal year 1968 than they had received in 1967, it is not very encouraging for the Los Angeles City Schools when they are fully aware that they must enroll an additional 25,000 students when school opens in September. The great percentage of these same youngsters will be eligible for Title I-type programs which are already inadequate and reaching a very small number of the presently eligible youngsters.

I would like to emphasize once again that the authorization levels currently approved by Congress are not meeting the actual needs of the Great Cities and the schools that they serve. If the appropriations still fall below those authorizations, this can only lead to greater frustrations and greater unmet needs in the elementary and secondary programs of our schools.

In addition to the recommendation for full funding for the Elementary and Secondary Education Act, I would like to emphasize further the need for full funding of the amendments to Public Law 874 as approved by the 89th Congress, which established a new eligibility at 3 percent of impact, or 400 pupils in ADA, whichever is the lesser. Congress has yet to appropriate funds for these new eligible districts based on that amendment of 1966. The Los Angeles City Unified District has qualified under the 3 percent factor and is currently receving entitle-

ments under Public Law 874. However, the Los Angeles City Junior College District is one of the new eligible districts under the 1966 amendment and will be unable to claim $160,000 due the district, based on the new authorization, unless the supplemental appropriations bill grants the necessary funds (please see Attachment 1). (Note: It is our understanding that you have recently passed H.R. 10196, Supplemental Appropriations Bill, and that a House-Senate Conference Committee is pending.)

III. PROPOSED AMENDMENTS TO PUBLIC LAW 874

A. *Nonimmigrant Students and Visitors.*—It is recommended that Public Law 874 be amended to include a new category of impact to cover the nonimmigrant student who is granted an F-visa to come to this country for the purpose of receiving an education, if he indicates that it is not his intent to remain but to return to his own country after completing his education. It is estimated that the Los Angeles City Schools currently have more than 3,000 F-visa students attending local schools, representing more than 70 different nations of the world.

Using the average estimate of $500 per pupil cost, the impact of these 3,000 nonimmigrant students would total over $1,500,000, without considering capital outlay expenditures. At the present time, school districts receive no assistance from the federal government, even though there has been encouragement on the part of the federal government for these students to seek education in the United States. (Please see Attachment 2.)

B. *Cubans.*—It is recommended that a new category of impact be established in Public Law 874 to include the Cubans now being relocated from Cuba, through the City of Miami, to other large cities of the United States.

It has been estimated from the Records and Information Office, U.S. Immigration Service, in Los Angeles, that somewhere between 10,000 to 15,000 Cubans now reside in the Los Angeles area, and that Los Angeles has the second largest Cuban population in the United States next to Miami. It has been stated further by that office that there was a 5,000 increase between this year and last year. It has been estimate,d even further, that of the total number of Cubans residing in the Los Angeles area, between one-half and two-thirds are school-aged children. While Congress has seen fit to make special programs and funds available to the Miami area, it has failed to provide similar funds and programs for large cities such as Los Angeles, which has been impacted in a similar manner by a new and increasing migration of Cubans under a relocation program sponsored by the federal government.

C. *American Indians.*—It is recommended that a new category be provided in Public Law 874 to cover the impact of American Indians being relocated to urban communities as a part of a program now being conducted by the Bureau of Indian Affairs. In recent publications issued by the Bureau, it has been pointed out that relocation into the "mainstream" of modern day life is the best plan for the future of the American Indian, rather than a continuing program of maintenance of the reservation system.

Recent estimates as to how this program affects the Los Angeles area indicate that over 60,000 Indians have recently been relocated by the Bureau of Indian Affairs into this community. The goal of the relocation plan is primarily to help provide housing, employment, counseling, and adjustment into urban life. However, no funds are made available to the local school districts to absorb the impact of the school-aged children who must be educated in the public schools in the Los Angeles area and in other large urban communities.

D. *Public Housing.*—It is recommended that a new category of impact be provided in Public Law 874 to include public housing. Public housing developed by the federal government under war conditions and subsequently taken over by the City of Los Angeles, presently accommodates families with 25,510 children under age 21. Approximately 20,000 of these young people are of school age.

In lieu of property tax payments received by the Los Angeles City Schools from the local Housing Authority responsible for the operation of these federally-created housing projects amount to only $13.43 per child. The local property tax contribution per pupil in 1966 was $343.28.

Children living in the 14 federally-established housing projects now operated by the city are not considered "federally-connected" under the present provisions of Public Law 874. Although the Los Angeles City Schools receive some federal funds under ESEA because of the presence of these pupils in the public schools, such funds may be used only to supplement the established level of local support.

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Elementary and Secondary Education Act funds may not be used in place of local property tax dollars for school support.

Until Public Law 874 is amended to include pupils residing in public housing projects, originally developed in the interests of the federal government, the major portion of the cost of educating such pupils will have to be borne by local property taxpayers. The fact that the ownership of federally-financed housing has passed into other hands does not lessen the impact of such essentially tax-free property on the financial resources of the public schools. These federally-created housing units continue to be occupied by families with large numbers of children enrolled in the public schools, and there is little likelihood that this situation will change appreciably in the years ahead.

I can think of no more appropriate way to conclude these remarks than to quote these words by Dr. William H. Carr, Executive Secretary, NEA:

"The city offers us not only the danger of decay but the possibility of progress. Urban life need not remain a time bomb loaded with social dynamite. The city can become, if enough of us want it so, the home of a new birth of American culture. Education will be crucial in deciding which direction our cities will follow."

Attachments 1 and 2:

ATTACHMENT 1

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., April 26, 1967.

Mr. FREDERICK G. FOX,
Assistant Superintendent (Budget), Los Angeles City Junior College District, Post Office Box 3307, Terminal Annex, Los Angeles, Calif.

DEAR MR. FOX: The 1966–67 application from your school district for financial assistance under subsection 3(c)(1), Title I, Public Law 874, has been reviewed.

This title provides that the determination whether a local educational agency has met the requirements for eligibility under paragraphs (2) and (4) of subsection 3(c) for any fiscal year shall be made on the basis of estimates made prior to the close of the fiscal year. The Commissioner, having made such estimates based on data submitted in the application, has determined pursuant to subsection 3(c)(5) of Title I that your district will meet the eligibility requirement of 400 ADA.

Public Law 89–787, approved November 7, 1966, appropriated funds for fiscal year 1967 for programs of the Department of Health, Education, and Welfare including funds for payment under Title I, Public Law 81–874. This act provides that no part of the appropriation may be used for payment to districts which became eligible for assistance under the liberalized eligibility requirement made by Public Law 89–750. If funds become available for these districts, payment will be made promptly after a Field Representative of this office has reviewed those pupil and fiscal records maintained by your district showing the basis of your claim for assistance. He will communicate with you to arrange a convenient time for the survey. Upon completion of the field review, and receipt of the survey report from the Field Representative, a determination of the amount of entitlement will be made and your district will be notified accordingly.

The number assigned to your application is Calif–E–1024. Please use this number in all correspondence in reference to this application.

Sincerely yours,

DAVID H. MCEUEN,
Chief, Maintenance and Operation School Assistance.

ATTACHMENT 2

LOS ANGELES CITY SCHOOL DISTRICTS, NONIMMIGRANT STUDENTS AND VISITORS (F–VISA STUDENTS AND B2 VISITORS)

IMMIGRANTS AND NONIMMIGRANTS IN CALIFORNIA

That California occupies a unique position as an area sought increasingly by people from foreign countries for both permanent and temporary residence. is illustrated in immigration statistics for 1965.

Of the 3,393,209 aliens registering with the Immigration Service in 1965, the largest number residing in any State in the union, 810,400, listed a California

address. The greatest number of resident immigrants (aliens admitted for permanent stay) came from Mexico and the greatest number of these Mexican nationals lived in California and Texas. A total of 2,075,967 nonimmigrants (aliens admitted for temporary stay) were admitted during 1965, an increase of 19% over 1964. Most of the nonimmgrants came from Canada, Mexico and the other countries of the Western Hemisphere. Of the nonimmigrants, 1,498,479 came as visitors and 50,435 as students.*

The requests for admission of nonimmigrant students and visitors to our schools bear a relationship to the admission of both immigrants and nonimmigrants to the country as a whole.

THE LAW

Subsequent to the enactment of the Immigration Act of 1924, and in accordance with Section 4(E) of that act, the Los Angeles City Schools have admitted nonimmigrant students. The Immigration and Nationality Act of June 27, 1952 as amended, presently provides for the admission of nonimmigrant students as defined under Title 1, Section 101.

PHILOSOPHY OF LOS ANGELES CITY SCHOOLS

The Los Angeles City Schools, attracting the interest of foreign students, receive thousands of requests yearly for admission. Seeking admission to our schools, also, are many nonimmigrants of school age who, during a visit to the United States, make a determination to remain in order to attend school. Such visitors are required by the United States Immigration and Naturalization Service to change their status to that of a nonimmigrant student and thus, in cooperation with the United States Immigration Service, are processed by the school district for admission.

The Los Angeles City School System is conscious of the interest of the Government of the United States in making available to selected pupils throughout the world an opportunity for schooling in the United States of America and is pleased to provide an educational program for as many of these foreign students as possible, a program that we feel functions, for the national interest, as a "peace corps in reverse."

THE IMPACT ON THE LOS ANGELES CITY SCHOOLS

In addition to the special processing of all nonimmigrant students for admission, processing which involves evaluation of education, health, and other eligibility requirements, and interviews with the local sponsors of the students, we have found it necessary, in order to best meet the educational needs of these particular students, to provide special counseling and special instructional programs for them.

The operational cost for the education of the nonimmigrant students, not including the cost of land, construction, and special services attendant to the schooling of such students is over $500 as an average cost per student.

The following are statistics relating to the initial admission of nonimmigrant students to the Los Angeles City Schools during the 1965–66 school year:

Admission of nonimmigrants to Los Angeles city schools—July 1965–July 1966

Elementary	198
Junior High	217
Senior High	323
Adult Schools	261
Junior Colleges	186
Total	1,185
Number of countries from which admitted	70

Based on statistics available since the 1961–62 school year, we estimate that at the end of the 1965–66 school year, a minimum of 3,000 nonimmigrants were in attendance in the elementary, junior high, senior high, and adult schools and junior colleges in Los Angeles City School Districts.

*Interpreter Releases: published by American Council for Nationalities Service, April 26, 1966.

Using the average estimated cost of $500 per student for the 1965–66 school year and the total of 3,000 nonimmigrants we would estimate that the financial impact for operational costs alone, during the last school year, for this school district, would be $1,500,000. The cost of the education of nonimmigrant students and visitors has been and continues to be a matter of serious concern to the District. No Federal monies or special state funds are now received from any source to assist the local school district in providing this outstanding educational program for these foreign students.

PREPARED STATEMENT OF RALPH DAILARD, SUPERINTENDENT, SAN DIEGO CITY SCHOOLS, SAN DIEGO, CALIF., BEFORE SUBCOMMITTEE ON EDUCATION OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE

Mr. Chairman and members of the committee, may I express my appreciation for the opportunity to present this testimony to the committee. It comes at the conclusion of what has been the most difficult budget preparation of my career and reinforces a firmly established belief that the Federal Government must assume more responsibility for the support of public education. The fact is simply this—local property tax and state revenue are inadequate to meet the needs of public schools. This is strikingly evident in the case of the large cities. Metropolitan school systems, in common with all school systems, must disseminate an ever-expanding body of knowledge in a constantly changing environment. In addition, they are faced with the staggering problems of providing compensatory education and stimulating children, many of whom come from homes that are indifferent, if not hostile, to the basic purposes of the schools. Compensatory education has been recognized as a major problem and the programs that have been established by the Federal Government need to be continued and strengthened. Not so well recognized, however, is the fact that large cities have major operating expenses that are not common to smaller school districts. This is illustrated by what a neighboring city has labeled the "urbanization factor." Included in this urbanization factor are such costs as security agents to protect students, employees and property; transiency and dropout processing; special training for large numbers of new teachers; citizenship training for immigrants; additional costs for the unusually large number of non-English speaking students; additional children's welfare workload; additional supervision on playgrounds; and special adjustment center schools. However, the largest single cost is for the higher salaries that are required to attract capable teachers to urban areas.

Compensatory education and higher-than-averge operating costs are serious urban problems. There is a third problem that cannot be postponed indefinitely. School construction funds must be made available if adequate educational programs are to be developed. The dismal record of recent bond election failures proves beyond a reasonable doubt that the cost of school construction must be borne by something more respresentative than the property tax.

Compensatory education, urbanization costs, and funds for school construction are of utmost importance and I ask that the committee gives serious consideration to them.

I should also at this time like to comment on Senate Bill 1125.

H.R. 7819, Section 107

I would urge that S. 1125 include H.R. 7819, Section 107, retaining the $2,000 eligibility figure until such time as appropriations are sufficient to satisfy all the maximum grants which might be computed under the $3,000 figure. To change precipitously from a $2,000 figure to a $3,000 figure until such time as funds are available would cause serious reductions in the ongoing programs of districts that have large numbers of students from families with the most severe economic need. Programs have been developed for children coming from these most disadvantaged areas and every effort should be made to see that they continue without interruption.

H.R. 7819, Section 110

Section 110 of H.R. 7819 is urgently needed. Although P.L. 874 and P.L. 815 have made notable contributions to school districts faced with the porblem of providing educational resources for children coming from Federally connected tax-exempt homes, they do not provide assistance for children from tracts of tax-exempt homes that may have only an indirect Federal connection. It is important

that a careful analysis be made of the effect that low-rent public housing has upon school enrollments and operational costs. School support must keep pace with urban renovation and housing programs.

H.R. 7819, Section 131

At first analysis, the attempt to amend Title III to eliminate the role of the Federal Government in selecting projects would appear to be in the best tradition of state and local control. As is often the case with generalizations, this may not be true for city school systems. There is considerable question in my mind regarding the need for state evaluation and recommendation of projects developed by the large cities. In general, large school districts maintain staffs of curriculum specialists who have the ability to develop imaginative and creative programs for the improvement of education. Unfortunately, they have been handicapped by a serious lack of funds. While the special needs of large cities have been growing at an unprecedented rate, their financial resources have lagged far behind. This has had the net effect of reducing the number of innovative programs emanating from the cities in recent years. It does not alter the fact that they have personnel that are as able or more able to develop new and imaginative programs as are their counterparts in state departments of education. Furthermore, these persons are much closer to the needs of their respective cities and are thus in a better position to evaluate programs than the staff of state educational agencies. Thus the allocation of funds directly to state agencies would seem to be inefficient, both from the standpoint of administrative costs and reduced sensitivity to the needs of the schools. If Congress believes that there is a need for smaller school districts to utilize the services of state educational agencies, I would suggest that provision be made to exempt school districts with enrollments over 100,000 from this requirement and that a certain per cent of Title III funds be reserved for programs in the large cities. Even with the reallocation of state legislatures to bring them into closer alignment with a one-man one-vote ratio, legislatures and departments of education reflect a heavy bias toward the small-town school districts. This is illustrated by the per cent of National Defense Education Act and Elementary and Secondary Education Act, Title II funds that are allocated to rural areas by state departments of education.

S. 1125, Section 142

I wholeheartedly support Section 142 of S. 1125. It is very important that apportionment formulas give consideration to the relative number of public school pupils. The tragic events of the last month have vividly illustrated the needs and special problems faced by large cities. Ample provision must be made for funds for a compensatory education program in these cities. Poverty is a national disgrace. Ignorance among large concentrations of people can lead to a national disaster.

H.R. 7819, Section 145

Section 145 of H.R. 7819 would further strengthen S. 1125. Local educational agencies in metropolitan areas need funds that will enable them to develop comprehensive plans. Present acts provide some financing for planning in the area of instruction or for research. However, the need goes beyond mere improvement of instruction. School districts need resources that will enable them to develop plans that encompass all facets of their operation, including the day-to-day administration of schools. Funds for comprehensive planning should produce dividends in better education and more efficient operation.

H.R. 7819 & S. 1125, Section 152

Amendments to Title VI which would authorize additional assistance to regional resource centers for the development of programs for the handicapped appear to be appropriate. The wide variation among state programs for the handicapped points to the need for such Federal assistance.

S. 1125, Section 301

Section 301 of S. 1125, which would amend P.L. 815 and P.L. 874 to make it clear that Federal property includes any interest under an easement lease, license permit, or other arrangement, as well as any improvements on such property, appears to be a sound proposal. It should eliminate confusion and prevent loss of income from property in these categories. Section 301 would extend programs through fiscal '69. This would more nearly approach a permanent author-

ization basis and permit better planning. It would also bring Federal financing into closer relationship to the school financial calendar.

Application deadlines and funding dates have plagued most of the Federal programs. These frustrations are the natural result of the differences between legislation and the school calendars. Extending authorizations for two or more years should make it possible to reduce many of these problems.

Next month schools will open and the legislation now under consideration will come alive in classrooms from coast to coast. Its effectiveness will largely depend upon the adequacy of the appropriations which you provide. It is of vital importance that full appropriations be voted immediately. Local boards of education have hired teachers, developed budgets, and planned instructional programs on the assumption that you will appropriate adequate funds. If such appropriations are not forthcoming very soon, many districts will be placed in untenable positions. I have previously referred to the need for longer authorization periods. Valuable as they may be, they will be of little assistance unless adequate appropriations are provided in time to meet program commitments.

S. 1125, Section 301, Subsection F

I should like to call your attention to a serious question regarding Subsection F of Section 301 of H.R. 7819. If action extending P.L. 815 through fiscal '68 were to omit Category B students, it would be a major blow to districts which depend upon such aid. Simple justice requires that the Federal Government compensate local districts for funds lost through Federal ownership of industrial and commercial property. You are well aware that housing alone, especially the type purchased or rented by government or defense-industry salaried workers, does not provide an adequate base for school support. This becomes even more critical when major construction is needed to house rapidly growing school enrollments. It is imperative that Category B students be retained as a basis for allocating both P.L. 815 and P.L. 874 funds.

H.R. 7819 & S. 1125, Sections 311–316

Sections 311–316 of S. 1125, which would amend P.L. 815 to provide assistance for schools in times of disaster, should clearly provide for assistance in the event that major school facilities are destroyed either by acts of man or by acts of nature.

Recent events illustrate the need for such legislation. It appears within the realm of possibility that some city may in the future be faced with the loss of a major portion of its school facilities. If such an event were to occur, I know of no resource that would be available to alleviate the hardships that would follow. Such an event would literally cripple the educational program of a city for generations.

On three different occasions during this year, I have submitted information relating to San Diego's need for Federal assistance. I should like to submit these three documents, along with today's testimony. These reports contain statistical information which further substantiates today's testimony. I am also submitting a chart showing the Federal contributions to educational programs in the San Diego City Schools. I believe it shows at a glance that the Federal programs are not a peripheral concern, but rather that they reach the very heart of public education.

FEDERAL CONTRIBUTIONS TO EDUCATIONAL PROGRAMS IN SAN DIEGO CITY SCHOOLS

1966-67

PURPOSE	Smith Hughes Geo. Barden Acts 64-347	Impact Aid (Operations) 81-874	Impact Aid (Sch.Bldgs.) 81-815	NDEA 85-864	MDTA 88-214	Vocational Education Act 88-210	Higher Education Act 88-329	Economic Opportunity Act 88-452	ESEA 89-10	Public Wks. & Econ.Dev. Act 89-136	Nat.Found. Arts & Humanities 89-209	Higher Educ. Facilities Act 88-204	National Science Foundation
I. BASIC EDUCATION PROGRAM													
Teacher Salaries	Vocational Students	Fed.Con. Children			Manpower Retraining	Vocational Students For Voca. Programs	Community Services	Head Start& Follow Thru Head Start	Education. Deprived ESEA Title II	Youth & Adult Sch.			
Instructional Materials & Equipment	For Vocation. Programs	"		Addn.equip., materials	"		Library Resources				Music,Art Equipment		Research materials
Facilities			Fed. Con. Children			Vocational Programs Coordination			Education. Deprived Inservice Training	Youth & Adult Sch.		College Classrooms & Libraries	
Teacher Training	Agric,Trade, Ind,Home Econ.						Natl.Tchr. Corps						
II. SPECIAL EDUCATION													
Handicapped									Visually Handicapped Seminar Program				
Gifted											Limit.mater. Art & Music		
Talented													
III. VOCATIONAL EDUCATION													
Work-Study	Cooperative Education Agric,Trade, Ind,Home Econ.				On-the-Job Training	Secondary & Jr. College Ind,Bus.Ed. Technical	Work-Study Program						
Vocational Training	Vocational Students				Unemployed Youth	Ind,Bus.Ed. Technical				Youth,Adult Skills Cntr.			
Career Guidance					Unemployed Youth				Counseling				
IV. COMPENSATORY EDUCATION													
Preschool								Preschool Programs					
Neighborhood Youth Corps								Unemployment					
Adult Basic Educ.					Unemployed Youth	Jr. College & Adult		Adult Basic Ed. Head Start	Adult Basic Ed. PovertyArea ESEA,Title I				
Poverty Children							Natl.Tchr. Corps						
V. IMPACT PROGRAMS													
Federal Activity		Basic Ed. Fed.Con. Children	Clsrms. Fed.Con. Children										
Technological Advances				Addn.equip.& materials, Basic Ed.									
VI. DISASTER PROGRAMS													
Natural disasters			Sec.311-316 S.B. 1125										
Civil disasters			Sec.311-316 S.B. 1125										

WHS:bj
8/3/67

PREPARED STATEMENT OF RALPH DAILARD, SUPERINTENDENT, SAN DIEGO CITY SCHOOLS, SAN DIEGO, CALIF., BEFORE HOUSE LABOR-H.E.W. APPROPRIATIONS SUBCOMMITTEE

Mr. Chairman and members of the committee, may I express my appreciation for the opportunity to present this testimony to the committee. The subject of the testimony which I offer is not new to this committee. During the past 16 years, Congress has consistently provided financial assistance to local school districts for the education of children in Federally affected areas. The need for this assistance has been demonstrated beyond any doubt. The principle upon which assistance to Federally impacted areas is based has been supported by both political parties. Therefore, the testimony which I present at this time deals primarily with the need to support the impact area legislation at a level which is fair and equitable to the local school districts and the Federal Government.

During the past 16 years, assistance to Federally connected children under Public Law 874 has increased from 512,000 children at the outset to more than 2,000,000 in 1966. The growth of this program has approximated national trends, with the average Federal payments remaining at about 5% of the operating costs of the Federal impacted districts for the 16-year period. Likewise, the national average for Federally connected enrollments has held close to 15% of total enrollments. The San Diego school system, of which I am superintendent, is a prime example of the many Federally impacted school districts which would have suffered serious educational deficiencies without the assistance of Federal impact legislation.

San Diego is a "Navy town." The major military installations located in the city include the Eleventh Naval District Headquarters, Naval Hospital, Naval Training Center, Naval Supply Center, Miramar Naval Air Station, Naval Electronics Laboratory, and the Marine Corps Recruit Depot. It is home port for a large number of fighting ships—many now on active duty in the Pacific. Additional Navy and Marine installations are located in the area. Moreover, a number of industries such as General Dynamics, with its several local divisions; Rohr Corporation; Solar; and National Steel & Shipbuilding Company, have major contracts for military equipment and materials. Roughly 25% of the total population of the area is directly connected with the military. Likewise, almost 25% of the parents of the 150,000 students enrolled in San Diego schools either live on and/or work on Federally-owned property.

The San Diego City Schools' budget for fiscal 1968 contains anticipated income of $5,825,478 from Public Law 874. This income is based upon 31,370 Federally connected pupils, 5,302 in the "A" category and 26,068 in the "B" category. *May I emphasize: If the Federal impact legislation is not funded it will not be possible to meet the deficit from either State or local sources. The only alternative will be to curtail educational services drastically.*

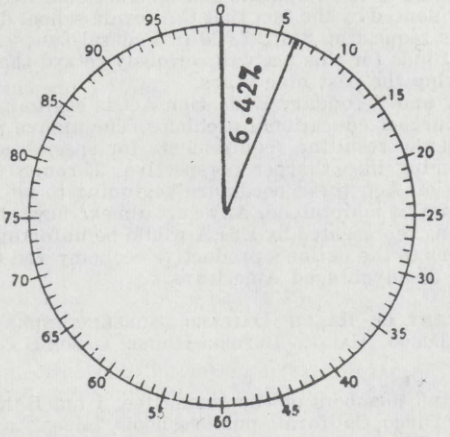
Federal impacted area legislation does not provide favored treatment to qualifying school districts. The San Diego Unified School District since 1950 has consistently provided educational services for Federally connected students who represented between 23% and 43% of the total student body. During this time Federal impacted area funds have provided only approximately 7% of the total annual school operating revenues.

I cannot emphasize too strongly that House Resolution 10196 now before the Senate Subcommittee on Labor must be funded for the full amount of $461 million. If this were to be reduced to the proposed appropriation of $416 million, it would produce about 11% less than the amount shown by careful estimates to be needed. San Diego would receive approximately $700,000 less than the entitlement for the current year. Such a reduction would force a serious curtailment in educational services.

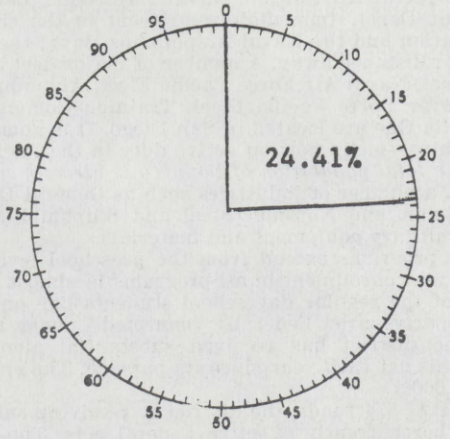
Federal support versus federally connected children

	Amount	Percent
Total 1966-67 budget for the operation of schools	$81,621,207	100.00
Funds received from Public Law 874	5,241,888	6.42
Total number of children enrolled, K-14, October 1966	130,255	100.00
Number of federally connected children, 1966-67 school year	31,789	24.41

PER CENT OF DISTRICT OPERATIONAL FUNDS FROM P.L. 874



PER CENT OF K-14 ENROLLMENT FEDERALLY CONNECTED



I should also at this time like to ask that the committee support the other ongoing Federal school-aid programs that will be before you for consideration in the near future, especially the Vocational Education Act and the National Defense Education Act.

Vocational Education Act and National Defense Education Act programs have made and should continue to make important contributions to the educational programs of this nation. They need to be continued at or above their present levels of support. The Vocational Education Act of 1963 has provided much of the flexibility that has been needed to bring school vocational education programs into line with the changing structure of the nation's employment needs. Funds are now needed to improve, strengthen, and expand these programs to prepare individuals to take their place as productive members of the economy.

The National Defense Education Act has been an important force for the improvement of instructional programs during the past nine years. In addition to providing substantial assistance to the various states, it has stimulated local school districts to increase their efforts to upgrade instruction.

During the period 1958–1967, California received $36,000,000 in Federal funds from Title III of this act. Of this amount, $16,000,000 was allocated to science programs for the purchases of equipment and instructional materials. The value of this program is evidenced by the fact that California school districts have already submitted projects requesting $11,127,000 in Federal funds for the coming year. Any reduction in funds for this act will seriously retard the progress which has been initiated during the past nine years.

The Elementary and Secondary Education Act is beginning to have an impact upon some of our urgent educational problems. The unique needs of the nation's urban centers and the resulting requirements for special educational programs are constantly coming into sharper perspective. Through the Elementary and Secondary Education Act, these needs are beginning to be met. It is important that this momentum be maintained. Any curtailment now of the significant educational innovations represented by ESEA would be unfortunate both in terms of future contributions to the nation's productive economy and to the lives of countless thousands of disadvantaged Americans.

PREPARED STATEMENT OF RALPH DAILARD, SUPERINTENDENT, SAN DIEGO CITY SCHOOLS, SAN DIEGO, CALIF., BEFORE HOUSE LABOR-H.E.W. APPROPRIATIONS SUBCOMMITTEE

Mr. Chairman and members of the committee, I am Ralph Dailard, superintendent of the San Diego, California public schools. I deeply appreciate this opportunity to appear before you and report firsthand on the problems in San Diego which are pertinent to the legislation you have now under consideration.

The population of San Diego is now over 670,000—twice its 1950 population. It is built around one of the finest natural harbors in the world and is a "Navy town." The major military installations located in the city include the Eleventh Naval District Headquarters, Naval Hospital, Naval Training Center, Naval Supply Center, Miramar Naval Air Station, Naval Electronics Laboratory, and the Marine Corps Recruit Depot. Immediately adjacent to the city are the North Island Naval Air Station and the Naval Amphibious Base; the Camp Pendleton Marine base is a short distance away. A number of major fleet commands including the U.S. First Fleet, Naval Air Force Pacific Fleet, Amphibious Force Pacific Fleet, Cruiser-Destroyer Force Pacific Fleet, Training Command Pacific Fleet, and Submarine Flotilla One are located in San Diego. It is home port for a large number of fighting ships—many now on active duty in the Pacific.

Roughly 25% of the total population of the area is directly connected with the military. In addition, a number of industries such as General Dynamics-Convair, Rohr Corporation, Sôlar, and National Steel and Shipbuilding Company have major contracts for military equipment and materials.

The school district programs extend from the preschool level through junior college. The total current enrollment in all programs is almost 150,000. The parents of almost 25% of the regular day school students live on and/or work on Federally owned property—are "Federally connected" under the definitions of Public Law 874. The district has received substantial amounts of General Fund revenue from this act each year since its passage. The entitlement for the current year is $5,545,000.

In addition to the P.L. 874 funds, the district is receiving substantial support from a number of other currently effective Federal acts. The total of Federal support this year will approximate $10 million or 12% of the operating budget of the district. (See attached table.) We are deeply concerned that the appropriations for fiscal '68 be adequate and that any deficit in support of fiscal '67 funding be eliminated by enactment of necessary supplementary appropriations. Any significant failure of the Federal government to meet the financial obligations defined in enacted statute will necessitate a crippling reduction in the quantity and quality of education for San Diego's children—and those of any other city which has relied on these acts for program support.

Stability for funding of Public Law 874 is of greatest importance to San Diego. In this act, payments are made for the education of children whose parents work and/or live on tax-exempt Federally owned property. The amount paid per child is the same as that paid by local property owners. The revenue is for general

support of the basic school program of the district. The proposed appropriation for fiscal '68 of $416 million is $45 to $50 million, or about 11%, less than the amount shown to be needed by careful estimates. If this appropriation is not increased by the proper amount, each eligible district will receive less than 90% of its entitlement as defined by the statute for fiscal '68. San Diego will receive approximately $700,000 less than the entitlement for the current year. A reduction of program for *all* of the children in the city would be necessary. There is no source of funds to replace the deficit. I strongly urge that the budget item for P.L. 874 be increased by $50 million for fiscal '68 so that the defined obligation of the Federal government to the children of the eligible districts can be met.

While San Diego and other districts previously eligible under P.L. 874 will receive their full entitlements this year, the districts made eligible by the latest amendment will receive nothing. The obligation of the Federal government to these districts has been defined by statute. A supplementary appropriation in sufficient amount to meet the obligation should be enacted.

The NDEA, Title III, funds have been used in San Diego to materially accelerate improvement of teaching in the eight critical subject matter areas designated by the act. Reduction of the appropriation for this section to approximately one half of the fiscal '67 level would seriously retard this process of improvement. The district could continue to use the funds previously required for matching the Federal grants. Funds cannot be diverted from other programs to replace the loss in Federal support. While the act has resulted in dramatic improvement of materials of instruction, the level is yet below a reasonable optimum. Increase of the budget item up to at least the level of fiscal '67 is urged. Continued incentive aid is essential to our program improvement plans.

In the case of the support for vocational education, a loss of Federal support will necessitate a reduction in the promising but as yet incomplete program of high school occupational training. A study to develop a master plan for career development centers in our twelve high schools has just been started. Implementation of a comprehensive plan will require an improved support level. Continued appropriations at the authorization level is urged and is essential to the program of vocational education in San Diego.

If the full amount authorized for Title I of the Elementary and Secondary Education Act had been appropriated, San Diego would receive approximately $3.6 million for improvement of program in the schools enrolling a substantial number of deprived children—about 30% of the schools operated by the district. Approximately $2.6 million was granted to the district for the portion of fiscal '66 for which funding was available. Plans were made for a fully financed program in fiscal '67. Heavy expenditures were made for acquisition of equipment, instructional materials, and books. Key staff members were employed and assigned. The program was established at a level which could be continued for a full year under the complete entitlement. In short, the district developed a plan in the spring of 1966 and "tooled up" for a full year of operation at the complete entitlement level. Instead of the full entitlement, however, we were instructed to set a budget and operational level for fiscal '66 at 85% of the partial grant for the prior year. The exact amount of the grant for fiscal '67 was just one dollar more than 85% of the grant for the prior year—*and we were notified just three weeks ago of the exact amount we would receive.* The need for the Title I program is clearly established in San Diego. We have workable plans for operation of a program up to the full entitlement. With a few months lead time for staffing, we can make effective use of the full entitlement in San Diego. We strongly urge that the appropriation for fiscal '68 be set at the full amount authorized by the act. As far as our city is concerned, we can make effective educational use of the full entitlement of the district for the purposes defined in the act.

The need in the district for library books, audio and visual aids, and instructional materials has usually exceeded the amounts which could be budgeted for the purpose. A substantial backlog of need has developed and the full entitlement which might become available under Title II of the ESEA can be used. The need of the independent schools of our area for enriched instructional materials is critical. The only restriction on our use of Title II funds would be the ability of the publishers and material suppliers to deliver the books and materials. Full appropriation is urged.

An ESEA, Title III, grant to the city of San Diego has been used to stimulate the development of a cooperative instructional television program for the city district and 25 districts of the metropolitan area. Added support can be used

to bring this program to full effectiveness. A demonstration program is under way for teaching children to whom English is a second language. A limited cultural arts program is operative. All districts and agencies of the county have consolidated their efforts for full study of the needs of the children of the area for supplementary educational activities. Limitations on Title III funds have limited the useful creative programs which could be initiated. Rich educational resources are available which could supplement effectively the existing in-school programs in an important way. Substantial added funds can be used in the San Diego district and metropolitan area districts for education innovation which would enrich the present programs for all children greatly. So far as one area is concerned, we can use the full share of the authorized funds for the development of enriched educational opportunities for all children.

The entitlements which would be available if ESEA appropriations were brought up to full authorization could be used in our district and by the districts in the San Diego metropolitan area. We urge that the full amounts be appropriated for fiscal '68.

Restricted funding for Operation Headstart and Manpower Development and Training Act also concerns us. When Economic Opportunity Act funds first became available for Operation Headstart, our district opened a limited summer program. Facilities were not available for a full-year program. We wanted to move slowly to a full-scale program to assure development of program quality. The district is now restricted to this limited initial program for forty or less summer classes. Some State funds have become available this year for facilities and operation of full year prekindergarten classes for deprived children. However, our district has need for approximately twice the number of summer preschool classes for deprived children and can use substantial amounts in extending the limited preschool program available during the regular school year. We would urge substantial increase in the earmarked funds for Operation Headstart in the appropriation for the Economic Opportunity Act.

The change in national policy on MDTA has reduced funds available for institutional training. As a reuslt, funding under MDTA has been discontinued in San Diego in a number of occupational areas. A number of the training programs have been continued using State and local funds. *However, no subsistence funds have been available for the trainees.* As a result, those who are unable to sustain themselves are denied the opportunity for training for employment. Some are being supported by welfare funds and some by unemployment insurances but the restriction on funds is limiting the ability of the district to train the unemployed for useful occupation. Local educational funds cannot be used for subsistence payments.

SUMMARY AND GENERAL COMMENT

1. Where there are authorizations there should be appropriations. The San Diego school district can make effective use of the full entitlement under the various acts. Full appropriations for P.L. 874, NDEA, and VEA are essential to maintenance of the basic education program of the district.

2. A supplementary appropriation in sufficient amount to pay all entitlements under P.L. 874 and P.L. 815 for fiscal '67 should be enacted.

3. The major titles of the Elementary and Secondary Education Act should be continued and fully funded. This act is directed to the solution of definite and urgent educational problems. Diversion of the funds for existing bills at present authorization levels to any form of general aid would leave critical problems unsolved and would result in only a minor level of general program improvement.

4. The Federal appropriation cycle must be adjusted to the budget and operation cycle of the school districts if the available funds are to be used most effectively. School budgets are being made now. Professional staff are being employed now. Firm information on revenue is needed now when the plans for the year are being developed, budgets are being formed, and staff are being employed. This early information is particularly necessary for the categorical aids programs.

5. Arrangements must be developed for an orderly flow of funds to the school districts and for advances of funds in advance of spending. The portion of the total expenditures of major school districts which is financed from Federal revenues is too large to be carried by the cash flow from other revenue sources.

Again, I deeply appreciate the interest of your committee in the problems of education and the opportunity to appear before you. The full support for these specific programs is critical if adequate solutions for the pressing educational problems of the major cities are to be met.

San Diego City Schools, San Diego, Calif.

Funds received from major Federal acts, 1951–67

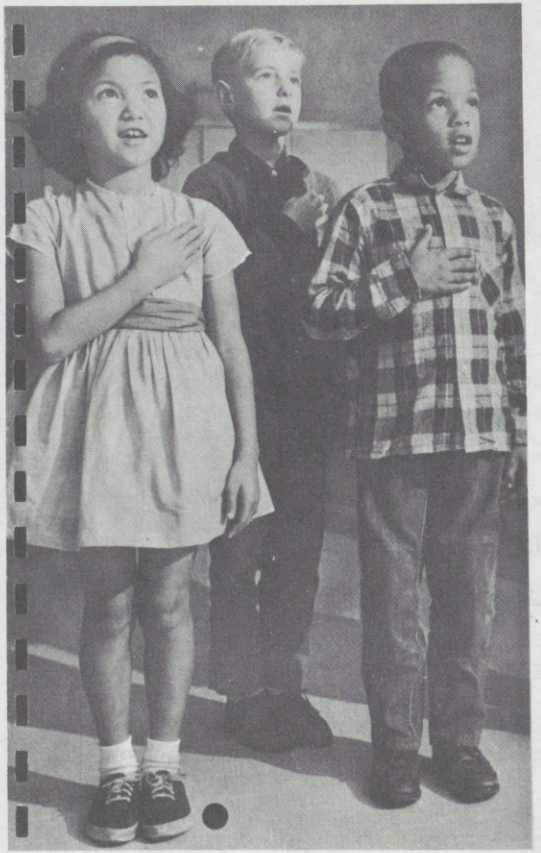
	Total, 1952–67	1966–67	1965–66	1964–65	1963–64	1962–63	1961–62	1960–61
Public Law 874 [1]	[2] $52,907,397	$5,545,300	$5,413,243	$4,884,202	$4,673,222	$4,141,274	$3,924,051	$3,349,223
Public Law 815	[3] 22,828,946							
NDEA	396,637	50,000	107,543	68,430	41,790	90,050	38,824	
MDTA	1,633,921	984,954	313,233	291,499	43,082	1,153		
VEA	1,490,592	423,359	588,167	94,996	153,972	115,342	114,756	
Higher Education Act	37,500	37,500						
EOA	371,077	185,025	186,052					
ESEA	5,571,631	2,724,770	2,846,861					
Total, Federal funds received	85,237,701	9,950,908	9,455,099	5,339,127	4,913,066	4,347,819	4,077,631	3,349,223

	1959–60	1958–59	1957–58	1956–57	1955–56	1954–55	1953–54	1952–53
Public Law 874	$3,080,869	$2,686,435	$2,292,967	$2,202,387	$1,811,934	$1,988,164	$1,962,768	$1,914,632
Public Law 815		587,277	2,636,032	2,476,167	426,521	6,278,682	2,067,042	4,360,911
NDEA								
MDTA								
VEA								
Higher Education Act								
EOA								
ESEA								
Total, Federal funds received	3,080,869	3,273,712	4,928,999	4,678,554	2,238,455	8,266,846	4,029,810	6,275,543

[1] Adjusted final entitlement figures for each year's project (will not correspond to J–41 income figures for respective years).

[2] Includes $1,104,195 received in 1950–51 and $27,540 flood disaster money received 1965–66.

[3] Includes $3,550,628 Lanham Act projects.



A Preliminary Report on–

THE USE OF FEDERAL FUNDS IN EDUCATIONAL PROGRAMS

In the San Diego City Schools

Submitted by:

Ralph Dailard, Superintendent
San Diego City Schools
San Diego, California
March 1, 1967

Prepared by:

William H. Stegeman, Curriculum Services Division
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EMERGING FRAMEWORK OF FEDERAL AID

Educational programs in large cities face critical financial problems. Limited local resources are insufficient to maintain high quality basic education programs. At the same time, city school districts have been confronted with rapidly increasing concentrations of children who are severely limited by economic and cultural deprivation, requiring the development of extensive special programs.

Recognizing the financial crises in many city school districts, the Federal government in recent years has begun to supply needed funds through several different acts. Although these funds are not yet in amounts sufficient to solve the mounting problems of cities, the Federal government is beginning to give substantial help.

Many citizens have feared that the arrival of Federal funds would mean the end of local control and a restriction of the role of the local district. Education, however, takes place in local classrooms with children who live in local neighborhoods. In such a setting, quality control of the educational program can best be accomplished by local districts. As a matter of fact, the advent of Federal funds has necessitated strengthening the role of the local district. Funds from outside sources place the responsibility for effective and efficient use of these funds upon the local administration.

This brief report indicates the use and effect of Federal funds in San Diego's educational programs. It is presented in order that the emerging framework of Federal financing and the emerging role of the local district may be observed.

Ralph Dailard

Ralph Dailard, Superintendent
San Diego City Schools

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FUNDS RECEIVED FROM MAJOR FEDERAL ACTS, 1951-67

	TOTAL (1951-1967)	MILLIONS OF DOLLARS															
		66-67	65-66	64-65	63-64	62-63	61-62	60-61	59-60	58-59	57-58	56-57	55-56	54-55	53-54	52-53	51-52
Public Law 874 (general aid for operation)	$52,707,000	5.55	5.41	4.88	4.67	4.14	3.92	3.35	3.08	2.69	2.29	2.20	1.81	1.99	1.96	1.92	1.90
Public Law 815 (general aid for buildings)	22,821,000*									.59	2.64	2.48	.43	6.28	2.07	4.36	.45
NDEA (categorical aid)	400,000	.05	.11	.07	.04	.09	.04										
MDTA (categorical aid)	1,620,000	.98	.31	.29	.04												
VEA (categorical aid)	1,480,000	.42	.59	.09	.15	.12	.11										
Higher Education Act (categorical aid)	37,500	.04															
EOA (categorical aid)	370,000	.18	.19														
ESEA (categorical aid)	5,570,000	2.72	2.85														
TOTAL FEDERAL FUNDS RECEIVED		9.94#	9.46	5.33	4.90	4.35	4.07	3.35	3.08	3.28	4.93	4.68	2.24	8.27	4.03	6.28	2.35
TOTAL DISTRICT EXPENDITURES AND OTHER OUTGO		82.87	73.69	66.06	57.54	55.56	50.81	47.41	42.90	36.57	32.66	27.14	24.08	21.94	20.14	17.66	14.77
PER CENT FEDERAL IS OF DISTRICT EXPENDITURES		12.0%	12.8%	8.1%	8.5%	7.8%	8.0%	7.1%	7.2%	9.0%	15.1%	17.2%	9.3%	37.7%	20.0%	35.6%	15.9%

*Includes approximately $3,000,000 in Lanham Act funds, not included in yearly subtotals shown here for 1951-59.
#Budget estimates 1966-67.

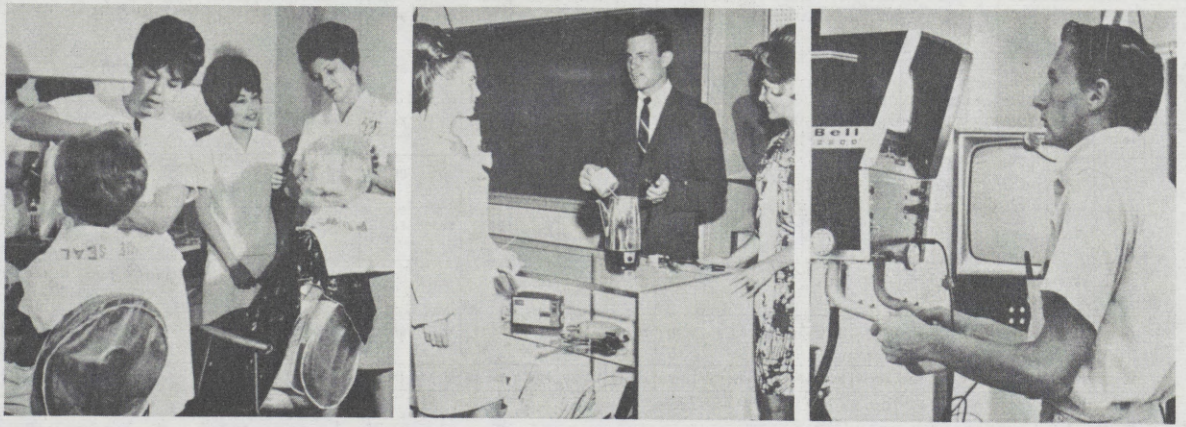
P.L. 64-347 - Smith-Hughes and George Barden Acts

PURPOSE: To provide vocational education and teacher training in agriculture, trade, industry, and home economics.

DISTRICT PROGRAM: The district for many years has provided a variety of courses with funds from these acts. They have provided the incentive for pilot programs extending vocational education into areas of training needed by the citizens of the community. Merchandising, distributive education, and cosmetology courses are recent examples.

RESULTS: As new demands for vocational training have become known, the district has offered new programs. Many citizens of the community who enrolled in and completed programs supported by funds from these acts are now gainfully employed.

CONCLUSION: These acts have shown that Federal funds can be adjusted to changing community needs for new skills.



The first of the vocational education acts has provided continuing support to vocational programs.

P.L. 81-874 - Impact Aid for School Operation

PURPOSE: To provide funds for basic education programs for children whose parents live and/or work on Federal property.



25% OF SAN DIEGO CHILDREN ARE FEDERALLY CONNECTED

30,800 children in grades K-12 whose parents live on and/or work on Federal (tax-exempt) property currently attend San Diego schools

DISTRICT PROGRAM: Children of Federally-connected families have been admitted to the nearest school and provided the same educational program as for all other district pupils, without separate identification and without segregation.

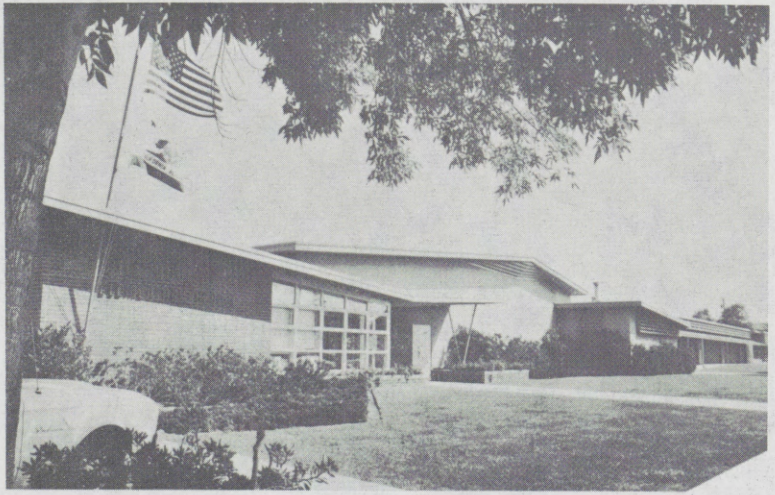
RESULTS: Education provided Federally-connected children on an equal basis to education provided local children by local tax funds has meant that all children can receive a better basic education program.

CONCLUSION: General aid for basic education programs is essential regardless of the source of funds. It is the basic education program that assures all children an equal chance to learn.

P.L. 81-815 - Impact Aid for School Buildings

PURPOSE: To provide classrooms for children whose parents work and/or live on Federal property.

DISTRICT PROGRAM: During a period of rapid Federal expansion, classrooms were provided in San Diego for children whose families do not pay property taxes for bond interest and redemption. Federally-connected children were not segregated into these classrooms but were free to attend classes in neighborhood schools with all other children. Federal classrooms were likewise used by all other children. The compensatory space principle was followed.



In time of accelerated Federal activity, the local district provided needed classrooms from local and Federal funds.

RESULTS: With the help of Federal funds and local bond funds it was possible to provide a full day school for all children. Federal and locally shared efforts have successfully maintained schools in periods of heavy Federal activity and rapid growth.

CONCLUSION: It has been shown that Federal funds can be effectively used and administered to augment local funds in time of need. The compensatory space principle can be used to avoid unnecessary accounting for daily use.

P.L. 85-864 - National Defense Education Act of 1958 (NDEA)

PURPOSE: To encourage changes in local educational programs in keeping with national defense needs of the nation. (At first this was directed toward science, mathematics, and foreign language programs. Recently it has been broadened to provide more generalized support.)



DISTRICT PROGRAM: Title II - Provided loan funds to junior college students.

Title III-A - Provided instructional materials and equipment for educational programs in -

Mathematics	Reading	History
Science	Foreign languages	Civics
	Geography	Economics

Title III-B - Consultants in mathematics, science, foreign language and counseling have been supplied to the district.

Title V - Counseling ratios have improved owing to reduced loads.

RESULTS: Many new materials and varieties of effective instructional equipment have been introduced into use through Federal funds. The domination of the single textbook with its pressure for lock-step learning has been broken. An entirely new attitude of eagerness on the part of the staff to use new methods and techniques for individualized instruction has been created. Loan funds have assisted college students to remain in school.

CONCLUSION: Dramatic changes can be made in programs when tools for specific purposes are provided the classroom teacher. When supported by modern materials and equipment, instruction improves dramatically.

Students are willing to work to repay loans if they can be given a chance to obtain an education.

Examples of new materials and equipment introduced into use by NDEA funds: overhead projectors - single concept projectors - modern electronic equipment - television sets - microprojectors - transparencies - 8mm films in cartridges - teaching kits - modern machines - computers - mathematics models - modern maps and globes - modern science films and laboratories.

P.L. 87-415 and P.L. 88-214 - Manpower and Development Act of 1963 (MDTA)

PURPOSE: Occupational training for unemployed youth and adults who need training and/or basic education in order to obtain full-time work.

DISTRICT PROGRAM: The district has worked with employment departments and Federal agencies to provide a wide variety of programs. These programs have varied depending on local needs, length of training required, and number of unemployed persons referred to the programs.

RESULTS: Results in many programs have been dramatic. Large numbers of unemployed persons have been retrained and successfully placed in productive employment. The number of replacement failures has been surprisingly small.





CONCLUSION: Although the total number of programs has not been sufficient to solve major employment problems, the programs have served as pilots to illustrate need and effect of retraining. They have also illustrated that Federal and state agencies can work effectively together to solve retraining problems.

Examples of programs provided:

- Electronics assembly
- Machine shop
- Basic mechanical drafting
- Welding
- Basic education
- Psychiatric technician
- Remedial education
- Automotive general mechanic
- Aircraft assembly
- Automotive service
- Nurses' aide and orderly
- Food services
- Laundry and dry cleaning
- Licensed vocational nurse

P.L. 88-210 A - Vocational Education Act of 1963 (VEA)

PURPOSE: To maintain, extend, and improve vocational education programs and to develop new programs. To provide programs in industrial, technical, and business education, including work experience and vocational guidance programs. To consolidate previous legislation.

DISTRICT PROGRAM: The district has planned and presented a wide variety of vocational education courses at high school and junior college levels. The district has also pioneered in developing a new concept in the development of entrance level skills for non-college youth.

RESULTS: Federal funds have encouraged the constant replanning and upgrading of vocational education classes and programs at both the high school and junior college levels. As a result (1) a complete revision of the home economics program in high schools has been made, (2) a pioneering program for high schools for basic entrance-level occupational skills of non-college students has been established, (3) vocational programs in junior colleges have been modernized and (4) a study of needs for an updating of the program in business education, based on a continuing study of needs, has begun.



CONCLUSION: Federal funds have provided incentives to state and local agencies to maintain a strong basic vocational program in spite of pressures for overemphasis on science and engineering. Demands for even greater acceleration in development of these programs indicate the need for more Federal funds.

Examples of programs provided:

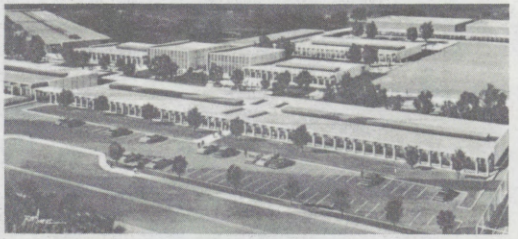
High School

Business Occupations
Industrial Occupations
Nurses' Aid Program
Occupation Work Experience
Coordination of Occupations
Occupational Counseling
Home Economics Occupations

Junior College

Airline Pilot Training
Civil Engineering & Technology
Laboratory Animal Technician
Ornamental Horticulture
Quality Control & Reliability
Production Machine Technician
Turbine Engine Technician
Vocational Business Education (Upgrading)
Vocational Trade Technician (Upgrading)

P.L. 89-329 and P.L. 88-204 - Higher Education Act and Higher Education Facilities Act



PURPOSE: To assist the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use through college and university community service programs. To provide buildings to house classrooms, libraries, and laboratories to expand enrollment capacity. To provide loans for construction of academic facilities.

DISTRICT PROGRAMS: The district has provided limited community service programs such as "Problems of Senior Citizens" and provided educational opportunity grants to needy students. Applications to build facilities for junior college programs have been submitted. The first two applications for facilities were of too low priority to receive funds. The district has applied for assistance to improve junior college libraries.

RESULTS: To date there are no significant results; however, the outlook is optimistic concerning the use which could be made of funds if received in time to be used. Funds for library assistance to be used by June 30, 1966, were received on June 30, 1966, and had to be returned unspent. Funds to be used prior to June 30, 1967, were received February 27, 1967, and will be used.

Funds for facilities were not obtained due to priorities and limited funds available. Three applications are on file for the current year.

Funds for student grants are not being accepted by students, since work study and loan programs under other acts seem to better meet the needs of students.

CONCLUSION: Because of a system of priorities, shortage of funds, and lateness in receipt of available funds, the district has found it difficult to take full advantage of these acts.

Impact to date on the district has been extremely limited, although the district junior college program is one of the largest and most rapidly growing in this nation and needs assistance from these acts.

P.L. 88-452 - Economic Opportunity Act of 1964 (EOA)

PURPOSE: To eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity.

Title I,B - Neighborhood Youth Corps: To provide useful work experience for young men and women 16-21 years of age in public agencies and nonprofit organizations.

Title I,C - Work Study Programs: To provide part-time employment for students from needy families so they can go to or remain in college.

Title II,A - Community Action Programs: To provide stimulation and incentive for urban and rural communities; to mobilize their resources to combat poverty through community action programs.

Title II,B - Adult Basic Education: To initiate programs of instruction for individuals who have attained the age of 18 and who are handicapped by reading and writing deficiencies when seeking or in retaining employment.

DISTRICT PROGRAMS: Title I,B - Since June 1966 more than 800 students from the district have been enrolled for varying lengths of time in the Neighborhood Youth Corps administered by the San Diego Urban League. Many in turn have worked on jobs provided in district programs.

Title I,C - Work study opportunities are currently being provided 225 college students.

Title II,A - Project Head Start preschool experience has been provided for 640 children. Many more will be enrolled in the summer of 1967.

Title II,B - Adult Basic Education classes have been provided for 2,291 adults. Currently 352 are enrolled in basic education classes.

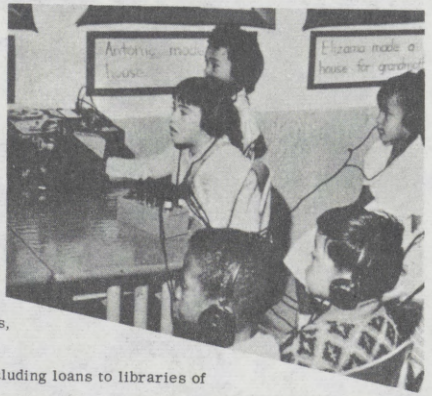
A proposal for a major research and development program to seek solutions to educational problems of poverty-affected children was denied after extensive negotiations.

RESULTS: The community and the schools have agreed upon tasks which the schools can perform best. Categorical funds have resulted in specific projects for specific educational needs to combat poverty. Adults and students on marginal incomes have found help and employment which immediately raised their standard of living. Young children have begun their development at a formative age. Students are willing to work their way through school if given a chance; they also get valuable job experience.

CONCLUSIONS: Although at first there seemed to be a strong community rejection of the school's part in attempting to combat poverty, there now seems to be a growing faith and awareness that special educational programs are needed if poverty is to be reduced.



P.L. 89-10 - Elementary and Secondary Education Act of 1965 (ESEA)



PURPOSE: Title I - To strengthen elementary and secondary school programs for educationally deprived children in low income areas.

Title II - To provide additional school library resources, textbooks, and other instructional materials.

Title III - To finance supplementary education centers and services and encourage innovative educational programs.

Title IV - To broaden areas of cooperative research.

Title V - To strengthen State Departments of Education.

DISTRICT PROGRAMS: Title I funds have been used in poverty area schools to develop additional preschool programs, extend remedial and basic skills programs, provide auxiliary services, enrich cultural and learning activities, provide special in-service education programs, and develop essential curriculum materials.

Title II - Book collections have been increased for elementary and secondary schools, including loans to libraries of private schools. Other instructional audio-visual materials have been purchased.

Title III - The district has cooperated with fifty other school districts to form a supplementary education center. The district has taken primary responsibility for a 26-district television project and for an 11-district pilot demonstration "English As a Second Language" program.

Title IV - The district has received its first Federal-sponsored research project in foreign language instruction at sixth grade.

Title V - The district has served as subcontractor to the State Department of Education to revise and simplify the instructional program section (Division 7) of the California Education Code, resulting in a bill now before the State Legislature.

RESULTS: Title I funds have made it possible to expand pilot compensatory education programs to most schools of the district serving children of low income families. Uncertain, and finally sudden, arrival of funds made implementation of the program difficult. The staff has overcome the initial confusion, and students are responding to new programs. Development of pilot projects to improve new programs can now begin. Continued uncertainty of funds and late allocation of funds make it difficult to plan ahead.

Title II funds have begun to relieve book and materials deficiencies. The backlog is still great.

Title III funds have started the trend toward dynamic thinking and innovative improvements.

Title IV funds are still uncertain and difficult to plan use of; however, basic research needs to be encouraged at the classroom level.

CONCLUSION: Infusion of Federal funds for essential purposes has begun to encourage badly needed changes in educational programs. This is only the beginning!

P.L. 89-136 - Public Works and Economic Development Act of 1965

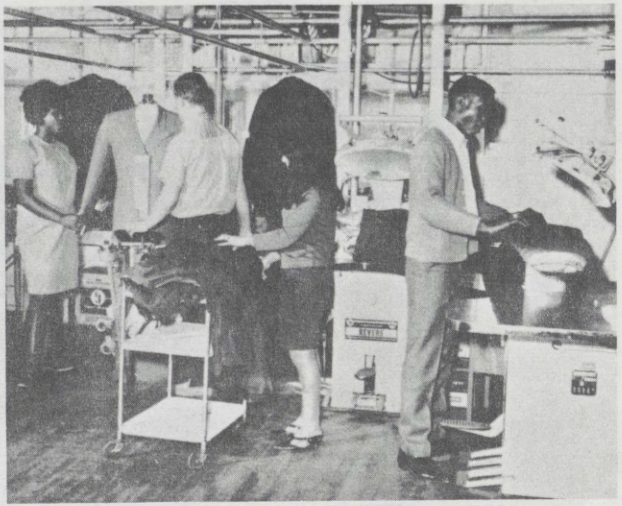
PURPOSE: To engage in educational programs intended to train and retrain residents to enable them to qualify for job opportunities, thereby enabling them to achieve full-time employment.

DISTRICT PROGRAM: In cooperation with the department of commerce and department of labor the district has implemented a program whereby unemployed persons receive training in both basic education and in a basic occupational skill. The person receives a salary as he learns. This program is offered in a "skills center" established for this purpose.

RESULTS: First results were very good, with good progress on the part of participants culminating in almost total full-time employment. The center is now beginning work with the "hard core" unemployed. The degree of success which can be achieved with this group is yet to be determined.

CONCLUSION: Concerted and coordinated effort is needed to provide training and placement of chronically unemployed.

Results today of the pilot "skills center" project are encouraging.



The unemployed learn in a "skills center" in San Diego.

It has been found that many of the chronically unemployed would like to work if they are given a chance to learn and earn.

P.L. 89-209 - National Foundation on Arts and Humanities

PURPOSE: To encourage interest in and understanding of the arts.

DISTRICT PROGRAMS: An art-music laboratory for secondary schools was established in 1966 from funds supplied by this act. In 1967, art instructional materials have been planned to stimulate improved instructional programs in elementary schools. High quality music equipment was purchased for college instruction.

RESULTS: Funds to school districts have been too limited to encourage even pilot projects.

CONCLUSION: Art, music, and other cultural programs of exemplary type have suffered as a result of recent concerns for science and mathematics; they need to be re-emphasized and vitalized in the school and in the community.



Renewed and increasing community interest in art, music, and other cultural activities currently is creating demand for related educational programs. There must be a revival of exemplary educational offerings in the fine arts.

Major Problems

It is important to point out that there has been no infringement or reduction of local control over educational programs. Although there were indications in the beginning stages that the Economic Opportunity Act Administration might seriously infringe upon local control, these threats have gradually been overcome. There is, in fact, considerable evidence to indicate educational programs have been strengthened substantially through Federal funds. Nevertheless certain problems have occurred.

1. Each recent act has been for a specific purpose, has required the development of an involved application and establishment of separate standards, and has required separate fiscal and quality controls. Categorical aid projects have proliferated the number of budget accounts and evaluation reports.

2. Serious staff deficiencies have occurred in the need for personnel with specific types of training and experience. There has been a substantial increase in the demands for in-service education programs not provided for in the specific purpose program funds. There has also been a great increase in administrative load without adequate increases in staff to handle the load, and projects do not provide funds to relieve such extra loads.

3. There have been serious delays in Federal funding. Programs have been hastily organized without assurance that the Federal funds would in fact be available. This delay has resulted in serious problems in local administration and has not made possible sound fiscal or educational planning. More recently partial funding has been provided with considerable delay and full funding prolonged beyond the period of reasonable and efficient use, if received at all. Funds are more effectively and efficiently used when they are received in advance. Better planning, staffing, and operation of projects will occur when authorized projects are fully funded.

4. In some cases state plans and Federal administrative regulations have been extremely complex and beyond the basic requirements of the act. In other cases few understandable guidelines have been provided. Both have added to the complexity of administration. More effective, efficient, and dynamic local programs will be possible when state plans and Federal regulations are less confusing and better coordinated.

5. Categorical aid funds may be useful as incentives to districts to develop projects to meet special needs but have made it difficult for them to maintain balanced and articulated educational programs. The result has been serious planning and organizational problems. Once incentive levels are achieved and special needs are being met, it would be better programming to appropriate and allocate funds on non-complex basic aid bases.

Immediate Needs

1. The Federal government should continue to participate in the support of education when the national interest requires it and when local and state resources are insufficient to provide necessary programs.

2. The increasing concentration in big cities of large numbers of children who are severely limited by economic and cultural deprivation requires the expenditure of effort and funds for more effective educational programs. Limited resources of cities to provide necessary funds require greater participation from the Federal government through special legislation. Since the specific needs and unique characteristics of the large cities have not been adequately or fully understood, funds for research and development of effective educational programs are a first priority need.

3. Deficiency appropriations are needed immediately for the current year to complete programs already under way. Curtailment of programs in the formative stages will set back rather than accelerate educational changes and will result in substantial deterioration of community efforts and morale.

4. Where there is authorization, there must be funding. Make full appropriations as soon as possible for all authorization for fiscal 1968. As soon as categorical programs become stable and basic programs, change categorical aid to general aid.

5. Adjust the Federal appropriations cycle to the school budget and operation cycle in order that programs may be more effectively and efficiently implemented and staffed.

6. Transfer Project Head Start from the Office of Economic Opportunity to the Office of Education for better articulation and continuity in the total educational program.

7. Renew acts currently expiring. Do so sufficiently in advance to allow for staffing and continuances of programs already started.

8. Renew and finance the Educational Television Facilities Act to reflect the changes suggested in the Carnegie report.

9. Hold hearings to determine needed changes in existing acts.

10. Begin support for school construction, since classrooms must be provided for programs.

11. Begin to eliminate apparent duplication in existing acts.



We are in the beginning stages of attempting to solve some of the major educational problems in big cities. It is apparent that progress is being made. Efforts must continue and expand in order that the children entering our schools today will be able to live productive and purposeful lives.

PREPARED STATEMENT OF WILLIAM H. OHRENBERGER, SUPERINTENDENT OF PUBLIC SCHOOLS, BOSTON, MASS.

Mr. Chairman, may I take this opportunity to state that the School Committee and the Superintendent of the Boston Public Schools are deeply grateful for the financial assistance rendered the children and taxpayers of this community by the federal government. There is no doubt that without this timely and generous aid it would have been virtually impossible for us to initiate the host of quality programs desperately needed by the disadvantaged pupils of Boston. It is abundantly clear that the enactment of educational legislation by the Congress of the United States has rescued public education, especially in the large urban areas, from the disaster of being unable to provide the kinds and varieties of educational services critically needed by the pupils in the cities today. Therefore, we wish to go on record as enthusiastically in support of continued Congressional appropriations, and on behalf of the School Committee of the City of Boston wish to express our sincere appreciation for the efforts of you and your colleagues toward this end.

In your deliberations this year we hope that the Senate Committee will consider and react favorably to the following points relative to the Elementary and Secondary Act:

Title I

1. We are in favor of categorical aid as opposed to general aid. In our opinion, the categorical aid policy guarantees that those children for whom the money was intended receive the full benefits ofthe financial assistance.

2. We respectfully urge full funding of the authorizations for each fiscal year due to increased teacher salaries, built-in expenses such as annual increments for teaching personnel and rising costs of books, supplies, etc. In addition, full funding is essential in order that we may extend our services over a wider area and thereby reach all of the disadvantaged children of this city. Present funding levels do not permit this full participation.

3. Appropriations for the school year commencing in September should be known by April of the preceding school year in order that plans may be finalized, personnel employed, programs organized, etc.

4. A formula for the distribution of available funds should be adopted that will enable the large cities to attack the problem of educating the disadvantaged on a wider basis. The present formula is not adequate to do the job that needs to be done inthe urban school systems.

5. We would respectfully urge the adoption of a policy of two year advanced funding in order that on-going programs may be assured of continued existence.

6. We urge the adoption of Section 110 of House Resolve 7819 as part of Senate 1125. We are particularly interested in this action as the City of Boston has the greatest percentage of public school children living in public housing of any city of comparable size.

Title III

We wish to be recorded in favor of having Title III allotments remain in the hands of the Department of Health, Education, and Welfare and not be dispensed through the state education departments.

Title VI

We urge a marked increase in the authorizations under Title VI in order that more operational funds may be granted to meet the complexity of problems of the handicapped children who reside in large numbers in the urban areas.

PREPARED STATEMENT OF DAVID R. BOWEN, JR., ASSOCIATE FOR EDUCATION, COMMUNITY AND REGIONAL RESOURCE DEVELOPMENT GROUP, CHAMBER OF COMMERCE OF THE UNITED STATES

The Chamber of Commerce of the United States believes that this year's amendments to the Elementary and Secondary Education Act of 1965 offer the Senate an important opportunity to strengthen and enlarge the foundation upon which we are building our educational system.

In recent years, the growing educational demands upon state and local governments and the disparity of resources among the states have led to the increased use of federal tax revenues to finance education. There has been at the same time

an unfortunate tendency for the federal government to assume greater controls over education through the administration of categorical grants-in-aid.

The Chamber of Commerce of the United States supports block grants, revenue sharing, and tax credits as alternatives to federal categorical grant-in-aid programs to finance those public services, such as education, which state and local governments are most competent to administer.

The American public and its educational leaders have indicated that the time has come to return educational decision-making to the states and localities. The difficulties in a central government attempting to plan the programs it believes best for 24,000 American school districts spread over half a continent are inherent, and the dangers are obvious.

State governments, in particular, should be given a more active role in educational administration. Congress should not permit the continued by-passing of state departments of education. The state departments are uniquely situated to provide the kind of assistance and supervision which neither Congress, the U.S. Office of Education, nor the school districts themselves can offer.

Because of the National Chamber's interest in strengthening the capacity of state governments for educational planning and innovation, and because of our concern that equitable procedures be followed in the administration of federal programs, we endorse several amendments to the Elementary and Secondary Education Act of 1965 which have been adopted by the House of Representatives in H.R. 7819. The Chamber of Commerce of the United States urges passage by the Senate of these amendments:

1. The transfer of responsibility for the approval of local projects under Title III from the U.S. Office of Education to the states. If, as some contend, the administrative capacity of state departments of education should be strengthened only through a gradual accession of responsibility for federal programs, then this transfer of Title III administration would be a salutary first step. In addition, the nation could profit from the ideas of fifty different centers of innovation rather than one division within the Office of Education.

2. The requirement that the Department of Health, Education, and Welfare and the Office of Education cite specific statutory or judicial authority in issuing rules, regulations, guidelines, or orders, and apply and enforce them uniformly throughout the nation.

3. The requirement that funds not be withheld from a local educational agency for noncompliance with the provisions of Title VI of the Civil Rights Act of 1964 without providing an opportunity for a hearing and arriving at an expressly adverse finding.

The National Chamber would also like to add its voice at this time to that of all the major national education organizations in protesting the drastic expansion in staff and program administration in the regional offices of the U.S. Office of Education. What was originally intended to be helpful decentralization is fast becoming just another bureaucratic layer, at best, and at worst, a network of intrustive outposts for managing America's schools.

The strong objection to this trend and the restrictive language included in the Senate Appropriations Committee Report should help check this expansion, but we feel that the problem should also receive the attention of the Subcommittee on Education.

BOSTON PUBLIC SCHOOLS,
September 20, 1967.

Senator WAYNE MORSE,
Chairman, Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: I am pleased to submit the following information regarding ESEA, Title I allotments to Boston for FY 1968 under present and proposed laws.

1. Funds that Boston would receive under the present law as it now stands with $3,000 base	$3,880,000
2. Funds that Boston would receive under H.R. 7819	4,835,000
3. Amount of funds necessary to pay increased costs for operating the identical program conducted in fiscal year 1967	4,284,000
4. The maximum amount Boston could actually spend during fiscal year 1968 for title I type programs if funds were made available	7,500,000

It is my hope that this information will be helpful to the members of your Committee.

Sincerely years,

WILLIAM H. OHRENBERGER,
Superintendent of Public Schools.

BOARD OF EDUCATION,
Chicago, Ill., September 7, 1967.

Hon. WAYNE MORSE,
Chairman, Subcommittee on Education,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: Since it appears likely that H.R. 7819 will be under consideration by the Senate again next week, it was felt that a brief summary of the funding possibilities of ESEA, Title I, programs in the Chicago public schools might be of interest to you.

1. Under the present law, as it now stands with the $3,000 base, the amount to be allotted to Chicago would be only $19,000,000.

2. Under H.R. 7819 which is now in the Senate the amount would be $23,800,000.

3. The amount required to carry on the present programs for a full year with increased operating costs is $38,179,733..

4. The amount that could actually be spent effectively in the Chicago schools for Title I programs in fiscal 1968 is calculated to be $50,000,000.

As you can see, there is a wide variation between the actual funding and the real needs of this valuable educational program for underprivileged children.

Your continued support of legislation and appropriations which will provide adequate funds of ESEA programs is respectfully requested.

Sincerely,

JAMES F. REDMOND,
General Superintendent of Schools.

BOARD OF EDUCATION, MEMPHIS CITY SCHOOLS,
Memphis, Tenn., September 11, 1967.

Hon. WAYNE MORSE,
U.S. Senate,
Chairman, Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: In the interest of assisting you and Members of the Sub-Committee on Education in your deliberations on H.R. 7819, the following information relative to the Memphis City School System is provided:

City	Fiscal year 1967 allocation	Fiscal year 1968 preliminary grant	Fiscal year 1968 estimates	
			$2,000 (H.R. 7819)	$3,000 (Present law)
Memphis	$2,728,807	[1] $2,703,870	[2] $3,328,000	[2] $3,966,000

[1] Allocation made by State department of education, Aug. 1, 1967.
[2] Figures provided by U.S. Office of Education, Sept. 8, 1967.

Last year, Fy '67, 20,800 children from low-income families were identified and served by our Title I Program. Due to increases in salaries and prices of equipment, materials and supplies, $2,960,116 would be required to operate the identical program during Fy '68 for the same number of children.

Based upon a comprehensive family income survey conducted during May '67 throughout the ctiy of Memphis, we identified 24,000 children from low-income families, an increase of 3,200. To operate last year's program for 24,000 children, at this year's prices, would require $3,484,116.

The maximum amount that we could use effectively *above our current preliminary allocation* is $3,710,000, as reported to Mr. Charles Lee in our telegram of August 18, 1967.

Sincerely,

MAURICE E. ROACH,
Supervisor, Federal and State Projects.

PITTSBURGH PUBLIC SCHOOLS,
Pittsburgh, Pa., September 8, 1967.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORSE: It is understood that the matter of funds for Title I of the Elementary and Secondary Education Act will be going before the Conference Committee during the next few days. I earnestly ask that your committee do all that seems feasible for the consideration of the needs of the poor children in our large cities.

We feel that it is urgent that the ESEA Title I allotments allocated for our large cities not be reduced in the distribution formula for the 1968 fiscal year. If the minimum family income factor is raised from $2,000 to $3,000 and the total allocation for the Commonwealth of Pennsylvania remains at approximately 48.6 million, the City of Pittsburgh stands to be cut approximately $450,000.

Pittsburgh ESEA title I estimates for 1968 fiscal year

Funding at $2,000 level	$3,235,176
Funding at $3,000 level	2,785,176
Loss to Pittsburgh	450,000

The funding at the $2,000 level will provide Pittsburgh with an amount comparable to the funding for the 1967 fiscal year. Urban districts are in dire need to continue present programs and cannot afford to be cut back. Increase costs alone for these programs amount annually to nearly $200,000. Pittsburgh in desperately trying to meet the educational needs of the urban child can use prudently at least 6 million dollars under ESEA Title I, as distinct from the above figures.

I ask your earnest support of Senate 1125 to include the provision for the $2,000 low income factor as retained in H.R. 7819.

Sincerely,

S. P. MARLAND, Jr.

PORTLAND PUBLIC SCHOOLS,
Portland, Oreg., September 21, 1967.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: You know about the severe loss to Portland that would result if the poverty line for purposes of ESEA, Title I, should be changed from an income level of $2,000 to $3,000.

We have just obtained data from the State Department of Education that indicates what the impact of such a change would be.

The Portland school district would lose $238,000.

At the present $2,000 income level, the Portland school district would receive approximately $1,450,000. If this line were drawn at $3,000 the amount would be reduced to $1,211,634, resulting in a loss of $238,366.

Consequently, you understand our deep concern about the change being considered, especially inasmuch as the loss of our levies has aggravated our problems.

Sincerely,

MELVIN W. BARNES,
Superintendent of Schools.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT,
San Francisco, Calif., September 8, 1967.

Hon. WAYNE E. MORSE,
U.S. Senate,
Washington, D.C.

DEAR SIR: It is my understanding that action may be taken very soon on Senate Bill 1125. The Elementary and Secondary Education Act. The action taken by the Senate will be very important to the children of San Francisco. It is for that reason that I wish to point out these facts.

1. If the Bill is recommended for approval as it now stands with the $3,000 base, the San Francisco Unified Schools will receive approximately $400,000 less than was received during the last school year. This amount would be $600,000 less than was allotted during the 1964–65 school year for a 6 month program.

2. Serious consideration should be given to adopting the formula established in House Bill 7819 which provides for continuation of the $2,000 base until there is full funding of Title I. If this action were taken San Francisco would receive approximately $225,000 more than was allotted last year. This would bring the level of funding back to the original grant.

3. Recognition must be given to the fact that even if the School District were to receive the same amount as last year it would be difficult to continue the program at the same level. The largest single cost of the budget is personnel. With normal increments and a salary increase the costs have gone up substantially.

I am sure that you are aware of the funding practice and its implications. If the Bill were funded at 100% rather than at approximately 50% of the authorization level the situation might not be as serious. However, since funding will be limited again, it is necessary to consider the base level upon which funds are allotted.

It is important to consider the problems of the large urban cities when voting on this Act. The House Bill reflects this understanding in its request that a delay in the change of formula be instituted until full funding is provided. The Senate must take similar action to insure adequate funding.

Enclosed is a copy of a letter submitted earlier. It provides additional information which may be helpful.

I would also like to ask that you vote to extend P. L. 874 and 815 to June 30, 1969.

Thank you for your consideration. I trust that your vote will help San Francisco's children.

Sincerely,

ROBERT E. JENKINS,
Superintendent of Schools.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT,
San Francisco, Calif., August 17, 1967.

Mr. CHARLES LEE,
Professional Staff Member,
Senate Subcommittee on Education,
New Senate Office Building,
Washington, D.C.

DEAR MR. LEE: Dr. Bernard E. Donovan, Superintendent of Schools, New York City, has asked that I prepare answers to questions which were raised by the Chairman and several members of the Senate Committee on Education. I appreciate the opportunity to provide such information and hope that it will be of some benefit to the committee members.

1. How much more federal money could you use effectively under Title I for the coming school year?

The San Francisco Unified School District could make effective use of at least $5 million more for the coming year. This estimate is based upon the need to—

a. Provide services, supplies, and equipment for children in an additional 30 schools comparable to those currently being received by schools under ESEA Title I funds. When the initial Title I proposal was submitted for funding it contained a list of 52 eligible elementary schools, however only 28 were allowed to participate. The cut was based on the need to avoid dilution of funds. The number of secondary schools entitled to participate was also limited.

b. Provide funds to carry on programs which were introduced in the initial proposal but which have been eliminated due to lack of funding at the full level. The present level of funding has necessitated a cut-back of staff and complete elimination of funds for needed supplies, enrichment experiences, consultant services, summer program, and a program for drop-outs.

c. Provide sufficient money to carry on programs at a level where positive effects will become evident. In the first year of ESEA Title I it was suggested that approximately $252 be spent on each eligible pupil. Last year the basis of funding was approximately $181 per child and this year it may be only $158.

d. Provide sufficient funds so that some money may be used for additional classrooms. When class size is reduced, pre-school classes are introduced, libraries are opened, and special services such as counseling, speech help, etc. are provided, additional spaces are needed. At present it is impossible to siphon off funds for construction or remodeling since almost every available dollar is spent on personal services.

2. What types of programs would you put into effect with this money?

As indicated above money would be used to extend the program to a larger number of disadvantaged youth and also to increase the kinds of services.

Present funds have been used to provide for more individualized instruction, pre-school experience, academic, social, and vocational enrichment opportunities, tutorial help, improvement of school-community relations, employment of aides from the community, in-service or on-the-job training, increased opportunities for counseling and guidance, addition of elementary teacher-librarians, and purchase of special teaching aids, books, and materials. These components should be made available to a larger number of children.

Opportunities for out-door living experiences, increased use of school facilities after school hours for recreatory and tutorial needs, provision for more help from specialists including speech teachers, social workers, and psychologists, and increased health services are but some examples of the ways in which additional funds could be put to good use.

3. Why is the money not available from city or state sources?

Both the city and the state do provide financial assistance for disadvantaged youth. The San Francisco Unified School District first introduced a special program for its disadvantaged children in 1962 when it provided $100,000 of local money. Each year since then the amount provided has been increased so that today $567,225 is made available.

The state has also assisted with funds for special reading and mathematics programs, reduction of pupil-teacher ratio, and pre-school programs. Approximately $1 million were received by San Francisco last year for such programs.

4. Could you use this additional money if it were "phased in" over a year or two?

Yes. Although some projects could be initiated immediately, there are others which require more planning and time to work through with school staff and community members. If school districts were to know for certain that greater funding was possible, they could "gear-up" for such spending. One of the criticisms of the present program is that sufficient time for planning has never been considered.

5. What would be the extent of desirable educational change in your system which would be made with these additional funds?

The answers to questions 1 and 2 indicate needed programs based upon assessment of need and observation of the results of such programs. There is every reason to believe that the impact of such help would not only benefit the afflicted of our community but also those in more affluent situations.

Thank you for the interest and concern for the children of San Francisco.

Sincerely,

Dr. ROBERT E. JENKINS,
Superintendent of Schools.

Senator MORSE. I want to say, Mr. Counsel, that I think you ought to give consideration to bringing together the testimony that we have had today and the testimony of other school superintendents in full form or condensed form and the submission of a request for the printing of a Senate document so that it will be available to educators and to others, and particularly educators in our schools of education across the country.

I want to thank you very, very much, gentlemen. You have been very helpful, and it has been a good seminar for me.

Now, Mr. Oscar Rose, I want you to come forward, again with my sincere apologies, but my thanks for your understanding and cooperation with us in being willing to testify at this very late hour. And you can have whatever time you need. Please don't short circuit it now, because you are making a record which is very important, I think, to the group that you represent. And I want you to proceed in your own way.

STATEMENT OF OSCAR ROSE, SUPERINTENDENT OF SCHOOLS, MIDWEST CITY, OKLA.

Mr. ROSE. Thank you, Senator Morse.

You gave my introduction this morning. And of course for the record again, I am Oscar Rose, superintendent of schools of Midwest City, Okla. And certainly it has been not only a pleasure of mine, but a real inspiration to me to sit and listen to the testimony that has been given by the gentlemen who preceded me here from the larger cities of America.

My testimony, of course, will be more specifically pointed toward what we have known for a good many years as the impacted area legislation. Since I have been involved with impacted area legislation for the past 24 years, the major part of my testimony will deal with that part of the total legislation under consideration at this time.

Senator MORSE. That is why we invited you, Mr. Rose, because I want this record to show—you stated in past years, but they continue to be true—that we consider you on this subcommittee as really the spearhead of the whole legislative program in respect to impacted area legislation. In the country, the school districts that are the recipients of the impacted area money can never repay their debt of gratitude to you for your leadership. And you know the going has been tough sometimes. I have sat here and listened to you on past occasions join with us in thwarting an attempt to either diminish or scuttle the impacted area program. We had some of it just last year, as you know, and there were those that wanted to cut down and reduce the amounts. And your testimony, I can say here now, was very helpful in preventing that scuttling.

Mr. ROSE. Thank you, Senator.

However, this is not to indicate a lack of interest in the other provisions, but other testimony which has been presented this morning and this afternoon by others with a lot more experience in this area than I, reinforces my feeble attempt to evaluate what we have come to know as the ESSA Act of 1965 for the purpose of helping educate children with less opportunity than others, or what we might term the "poverty areas of our United States of America." I would like to strengthen that point in my testimony. I would like to read what I said about that.

Senator MORSE. We are going to insert your entire testimony in the record.

Mr. ROSE. I am not going to read it all.

ESSA SUPPORT

Since the school district in which I administer an educational program received an average of only $51,445 under title I and an average of only $36,087 under title II of the Elementary and Secondary Education Act of 1965 I cannot speak from much experience with reference to the value of this legislation during these 2 years. However, I think the Commissioner of Education has made a very fine progress report on the accomplishments achieved through legislation designed to improve the educational program for the disadvantaged child as well as to encourage a more daring approach in attacking other educational problems for all the children of both the public and private schools of America.

I testified before this committee supporting this bold and innovating approach to improve American education each of the last 2 years and I am especially proud that the favorable experience of "Impact area legislation" which I had worked for during the previous 15 years could make a contribution to this massive infusion of Federal funds into another area of dire need in the total educational responsibility to all children.

So, I feel like our work over the years that you have mentioned, at least furnished a vehicle 2 years ago for us to make a start toward helping a larger group of our children in America.

NEED CONTINUES FOR P.L. 815 AND 874

Therefore, my testimony this afternoon will simply talk about the impacted area legislation in general. And the reason I haven't put as much in this testimony as I could have is because of what you said. There has been a feeling on the part of some at least, in Congress, and some in our administrative circles, that the impacted area legislation has served its purpose, and it no longer needs to have the thinking of educators as it once did. I recall back in 1949 and 1950 when we had really a darker picture than has been painted here today in some 4,000 schools in America. We had a picture at that time of classes being held in chickenhouses, frankly, and of many, many hundreds of children on half day sessions, and other conditions just as bad. Now, those have been improved, there isn't any question about it, during the last 18 years of the impacted area experience.

Now, we find the picture today is a bigger problem, and it still has to have more money than we have put into the impacted area program through the years. That in no way indicates that one takes the place of the other. The poverty educational program does not meet the impacted area program, neither does the impacted area program meet the needs of the poverty people.

I couldn't help but think as I listened to the testimony of these gentlemen here today of last year when the impacted area legislation, with my full encouragement and help, as well as other important impacted area school superintendents of the past, expanded to include what we call the Greater Cities. And yet the funds for financing this were not made available, and thus they received no money. And some of these schools that appeared today would have gotten as much as $5 million out of impacted area money had it been financed this last

year. Next year they will share in, frankly, prorated appropriations for the impacted area program. They will share in the ratio that other schools do.

I will make this statement, and I think my testimony will bear it out, that should we destroy the impacted area legislation as did the report submitted to Congress by the Stamford Research Corp. a year ago, it will take maybe 6 months for us to have conditions as bad or worse as we heard of here today. It just can't go on. I mean you cannot educate children in areas where there are no taxes and no taxable property in a fashion that will meet the needs of the Federal employees in those areas.

Now, my testimony in that regard touches on—I think I mentioned the three principles involved. The impacted area superintendents do not expect for the children under their responsibility a better educational program than the children in the area in which they are located, they do not get it, the Stanford Research report notwithstanding. It talked about bonuses of—I don't think they used the word "gravy," that is what they use out in Oklahoma when we think someone has a gravy train, why we talk about that—but they called attention to no specific instance.

LOCAL EFFORT

We do not want that. We are willing to pay just as high a local effort as other schools do. But we feel like, as any other major industrial area—the Ford Motor Co., General Motors—that if there was no educational program in their area satisfactory to the workers which they need, they wouldn't have the workers. And that is what the Federal Government will find unless the children of the highly technical people they needed to staff the installations have an adequate educational program available.

And then I have used some figures here showing that the impacted area schools do not violate these principles. They do not have a plush educational program. They do make above the normal effort at the local level. And I think maybe they have had, by the very nature of their being in areas where there was innovation in industry, and in Government enterprises, I think that they have had the school programs that have been a little bit more innovative, but not at a cost in excess of the schools which are not considered impact area schools.

In my statement I point out just how much money per child the ESSA program provided for each of the 10 large schools in Oklahoma, or how much eight of them get, because two of them got no Federal impact area money. It is easy to see that one does not replace the other, as was promulgated throughout the Congress a year ago. And that is the reason why I am trying to offset the influence of the point, that some people might think that the money going to schools under the ESA would lessen the need for money going to schools under the impacted area legislation. It doesn't at all in any way.

And then I show next a tabulation of those same 10 large schools in Oklahoma as to what the taxable property value per child is. And this is not controlled by the local citizenry, the parents of the children. It is set up by State law, and assessed in the same fashion in one district as the other. And this fact is basic. When you talk about educating the child, unless you interpret this in terms of per pupil evaluation, it has no meaning whatsoever.

Then I brought out the total educational levy in those 10 schools. And the one I represent, I am proud to say, the Midwest School District, has the highest educational levy of any school district in Oklahoma, not only those 10 schools, but any school.

And that, of course, sheds some light on why I continue to be vigorous in my efforts to keep the Congress informed with reference to the need of the impacted area school program.

And then this thought has been dropped occasionally, that the impacted area program is carried on because of the activity of the impacted area school superintendents.

I simply close by saying that the Members of the Congress, both in the House and in the Senate, know firsthand that any other course of action; that is, other than to support federally impacted schools, as they are now doing, will result only in an inadequate educational opportunity for the children in the school districts located in their own States. It is not a question of what I think of it; it is a question of the facts which I am able to present.

201(B) PROBLEM

And then in this connection I come to a rather lengthy discussion of one amendment, in the 1966 amendment to the ESSA law, section 201 (b). It proposed a different fashion of calculating the rate of payment for federally connected children. Heretofore it has been calculated two different ways, one by comparable schools, and the other under the floors, which has two different features, which I show here. The Senate Education Committee last year deferred the effective date of that amendment until June 30, 1967. However, unless it is further deferred, it will go into effect when we calculate our 1968 rates. I am asking that it be deferred again, because I don't think that it has been properly evaluated.

I have only been able with the resources at my hand to evaluate it in Oklahoma. However, I am sure that there have been other States that have done likewise. I think that Senator Dominick—and I am sorry he is not here—knows his State is seriously harmed. And I believe I can say this from what I do know, that the largest cities will be seriously hurt in their participation or the help they get from the impacted area operation fund under P.L. 874, if this amendment goes into effect.

Senator MORSE. Mr. Rose, I am going to insert in the record at this point all the material in your statement, starting at the top of page 7 and running through your full statement in regard to the deferral issue.

Mr. ROSE. That is the one point that I particularly think I can make here that no one else can.

Senator MORSE. Will the reporter see that the prepared statement in full is inserted in the record at this point.

(The prepared statement of Mr. Rose follows:)

PREPARED STATEMENT OF OSCAR V. ROSE, SUPERINTENDENT OF SCHOOLS, MIDWEST CITY, OKLA.

Honorable Wayne Morse, chairman, and members of this Committee, I am Oscar V. Rose, Superintendent of Schools, Midwest City, Oklahoma, and it is my privilege to present a statement and answer questions this morning in connection with S–1125 and HR 7819.

Since I have been involved with impacted area legislation for the past 24 years, the major part of my testimony will deal with that part of the total legislation under consideration at this time. This is not to indicate a lack of interest in the other provisions, but other testimony scheduled for presentation this morning will represent the views of School Superintendents far more experienced with their operation than I. Briefly I suggest the following for consideration:

Title II—Federally Impacted Areas

1. Extend parts A and B until June 30, 1969.
2. In Section 202 (Effective date for certain 1966 amendments) include 201(b) of the 1966 amendments.

The Oklahoma per capita cost for operation according to the State Department of Education was $411.61 FY 1966. Without P.L. 874 funds the Midwest City School District, which is the fourth largest school program in the state had a maximum of only $310 per pupil with which to purchase an education. Knowing that this financial disparity exists in many, many schools heavily impacted by Federal activity has motivated my interest throughout the years in this legislation. Certainly it has been a rewarding experience to have the privilege of appearing before the Education Committees of the Congress in support of legislation every year for over 20 years. You have been most kind and considerate toward this problem, and your action has resulted in the impact area school children having a decent educational opportunity.

Some fundamental principles with which I believe every superintendent appearing here this morning would agree are as follows:

1. The children in impact area schools are entitled to an educational program comparable to that in other schools within the state or area, provided the local citizens assume a *maximum local tax effort* in order to maintain such an educational program. *Further, they are opposed to the use of P.L. 874 funds for the purpose of reducing the effort necessary by the local citizens within the tax pattern of the state.*
2. They believe that the local educational program has a direct value in accomplishing the objectives and goals of the various federal activities which cause the problem the same as in the case of privately owned taxable industries. Since it has been in the federal government's interest, as well as essential to the national economy to distribute its activities throughout all states of the nation the educational programs of the schools serving them should have at least *some* national aspect rather than being completely limited by state or local educational standards.
3. We stand ready to assist in accomplishing any modifications of this legislation which will help it do a better job without doing violence to these fundamental principles.

The following tabulations of 1966 fiscal data from the ten largest city school districts in Oklahoma which educate approximately 40% of the pupils in the state will serve to illustrate the application of these principles in actual operation:

1. Can the school children of the impact area school districts expect an educational program comparable to other schools within the state without the continuation of P.L. 874?

TABLE I.—*Maximum operating funds available from high to low without Public Law 874 funds*

Schools	Funds per pupil without Public Law 874	Funds per pupil from Public Law 874	Normal total maximum funds	ESEA funds per pupil
1. Ponca City	$460.35	0	$460.35	$18.97
2. Bartlesville	438.33	0	438.33	11.82
3. Enid	434.28	$20.56	455.48	21.40
4. Tulsa	431.04	8.28	439.32	20.27
5. Norman	399.09	15.61	417.70	16.81
6. Oklahoma City	391.92	17.33	409.26	28.81
7. Putnam City	386.88	10.74	397.62	2.15
8. Lawton	382.41	77.34	459.75	22.99
9. Muskogee	373.85	11.30	385.15	55.14
10. Midwest City	310.00	79.91	389.91	4.75

It will be noted that the two most heavily impact aided schools in this group are in eighth and tenth place as far as funds available per pupil without P. L. 874 funds are concerned. Thus, the only conclusion is to answer the above question in the negative with reference to a large segment of the school children in Oklahoma. While all but two of these schools receive some P. L. 874 funds, it is obvious that the percentage varies materially. The two which do not receive P. L. 874 funds are number one and two in total local revenues available with which to purchase an education program.

The Elementary and Secondary Education Act of 1965 contemplates that the funds provided under it will be used to improve the educational opportunity for disadvantaged children. Thus, it cannot be thought of as taking the place of other available funds such as those received under P. L. 874. This tabulation showing ESEA funds along with total other local, state and federal will serve to indicate the result should P. L. 874 be discontinued because of inaction and funding of E.S.E.A.

2. Does federal activity effect the educational tax base (value of taxable property per pupil) of the impact area school district?

TABLE II.—*Assessed valuation per pupil in each school district*

Ponca City	$7,031
Bartlesville	5,723
Enid	5,052
Tulsa	6,845
Norman	4,372
Oklahoma City	5,555
Putnam City	4,927
Lawton	2,530
Muskogee	3,830
Midwest City	2,246
Aggregate 10 schools	5,388
Aggregate Oklahoma	5,596

Again we find the taxable value per pupil to support education locally places these schools in almost the reverse order as the federal funds received under Tabulation I. The most heavily impact area schools, Lawton and Midwest City have by far the least taxable value per pupil of the ten school group. *This directly results from the tax exempt value within the respective school districts.*

3. Do the local citizens of the federal impact area schools assume a maximum local tax effort?

Since the tax levied represents the only factor over which local citizens have control it is a direct index to the effort made at the local level.

TABLE III.—*Total tax levied for educational purposes*

	Mills
Ponca City	38.22
Bartlesville	49.37
Enid	37.00
Tulsa	39.92
Norman	47.26
Oklahoma City	38.43
Putnam City	43.70
Lawton	31.96
Muskogee	38.60
Midwest City	53.79

It will be noted that the total effort, (tax levy) ranges from 31.96 mills to 53.79 mills for educational purposes. Again we find tremendous variation in the effort made among these ten large school districts. However, it is pointed out that the school district receiving the greatest percentage from P.L. 874 funds makes the greatest effort. Thus we find little or no evidence that the receipt of P.L. 874 funds by school districts reduces its local effort in support of its school program.

It is my understanding that each time The Congress has authorized its membership to make a task force study or to observe on the spot school conditions, they have found the impact area schools to not only need the funds presently provided under P.L. 874 but in many instances they find that even *with* them these school districts are financed on a basis far below the school districts not affected by tax exempt federal activities.

Due to spiraling costs and other federal assistance, very little of which goes to the heavily impacted school district, I believe that if *this legislation* is not extended or if the funds from it are reduced it will result in the deterioration of the present school programs to a disparity greater than that which they faced prior to 1950. *This fact* which is well known by the Members of The Congress regarding the schools in their own States has had much more influence in establishing their position in support of this legislation with full funding than what might be termed *political pressures* applied by the local school superintendents or citizens. They know *first hand* that any other course of action will result only in a poorer educational opportunity for the children in these school districts located within their own States.

Concerning the deferment date for Sec. 201(b) of the 1966 Amendments, the following testimony is presented:

Sec. 201–(b) of Public Law 89–750 provided for a change in the plan of determining the local contribution rate for applicants under Public Law 874. It states that each school within a state shall be placed into a group of generally comparable school districts and from the fiscal data of this group of schools the local contribution rate of all schools in each group is determined to be the same. If allowed to become effective it will *eliminate* the provision which allows an applicant to *select* comparable schools within its state which determine the rate of payment for children whose parents work on or live on federal property.

Under Part C, Section 241 of the 1966 Amendments, the effective date of 201–(b) was deferred until July 1, 1967 along with the deferment of the effective date of Sections 204 and 229 to July 1, 1968. When HR–7819, the Elementary and Secondary Education Amendments of 1967 was being considered on the House floor, an amendment was offered and accepted providing that Section 204 and 229 shall be effective only with respect to fiscal years beginning after June 30, 1969. *In view of the serious results to some of the most heavily impacted school districts resulting from Section 201–(b), I respectfully urge that the Senate Education Committee likewise defer its effective date to fiscal years beginning after June 30, 1969, the same effective date as Sections 204 and 229.* In support of this request this statement has been prepared.

For the last several years, the local contribution rate of payment per Section 3–(a) pupil under Public Law 874 has been determined under two general classifications using the fiscal data for the second preceding year. Each of these general classifications has two sub-classifications as follows:

1. Comparable schools plan

(*a*) Generally, five non-impacted school districts within a state is submitted by an applicant and the State Department of Education and agreed upon by the U.S. Office of Education. *This choice will be eliminated by Sec. 201–(b).*

(*b*) General state groupings of comparable School Districts. (each school district within a state is placed in one of a number of groups by the State Department of Education based on certain criteria determined by the U.S. Office of Education.)

2. Floor or "minimum" plan

(*a*) One-half the national average per pupil cost, not to exceed the state per pupil cost in which the applicant district is located.

(*b*) One-half the state average per capital cost.

In general, the State Department of Education and/or the individual applicants within a state determines which of these four acceptable plans of calculation will be used. *This freedom of choice* may result in different applicants within the same state using different plans. The following tabulation for the 1965-66 fiscal year shows the plan used in general in each of the 50 states as well as the resultant state average local contribution rate per pupil and the number of applicants in each state.

Rates, method of calculation, and number of applicants, by States—Public Law 874

State	Comp. schools (18)	Number of applicants	Group rates (14)	Number of applicants	Floor—Minimum			
					½ national average (15)	Number of applicants	State average (3)	Number of applicants
Alabama					$230.70	52		
Alaska							$522.77	24
Arizona			$262.91	121				
Arkansas					230.72	53		
California			304.66	478				
Colorado	$371.61	64						
Connecticut	370.79	40						
Delaware							266.13	9
Florida					230.72	17		
Georgia					230.72	68		
Hawaii					230.72	1		
Idaho	277.17	53						
Illinois	382.06	147						
Indiana	286.66	86						
Iowa			398.62	40				
Kansas			341.98	124				
Kentucky					230.87	51		
Louisiana					230.87	9		
Maine	307.36	75						
Maryland			310.10	15				
Massachusetts	416.92	178						
Michigan	251.15	56						
Minnesota			273.88	34				
Mississippi					230.72	20		
Missouri			284.82	114				
Montana	310.38	108						
Nebraska			352.35	48				
Nevada							243.27	13
New Hampshire	403.45	48						
New Jersey			407.28	177				
New Mexico					234.18	38		
New York	388.72	166						
North Dakota			281.86	58				
North Carolina					230.72	28		
Ohio	281.95	140						
Oklahoma	262.80	368						
Oregon			341.54	72				
Pennsylvania	309.75	128						
Rhode Island	372.37	22						
South Carolina					230.72	35		
South Dakota			365.00	62				
Tennessee					230.72	58		
Texas					239.02	246		
Utah					230.72	20		
Vermont	310.34	12						
Virginia	275.17	48						
Washington			251.67	193				
West Virginia					230.72	6		
Wisconsin			338.00	29				
Wyoming	347.69	20						
Average	329.24	1,631	329.57	1,565	230.72	702	344.06	46

It will be noted from this tabulation that while the federal payment rate per pupil under each of the plans selected varied somewhat, the average for the states selecting a given plan was as follows:

Rate calculation plan	Number of States	Number of applications	State average rate
1. Comparable schools	18	1,631	329.24
2. Group rates	14	1,565	329.57
3. Floor (½ national average PPC)	15	702	230.72
4. Floor (½ State average PPC)	3	46	344.06
5. National average rate	50	4,072	287.06

Using Oklahoma as an illustration in 1966–67, we find that 178 applicants used the "½ the national average per pupil cost" as their local contribution rate and will not be affected by Sec. 201–(b). However, they will receive an increase in entitlement because of the normal increase in national per capita cost. One hundred fifty four (154) applicants used the fiscal data from five (5) comparable school districts in determining their L.C.R. A high percentage of these will have their entitlement reduced in varying amounts depending upon factors involved in the "federal impact" experienced. This fact is illustrated by the following true statements supported by the 1967 report of the U.S. Office of Education and the records of the Oklahoma State Department of Education.

A. Pottawatomie County: The entitlement of all six applicants which calculate their rate on the comparable school plan will lose $8,042 or 21% of their present entitlement. This loss and entitlement will range from 5% to 38% of the current entitlement as between the six different applicants.

B. Garfield County: All six applicants use the comparable school plan and will lose $26,072 or 10.4% of their present entitlement.

C. County seat school districts or the largest school district in the county:

1. Twenty-three (23) of these applicants which calculate their rate on comparable schools will lose $355,133 or 13.5% of their present entitlement.

2. The other nine (9) applicants would gain $15,930 or 5.5% of their entitlements if arbitrarily placed in the proposed state grouping. However, they will not necessarily lose this possible gain since they may select "comparable schools" within the same group under the present rate provision; provided they can justify the rate under the U.S. Office criteria for this plan. It would seem that the increased rates would be just as valid selected under the "comparable schools" plan as under the grouping proposed under Section 210-(b).

D. Detail of 5 other heavily federally impacted school districts in Oklahoma now using the comparable school rate plan is detailed as follows:

School district	Percent of Federal pupils	Entitlement loss	Percent of loss
1. Burns Flat	96.8	13,161	4
2. Midwest City	53.3	263,000	17.6
3. Western Heights (Oklahoma County)	16.4	7,042	12.8
4. Yukon	9.5	1,402	9.5
5. Sulphur	7.0	3,957	25.1
Total, 5 schools	48.4	288,562	15.2

A summary of the four different samplings of 49 Oklahoma applicants shows that 40 or 81.6% of them will lose entitlement if the comparable school plan of calculation rates is eliminated by permitting Section 201–(b) to become effective July 1, 1967. Also, this loss totals $687,809 or 14% of their present entitlements. From these facts it is quite evident that Public Law 874 would not continue to meet the Federal Impact responsibility in as equitable a manner as in the past, should the comparable school rate plan be eliminated as provided in Section 201–(b).

When we consider the philosophy and principles involved in the impact area legislation (Public Law 874 and Public Law 815) from its beginning and the experience of the past seventeen years, we find further justification to *retain a choice* in the matter of rate determination. The "comparable" school concept is fundamental in that it recognizes the Federal responsibility in maintaining a "comparable" educational program for the children of its Armed Forces and civilian employees. Only through this concept can this objective even be approached in all 50 states because so many different factors are involved which result in "*Federal Impact*" on applicants to widely varying degrees.

The following suggested factors will serve to illustrate this point.

A. *Impact due to the per cent of federally connected pupil.*—This factor varies among applicants from less than 5% of its student body to 100% of its student body being *Federally connected pupils.*

B. *Impact due to total pupil growth.*—This varies among applicants from a reduction in *total pupil load* since the base year to an increase in total pupil load exceeding 1000%.

C. *Impact of proximity to the Federal activities.*—This factor ranges from a large Federal activity being totally located within an applicant district to being many miles removed from another applicant district.

D. *Offsetting impact due to privately owned taxable industry growth due to a Federal activity.*—Certainly growth in taxable industry offsets the *fiscal impact* of the federally owned non-taxable industry. Yet, there is a wide difference in the degree of this type of offsetting fiscal influence among the various applicants under Public Law 874. For instance, one applicant school district might have its public service taxable property increased many times due its supplying electrical current to a large federal installation and thus, be able to finance an excellent educational program with less local tax effort while another applicant has no such compensating taxable industry offsetting the effect of the non-taxable federal property. Thus, any grouping which results in the same rate of federal payment for both applicant districts is inequitable both to the Federal Government and the applicants.

E. *Local effort.*—The factor of local effort by the several applicant districts, within a state, varies widely depending upon the fiscal condition resulting from both Federal and non-Federal property and *the willingness of the citizenry* to finance an adequate educational program. The maximum local effort is discouraged unless it will secure at least a normal educational program within the applicant school district.

These five specific references will serve only to illustrate the many variations which actually exist among the applicants of a state or among states under Public Law 874, and suggest the difficulty arising when they are all *arbitrarily* placed within large groups determining the same local contribution rate for all. In the past it has been possible for these and other different factors to be taken into consideration in the *approval of "comparable school selections" by both the State Department of Education and the U.S. Office of Education.*

Using the Midwest City School System, of which I have been the Superintendent during the past 24 years, *only as an illustration* of both the federal impact and the result on the fiscal conditions of the district, you are respectfully requested to consider the following facts in relation to these *Impact factors:*

A. From 50% to 85% of the annual total pupil load of this school district has been "federally connected" under the provisions of Public Law 874.

B. The total pupil load of this school district has increased from 135 pupils to almost 18,000 pupils during the past 24 years.

C. Tinker Air Force Base, Oklahoma City Materiel Area employing over 25,000 civilians and with some 5000 military personnel, is located wholly within the boundaries of this school district.

D. The non-taxable property of the installation located in this district will exceed *one billion dollars* and there has been scarcely any *privately owned taxable industry* located within the school district offsetting this non-taxable federally owned industrial property. While the taxable value within the school district has increased from $800,000 to $41,000,000 during the past 24 years the *taxable value per pupil* has decreased from *$5600 per pupil* to as low as *$1300 per pupil* and is presently *$2200 per pupil.* This change has occurred during the same time that the *per pupil valuation* of other applicant districts has increased materially.

E. The citizens of this applicant school district have approved the maximum school operation levy under Oklahoma Statutes each year of the past 24 years.

Under the guidelines submitted by the U.S. Office of Education in accordance with Section 201–(b) of the 1966 Amendments, the State Department of Education has submitted a tentative grouping of the school districts in Oklahoma to the U.S. Office of Education for approval. Under this grouping the Local Contribution Rate of this heavily impacted school district would be reduced $54.90 per pupil under Section 3–(a) and $27.45 for each federally connected pupil under Section 3–(b). Since this school district has an estimated average daily attendance of 410 eligible 3–(a) pupils and 9100 eligible 3–(b) pupils, the total monetary loss of this school district by this change for 1967–68 fiscal year will exceed $263,000, or 17.6% of its entitlement. Because 53.3% of the total student body are federally connected pupils this amounts to $15.27 for each of the 17,000 pupils in average daily attendance.

The Midwest City School District is now the fourth largest school district in Oklahoma. The following table shows the maximum operating revenues per pupil

available under Oklahoma Statutes in the ten largest school districts in Oklahoma during the 1965–66 fiscal year, which is the last fiscal year for which firm data is available.

Comparative revenues available 1965–66, 10 largest Oklahoma school systems

Oklahoma school districts:	*Maximum operation revenues per pupil*
Lawton	$482.74
Ponca City	479.32
Enid	476.24
Tulsa	459.59
Bartlesville	50.15
Muskogee	440.29
Oklahoma City	438.07
Norman	431.51
Putnam City	399.77
Midwest City	394.66
Less loss from sec. 201(b)	15.27
Balance total revenues	379.39

Source: Prigmore-Baker Audit Co., Oklahoma City.

This tabulation shows that this most heavily federally impacted school district has the least available total Revenues ($394.66 per pupil) of these ten school districts. *Thus, the loss of $15.27 per pupil will simply prove disastrous to the educational program of the 18,000 pupils of this school district next year if the effective date of Sec. 201-(b) is not further deferred.*

TITLE I—ELEMENTARY AND SECONDARY ACT OF 1965

Since the school district in which I administer an educational program received an average of only $51,445 under Title I and an average of only $36,087 under Title II of the Elementary and Secondary Education Act of 1965 I cannot speak from much experience with reference to the value of this legislation during these two years. However, I think the Commissioner of Education has made a very fine progress report on the accomplishments achieved through legislation designed to improve the educational program for the disadvantaged child as well as to encourage a more daring approach in attacking other educational problems for all the children of both the *public* and *private* schools of America.

I testified before this Committee supporting this bold and innovating approach to improve American Education each of the last two years and I am especially proud that the favorable experience of "Impact Area Legislation" which I had worked for during the previous fifteen years could make a contribution to this massive infusion of federal funds into another area of dire need in the total educational responsibility to all children. However, I was disappointed that his testimony did not likewise mention the continued progress and contribution to the education program of over one-third of the children of America through P.L. 874 and 815. I feel these public laws are due much credit for their own accomplishment as well as serving as a vehicle for the Elementary and Secondary Education Act of 1965. I also want to commend the Commissioner for offering amendments to further perfect the operation of the six titles of the Elementary and Secondary Education Act Title of this legislation. I can find no fault with his proposed amendments as embodied in S–1125 and HR 7819.

DISASTER PROVISIONS

The Commissioner of Education in recommending an extension of authority to provide disaster assistance under P.L. 874 for a period of five years also suggested changes in its present level and limitations. The Commissioner said:

"The phrase 'during the last full fiscal year' would be eliminated from Section 7 of Public Law 874. This section authorizes Federal assistance on a continuing basis to finance a school program equivalent to that maintained the *last full year prior to the disaster.* This is not practical, because school programs are improving each year."

I agree with his position and urge this committee to recommend both the extension and improvements of this legislation in order that it may continue to accomplish the purpose for which it was originally enacted.

In support of amendments to "Disaster Authority in P.L. 874 and 815" the Commissioner made two suggestions in Appendix H, which I think might be applicable in a more general way to these two public laws as follows:

a. With reference to extension of this Authority he said:

"Authority to provide disaster assistance under Public Laws 815 and 874 should be extended until June 30, 1972. The five years extension is necessary in order to give continuity to the program."

b. Regarding the present level and limitations of Disaster Assistance under P. L. 874 the Commissioner says:

"The phrase 'during the last full fiscal year' would be eliminated from Section 7 of Public Law 874. This section authorizes Federal assistance on a continuing basis to finance a school program equivalent to that maintained the *last full year prior to the disaster.* This is not practical, because school programs are improving each year."

I totally agree to the elimination of this restrictive level of assistance and would ask this Committee to favorably consider amendments removing them in order that this section of the legislation may more nearly accomplish its intended purpose.

EDUCATION FOR THE HANDICAPPED

While previous legislation enacted by The U.S. Congress has made great inroads toward meeting the special educational needs of handicapped children further advancement and authorization are most urgently needed. Along with clarification and some modification the legislation under consideration adds a new part which authorizes funds for the establishment and operation of regional centers which I believe will furnish those working in this area of American education the leadership and research which is so sorely needed. It will also provide direction for the educational programs envisioned for children falling in this category. *I strongly urge its inclusion in the legislation reported by this committee.*

Other amendments proposed in the Elementary and Secondary Amendments of 1967 I am certain will improve the program of the handicapped materially and further establish federal assistance in this area of the educational program. Especially with regard to Indian Schools and Overseas Schools, educational media, and captioned films will make a real contribution in carrying out this program.

The section on research and demonstration in education of handicapped will broaden the services to the handicapped children through grants to both private and public organizations, agencies and institutions in addition to the authority the commissioner now has to make such grants to public and private non-profit educational agencies. This expansion of services is a very desirable feature in improving the handicapped education program.

After long years of experience with this Committee I have every confidence that the legislation you report to The Congress will be well thought out and ultimately enacted by The U.S. Congress. I thank you for the opportunity of being a part of this effort to improve American Education in both public and private schools.

Mr. ROSE. I give an outline from the united office report of last year of what States use each of the presently allowable comparable or group rate plans for calculating rates. And frankly, they all come out similarly as to statewide total, but there are variations within each State for the differences that exist between impacted area schools and the States.

There is also a recap of that rate calculation of these 50 States. And of course I give a little research from Oklahoma schools. I use five different groups, two different counties and the largest impacted area school in each county, or the county seat of the county, and show what it does to that group of schools. It is just a matter of using that as a sampling. And then I use five of the larger impacted area schools

in Oklahoma that are not in any of the other samplings to indicate just how it work on these heavily impacted districts.

I then apply these principles with the suggestions to the school which I am superintendent of, because I have those records, not at my fingertips, but available with a lot of hours to get the facts from them.

I will close this particular part of my testimony by pointing out that in H.R. 7819, as passed the House, they did defer two of the 1966 amendments until June 30,1969. So there is a precedent for also including section 201(b). In section 202, it says:

> The amendment made by section 204 and the amendment made by section 229 of the Elementary and Secondary Educational Amendment of 1966 shall be effective only with respect to the fiscal year beginning after June 30, 1969.

I would suggest that section 201(b) simply be included along with sections 204 and 229.

Now, coming to my part of the testimony—and I think I will read part of that on title I, the Elementary and Secondary Education Act——

Senator MORSE. What page is this, Mr. Rose?

Mr. ROSE. That began with page 17. And I have added that to my first paragraph at the beginning of my testimony.

I am wholeheartedly for the continuation, improvement, and expansion of all titles of the 1965 Elementary and Secondary Education Act as proposed. I am not familiar enough, I will say again, to take each one of them item by item and say how they apply. I am particularly interested, however, in the disaster provisions of Public Law 874, which the Commission has asked to be extended and liberalized so that they will do a better job. That principally refers, of course, to natural disasters. But there is no reason why this Congress can't define disaster to include whatever type of disaster might befall a district, such as some of these that are testified to today. I think this ought to be looked into very carefully.

And then of course the education of the handicapped. I don't think there has been quite enough said about that. And I don't know that I am quite capable to give a great deal of testimony on this subject.

But while previous legislation enacted by the U.S. Congress has made great inroads toward meeting the special educational needs of handicapped children, further advancement and authorization are most urgently needed. Along with clarification and some modification, the legislation has a new part which authorized funds for the establishment and operation of regional centers which I believe will furnish those working in this area of American education the leadership and research which is so sorely needed. It will also provide direction for the educational programs envisioned for children falling in this category.

And I think that this perhaps is one of the most important additions to this section of the law. Other amendments, I am sure, are good. And they have been testified to by men here with considerable experience.

On the Indian children, I hasten to agree with some of the testimony today which feels like we ought to, as much as possible, get the Indian children into the public schools at whatever the cost will be—and I

am sure it will cost less than it will to have what we term now "strictly Indian schools." I am not competent in this area to say how, but I agree with the Senators who have expressed themselves this morning on that particular point.

I would be glad to answer any questions that I am capable of answering, if the Senator has any to ask.

Senator MORSE. I don't need to ask any questions. Your statement speaks for itself. It is a very constructive one. Thank you for it. And I will see that it is called to the attention of the committee in executive session.

Thank you very much, Mr. Rose.

Mr. ROSE. Thank you a lot, Senator Morse.

Senator MORSE. Our last witness will be Mr. William Emerson, of the Oakland Intermediate School District, Pontiac, Mich.

I am sorry you had to wait so long. I am glad to hear you now anyway.

STATEMENT OF WILLIAM J. EMERSON, SECRETARY OF THE BOARD OF EDUCATION, OAKLAND SCHOOLS, PONTIAC, MICH.

Mr. EMERSON. Mr. Chairman, I represent a constituency which lies immediately north of the city of Detroit. Detroit has 290,000 children, and our membership is 225,000 children. In our constituency since 89–10 was passed we have participated actively in titles I, II, and III.

I will limit my remarks before this distinguished subcommittee to problems that I see facing my school district and its constituency should the amendments embodied in the House-passed bill H.R. 7819 go into effect as they apply to title III. I am opposed to these amendments.

OPPOSITION TO TITLE III CHANGES OF H.R. 7819

Oakland schools and its constituents have applied for the funding of a number of title III projects. Several of them have been approved. Some are underway. Some have been completed. Some were not approved.

We are satisfied with the treatment we have been given on these projects by the U.S. Office of Education. The U.S. office has treated Oakland schools fairly and impartially in these matters, employing in the handling of our projects only the criteria of innovativeness, excellence, and the limitations of funds. Who we are, what we are, where we come from and who we know has not made, to the best of my knowledge, any difference whatsoever as to the treatment that we have received from the U.S. office.

Neither the superintendent of education of the State of Michigan nor the management of Oakland schools has found anything the matter, except for lack of money, with the administration of title III of the Elementary and Secondary Education Act.

The members of this distinguished subcommittee are well acquainted with the objectives of title III. The objectives are specific. Appropriations have been made to the end of these objectives.

To the extent that the agency having final approval of the title III projects has and can hold to the stated objectives of the title, within

the limitations of funding, then assurance can be given that the projects funded will be in the direction of the objectives.

To the extent that the agency having final approval of projects does not have at heart the stated objectives of the title, or for various reasons cannot hue to these objectives in its operational environment, then no assurance can be given that the objectives of the title will find expression in the projects; in fact, quite the contrary is sure to follow.

Now, with regard to the State of Michigan, its chief State school officer, and the environment in which he works. The State of Michigan has usually had good State superintendents. I have worked under the administration of five of them over a period of 30 years. Michigan has a good State department of education as State departments of education go. Michigan has a good but rather traditional State school aid act, the main feature of which supplements local school taxing authority by the distribution of State levied taxes on a semiequalization basis. The act also contains categorical features. Michigan's State Department of Education has always administered this act.

There is a rule, or rather a trait, of human behavior that applies to the administration of tax-sharing plans and categorical aids.

In the instance of tax-sharing plans, money is distributed on the basis of a formula that has nothing to do with specific educational or institutional objectives. It is simply a distribution device the administrator of which employs according to the letter of the law. He may exercise no other options and his actions are subject to audit. His performance is essentially ministerial and rests on the accurate accumulation, compilation, and processing of hard data.

The behavior of an administrator with categorical responsibilities is essentially different. In the instance of a categorical aid, the objective or purpose of the category should become a primary concern in its administration. Appropriation ceilings are often applied to categorical aids, just as appropriation ceilings are to be found in the Elementary and Secondary Education Act.

Where the person administering a categorical aid is faced with the prospect of an appropriations limit then he has the choice of setting his programing standards high enough so that the applications for funding will not exceed the appropriation, or he is faced with the choice of setting lower standards and prorating the limited funding among the multitude of applicants.

This latter possibilty is one fraught with great trouble inasmuch as the effect of prorating is to dilute the programs most closely identified with the achievement of the categorical objective and encouraging the institution and continuance of less excellent programs to the detriment of the objectives.

Without being critical and without leaving the impression of the pointing of a finger or the casting of a stone, but simply with the idea of indicating the environment in which Michigan's department of education operates, I offer the following examples of characteristic behavior of Michigan's department of education through the regimes of five State superintendents representing both political parties.

Categorical aids in Michigan's environment have included all of the following: school transportation; education of the mentally handi-

capped, blind, deaf, crippled, home and hospital bound; school social workers; aids for distressed school districts; educational psychologists; remedial reading programs. It is the case and it is my personal, first-hand observation that for 30 years each of five State superintendents, when faced with the alternative of administering categorical aids with a limited appropriation, has in each of the categories set forth above chosen the route of proration rather than the route of high standards. This has had the effect of watering down the exemplary programs, perpetuating the mundane programs and negating the chances of attaining the categorical objectives

I have not known a State superintendent in Michigan who has not been a good and dedicated man. I have not known a State superintendent in Michigan who, operating in the eviroment where he finds himself, has been able to behave himself the way that I am sure he would wanted to behave in his administration of the categorical aids.

The fact that the House in Washington made some changes in title III has no effect whatsoever on the governmental environment in Lansing, Mich., nor the capabilities of Michigan's State superintendent. The factors that have persisted in Lansing, Mich, for the past 30 years still persist and will, I feel, continue to persist.

I say, as one who is concerned with the day-to-day administration of title III in the field, that the changes embodied in the House passed bill H.R. 7819 having to do with title III cannot be expected to work in the State of Michigan. Michigan never has had and does not now have either the muscle or the environment to make them work.

There are those that say that Michigan as a State knows better what is exemplary for Michigan than does the Federal Government. Such a statement doesn't mean anything of importance. We who submit projects know better than anyone what is exemplary and innovative in our constituencies. The U.S. Office gets a chance to determine if our ideas hue to the objectives of the act. The State department of education gets a chance to advise—not decide. The burden of my testimony is that the Michigan environment permits advice—not determination.

It is a truism that that agency having the final say on a categorical proposition must hold to the objectives of the category and must, in the environment in which it operates, be able to exercise judgment in the direction of these objectives. To do otherwise is to negate the objectives. I trust the administration along these lines.

It is my sincere hope that the U.S. Senate will fail to concur with the House of Representatives in its handling of title III of the Elementary and Secondary Education Act.

Senator MORSE. Mr. Emerson, this is a very helpful statement.

And I want to address a comment to counsel, and I say this to you. We have heard from many State superintendents of education, State departments of education. They have presented the point of view that they want title III amended along the lines of the amendment adopted in the House. We haven't had Mr. Counsel, as far as I know, witnesses from the school district that has come in and given the type testimony that Mr. Emerson has now given us, setting forth the reasons as to why he has these doubts as to the soundness of the House amendment. Are we going to have in these hearings, other school superintendents such as Mr. Emerson to testify on this matter?

Mr. LEE. We have three school superintendents at the county level from the State of West Virginia. We hope to have additional statements from administrators at the school district level. You have heard from Mr. Rose, a superintendent of a local system.

Senator MORSE. The only reason I am raising this procedural point is that I don't want to go to the floor of the Senate with the record out of balance. I want to be sure that the pros and cons have had adequate opportunity to make their report on this point. You have made yours this afternoon.

Mr. EMERSON. When you were out, Senator, the Senator from Colorado asked some people who were testifying here if they could enumerate the State departments of education in this country that were not ready to assume full responsibility for title III. The people who were here didn't see fit to respond to the Senator's question. Had I been asked I would have nominated Michigan first.

Senator MORSE. I ask you now.

Mr. EMERSON. I would have named Michigan first.

And then I would suggest that the committee take a long look at the behavior of other State departments of education in their own States with regard to their own categorical grants from their own State money, and apply the test of history to their behavior in their own environments. I am not casting stones at these people, I am suggesting that there is something peculiar about categorical grants and the way that people can hew to the objectives of those grants in State departments of education. I suggest that anyone who wants to look at the behavior of State departments of education in their own States with their own categorical grants, can make up a list of those which are able and those which are not able to handle title III now. They have either been able to perform according to the standards in past years, or they haven't. In Michigan they haven't and I am suggesting that a look at this situation might reveal something along the same lines in some other place.

Senator MORSE. And in answer to my question, counsel has already called my attention to the fact that there are some witnesses tomorrow. The National School Board Association will be on the panel, and they can address themselves to this subject. They will be asked to testify on it.

I have already made clear, Mr. Counsel, that after the whole record is in, I have reserved time for Commissioner Howe to come before the subcommittee and make a final statement of the Department's position in regard to this issue. As I said this morning, this is one of the most important issues that this faces, particularly because of the fact that the House has taken a position in counterdistinction to the administration's bill. And you proceed on the presumption that the administration bill will proceed unless the evidence is offered that clearly justifies it?

Mr. EMERSON. Thank you, sir.

Senator MORSE. Thank you very much, Mr. Emerson.

We will stand in recess until 10 o'clock tomorrow morning.

(Whereupon, at 5:15 p.m., the subcommittee adjourned, to reconvene at 10 a.m., Thursday, August 10, 1967.)

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