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EDUCATION LEGISLATION, 1967

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 10 AND 11, 1967

WASHINGTON, D.C.

Part 5

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

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EDUCATION LEGISLATION, 1967

THURSDAY, AUGUST 10, 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 10 a.m., in room 4232, New Senate Office Building, Senator Ralph Yarborough presiding pro tempore.

Present: Senators Yarborough, Randolph, Kennedy of New York, Dominick, Murphy, Javits, and Clark.

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

Senator YARBOROUGH. The Senate Subcommittee on Education will come to order, and we will continue the hearings that are underway on S. 1125 and H.R. 7819—bills to strengthen and improve programs for assistance to elementary and secondary education.

The first witness listed this morning is Mrs. Bernice S. Frieder, president of the National Association of State Boards of Education, Denver, Colo.

Is Mrs. Frieder present?

Mrs. Frieder, will you come around and have a chair, please.

I yield to Senator Dominick, who is representing your State, Mrs. Frieder.

I have just this moment introduced Mrs. Frieder, Senator Dominick.

Senator DOMINICK. Mrs. Frieder and I have known each other for a long period of time. She is a very distinguished citizen of our fair State and I am just delighted to have her here, and hear her on behalf of the State boards of education.

I think that this matter is about as important as any matter of any committee that I sit on, Mrs. Frieder, so with the cooperation of the chairman and the acting chairman this morning, I am sure we are going to make some real progress in trying to get changed around those things which ought to get changed, and get support for the school.

Mrs. FRIEDER. Thank you, Senator.

Senator YARBOROUGH. You may proceed in your own way by reading your statement, stating it orally, or giving us a condensation. Proceed in the manner that you feel will best effect your purposes.

Mrs. FRIEDER. Thank you, Senator.

STATEMENT OF MRS. BERNICE S. FRIEDER, PRESIDENT, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, DENVER, COLO.

Mrs. FRIEDER. Mr. Chairman and members of the subcommittee, we appreciate very much the privilege of offering testimony in respect to S. 1125, on behalf of the National Association of State Boards of Education. Ours is a young organization, and this is the first time we have had the privilege of appearing before this committee. We represent 48 State and territorial boards of education whose members reach their position in a variety of ways; some are elected, either on a partisan or nonpartisan basis; some are appointed by their Governor, some by the legislature, and some boards are composed entirely of other elected State officials such as the Governor, secretary of state, attorney general, et cetera. But regardless of the manner in which they are chosen, all of our member boards have the responsibility of setting educational policy for the public schools of their respective States.

The National Association of State Boards of Education has as a major objective the strengthening of State boards of education to fulfill their policymaking and leadership roles in the States. We are committed to the proposition that education is primarily a State responsibility; we are dedicated to the goal of strengthening education in the States. We subscribe wholeheartedly to Dr. Conant's statement in his book, "Shaping Educational Policy, 1964" when he calls for a—

> * * * powerful Chief State School officer responsible to a high quality lay board of education to provide the type of state leadership for the schools which the times demand.

Increasingly, we hear other voices, educators, political leaders, students of government, supporting this point of view. As an association, one of our major activities is to provide a forum for our members to exchange information concerning educational programs and to study mutual problems; in short, to educate ourselves that we may make the optimum contribution to public education in our States. At the national level we work cooperatively with many other education groups. In the States we represent the people in the conduct of their State education system.

Our testimony today reflects the basic objectives of our organization as stated in our bylaws and in resolutions adopted at our annual conventions. This particular statement which I am making this morning, was approved by the NASBE Board of Directors at their June board meeting.

GENERAL FEDERAL AND SUPPORT

Our organization is on record as favoring general Federal aid to education; we know only too well the tremendous variations in financial resources available to the States for support of the public schools. We need additional resources from the Federal Government. At the same time, we recognize that Federal funds provided under the Elementary and Secondary Education Act—which is categorical aid—have made possible enriched educational opportunities for hundreds of thousands of disadvantaged children in our Nation's schools.

Title V of ESEA has provided funds to strengthen State departments of education so that they are able to give improved educational leadership in the States.

We support the extension of the Elementary and Secondary Education Act, and pledge our best efforts to insure that it is administered according to the letter and the spirit of the law, and in the best interests of all the children. However, we would like to address ourselves to one specific title of the act—title III.

TITLE III ESEA

In the present law, title III funds are administered by the U.S. Office of Education, and grants are made directly by the Office of the Commissioner. The National Association of State Boards of Education holds the view that Federal funds for public education should be channeled through State departments of education, and has affirmed this viewpoint by formal resolution. Therefore, we would urge your consideration of a change in the law to provide that title III funds be administered by State departments of education. They have demonstrated that they can do the job.

I have attached to my testimony—which you will have for the record—a set of procedures which have been developed by our own State department of education for this purpose. We propose that each State submit to a State plan for title III, much as they presently do for title II of ESEA, for the several titles of the NDEA program, and for other similar programs. Once the plan were approved by the U.S. Commissioner of Education, the individual State would then have the responsibility of administering the program. We recognize, however, that the projects which are presently funded will need to be carried to a logical conclusion. We would not object if some Federal funds were available for projects approved by the U.S. Commissioner of Education, where the national interest is paramount, or where it is clearly evident that a very large number of States must be involved. However, it is our thinking that such programs might better be covered by separate legislation, and not administered as a part of title III.

TITLE V ESEA

Let me turn now to another title of the act. Members of State boards of education are very much aware of the salutary effects on State departments of education of the ESEA title V funds. State departments of education have been encouraged and assisted to secure badly needed personnel; they have been encouraged to do long-range planning and to set priorities. We support the rationale for title V; we know it is helping the States to meet their responsibility to extend educational opportunities to all children. We would like to see additional moneys authorized and appropriated for this title, for we regard it as imperative that the good work being accomplished for education in the States be continued and strengthened. It is axiomatic that a strong, well-staffed State department of education will point the way for the local districts to do a better job of educating their children. We see title V as potentially one of the strongest tools for effecting necessary reforms in our schools.

There is no doubt that the Elementary and Secondary Education Act has been of inestimable benefit to the children of our country. Title I has had an immediate impact; title II will have lasting effects, as will the other titles. But ESEA is still a comparatively new program, and as the successes are tallied, more good and desirable programs are brought in under the ESEA umbrella—for instance, migrant education, special education, and so on. Additional programs and additional funds, but the total funding for ESEA has remained at approximately the same level. In effect, with the addition of these new programs, all programs under the act have had to be cut back.

TITLE I FUNDING

On Monday and Tuesday of this week, the Colorado State Board of Education had its regular monthly meeting. As is our practice we heard progress reports of various divisions. I would like to read to you a short paragraph from the report we heard on Tuesday from our State director of title I. Let me say that the staff member who made the report did not know I was going to be here in Washington today.

The quote is from his report:

> Title I funding proposed and passed by the House of Representatives, not only cuts Colorado for the third time, but keeps districts from maintaining present programs or adding funds for the more comprehensive evaluation and dissemination activities that are being required. This funding pattern is very detrimental to planning and psychologically stifles Title I activities.

So that although we have made a special plea for the increase of funds for title V, in actuality all titles of the act will require additional funds if the momentum gained in the States is to be continued.

And now, in the very few moments left, I would like to touch upon another related topic which is of great concern to State board members across the country.

BUDGET CYCLES

One of the most crucial problems resulting from the increased participation of the Federal Government in the financing of education is the incompatability of the legislative year with the school year as it affects planning and financing of school programs. The problem results primarily from the fact that Federal funds usually become available too late to be used in the most effective way. The local district superintendent doesn't know how to plan for anticipated programs; he can't recruit staff or order new equipment without knowing when the necessary funds will be available. We are pleased that the revisions of ESEA are being considered at this time. However, we must submit that even this date poses serious problems of implementation at the State and local level. We trust that serious consideration of the problem of timing will be given by this committee and by other committees involved, to the end that authorized programs and appropriated funds may be of the maximum use to our local school authorities, their teachers, and most important, to the children who are being educated.

Mr. Chairman, on behalf of the board of directors and members of the National Association of State Boards of Education, we thank you

for the privilege of appearing before you today to express our point of view.

(The State title III procedures referred to follow:)

PROCEDURES, TITLE III, ESEA—COLORADO 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.

Senator YARBOROUGH. Thank you very much, Mrs. Frieder.

The one problem I raise among the many issues you discussed, is the incompatibility of the Federal fiscal year with the State educational year. We have worked on that problem; we are worried about it; we don't have it worked out yet.

Mrs. FRIEDER. I am aware there is progress being made, and we are delighted.

Senator YARBOROUGH. You point out factually, as president of the National Association of State Boards of Education, some of the problems this has caused. We have had that problem in years past, for instance, with the impacted school money before we had the Elementary and Secondary Education Act. We have had this problem for years, but I think we must find a solution. Thank you.

Mrs. FRIEDER. We hope you do.

Senator DOMINICK. Mrs. Frieder, I think this is an excellent statement. I want to congratulate you on it. I think you pinpointed the problems which we face here in a very, very proper manner.

The date of the funding is probably as complex a problem as the chairman said, as any problem we have, because, as I think you know, the Senate by procedure and by custom at least, does not start really marking up or hearing appropriations bills until the House has already finished. Certainly, we cannot by law act upon an appropriations bill until the House acts. Consequently, it doesn't get to us on many occasions, until well after the start of the fiscal year, which means that it is then almost too late for the school year. This creates problems, which we know.

We have not yet figured how to change them. The only way that it looks possible to change it at all, is to have the appropriation cover more than 1 year.

Mrs. FRIEDER. That is right.

Senator DOMINICK. Even if you do that, you then run into the problem of what happens at the end of the second year, or the end of the third year, when you have to renew it all over again. By that time, the fiscal situation may have changed. You don't know what is going to happen.

I would like to just ask a few questions on some points here.

1. I can well understand why you are concerned with getting more funding in the program. There is no doubt that more specific programs that you put in, the more diluted the money becomes for any one project.

Consequently, we have some difficulties in that area.

On the other hand, by adding programs which seem to be necessary, the particular bill does become more of a general Federal aid bill than it had prior to that time.

Mrs. FRIEDER. This is quite true.

Senator DOMINICK. In all fairness, I think we should recognize that we are not going to get the appropriation provided by the authorization. I say that because we simply do not have funds.

Senator Javits said yesterday in reply to the superintendent of schools of the city of New York that there are some States that are far wealthier than the U.S. Government is and I would say to you at the present time, that there is not any State that is not wealthier than the U.S. Government, because we are already in debt to $20—$30—about—$35 billion, and are running a deficit this year which is going to be extraordinary and very high.

Senator YARBOROUGH. Senator Dominick, pardon my intrusion for a moment. I have an urgent call to see some people. Would you take over and preside?

Senator DOMINICK. Yes.

Senator YARBOROUGH. For a moment, please.

Senator DOMINICK. Yes.

Senator YARBOROUGH. Thank you.

Senator DOMINICK (presiding). So this is projecting what is going to happen in the Federal area.

This is what I want to point out, that we are not going to get the full authorization. We will be fighting for increased appropriations. It is going to be a tough fight. I don't think we are going to get very much more than we had last year. We are going to have to do our planning on that basis.

TRANSFER OF HEADSTART

Specifically, as far as questions are concerned, I have been pushing for 2 years now to shift the Headstart program out of the poverty program over to the Office of Education.

Did your association take any position on it at all?

Mrs. FRIEDER. Senator Dominick, we did. We adopted a resolution at our April 1966 conference, which was our last annual conference—in which we requested that preschool programs, Headstart programs, be transferred from the Office of Economic Opportunity to the Office of Education. This is in line with our basic premise that education programs ought to be in the Office of Education.

Senator DOMINICK. You will be entertained to know that means there has been unanimous approval of this idea with the exception of the Commissioner for Education.

Mrs. FRIEDER. Well, we have some educating to do, then.

Senator DOMINICK. My guess is, we will therefore have a strenuous fight before we get this done. I plan on introducing that amendment either today or tomorrow on the floor.

Mrs. FRIEDER. You would be interested to know, Senator Dominick, that in this regard the States are certainly moving in this direction. At our own State board on Monday and Tuesday of this week, we included in our State budget for the first time, a request for sizable sums for State support of preschool programs, which we have not had. So we see our responsibilities in the States and we would like to see that same pattern extended.

Senator DOMINICK. Fine. I am delighted to hear it.

TITLE V–B

Now, there are, I believe, under title V, set-asides in some States which are now engaged in interstate programing and planning.

There has been some fear expressed that if we channel all the funds either under title III or title V, or both, in through the State departments of education, that the funding of this interstate planning may well fall on the wayside.

Do you have any comment on that?

Mrs. FRIEDER. Our organization has not made a formal statement on it.

I think my statement, that we would not object if certain funds were retained for such projects would cover this point.

Senator DOMINICK. For that type of project?

Mrs. FRIEDER. Yes.

Senator DOMINICK. I have made an effort in the last 3 years with this bill to get an extensive program in, to try and provide extra funds for those States which are exerting more than the national average in the effort index.

Has the national association taken any position on this?

Mrs. FRIEDER. Senator Dominick, we have not taken any position on this approach.

Senator DOMINICK. Fine, Mrs. Frieder. I think that is all I have at the present time. We very much appreciate your appearing. It is a long trip but it is a very important bill and we certainly appreciate your help.

Mrs. FRIEDER. Thank you, Senator.

PANEL CONSISTING OF DR. HAROLD V. WEBB, EXECUTIVE DIRECTOR, NSBA, EVANSTON, ILL.; MRS. LEONARD L. MANCUSO, PRESIDENT, NSBA, AND MEMBER OF THE GLASSBORO, N.J., SCHOOL BOARD; FRED M. HEDDINGER, VICE PRESIDENT, PENNSYLVANIA SCHOOL BOARDS ASSOCIATION, MEMBER, WILKINSBURG SCHOOL BOARD, PITTSBURGH, PA.; ALFRED W. NEWMAN, MEMBER, VALLEJO (CALIF.) UNIFIED SCHOOL DISTRICT BOARD, AND MEMBER, STATE OF CALIFORNIA ADVISORY COMMISSION ON COMPENSATORY EDUCATION; MAURICE BAKER, PRESIDENT, COLORADO SPRINGS BOARD OF EDUCATION, COLORADO SPRINGS, COLO.; DR. AARON BROWN, MEMBER, BOARD OF EDUCATION, NEW YORK, N.Y.; AND HUGH CALKINS, MEMBER, BOARD OF EDUCATION, CLEVELAND, OHIO

Senator YARBOROUGH. Our next witness will be, in the words of our good chairman, Senator Morse, a very important panel. This is part of our seminar system, which we use here to try and develop facts.

Is Mr. Paul Carlin here?

I wonder if you would come up with the members of the panel, as they are called here, and then introduce them for the record.

We will have Mrs. Leonard L. Mancuso, who is president of the National School Boards Association, and member, Glassboro Board of Education, Glassboro, N.J. That is a famous city these days.

Mrs. MANCUSO. Yes, sir.

Senator YARBOROUGH. Dr. Harold V. Webb, executive director, National School Boards Association, Evanston, Ill.

Mr. Fred M. Heddinger, vice president, Pennsylvania School Boards Association, member, Allegheny County School Board, Pittsburgh, Pa.

Dr. Aaron Brown, vice chairman, Council of Big City Boards of Education, member, Board of Education, City of New York, Brooklyn, N.Y.

Mr. Hugh Calkins, member, Cleveland City School District Board of Education, Cleveland, Ohio.

Mr. Alfred Newman, member, Vallejo United School District, Vallejo, Calif.

And, last but by no means least, my own very fine president of the board of education, Dr. Morris Banker, of Colorado Springs, Colo.

For the record, I do want to say that Dr. Miles, who is the executive director of the Colorado Association of School Boards, in Boulder, Colo., was coming here to be part of this panel. Dr. Baker is taking his place. I understand that Dr. Baker is on a survey of the capability of Colorado to put even more money into the school system.

Dr. BAKER. We hope so.

Senator DOMINICK. I would certainly want to welcome you on behalf of the entire subcommittee. I am a little lonely at this point because it is something unusual for a Republican to be chairing any committee, but at least, I can enjoy my moment of glory here.

Why don't you proceed, Mr. Carlin, in any way that you think is right on this and we will go forward from there.

Mr. CARLIN. Mr. Chairman, with your permission, we would like to have our executive director, Dr. Harold V. Webb, from Evanston, Ill., present the panel.

STATEMENT OF DR. HAROLD V. WEBB, EXECUTIVE DIRECTOR, NSBA, EVANSTON, ILL.

Dr. WEBB. Mr. Chairman and members of the subcommittee, I am Dr. Harold V. Webb, executive director of the National School Boards Association. I am accompanied this morning by a distinguished panel of outstanding local school board members whom you have now met.

The National School Boards Association is a nonprofit federation of the State school boards associations of the 50 States, the District of Columbia, and the Virgin Islands.

Our association, through its member State school boards associations, represents more than 88,000 elected and appointed local school board members. These citizen leaders serve voluntarily on the governing boards of their local school districts without compensation, for the most part. In many communities, this amounts to a part-time assignment with virtually full-time responsibility.

The National School Boards Association is the only national organization representing local school boards and its primary objective is the strengthening of public education through active citizen participation in the policymaking process of educating our children.

Senator DOMINICK. Let me just interrupt you for a minute.

Do the school board members by and large get elected? I know they do in Colorado.

Dr. WEBB. Nationwide, about 85 percent of the school board members are elected by the public. That is correct; and those that are appointed are appointed, generally, by some political person or official who has himself been elected.

Senator DOMINICK. Thank you.

Dr. WEBB. Our association appreciates this opportunity to appear before your subcommittee to present our views during this hearing on S. 1125 and H.R. 7819, the Elementary and Secondary Education Act Amendments of 1967.

The official recommendations of the National School Boards Association will be presented by our president, Mrs. Leonard L. Mancuso, who is also a member of the Glassboro, N.J., school board.

She will be followed by panelist Fred M. Heddinger, vice president of the Pennsylvania School Boards Association and a member of the Wilkinsburg school board. Mr. Heddinger's statement will be directed toward section 145 in both S. 1125 and H.R. 7819 and the need for comprehensive educational planning and evaluation programs by local school districts.

Panelist Morris Baker is from Colorado Springs, Colo., where he serves as president of the board of education. He has been an active member of the Colorado Association of School Boards' Legislative Committee for several years. Mr. Baker's statement will be directed toward section 131 of H.R. 7819 which would revise title III of the Elementary and Secondary Education Act to change it into a State plan program which would then be administered by the State educational agency.

Panelist Aaron Brown is vice chairman of the Council of Big City Boards of Education of the National School Boards Association; a member of the Board of Education of the City of New York. On that board, he is chairman of the New York City Board Committee on Relations with other Boards of Education.

Dr. Brown's statement will cover his views regarding the financial burden placed upon the New York City school system because of the presence of a large number of youngsters who live in federally assisted public housing units which provide no property tax revenue. Section 110 of H.R. 7819 provides for a study of the impact of children living in federally assisted public housing units.

Panelist Alfred W. Newman is a member of the California School Boards Association's Board of Directors and a member of the Vallejo Unified School District in Vallejo, Calif. He is also a member of the State of California Advisory Commission on Compensatory Education. Mr. Newman's statement will cover the problems which were encountered by his school district, as well as other school districts throughout the State of California, because of the late funding of title I of ESEA during this past fiscal year. Section 301 of H.R. 7819 would temporarily avert a further compounding of this problem by extending the Elementary and Secondary Education Act through fiscal year 1969.

Panelist Hugh Calkins is a member of our association's legislative committee, as well as being a member of the Cleveland City School District Board of Education. Mr. Calkins' testimony will outline his views regarding the level of funding which should be provided for educational programs, especially title I of ESEA, and the wide discrepancy between the level of authorizations and the level of actual appropriations.

We are also accompanied this morning by our association's director of Federal and congressional relations, Mr. Paul N. Carlin of Washington, D.C.

For the convenience of the subcommittee, the oral testimony of this morning's panel has been coordinated in advance.

In addition, each panelist has summarized the highlights of his prepared remarks so that his initial oral statement will not exceed a couple of typewritten pages. We request that the complete statement of each panelist be printed in full in the hearing record.

With your permission then, our first witness will be Mrs. Leonard L. Mancuso, the president of the National School Boards Association, who will set forth the statement on behalf of the association.

Senator YARBOROUGH (presiding). Mr. Webb, your request is granted, and the full statements of each one of your panelists will be printed in the record. I congratulate you on the efficiency of organization by which, to aid us in the hours of public hearings, you have condensed each speech. We want to hear different organizations before we take this bill to "mark it up" which is a phrase that is used here when we write a bill. We will have before us the full printed statement of the record that is made here at that time.

I have a statement, here, Mrs. Mancuso, that Senator Harrison Williams of your State, New Jersey, planned to make. He is a member of this committee and unfortunately for us was called away to another

committee where it is his duty to preside. He has given me his statement. I am going to read it on his behalf although my reading of it is poor compared to his oral delivery.

STATEMENT OF HON. HARRISON A. WILLIAMS, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator YARBOROUGH. "I wanted to be here to introduce you, Mrs. Leonard L. Mancuso of Glassboro, N.J., president of the National School Boards Association.

"We in New Jersey * * *,"

I am reading Senator Harrison Williams' statement.

"* * * have been proud of the outstanding contributions Mrs. Mancuso has made to the field of education on the local level.

"She has been director, Glassboro County Audio-Vision Commission, for the past 10 years. Mrs. Mancuso has also been a member of the Glassboro, N.J., Board of Education for 11 years. During that time, she has held a number of offices and chairmanships, including the 4-year term as vice president on the State level. On the State level, she had 6 years experience with the New Jersey Federation of District Boards of Education on which she served as president for 2 years, and legislative chairman for 1 year.

"Mrs. Mancuso was elected president of the National School Boards Association in April of this year. She will serve in this capacity until the conclusion of the association's annual convention in 1968.

"During her tenure with the National School Boards Association, she has also served as vice president, first vice president, as well as on the executive committee.

"She comes to us eminently qualified. She received her bachelor of science degree at Trenton State College, and master of arts degree at Columbia University. She is a former schoolteacher, and in recognition of the magnificent job she has done for education, she received several awards. * * *"

Then Senator Williams tells of his personal pleasure of introducing you to the members of our Education Subcommittee, as president of the National School Boards Association.

Mrs. Mancuso, I would like to ask a question. It seems that I recall seeing your picture in a number of newspapers enroute to Russia, with the Glassboro delegation. Were you chairman? Were you not going with that delegation?

Mrs. MANCUSO. Yes, I did go.

Senator YARBOROUGH. I think your picture was among those spread over the country.

Mrs. MANCUSO. It was a most interesting experience.

Senator YARBOROUGH. Well, we regret that we don't have time to hear of that this morning. We would like to hear of your experience.

In view of all the panelists and witnesses scheduled for today, we will proceed in the manner that Mr. Webb has outlined here in the interest of time.

Congratulations on your achievements, and thank you for being here.

STATEMENT OF MRS. LEONARD L. MANCUSO, PRESIDENT, NSBA, MEMBER OF THE GLASSBORO, N.J., SCHOOL BOARD

Mrs. MANCUSO. I extend through you my appreciation to Senator Williams for his remarks on my behalf.

As Dr. Webb has indicated, I am president of the National School Boards Association and I appreciate the opportunity to appear before you to submit to you our observations, recommendations, on the Elementary and Secondary Education Act.

Since, as Dr. Webb has indicated to you, I am accompanied this morning by a distinguished panel of board members, my remarks will be directed primarily to the general statements of the National School Boards Association, dealing specifically with certain parts of this recommendation.

In very brief summary of our approach this morning, we would like to make some recommendations to you in six particular areas.

(1) The matter of comprehensive planning and evaluation grants.

(2) Title III of the act.

(3) A suggestion for a public amendment to the federally impacted areas program.

(4) The question of late funding of title I of ESEA.

(5) The 5-year extension and full funding of ESEA.

(6) On the question of uniform administration of guidelines and regulations.

On the question of comprehensive planning and evaluation grants, I am sure it is known to the respected Senator, that far-sighted local school board leaders have long recognized the pressing need for implementing a systematic and comprehensive long-range planning program for their school district, which can be maintained on a continuing basis; however, too often other priorities prevail in the competition for severely limited local educational dollars.

TITLE V, ESEA

The National School Boards Association fully supports section 145 of H.R. 7819 which would add a new paragraph 12 to section 503 of title V of ESEA. This amendment would specifically authorize the use of title V funds for grants by the State educational agency to local school districts to enable them to undertake their own long-range comprehensive planning and evaluation programs.

Although we know it is improving at the present time, technical assistance and advice regarding local educational planning or evaluation programs is rarely available since most of the personnel in the State educational agencies specialize in administrative, statistical, and curriculum supervision functions.

This recommendation that we make further strengthens the educational leadership role of the State educational agencies, by providing that they would also administer a program of grants to those local school districts which have school populations sufficiently large so as to support their own local comprehensive planning and evaluation program. This type of role for the State educational agencies, involving both technical and financial assistance in the field of educa-

tional planning and evaluation can, in our opinion, become one of their most viable responsibilities.

We recommend therefore, that the leadership resources of the State educational agencies be further enhanced by incorporating into section 145 of H.R. 7819 the proposed new part B of title V of ESEA, after amending it to provide that 100 percent of these comprehensive planning grant funds shall be apportioned among the State educational agencies.

TITLE III ESEA

Title III of the ESEA would strongly recommend that section 131 of H.R. 7819 be enacted into law as it passed the U.S. House of Representatives.

This proposal has the single objective of changing title III of ESEA into a State-planned program, which will be approved by the U.S. Commissioner of Education and then administered by State educational agencies.

We strongly support this proposed amendment as being the keystone in the development of an effective Federal-State partnership in education. Without an active State involvement in the administration of the title III program, the phrase "partnership" will have little meaning in the educational relationships between the Federal and State Governments, since the areas within which the State educational agencies can provide effective leadership will be severely restricted.

The National School Boards Association agrees with the experimental and creative thrust of the title III programs. We feel the State should continue to administer the title III programs in this spirit of explanatory and experimental programs, and that each of the States should provide for the establishment of a broadly representative statewide committee, of all agencies of the State, to advise and assist them in the review and selection of title III projects.

Therefore, we strongly recommend that title III of ESEA become a State-administered program, as provided in section 131 of H.R. 7819, and that the State educational agencies continue to administer this program in the same manner as it is presently operated.

PUBLIC LAW 874 EXPANSION TO INCLUDE PUBLIC HOUSING

The item of the public housing amendment to the federally impacted areas program: During the past 17 years, the impacted area program has represented a frank recognition by the Federal Government of the fact that nearly all the tax revenues generated by America's local governments, including school districts, comes from property tax sources.

Section 110 of H.R. 7819 provides for a study by the Secretary of Health, Education, and Welfare to ascertain whether the impact of large numbers of children from low-rent public housing dwelling units is sufficient to merit a special grant to the schools serving such children. We conservatively estimate there are an average of two children per low-rent housing dwelling unit, who are currently enrolled in public schools. This means that nearly all the local costs of educating these more than 1.3 million public housing children, is currently borne by the property tax paying neighbors in that district.

On June 30, 1967, there were 653,800 low-rent public housing dwelling units under management by the Housing Assistance Administration in the Department of Housing and Urban Development, all of which were exempt from local property taxes.

This tax inequity is not restricted to only the major metropolitan jurisdictions, since low-rent public housing dwelling units can be found in at least 350 congressional districts. We respectfully submit that the time for timid studies has now passed. There must now be a candid recognition of two factors.

First, if the educational goal of having all schoolchildren perform at the grade levels is ever to be achieved, we must provide a significantly higher per-pupil investment for the children from slum areas; and second, the financial resources for this additional increment of per-pupil investment can only come from the Federal Government.

As a priority recommendation, the National School Boards Association recommends that the federally impacted areas program be amended to annually provide eligible local school districts with $1,000 per low-rent, federally sponsored public housing unit located within their boundaries.

Dr. Brown in his testimony will detail for you the five specific proposals that we would make to implement this recommendation.

LATE FUNDING

The question of late funding of title I of ESEA, which I am sure in the past year or so you have heard a great deal about; certainly, there has been considerable testimony on the problem related to this fund.

Our association has described title I as being one of the most significant educational landmarks of our generation. The availability of a significantly higher level of Federal funds has meant a great deal in our local school districts, but this new partnership has also created some growing pains. One of the most crucial of these problems is the incompatibility of the Federal legislative calendar year with the school year.

One of the ways that this dilemma can be solved is for the congressional Committees on Appropriations to be authorized to provide the U.S. Commissioner of Education with advance obligational authority, so that he can make firm commitment to the State and local education agencies, prior to the start of the fiscal year within which the funds will actually be expended.

We recommend that the Elementary and Secondary Education Act be amended to authorize the U.S. Commissioner of Education to make, as early as April 1 of each year, an advance commitment of the total amount of operational grants of funds which eligible school districts will receive during the ensuing fiscal year; provided that no actual payment of these funds shall actually be made until after commencement of the next fiscal year.

No. 5 is the full funding of ESEA.

5 YEAR EXTENSION

It was commendable to note that earlier this year the administration recommended a full year before they were scheduled to expire, that three major education programs be extended for 5 years.

As the subcommittee is well aware, the Elementary and Secondary Education Act of 1965 is scheduled to expire on June 30, 1968. It was therefore regrettable that a recommendation was not also made at that time to extend the ESEA program for 5 years.

We recommend that serious consideration be given by your subcommitte during the 1967 calendar year to amending that section to provide for a 5-year extension of the ESEA program. Such a long-range extension will allow local school boards to plan ahead in an orderly manner for assimilating any modifications in the program objectives or authorization levels of this significant program.

With only nominal increases in the total approprations for title I, a significant number of school districts including those located within major metropolitan areas, will receive less funds under title I of ESEA during this next school year.

This decrease in individual school district allocations will occur, even though the proposed formula in H.R. 7819 insures that the aggregate amount that each State receives will not be diminished from the amount that they received last year. This will happen because the physical location of the newly eligible categories of children do not necessarily coincide with the previously eligible categories.

We recommend that Public Law 89–10 be extended, during the current calendar year, for a period of 5 years in order to encourage long-range local planning and an orderly implementation of any modifications in its program objectives or authorization levels and we further recommend that title I of ESEA be fully funded.

We are so recommending to the Appropriations Committee.

ADMINISTRATION OF GUIDELINES

No. 6: Uniform Administration of Guidelines and Regulations.

Section 2, H.R. 7819 provides that the rules, regulations, guidelines, or other published interpretations of the major educational programs contain citations to the statutory or other legal authority upon which each substantive regulation is based and that such regulations be uniformly applied and enforced throughout the 50 States.

It is our understanding and the intent of our recommendation that this provision is not intended to affect the substance of any regulations or guidelines and that the legal authority refers to statute, court decisions, and the Constitution, but not to administrative rulings or opinions.

We recommend that each substantive provision in guidelines or regulations which is issued to implement the intent of educational legislation contain citations as to the statutory or other legal authority upon which the provision is based and that such guidelines and regulations be uniformly applied and enforced throughout the 50 States.

I think it is clearly the commitment of every local board of education in the country and its organization of the National School Boards Association, that we have a growing responsibility to the children of this Nation; that we are facing at the local level considerable concern; that we are raising the level of expectation and aspiration of the parents and children of this Nation so that their needs will be met

and yet, we find in the funding and financing that the level of aspiration is stated but the funds to implement it are not found.

Therefore, our recommendation, in our opinion, would accomplish both what we believe and you believe, and that is a responsibility to see that the children of this Nation receive the kind of education that will prepare them to be the kind of citizens we desire.

Thank you, sir.

Senator YARBOROUGH. Thank you, Mrs. Mancuso.

(The prepared statement of Mrs. Mancuso follows:)

PREPARED STATEMENT OF MRS. LEONARD L. MANCUSO, PRESIDENT, NSBA, AND MEMBER OF THE GLASSBORO, N.J., SCHOOL BOARD

Mr. Chairman and members of the subcommittee, I am Mrs. Leonard L. (Ruth) Mancuso, President of the National School Boards Association and a member of the Glassboro, New Jersey Board of Education.

Our Association appreciates this opportunity to appear before your Subcommittee, on behalf of local school board members across the United States, to discuss the Elementary and Secondary Education Act Amendments of 1967. Since I am accompanied this morning by a panel of distinguished local school board leaders who will supplement our Association's recommendations with the first-hand observations of individual local school districts, my remarks will be directed toward six major policy areas:

1. COMPREHENSIVE PLANNING AND EVALUATION GRANTS

Far-sighted local school board leaders have long recognized the pressing need for implementing a systematic and comprehensive long-range planning program for their school district which can be maintained on a continuing basis; however, too often other priorities prevail in the competition for severely local educational dollars.

Our Association's Delegate Assembly recognized this need during our annual conference last April when it adopted the following rsolution:

"The National School Boards Association recommends the inclusion within all Federal legislation and administrative regulations of provisions to insure that the planning costs incurred by local school districts be included as a reimbursable cost in the administration of such programs."

The National School Boards Association fully supports Section 145 of H.R. 7819, which would add a new paragraph 12 to Section 503 of Title V of ESEA. This amendment would specifically authorize the use of Title V funds for grants by the State educational agency to local school districts to enable them to undertake their own long-range comprehensive planning and evaluation programs.

In our opinion, this provision would be significantly strengthened by the addition of the intent of the proposed part B to Title V of ESEA: *provided*, that the proposal contained in Section 145 of S. 1125 is amended to provide that 100 percent of these appropriated funds is apportioned among the State educational agencies, rather than reserving 25 percent for use by the U.S. Commissioner of Education for special project grants to, or contracts with, public and private agencies, institutions, and organizations.

Adoption of this recommendation will fill a serious gap in many States by providing the funds to enable all of the State educational agencies to expand the planning and evaluation services which they provide to their local educational agencies.

At the present time, technical advice or assistance regarding local educational planning or evaluation programs is rarely available, since most of the personnel in the State educational agencies specialize in administrative, statistical, and curriculum supervision functions.

In addition, this recommendation further strengthens the educational leadership role of the State educational agencies by providing that they would also administer a program of grants to those local school districts which have school populations sufficiently large so as to support their own local comprehensive planning and evaluation program.

Within many States, comprehensive educational planning and evaluation is still in the conceptual stages of development because of the lack of funds to initiate or expand such programs.

A major advantage available to the State educational agencies through their participation in the comprehensive planning and evaluation programs of their local school districts will be the creation of basic "building blocks" upon which they can develop realistic "action" plans for achieving their statewide educational goals.

The practical paradox within many local school boards is that while they recognize the absolute need to implement or expand a systematic and comprehensive long-range planning and evaluation program for their school districts, child and classroom-oriented projects receive higher priorities in the financially-pinched budgets under which most local boards of education operate.

Part B of Title V of ESEA, as it appears in Section 145 of S. 1125, reserves 25 percent of these grants for use by the U.S. Commissioner of Education for special projects relating to comprehensive education planning and evaluation. In view of the extremely limited funds available under Title V of ESEA and the accelerating need for both State and local educational agencies to initiate and expand their educational planning and evaluation activities, we recommend that 100 percent of these comprehensive planning funds go to the State educational agencies.

In our opinion, the first priority in the establishment or expansion of such programs should go to the individual State and local educational agencies, rather than to the multi-jurisdictional planning projects envisaged through the 25 percent reservation. Since multi-jurisdictional planning programs are a cooperative type of a venture, they will be most effective when they are built upon the comprehensive planning and evaluation programs which have been independently developed by their separate educational entities. The first step should be to encourage the development of a comprehensive planning and evaluation capability within the State and local educational agencies.

Other types of special projects, including those which should be conducted on an inter-state or regional area basis, can be funded by the U.S. Commissioner of Education through other sources of funds which are available to the U.S. Office of Education.

This coordinative type of a role for the State educational agencies, involving both technical and financial assistance in the field of educational planning and evaluation, can well become their most viable responsibility.

We recommend that the leadership resources of the State educational agencies be further enhanced by incorporating into Section 145 of H.R. 7819 the proposed new Part B to Title V of ESEA, after amending it to provide that 100 percent of these comprehensive planning grant funds shall be apportioned among the State educational agencies.

2. TITLE III OF ESEA

Section 131 of H.R. 7819 would amend Title III of ESEA to make it a State plan program. This Section would transfer the authority to select and approve local projects under this program from the U.S. Commissioner of Education to the State educational agencies. It also provides for the development of a state plan which is submitted by the State educational agency to the U.S. Commissioner of Education for approval. This Amendment would be permissive during fiscal year 1968 and mandatory during fiscal year 1969.

The National School Boards Association strongly supports this proposed amendment as being in accord with the following resolution which was adopted by our Delegate Assembly last year:

"Title III of P.L. 89–10 provides funds to stimulate exemplary programs and supplemental services in education. Under existing procedures these funds are allocated directly by the federal government without requiring compliance with existing state policies.

"The NSBA Delegate Assembly urges reconsideration of the procedures under which Title III funds are distributed. Authority should be granted to state departments of education to insure that such grants are consistent with state educational policies."

We strongly support this proposed amendment as being the keystone in the development of an effective Federal-State partnership in education. Without an

active State involvement in the administration of the Title III programs, the phrase "partnership" will have little meaning in the educational relationships between the Federal and State governments, since the areas within which the State educational agencies can provide effective leadership will be severely restricted.

Title III is a unique Federal grant program in three respects: *first*, it provides the recipients with 100 percent educational grants, as contrasted with the usual Federal requirement for a local matching share; *second*, it embraces nearly every aspect of education, including preschool, elementary, secondary, out-of-school, adult education, and virtually every other educationally-related subject matter; and *third*, it provides for a competitive aspect in the selection of approved projects.

Vesting responsibility in the State educational agencies for the administration of the Title III program will greatly diversify the array of services which they offer to local school districts. This additional responsibility will also enable all of the State educational agencies to develop an effective leadership capacity through their Title III role as a major catalyst for stimulating educational innovation and change within their States.

We strongly recommend that Section 131 of H.R. 7819 be enacted into law as it passed the U.S. House of Representatives. This proposed Section has the single objective of changing Title III of ESEA into a State plan program which will be administered by the State educational agencies.

The National School Boards Association agrees with the experimental and creative thrust of the Title III program. We feel that the State should continue to administer this program in the same manner as it is presently operated and that each of the States should provide for the establishment of a broadly representative Statewide Committee to advise and assist the State educational agency in the review and selection of the Title III project proposals.

The long-range impact of these first two recommendations by the National School Boards Association will be to greatly strengthen the role of the State educational agencies by providing them with the financing and the program responsibility for educational innovation and leadership in the future.

We strongly recommend that Title III of ESEA become a state-administered program, as provided in Section 131 of H.R. 7819, and that the State educational agencies continue to administer this program in the same manner as it is presently operated.

3. PUBLIC HOUSING AMENDMENT TO THE FEDERALLY IMPACTED AREAS PROGRAM

Seventeen years ago the Federal government embarked upon a new educational policy direction with the enactment of Public Laws 815 and 874. These two laws were enacted to assist local school districts which experience financial burdens as a result of Federal activities.

During our annual Convention last April the value of the Federally Impacted Areas program (Public Laws 815 and 874) was recognized by a Delegate Assembly resolution which concluded with the following recommendation:

"The Association further recommends that the eligibility requirements of these two programs be expanded to include children of families residing within federally-aided tax-exempt housing projects."

The Impacted Areas Program has been a frank recognition, by the Federal government, of the fact that nearly all of the tax revenue generated by America's local governments, including school districts, comes from property tax sources.

The latest figures available from the Bureau of the Census, fiscal year 1965, report that local governments received 86.9 percent of their tax revenue from the ad valorem or property tax. This figure has been stable at this percentage throughout the past decade.

By way of comparison, on June 30, 1967 there were 653,800 low-rent public housing dwelling units under management by the Housing Assistance Administration in the Department of Housing and Urban Development, all of which were *exempt* from local property taxes.

We conservatively estimate that there are an average of two children per low-rent public housing dwelling unit who are currently enrolled in the public schools.

This means that nearly all of the local costs of educating these more than 1.3 million children are currently borne by their property-taxpaying neighbors.

While existing statutes provide that 10 percent of the shelter rent shall be paid to the local governments as payments-in-lieu of taxes, this provision resulted in only $18.6 million in payments during fiscal year 1964 for the full range of governmental services provided by all units of local government.

This tax inequity is not restricted to only the major metropolitan jurisdictions, since low-rent public housing dwelling units can be found in at least 350 Congressional districts.

We estimate that only one-fourth of the children reside within the 14 largest cities. The remaining three-fourths live within the boundaries of smaller and rural communities.

Section 110 of H.R. 7819 provides for a study by the Secretary of HEW to ascertain whether the impact of large numbers of children from low-rent public housing dwelling units is sufficient to merit a special grant to the schools serving such children.

We respectfully submit that the time for timid studies has now passed. There must now be a candid national recognition of two factors: *first*, if the educational goal of having all schoolchildren perform at grade level is ever to be achieved, we must provide a significantly higher per-pupil investment for the children from slum areas; and *second*, the financial resources for this additional increment of per-pupil investment can only come from the Federal government.

As a priority recommendation, the National School Boards Association recommends that the Federally Impacted Areas program be amended to establish a Federal grant program which incorporates the following five provisions:

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 operation shall be made annually by the U.S. 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 this 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.

*We recommend that the Federally Impacted Areas Program be amended, as outlined above, to annually provide eligible local school districts with $1,000 per low-rent federally-sponsored public housing unit located within their boundaries.**

4. LATE FUNDING OF TITLE I OF ESEA

Our association has described the Elementary and Secondary Education Act of 1965 "as one of the most significant educational landmarks of our generation." The availability of a significantly higher level of federal funds under Title I of ESEA has enabled local school boards and their districts to improve the quality of educational opportunity for the disadvantaged children of their communities.

This relatively new partnership in the financing of American education has also been accompanied by "growing pains." One of the most crucial of these problems, as they confront local school boards, is the incompatibility of the Federal legislative calendar year with the school year.

During our recent annual Convention, the Delegate Assembly adopted the following resolution relating to the timing of Federal payments to local school districts:

"One of the most crucial problems resulting from the increased participation of the Federal government in the financing of education is the incompatibility of the Federal fiscal year and the school year as it affects planning and financing of school programs. The problem results primarily from the fact that Federal funds become available beyond the time when planning for their use can be effective.

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*See enclosure #1 to this statement for a state-by-state summary of the estimated entitlements, based upon June 30, 1966, statistics.

"The National School Boards Association proposes that Congress study this problem and adopt a method which would provide local school districts with the information on available funds at a time when they can use it most effectively."

Nearly all of the school boards prepare their local budgets during the months of late Winter and early Spring. In addition, numerous States require the school boards to actually sign contracts with their teachers, for the ensuing school year, before May 1st and in some States June 1st.

In our opinion, the "quality" of the programs funded under Title I of the Elementary and Secondary Education Act can be substantially enhanced if the local school boards can plan ahead with financial certainty.

One of the ways that this dilemma can be solved is for the Congressional Committees on Appropriation to be authorized to provide the U.S. Commissioner of Education with advance obligational authority so that he can make a firm commitment to the State and local educational agencies prior to the start of the fiscal year within which the funds will actually be expended.

The National School Boards Association therefore proposes that the Elementary and Secondary Education Act of 1965 be amended as follows:

"Title I of the Elementary and Secondary Education Act of 1965 is amended by inserting after Section 103 the following new section (in the place formerly occupied by Section 104, which has been deleted by Public Law 89–750):

"ADVANCE OBLIGATIONAL AUTHORITY

"SEC. 104. There are authorized to be appropriated for obligation during the fiscal year ending June 30, 1968, and each succeeding fiscal year, such sums as may be necessary to enable the Commissioner to make firm advance commitments of grant funds under this Title to State and local educational agencies early in the fourth quarter of each year for projects to be carried out during the succeeding fiscal year; provided that no funds for any such project shall actually be paid out prior to the beginning of the fiscal year during which the project is to be carried out."

This recommendation is submitted in an attempt to provide a solution to the practical dilemnas confronting local school boards which are caused by the incompatibility of the Federal legislative cycle with the school year.

We recommend that the Elementary and Secondary Education Act be amended to authorize the U.S. Commissioner of Education to make, as early as April 1 of each year, an advance commitment of the total amount of operational grant funds which eligible school districts will receive during the ensuing fiscal year; provided, that no actual payment of these funds shall actually be made until after commencement of the next fiscal year.

5. FIVE-YEAR EXTENSION AND FULL FUNDING OF ESEA

It was commendable to note earlier this year that the Administration recommended, a full year before they were scheduled to expire, that three major education programs be extended for five years.

As the Subcommittee is well aware, the Elementary and Secondary Education Act of 1965 is scheduled to expire on June 30, 1968. It was therefore regretable that a recommendation was not also made at that time to extend the ESEA program for five years.

Section 301 of H.R. 7819 provides for an extension of the major titles of the Elementary and Secondary Education Act through fiscal year 1969.

The National School Boards Association recommends that serious consideration be given by your Subcommittee, during the 1967 calendar year, to amending that section to provide for a five-year extension of the ESEA program. Such a long-range extension will allow local school boards to plan ahead in an orderly manner for assimilating any modifications in the program objectives or authorization levels of this significant program.

While the level of appropriations is not a direct responsibility of this Subcommittee, some of the Subcommittee members also serve on the Senate Committee on Appropriations. As the Subcommittee is aware, the 1966 amendments to Title I of the Elementary and Secondary Education Act, which was enacted into law last November, provides a precise distribution formula which significantly expanded the eligible children by establishing new categories of de-

prived children in accordance with census data, AFDC data, and children classified as neglected, delinquent, or foster children.

In addition, beginning with fiscal year 1968, the family low-income factor for determining eligible children is scheduled to go from $2,000 to $3,000.

With only nominal increases in the total appropriations for Title I of ESEA being appropriated for fiscal year 1968, a significant number of school districts, including those located within major metropolitan areas, will receive less funds under Title I of ESEA during this next school year.

This decrease in individual school district allocations will occur, even though the Labor, and Health, Education, and Welfare, and Related Agencies Appropriation Act for fiscal year 1968 insures that the aggregate amount that each State receives will not be diminished from the amount that they received last year. This will happen because the physical location of the newly eligible categories of children do not necessarily coincide with the previously eligible categories.

Of more serious concern is a recognition of the fact that with only nominal increases in the total appropriations over the three-year life of Title I of ESEA. the average amount available on a per capita basis for each educationally deprived child in the formula will have declined from $210 in fiscal year 1966 to $170 in fiscal year 1967 and now down to $150 for the school year which will begin next month. Since the Elementary and Secondary Education Act of 1965 (Public Law 89–10) is presently scheduled to expire on June 30, 1968:

We recommend that Public Law 89–10 be extended, during the current calendar year, for a period of five years in order to encourage long-range local planning and an orderly implementation of any modifications in its program objectives or authorization levels and we further recommend that Title I of ESEA be fully funded.

6. UNIFORM ADMINISTRATION OF GUIDELINES AND REGULATIONS

Section 2 H.R. 7819 provides that the rules, regulations, guidelines, or other published interpretations of the major educational programs contain citations to the statutory or other legal authority upon which each substantive regulation is based and that such regulations be uniformly applied and enforced throughout the fifty states.

During our recent annual Convention, the Delegate Assembly adopted the following resolution relating to guidelines and regulations:

"The National School Boards Association believes that policies and guideline statements for school desegregation should be in keeping with the intent and provisions of the Civil Rights Act of 1964 and should be uniformly applicable throughout the nation."

It is our understanding and the intent of our recommendation that this provision is not intended to affect the substance of any regulations or guidelines and that the legal authority refers to statute, court decisions, and the Constitution, but not to administrative rulings or opinions.

We recommend that each substantive provision in guidelines or regulations which are issued to implement the intent of educational legislation contain citations as to the statutory or other legal authority upon which the provision is based and that such guidelines and regulations be uniformly applied and enforced throughout the fifty states.

Mr. Chairman, prior to concluding we would like to lend our endorsement to the concept that there be established, both here in Washington, D.C. and within the State educational agencies, one-stop educational service centers which would be able to furnish local school districts with accurate information on the multitude of federally-related programs relating to education.

The wide magnitude of available programs was dramatically brought to my attention recently when I received the 701-page "Catalog of Federal Assistance Programs" which was issued on June 1, 1967 by the Office of Economic Opportunity.

It would be helpful to local school district administrators if there were a single point of contact, within the individual states and here in Washington, D.C., where up-to-date information can be obtained on all Federal programs, including those which are administered outside of the Department of HEW.

Mr. Chairman, I am very appreciative to you for this opportunity to present these views on behalf of the National School Boards Association. Thank you.

Public Housing Amendment to the Federally Impacted Areas Program

STATE-BY-STATE AUTHORIZED ANNUAL ENTITLEMENT

State:	*Estimated entitlement*
Alabama	$26,374,000
Arizona	2,683,000
Arkansas	5,507,000
California	27,640,000
Colorado	3,867,000
Connecticut	11,157,000
Delaware	1,370,000
Florida	18,481,000
Georgia	33,371,000
Idaho	189,000
Illinois	45,157,000
Indiana	6,136,000
Iowa	----------
Kansas	701,000
Kentucky	12,642,000
Louisiana	18,242,000
Maine	396,000
Maryland	11,824,000
Massachusetts	20,252,000
Michigan	11,979,000
Minnesota	5,500,000
Mississippi	6,030,000
Missouri	10,738,000
Montana	917,000
Nebraska	3,364,000
Nevada	1,225,000
New Hampshire	1,430,000
New Jersey	33,082,000
New Mexico	$812,000
New York	74,852,000
North Carolina	13,932,000
North Dakota	248,000
Ohio	25,703,000
Oklahoma	427,000
Oregon	1,623,000
Pennsylvania	42,758,000
Rhode Island	5,670,000
South Carolina	6,533,000
South Dakota	368,000
Tennessee	23,328,000
Texas	34,964,000
Utah	10,000
Vermont	128,000
Virginia	13,481,000
Washington	7,140,000
West Virginia	2,305,000
Wisconsin	3,237,000
Wyoming	----------
District of Columbia	8,958,000
Alaska	364,000
Hawaii	2,653,000
Puerto Rico	27,455,000
Virgin Islands	1,218,000
Guam	----------
Total	618,421,000

[1] Includes completed units in projects under construction.

Source: Estimates based upon June 30, 1966, state summary of the number of Housing Assistance Administration public housing units under management by local housing authorities, HUD Document S–102.

The National School Boards Association's Proposed Public Housing Amendment to the Federally Impacted Areas Program

(Note: This proposed amendment was presented by NSBA President Ruth Mancuso to the United States Senate's Subcommittee on Education during its August 10, 1967, hearings on the ESEA Amendments of 1967, S. 1125 and H.R. 7819.)

MAIN PROVISIONS

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 operation shall be made annually by the U.S. 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 this 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.

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
ALABAMA			
Chickasaw	1	$437,000	
Mobile	1	2,803,000	
Prichard	1	199,000	
Chatom	1	30,000	$33,469,000
Bay Minette	2	40,000	
Georgiana	2	100,000	
Greenville	2	140,000	
Andalusia	2	120,000	
Florala	2	42,000	
Opp	2	120,000	
Brantley	2	75,000	
Luverne	2	100,000	
Brewton	2	40,000	
Montgomery	2	1,624,000	
Brundige	2	40,000	2,441,000
Clayton	3	40,000	
Eufaula	3	208,000	
Union Springs	3	90,000	
Lafayette	3	62,000	
Lanett	3	200,000	
Elba	3	60,000	
Enterprise	3	50,000	
Kinston	3	20,000	
New Brockton	3	40,000	
Ariton	3	14,000	
Midland City	3	46,000	
Newton	3	34,000	
Ozark	3	236,000	
Hartford	3	34,000	
Samson	3	114,000	
Slocomb	3	14,000	
Abbeville	3	40,000	
Headland	3	50,000	
Ashford	3	76,000	
Columbia	3	17,000	
Cottonwood	3	22,000	
Dothan	3	339,000	
Auburn	3	175,000	
Opelika	3	310,000	
Tuskegee	3	150,000	
Phenix City	3	921,000	3,353,000
Prattville	4	76,000	
Anniston	4	698,000	
Hobson City	4	20,000	
Jacksonville	4	48,000	
Piedmont	4	86,000	
Ashland	4	58,000	
Lineville	4	40,000	
Heflin	4	34,000	
Selma	4	300,000	
Fultondale	4	60,000	
Leeds	4	75,000	
Warrior	4	38,000	
Roanoke	4	50,000	
Wadley	4	20,000	
Pell City	4	48,000	
Ragland	4	20,000	
Childersburg	4	70,000	
Sylacauga	4	483,000	
Talladega	4	248,000	2,472,000
Brent	5	70,000	
Clanton	5	128,000	
Eutaw	5	50,000	
Greensboro	5	50,000	
Bessemer	5	968,000	
Fairfield	5	290,000	
Demopolis	5	180,000	
Linden	5	50,000	
Marion	5	60,000	
Aliceville	5	44,000	
Gordo	5	40,000	
Reform	5	60,000	
Alabaster	5	46,000	
Calera	5	76,000	
Columbiana	5	66,000	
Harpersville	5	12,000	
Helena	5	26,000	
Montevallo	5	52,000	
Vincent	5	20,000	
Wilsonville	5	6,000	
Wilton	5	20,000	
York	5	26,000	
Northport	5	100,000	
Tuscaloosa	5	559,000	2,999,000
Birmingham	6	5,550,000	
Brookside	6	82,000	
Tarrant	6	52,000	5,684,000
Blountsville	7	40,000	
Oneonta	7	50,000	
Centre	7	74,000	
Cullman	7	225,000	
Hanceville	7	30,000	
Collinsville	7	40,000	
Crossville	7	10,000	
Fort Payne	7	124,000	
Rainsville	7	18,000	
Valley Head	7	8,000	
Altoona	7	32,000	
Attalla	7	110,000	
Gadsden	7	1,000,000	
Berry	7	38,000	
Hodges	7	8,000	
Phil Campbell	7	42,000	
Red Bay	7	65,000	
Russellville	7	75,000	
Vina	7	10,000	
Millport	7	24,000	
Sulligent	7	76,000	
Vernon	7	90,000	
Brilliant	7	44,000	
Guin	7	70,000	
Hackleburg	7	22,000	
Hamilton	7	80,000	
Winfield	7	32,000	
Albertville	7	144,000	
Arab	7	30,000	
Boaz	7	220,000	
Gunthersville	7	140,000	
Carbon Hill	7	70,000	
Cordova	7	60,000	
Dora	7	30,000	
Jasper	7	148,000	
Oakman	7	10,000	
Parrish	7	18,000	
Haleyville	7	74,000	
Bear Creek	7	6,000	
Fayette	7	100,000	3,487,000
Sheffield	8	316,000	
Tuscumbia	8	118,000	
Bridgeport	8	30,000	
Scottsboro	8	140,000	
Stevenson	8	44,000	
Florence	8	300,000	
Moulton	8	24,000	
Athens	8	140,000	
Huntsville	8	1,555,000	
Decatur	8	550,000	
Hartselle	8	60,000	3,277,000
Total, Alabama			27,182,000
ALASKA			
Valdez	1	14,000	
Ketchikan	1	50,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
ALASKA			
Metlakatla	1	15,000	
Petersburg	1	12,000	
Sitka	1	24,000	
Juneau	1	50,000	
Anchorage	1	150,000	
Kodiak	1	40,000	
Fairbanks	1	75,000	430,000
Total, Alaska			430,000
ARIZONA			
Mesa	1	103,000	
Peoria	1	30,000	
Phoenix	1	1,604,000	
Salt River Reservation	1	15,000	1,752,000
Tucson	2	161,000	
Eloy	2	30,000	
Maricopa	2	20,000	
Sacaton	2	13,000	
Stanfield	2	30,000	
Colorado River Reservation	2	10,000	
Somerton	2	20,000	284,000
Flagstaff	3	127,000	
San Carlos	3	10,000	
Avondale	3	30,000	
Buckeye	3	20,000	
El Mirage	3	30,000	
Glendale	3	122,000	
Phoenix	3	300,000	
Tolleson	3	20,000	
Diamond Creek	3	16,000	
Winslow	3	30,000	705,000
Total, Arizona			2,741,000
ARKANSAS			
Rector	1	20,000	
Monette	1	20,000	
Earle	1	50,000	
West Memphis	1	150,000	
Parkin	1	40,000	
Wynne	1	50,000	
Newport	1	132,000	
Hoxie	1	20,000	
Imboden	1	20,000	
Marianna	1	100,000	
Blytheville	1	208,000	
Osceola	1	150,000	
Brinkley	1	74,000	
Clarendon	1	50,000	
Helena	1	150,000	
West Helena	1	150,000	
Fisher	1	6,000	
Harrisburg	1	10,000	
Lepanto	1	40,000	
Marked Tree	1	150,000	
Trumann	1	246,000	
Weiner	1	8,000	
Pocahontas	1	64,000	1,928,000
DeWitt	2	70,000	
Morrilton	2	130,000	
Conway	2	50,000	
Cabot	2	44,000	
Carlisle	2	28,000	
Des Arc	2	24,000	
Little Rock	2	1,178,000	
North Little Rock	2	594,000	
ARKANSAS			
Searcy	2	100,000	2,218,000
Van Buren	3	80,000	
Hot Springs	3	375,000	
Dierks	3	30,000	
Nashville	3	34,000	
Clarksville	3	46,000	
Ashdown	3	54,000	
Foreman	3	24,000	
Booneville	3	40,000	
Paris	3	56,000	
Glenwood	3	12,000	
Murfreesboro	3	16,000	
Mena	3	44,000	
Waldron	3	32,000	
Fort Smith	3	320,000	
De Queen	3	24,000	
Horatio	3	8,000	
Dardanelle	3	42,000	1,237,000
Amity	4	14,000	
Arkadelphia	4	100,000	
Gurdon	4	32,000	
Magnolia	4	70,000	
Dumas	4	50,000	
Star City	4	30,000	
Texarkana	4	310,000	
Emmet	4	10,000	
Prescott	4	50,000	
Camden	4	280,000	
Stephens	4	32,000	978,000
Total, Arkansas			6,361,000
CALIFORNIA			
Eureka	1	160,000	
Marin City	1	300,000	460,000
Biggs	2	20,000	
Chico	2	100,000	
Gridley	2	50,000	170,000
Sacramento	3	1,028,000	1,028,000
Benicia	4	75,000	
Live Oak	4	30,000	
Richland	4	100,000	
Broderick	4	76,000	
Esparto	4	16,000	
Knights Landing	4	10,000	
Winters	4	56,000	
Woodland	4	132,000	
Yolo	4	10,000	505,000
San Francisco	5	4,382,000	4,382,000
Do	6	1,244,000	1,244,000
Oakland	7	772,000	772,000
Do	8	650,000	650,000
South San Francisco	11	40,000	40,000
Gonsales	12	50,000	
Salinas	12	100,000	
Soledad	12	26,000	
Paso Robles	12	150,000	326,000
Guadalupe	13	56,000	
Lompoc	13	50,000	
Oxnard	13	580,000	
Point Hueneme	13	50,000	
Ventura	13	255,000	991,000
Antioch	14	37,000	
Brentwood	14	44,000	
Martinez	14	52,000	
North Richmond	14	226,000	
Oakley	14	30,000	
Pittsburg	14	176,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
CALILORNIA			
Pittsburg West	14	86,000	
Port Chicago	14	24,000	
Richmond	14	650,000	
Rodeo	14	250,000	
San Pablo	14	140,000	1,715,000
Stockton	15	900,000	
Thornton	15	50,000	
Tracy	15	160,000	
Ceres	15	48,000	
Modesto	15	150,000	
Newman	15	16,000	
Oakdale	15	26,000	
Patterson	15	30,000	
Riverbank	15	30,000	
Turlock	15	30,000	
Westley	15	20,000	1,460,000
Del Ray	16	30,000	
Firebaugh	16	90,000	
Fowler	16	20,000	
Fresno	16	966,000	
Highway City	16	24,000	
Huron	16	44,000	
Kerman	16	40,000	
Mendota	16	64,000	
Orange Cove	16	60,000	
Parlier	16	50,000	
Reedley	16	40,000	
Sanger	16	35,000	
San Joaquin	16	28,000	
Selma	16	25,000	
Atwater	16	15,000	
Los Banos	16	60,000	
Merced	16	140,000	1,731,000
Lomita	17	301,000	
Los Angeles	17	1,263,000	1,564,000
Arvin	18	50,000	
Bakersfield	18	460,000	
Delano	18	78,000	
Shafter	18	35,000	
Wasco	18	25,000	
Armona	18	15,000	
Corcoran	18	100,000	
Cutler	18	55,000	
Dinuba	18	80,000	
Goshen	18	20,000	
New London	18	20,000	938,000
Los Angeles	21	3,326,000	3,326,000
Do	22	448,000	448,000
Do	26	601,000	601,000
East Los Angeles	29	489,000	489,000
Los Angeles	30	2,971,000	2,971,000
North Long	32	712,000	712,000
Barstow	33	60,000	
Chino	33	50,000	
Colton	33	125,000	
Needles	33	50,000	
Redlands	33	190,000	
San Bernardino	33	556,000	
Upland	33	100,000	1,131,000
Brawley	38	175,000	
Calexico	38	100,000	
Calipatria	38	20,000	
El Centro	38	50,000	
Holtville	38	30,000	
Imperial	38	12,000	
Westmorland	38	12,000	
Beaumont	38	12,000	
Indio	38	20,000	431,000
Total California			28,085,000
COLORADO			
Denver	1	3,359,000	3,359,000
Walsenburg	3	80,000	
Trinidad	3	140,000	
Holly	3	16,000	
Pueblo	3	374,000	
Yuma	3	50,000	660,000
Alamosa	4	40,000	
Antonito	4	14,000	54,000
Total, Colorado			4,073,000
CONNECTICUT			
East Hartford	1	320,000	
Hartford	1	2,529,000	
Manchester	1	200,000	3,049,000
Middletown	2	190,000	
New London	2	128,000	
Norwich	2	125,000	
Rockville	2	64,000	
Putnam	2	124,000	
Willimantic	2	150,000	781,000
Stratford	3	150,000	
New Haven	3	1,938,000	
West Haven	3	226,000	2,314,000
Bridgeport	4	2,775,000	
Greenwich	4	160,000	
Norwalk	4	476,000	
Stamford	4	772,000	4,183,000
Danbury	5	150,000	
Ansonia	5	165,000	
Meriden	5	140,000	
Waterbury	5	400,000	855,000
Bristol	6	360,000	
New Britain	6	630,000	990,000
Total, Connecticut			12,172,000
DELAWARE			
Dover	1	105,000	
Wilmington	1	1,310,000	1,415,000
Total, Delaware			1,415,000
DISTRICT OF COLUMBIA			
Washington	1	9,680,000	9,680,000
FLORIDA			
Panama City	1	250,000	
Springfiled	1	40,000	
Pensacola	1	712,000	
Wewahitchka	1	40,000	
Bonifay	1	56,000	
Crestview	1	100,000	
Niceville	1	60,000	
Milton	1	40,000	
De Funiak Springs	1	50,000	
Chipley	1	88,000	1,436,000
Blountstown	2	34,000	
Cross City	2	26,000	
Apalachicola	2	54,000	
Carrabelle	2	10,000	
Havana	2	14,000	
Trenton	2	10,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
FLORIDA			
Jasper	2	58,000	
Cottondale	2	10,000	
Graceville	2	56,000	
Malone	2	6,000	
Marianna	2	80,000	
Sneads	2	22,000	
Bronson	2	16,000	
Cedar Key	2	18,000	
Chiefland	2	54,000	
Williston	2	36,000	
Bristol	2	10,000	
Fernandina Beach	2	58,000	
Branford	2	20,000	
Live Oak	2	54,000	
Lake Butler	2	42,000	688,000
Baldwin	3	18,000	
Jacksonville	3	1,759,000	
Jacksonville Beach	3	50,000	1,827,000
Bunnell	4	72,000	
Eustis	4	60,000	
Oviedo	4	30,000	
Sanford	4	280,000	
Daytona Beach	4	879,000	
New Smyrna Beach	4	126,000	1,447,000
Cocoa	5	420,000	
Eau Gallie	5	74,000	
Melbourne	5	78,000	
Merritt Island	5	95,000	
Mims	5	54,000	
Titusville	5	84,000	
West Cocoa	5	56,000	
Orlando	5	1,090,000	1,951,000
Plant City	6	200,000	
Tampa	6	3,692,000	3,892,000
Arcadia	7	70,000	
Bradenton	7	250,000	
Bartow	7	84,000	
Lakeland	7	500,000	
Sarasota	7	260,000	1,164,000
St. Petersburg	8	612,000	612,000
Fort Myers	9	301,000	
Stuart	9	70,000	
Pahokee	9	115,000	
West Palm Beach	9	618,000	
Fort Pierce	9	380,000	1,484,000
Fort Lauderdale	10	420,000	
Pompano Beach	10	120,000	540,000
Miami	11	3,495,000	3,495,000
Do	12	610,000	
Miami Beach	12	50,000	
Key West	12	440,000	1,050,000
Total, Florida			19,596,000
GEORGIA			
Statesboro	1	88,000	
Girard	1	6,000	
Midville	1	14,000	
Sardis	1	14,000	
Waynesboro	1	186,000	
Metter	1	64,000	
Savannah	1	2,084,000	
Swainsboro	1	200,000	
Claxton	1	72,000	
Millen	1	62,000	
GEORGIA			
Wrightsville	1	40,000	
Dublin	1	350,000	
Hinesville	1	30,000	
Mount Verono	1	24,000	
Uvalda	1	12,000	
Newington	1	14,000	
Sylvania	1	50,000	
Collins	1	10,000	
Glennville	1	70,000	
Reidsville	1	86,000	
Lyons	1	120,000	
Vidalia	1	60,000	
Soperton	1	42,000	
Alamo	1	20,000	
Glenwood	1	18,000	3,736,000
Newton	2	20,000	
Quitman	2	60,000	
Arlington	2	24,000	
Edison	2	24,000	
Fort Gaines	2	24,000	
Doerun	2	18,000	
Moultrie	2	310,000	
Norman Park	2	10,000	
Cordele	2	275,000	
Bainbridge	2	226,000	
Albany	2	736,000	
Blakely	2	109,000	
Cairo	2	112,000	
Whigham	2	6,000	
Colquitt	2	50,000	
Baconton	2	22,000	
Camilla	2	250,000	
Pelham	2	100,000	
Cuthbert	2	72,000	
Shellman	2	20,000	
Dawson	2	75,000	
Boston	2	38,000	
Meigs	2	58,000	
Ochlocknee	2	8,000	
Thomasville	2	246,000	
Omega	2	24,000	
Tifton	2	154,000	
Ashburn	2	56,000	
Sylvester	2	80,000	
Warwick	2	10,000	3,217,000
Roberta	3	30,000	
Pinehurst	3	10,000	
Unadilla	3	45,000	
Vienna	3	30,000	
Hamilton	3	12,000	
Pine Mount	3	16,000	
Waverly Hall	3	12,000	
Warner Robins	3	200,000	
Leesburg	3	38,000	
Smithville	3	20,000	
Montezuma	3	120,000	
Bueno Visto	3	44,000	
Columbus	3	1,962,000	
Fort Valley	3	100,000	
Hawkinsville	3	56,000	
Ellanville	3	20,000	
Lumpkin	3	30,000	
Richland	3	40,000	
Americus	3	340,000	
Andersonville	3	10,000	
Leslie	3	22,000	
Plains	3	24,000	
Talbotton	3	20,000	
Woodland	3	16,000	
Butler	3	24,000	
Reynolds	3	20,000	3,261,000
Decatur	4	200,000	
Lithonia	4	75,000	
Atlanta	4	2,611,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
GEORGIA			
Conyers	4	50,000	2,936,000
Atlanta	5	6,243,000	
East Point	5	350,000	
Fairburn	5	24,000	
Palmetto	5	20,000	
Roswell	5	62,000	
Union City	5	16,000	6,715,000
Macon	6	1,402,000	
Jackson	6	36,000	
Bowdon	6	30,000	
Carrollton	6	200,000	
Villa Rica	6	78,000	
Jonesboro	6	35,000	
Grantville	6	20,000	
Newnan	6	310,000	
Senoia	6	31,000	
Franklin	6	20,000	
Hampton	6	25,000	
McDonough	6	54,000	
Barnesville	6	60,000	
Greenville	6	20,000	
Manchester	6	50,000	
Woodbury	6	12,000	
Griffin	6	200,000	
Hogansville	6	64,000	
LaGrange	6	420,000	
West Point	6	50,000	3,117,000
Adairsville	7	20,000	
Cartersville	7	220,000	
Ringgold	7	30,000	
Summerville	7	155,000	
Acworth	7	58,000	
Marietta	7	702,000	
Douglasville	7	76,000	
Cave Springs	7	20,000	
Rome	7	492,000	
Calhoun	7	116,000	
Buchanan	7	10,000	
Tallapoosa	7	80,000	
Chatsworth	7	18,000	
Dallas	7	54,000	
Cedartown	7	204,000	
Rockmart	7	90,000	
La Fayette	7	200,000	
Dalton	7	100,000	2,645,000
Baxley	8	135,000	
Pearson	8	20,000	
Willacoochee	8	20,000	
Alma	8	114,000	
Fitzgerald	8	190,000	
Alapaha	8	18,000	
Nashville	8	111,000	
Ray City	8	12,000	
Cochran	8	64,000	
Kingsland	8	20,000	
St. Marys	8	30,000	
Woodbine	8	10,000	
Homerville	8	40,000	
Douglas	8	205,000	
Nicholls	8	20,000	
Adel	8	56,000	
Eastman	8	87,000	
Rhine	8	12,000	
Brunswick	8	472,000	
Ocilla	8	70,000	
Hazlehurst	8	65,000	
Lakeland	8	20,000	
Hahira	8	16,000	
Remerton	8	26,000	
Valdosta	8	470,000	
Blackshear	8	32,000	
Lumber City	8	20,000	
McRae	8	30,000	
Waycross	8	296,000	
Jesup	8	100,000	
Abbeville	8	14,000	
Rochelle	8	14,000	2,819,000
Winder	9	110,000	
GEORGIA			
Canton	9	76,000	
Elberton	9	185,000	
Blue Ridge	9	18,000	
Cumming	9	30,000	
Canon	9	8,000	
Carnesville	9	12,000	
Lavonia	9	92,000	
Royston	9	88,000	
Ellijay	9	60,000	
Buford	9	70,000	
Duluth	9	16,000	
Lawrenceville	9	162,000	
Norcross	9	24,000	
Sugar Hill	9	18,000	
Clarkesville	9	18,000	
Cornelia	9	25,000	
Demorest	9	12,000	
Flowery Branch	9	12,000	
Gainesville	9	400,000	
Hartwell	9	130,000	
Commerce	9	50,000	
Jefferson	9	40,000	
Dahlonega	9	30,000	
Colbert	9	12,000	
Comer	9	30,000	
Danielsville	9	18,000	
Jasper	9	20,000	
Clayton	9	22,000	
Toccoa	9	188,000	
Cleveland	9	12,000	
Helen	9	10,000	1,998,000
Milledgeville	10	195,000	
Athens	10	871,000	
Harlem	10	44,000	
Gibson	10	14,000	
Greensboro	10	45,000	
Union Point	10	26,000	
Sparta	10	24,000	
Monticello	10	58,000	
Louisville	10	28,000	
Stapleton	10	10,000	
Wadley	10	34,000	
Wrens	10	18,000	
Lincolnton	10	30,000	
Thomson	10	85,000	
Madison	10	66,000	
Rutledge	10	8,000	
Eatonton	10	50,000	
Augusta	10	1,601,000	
Crawfordville	10	14,000	
Loganville	10	20,000	
Monroe	10	170,000	
Social Circle	10	30,000	
Warrenton	10	56,000	
Sandersville	10	80,000	
Tennille	10	36,000	
Tignall	10	8,000	
Washington	10	50,000	3,671,000
Total, Georgia			34,115,000
HAWAII			
Hilo	1	280,000	
Honolulu	1	2,299,000	
Wahiawa	1	60,000	
Eleele	1	24,000	
Hanamaulu	1	46,000	
Kalahed	1	8,000	
Kapaa	1	36,000	
Lahaina	1	18,000	
Wailuku	1	82,000	2,853,000
Total, Hawaii			2,853,000

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
IDAHO			
Nampa	1	75,000	
De Smet	1	10,000	
Lapwai	1	10,000	95,000
Twin Falls	2	114,000	114,000
Total, Idaho			209,000
ILLINOIS			
Chicago	1	13,428,000	13,428,000
Do	2	2,479,000	2,479,000
Do	3	506,000	506,000
Chicago Heights	4	172,000	
East Chicago Heights	4	216,000	
Robbins	4	175,000	563,000
Chicago	5	877,000	
Summit	5	35,000	912,000
Chicago	6	151,000	151,000
Do	7	8,361,000	8,361,000
Do	8	1,039,000	1,039,000
Do	9	4,382,000	4,382,000
North Chicago	12	125,000	
Waukegan	12	270,000	395,000
Joliet	14	575,000	575,000
La Salle	15	190,000	
Marseilles	15	34,000	
Oglesby	15	30,000	
Ottawa	15	120,000	
Peru	15	60,000	
Seneca	15	12,000	
Streator	15	130,000	576,000
Amboy	16	10,000	
Dixon	16	80,000	
Freeport	16	289,000	
Rockford	16	280,000	659,000
Bloomington	17	230,000	
Allerton	17	6,000	
Danville	17	630,000	
Fairmount	17	12,000	
Georgetown	17	62,000	
Hoopeston	17	50,000	
Rossville	17	20,000	1,010,000
Havana	18	50,000	
Athens	18	16,000	
Petersburg	18	86,000	
Peoria	18	1,847,000	
Pekin	18	150,000	2,149,000
Kewanee	19	187,000	
East Moline	19	187,000	
Milan	19	50,000	
Moline	19	184,000	
Rock Island	19	147,000	
Rock Falls	19	165,000	920,000
Quincy	20	309,000	
Brussels	20	4,000	
Hamburg	20	6,000	
Hardin	20	22,000	
Kampsville	20	12,000	
White Hall	20	60,000	
Jacksonville	20	64,000	
Barry	20	30,000	
Baylis	20	6,000	
Griggsville	20	26,000	
Perry	20	12,000	
Pleasant Hill	20	20,000	
Springfield	20	699,000	
Bluffs	20	14,000	
Manchester	20	8,000	
Winchester	20	35,000	1,327,000
Cairo	21	446,000	
Benton	21	120,000	
ILLINOIS			
Christopher	21	50,000	
Royalton	21	24,000	
Sesser	21	36,000	
West City	21	18,000	
West Frankfort	21	175,000	
Zeigler	21	50,000	
Ridgeway	21	25,000	
Shawneetown	21	40,000	
Cave In Rock	21	20,000	
Elizabethtown	21	20,000	
Rosiclare	21	50,000	
Carbondale	21	190,000	
De Soto	21	16,000	
Elkville	21	20,000	
Grand Towers	21	16,000	
Murphysboro	21	200,000	
Mount Vernon	21	150,000	
Goreville	21	12,000	
Vienna	21	25,000	
Brookport	21	26,000	
Metropolis	21	90,000	
Du Quoin	21	50,000	
Pinckneyville	21	26,000	
Tamaroa	21	10,000	
Golconda	21	40,000	
Karnak	21	8,000	
Chester	21	60,000	
Sparta	21	26,000	
Carrier Mills	21	36,000	
Eldorado	21	64,000	
Galatia	21	20,000	
Harrisburg	21	176,000	
Raleigh	21	6,000	
Cobden	21	30,000	
Dongola	21	24,000	
Jonesboro	21	36,000	
Crossville	21	30,000	
Grayville	21	42,000	
Norris City	21	32,000	
Carterville	21	67,000	
Creal Springs	21	24,000	
Herrin	21	140,000	
Hurst	21	24,000	
Johnston City	21	50,000	
Marion	21	100,000	2,940,000
Champaign	22	216,000	
Rantoul	22	20,000	
Urbana	22	125,000	
Marshall	22	54,000	
Martinsville	22	30,000	
Westfield	22	8,000	
Greenup	22	32,000	
Neoga	22	24,000	
Toledo	22	24,000	
Clinton	22	100,000	
Lincoln	22	100,000	
Decatur	22	434,000	1,167,000
Pana	23	64,000	
Flora	23	75,000	
Louisville	23	25,000	
Benld	23	12,000	
Bunker Hill	23	6,000	
Carlinville	23	66,000	
Gillespie	23	40,000	
Girard	23	20,000	
Staunton	23	24,000	
Virden	23	50,000	
Alton	23	400,000	
Centralia	23	120,000	
Salem	23	70,000	
Sandoval	23	30,000	
Coffeen	23	10,000	
Hillsboro	23	76,000	
Litchfield	23	105,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the fed rally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
ILLINOIS			
Nokomis	23	12,000	
Raymond	23	10,000	
Taylor Springs	23	6,000	
Witt	23	14,000	1,235,000
Collinsville	24	177,000	
East Alton	24	74,000	
Granite City	24	651,000	
Madison	24	164,000	
Venice	24	187,000	
Brooklyn Village	24	100,000	
East St. Louis	24	1,993,000	
Marissa	24	25,000	
Smithton	24	10,000	3,381,000
Total, Illinois			48,155,000
INDIANA			
Gary	1	1,315,000	
Hammond	1	400,000	1,715,000
Michigan City	3	119,000	
Mishawaka	3	150,000	
South Bend	3	343,000	612,000
Fort Wayne	4	123,000	
Elkhart	4	102,000	225,000
Kokomo	5	200,000	200,000
Bloomington	7	196,000	
Terre Haute	7	300,000	496,000
New Albany	8	772,000	
Vincennes	8	164,000	
Tell City	8	35,000	
Rockport	8	60,000	
Evansville	8	792,000	1,823,000
Charlestown	9	100,000	
Jeffersonville	9	200,000	300,000
Center Township	10	106,000	
Muncie	10	358,000	464,000
Indianapolis	11	748,000	748,000
Total, Indiana			6,583,000
IOWA			
Afton	4	30,000	30,000
KANSAS			
Topeka	2	211,000	211,000
Kansas City	3	526,000	526,000
Wichita	4	500,000	500,000
Total, Kansas			1,237,000
KENTUCKY			
Morgantown	1	20,000	
Murray	1	92,000	
Hopkinsville	1	260,000	
Fulton	1	50,000	
Hickman	1	48,000	
Mayfield	1	140,000	
Henderson	1	330,000	
Madisonville	1	160,000	
Russellville	1	100,000	
Eddyville	1	50,000	
Paducah	1	849,000	
Cadiz	1	50,000	2,149,000
Glasgow	2	206,000	
KENTUCKY			
Owensboro	2	532,000	
Elizabethtown	2	64,000	
Lebanon	2	110,000	
Bardstown	2	50,000	
Bowling Green	2	190,000	
Springfield	2	46,000	1,198,000
Louisville	3	4,992,000	4,992,000
Newport	4	375,000	
Carrollton	4	52,000	
Williamstown	4	30,000	
Covington	4	798,000	
Falmouth	4	30,000	1,285,000
Columbia	5	34,000	
Middlesborough	5	100,000	
Pineville	5	50,000	
Liberty	5	32,000	
Albany	5	30,000	
Burkesville	5	38,000	
Irvine	5	36,000	
Greensburg	5	26,000	
Cumberland	5	60,000	
Barbourville	5	66,000	
London	5	50,000	
Tompkinsville	5	32,000	
Somerset	5	84,000	
Campbellsville	5	70,000	
Monticello	5	54,000	
Corbin	5	85,000	
Williamsburg	5	69,000	916,000
Paris	6	130,000	
Danville	6	178,000	
Junction City	6	26,000	
Winchester	6	200,000	
Lexington	6	1,319,000	
Frankfort	6	158,000	
Lancaster	6	32,000	
Cynthiana	6	200,000	
Nicholasville	6	50,000	
Richmond	6	135,000	
Maysville	6	100,000	
Harrodsburg	5	82,000	
Mount Sterling	5	122,000	
Georgetown	6	150,000	
Versailles	6	42,000	2,924,000
Ashland	7	138,000	
Catlettsburg	7	50,000	
Flemingsburg	7	40,000	
Martin	7	40,000	
Prestonsburg	7	40,000	
Paintsville	7	52,000	
Beattyville	7	30,000	
Whitesburg	7	40,000	
Hazard	7	98,000	
Morehead	7	30,000	558,000
Total, Kentucky			14,022,000
LOUISIANA			
New Orleans	1	6,814,000	6,814,000
Marrero	2	200,000	
Westwego	2	164,000	
New Orleans	2	5,456,000	5,820,000
New Iberia	3	170,000	
Lafayette	3	106,000	
Larose	3	42,000	
Thibodaux	3	120,000	
Breaux Bridge	3	26,000	
St. Martinville	3	56,000	
Berwick	3	30,000	
Morgan City	3	125,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
LOUISIANA			
Patterson	3	30,000	
Abbeville	3	156,000	
Delcambre	3	16,000	
Erath	3	38,000	
Gueydau	3	14,000	
Kaplan	3	50,000	979,000
Arcadia	4	70,000	
Bossier City	4	234,000	
Shreveport	4	454,000	
Longsport	4	26,000	784,000
Jonesboro	5	80,000	
Ruston	5	180,000	
Monroe	5	526,000	786,000
Donaldsonville	6	60,000	
Baton Rouge	6	170,000	
Ponchatoula	6	50,000	
Bogalusa	6	340,000	620,000
Church Point	7	82,000	
Crowley	7	200,000	
Iota	7	20,000	
Rayne	7	122,000	
Kinder	7	30,000	
Oakdale	7	70,000	
Oberlin	7	18,000	
Lake Charles	7	545,000	
Sulphur	7	50,000	
Vinton	7	40,000	
Basile	7	22,000	
Mamou	7	80,000	
Ville Platte	7	150,000	
Elton	7	18,000	
Lake Arthur	7	50,000	
Welsh	7	20,000	
Arnaudville	7	28,000	
Eunice	7	150,000	
Krotz Springs	7	18,000	
Leonville	7	8,000	
Melville	7	22,000	
Opelousas	7	340,000	
Palmetto	7	6,000	
Point Barre	7	14,000	
Washington	7	12,000	2,115,000
Bunkie	8	72,000	
Cottonport	8	20,000	
Mansura	8	22,000	
Marksville	8	60,000	
Simmesport	8	20,000	
Alexandria	8	148,000	
Cheneyville	8	12,000	
Pineville	8	50,000	
Many	8	100,000	
Pleasant Hill	8	32,000	
Zwolle	8	60,000	596,000
Total, Louisiana			18,514,000
MAINE			
Portland	1	270,000	270,000
Fort Fairfield	2	36,000	
Van Buren	2	90,000	126,000
Total, Maine			396,000
MARYLAND			
Annapolis	1	403,000	
Cambridge	1	150,000	553,000
Baltimore	3	6,533,000	6,533,000
Do	4	3,160,000	3,160,000
Cumberland	6	335,000	
Frostburg	6	50,000	
Frederick	6	256,000	
MARYLAND			
Hagerstown	6	405,000	1,046,000
Baltimore	7	587,000	587,000
Rockville	8	65,000	65,000
Total, Maryland			11,944,000
MASSACHUSETTS			
North Adams	1	126,000	
Holyoke	1	634,000	
Northampton	1	112,000	872,000
Chicopee	2	150,000	
Springfield	2	388,000	538,000
Clinton	3	100,000	100,000
Farmingham	4	125,000	
Waltham	4	40,000	
Worcester	4	878,000	1,043,000
Lawrence	5	873,000	
Lowell	5	1,070,000	
Woburn	5	100,000	2,043,000
Gloucester	6	100,000	
Lynn	6	476,000	
Newburyport	6	50,000	626,000
Malden	7	350,000	
Medford	7	150,000	
Chelsea	7	200,000	
Revere	7	149,000	849,000
Cambridge	8	981,000	
Somerville	8	358,000	
Brookline	8	200,000	
Boston	8	1,563,000	3,102,000
Do	9	9,138,000	9,138,000
Fall River	10	1,019,000	
Taunton	10	233,000	
Newton	10	169,000	1,421,000
Quincy	11	180,000	
Brocton	11	200,000	380,000
New Bedford	12	900,000	900,000
Total, Massachusetts			21,012,000
MICHIGAN			
Detroit	1	200,000	200,000
Ypsilanti	2	120,000	120,000
Albion	3	140,000	
Battle Creek	3	100,000	240,000
Benton Harbor	4	180,000	
Benton Township	4	200,000	
Bronson	4	30,000	410,000
Belding	5	20,000	20,000
Jackson	6	100,000	100,000
Saginaw	8	463,000	463,000
Muskegon Heights	9	200,000	200,000
Big Rapids	10	100,000	100,000
Alpena	11	72,000	
Baraga	11	20,000	
Cheboygan	11	40,000	
Saulte Ste. Marie	11	190,000	
Bessemer	11	60,000	382,000
Mount Clemens	12	160,000	160,000
Detroit	13	4,119,000	4,119,000
Detroit	14	1,520,000	
Hamtramck	14	300,000	1,820,000
Inkster	15	500,000	
Wayne	15	40,000	540,000
Dearborn	16	79,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
MICHIGAN			
Ecorse	16	200,000	
River Rouge	16	300,000	579,000
Detroit	17	2,316,000	2,316,000
Royal Oak Township	18	80,000	
South Lyon	18	35,000	115,000
Pontiac	19	400,000	400,000
Total, Michigan			12,284,000
MINNESOTA			
Winona	1	199,000	199,000
Minneapolis	3	95,000	95,000
St. Paul	4	2,187,000	2,187,000
Minneapolis	5	3,001,000	3,001,000
Chisholm	8	70,000	
Duluth	8	300,000	
Eveleth City	8	34,000	
Hibbing	8	136,000	
Virginia	8	110,000	650,000
Total, Minnesota			6,132,000
MISSISSIPPI			
Shelby	1	24,000	
Okolona	1	50,000	
West Point	1	140,000	
Columbus	1	380,000	
Aberdeen	1	138,000	
Amory	1	52,000	
Winona	1	70,000	
Starkville	1	130,000	984,000
Corinth	2	160,000	
Clarksdale	2	160,000	
Baldwyn	2	24,000	
Tupelo	2	170,000	
Holly Springs	2	90,000	
Sardis	2	30,000	
Booneville	2	120,000	
Walnut	2	22,000	
Iuka	2	26,000	
Water Valley	2	62,000	864,000
Gloster	3	34,000	
Roxie	3	22,000	
Fayette	3	34,000	
Brookhaven	3	134,000	
McComb	3	435,000	
Osyka	3	10,000	
Summit	3	30,000	699,000
De Kalb	4	16,000	
Meridian	4	748,000	
Carthage	4	24,000	
Canton	4	150,000	
Philadelphia	4	60,000	
Decatur	4	12,000	
Newton	4	32,000	
Union	4	18,000	
Taylorsville	4	10,000	
Louisville	4	80,000	
Yazoo City	4	100,000	1,250,000
Hattiesburg	5	240,000	
Bay St. Louis	5	36,000	
Biloxi	5	553,000	
Gulfport	5	230,000	
Pass Christian	5	28,000	
Moss Point	5	132,000	
Pascagoula	5	285,000	
Ellisville	5	16,000	
Laurel	5	449,000	
Lumberton	5	20,000	
MISSISSIPPI			
Monticello	5	20,000	
Picayune	5	175,000	
Poplarville	5	30,000	
Richton	5	20,000	
Wiggins	5	16,000	
Waynesboro	5	50,000	2,300,000
Total, Mississippi			6,097,000
MISSOURI			
Kinloch	1	150,000	
St. Louis	1	4,999,000	5,149,000
Do	3	1,893,000	1,893,000
Independence	4	150,000	150,000
Kansas City	5	2,376,000	2,376,000
Columbia	8	294,000	
Jefferson City	8	170,000	
Marshall	8	100,000	564,000
Mexico	9	160,000	
Fulton	9	74,000	
Moberly	9	150,000	
St. Charles	9	48,000	432,000
Poplar Bluff	10	252,000	
Kennett	10	100,000	
Charleston	10	100,000	
Sikeston	10	150,000	602,000
Total, Missouri			11,166,000
MONTANA			
Anaconda	1	130,000	
Browning	1	67,000	
Babb	1	10,000	
Helena	1	132,000	
Butte	1	225,000	564,000
Great Falls	2	200,000	
Fairview	2	14,000	
Sidney	2	40,000	
Poplar	2	40,000	
Wolf Point	2	26,000	
Busby	2	10,000	
Glasgow	2	60,000	390,000
Total, Montana			954,000
NEBRASKA			
David City	1	40,000	
Coleridge Village	1	16,000	
Fairmont	1	20,000	
Wymore	1	30,000	
Fairbury	1	60,000	
Creighton	1	40,000	
Verdigre	1	20,000	
Newman Grove	1	20,000	
Nebraska City	1	81,000	
Syracuse	1	24,000	
Pawnee City	1	40,000	
Stromsburg	1	36,000	
Humboldt	1	30,000	
Friend	1	20,000	
Stanton	1	30,000	
Deshler	1	30,000	
Macy	1	30,000	
Winnebago Village	1	30,000	
Gresham	1	20,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
NEBRASKA			
Henderson Village	1	20,000	637,000
Omaha	2	2,358,000	2,358,000
Neligh	3	40,000	
Lynch	3	16,000	
Kearney	3	50,000	
Imperial	3	20,000	
Clay Center	3	30,000	
Edgar	3	20,000	
Shelton	3	20,000	
Lexington	3	50,000	
Benkelman	3	30,000	
Burwell	3	50,000	
Greeley Village	3	16,000	
Grand Island	3	50,000	
Washington Township	3	81,000	
Alma	3	20,000	
St. Paul	3	40,000	
Minden	3	30,000	
Grant	3	20,000	
Hay Springs	3	20,000	
Loup City	3	30,000	
Ord	3	30,000	
Blue Hill	3	25,000	
Red Cloud	3	35,000	723,000
Total, Nebraska			3,718,000
NEVADA			
Las Vegas	1	965,000	
Dresslerville	1	10,000	
Duck Valley Reservation	1	15,000	
Nixon	1	10,000	
Reno	1	400,000	1,400,000
Total, Nevada			1,400,000
NEW HAMPSHIRE			
Manchester	1	552,000	
Portsmouth	1	184,000	
Dover	1	324,000	
Somersworth	1	120,000	1,180,000
Nashua	2	180,000	
Concord	2	100,000	280,000
Total, New Hampshire			1,460,000
NEW JERSEY			
Camden	1	2,034,000	
Glassboro	1	100,000	2,134,000
Atlantic City	2	898,000	
Ocean City	2	60,000	
Bridgeton	2	200,000	
Salem	2	150,000	1,308,000
South Amboy	3	75,000	
Asbury Park	3	481,000	
Highlands	3	30,000	
Long Branch	3	543,000	
Neptune Township	3	225,000	
Red Bank	3	40,000	
Lakewood Township	3	162,000	1,556,000
Hightstown	4	100,000	
Princeton	4	50,000	
NEW JERSEY			
Trenton	4	1,695,000	
Phillipsburg	4	512,000	2,357,000
Boonton	5	74,000	
Morristown	5	150,000	
Franklin Township	5	100,000	324,000
Beverly	6	71,000	
Burlington	6	90,000	
Florence	6	50,000	211,000
Passaic	8	600,000	
Paterson	8	2,290,000	2,890,000
Garfield	9	219,000	
Hackensack	9	244,000	
Lodi	9	180,000	643,000
Newark	10	5,109,000	5,109,000
East Orange	11	64,000	
Irvington	11	673,000	
Newark	11	5,657,000	
Orange	11	280,000	6,674,000
Plainfield	12	248,000	248,000
Bayonne	13	996,000	
Jersey City	13	2,928,000	
Elizabeth	13	1,328,000	
Rahway	13	124,000	5,376,000
Guttenberg	14	154,000	
Harrison	14	268,000	
Hoboken	14	903,000	
Jersey City	14	876,000	
North Bergen	14	422,000	
Union City	14	456,000	
West New York	14	519,000	3,598,000
Carteret	15	126,000	
Edison Township	15	160,000	
Highland Park	15	24,000	
New Brunswick	15	566,000	
Perth Amboy	15	755,000	
Woodbridge Township	15	360,000	1,991,000
Total, New Jersey			34,419,000
NEW MEXICO			
Raton	1	50,000	
Clovis	1	78,000	
Las Cruces	1	100,000	
Crown Point	1	30,000	
Gallup	1	120,000	
Thoreau	1	20,000	
Tohatchi	1	20,000	
Alamogordo	1	70,000	
Mescarlero	1	54,000	
Dulce	1	25,000	
Shiprock	1	120,000	
Las Vegas	1	100,000	
Santa Fe	1	150,000	
Tesuque	1	10,000	
Taos	1	30,000	
Mesita Village	1	15,000	
New Laguna	1	10,000	1,002,000
Total, New Mexico			1,002,000
NEW YORK			
Huntington	2	40,000	40,000
Freeport	5	150,000	150,000

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
NEW YORK			
New York	7	1,447,000	1,447,000
Do	9	3,149,000	3,149,000
Do	10	3,501,000	3,501,000
Do	11	6,829,000	6,829,000
Do	12	2,000	2,000
Do	13	634,000	634,000
Do	14	7,516,000	7,516,000
Do	16	2,094,000	2,094,000
Do	17	2,324,000	2,324,000
Do	18	13,415,000	13,415,000
Do	19	6,333,000	6,333,000
Do	20	1,153,000	1,153,000
Do	21	6,475,000	6,475,000
Do	22	5,007,000	5,007,000
Do	24	3,224,000	3,244,000
North Tarrytown	25	85,000	
Tarrytown	25	151,000	
Tuckahoe	25	99,000	
Yonkers	25	1,700,000	2,035,000
Mount Kisco	26	76,000	
Point Chester	26	340,000	416,000
Catskill	28	80,000	80,000
Albany	29	1,200,000	
Cohoes	29	120,000	
Watervliet	29	180,000	
Troy	29	606,000	
Schenectady	29	219,000	2,325,000
Plattsburgh	30	250,000	
Mechanicville	30	120,000	
Saratoga Springs	30	105,000	475,000
Watertown	31	370,000	
Massena	31	102,000	
Ogdensburg	31	100,000	572,000
Herkimer	32	100,000	
Utica	32	305,000	405,000
Binghamton	33	150,000	
Elmira	33	144,000	294,000
Syracuse	34	1,659,000	1,659,000
Burning Springs	38	5,000	
Indian Hill	38	4,000	9,000
Irving	39	10,000	
Newton	39	5,000	
Pine Woods	39	6,000	
Plank Road	39	5,000	26,000
Buffalo	40	651,000	
Niagara Falls	40	428,000	1,079,000
Buffalo	41	3,715,000	
Lackawanna	41	419,000	4,134,000
Total, New York			76,802,000
NORTH CAROLINA			
Washington	1	165,000	
Havelock	1	50,000	
New Bern	1	579,000	
Elizabeth City	1	190,000	
Hertford	1	44,000	
Greenville	1	160,000	1,188,000
Tarboro	2	100,000	
Benson	2	50,000	
Selma	2	68,000	
Smithfield	2	100,000	
Kinston	2	644,000	
Wilson	2	400,000	1,362,000
Morehead City	3	90,000	
Sanford	3	120,000	
NORTH CAROLINA			
Clinton	3	70,000	
Goldsboro	3	825,000	
Wayne County	3	90,000	1,195,000
Mount Gilead	4	30,000	
Star	4	26,000	
Troy	4	50,000	
Rocky Mount	4	520,000	
Apex	4	10,000	
Raleigh	4	912,000	
Wake Forest	4	52,000	
Wendell	4	18,000	
Zebulon	4	32,000	1,650,000
Durham	5	650,000	
Winston-Salem	5	1,538,000	2,188,000
Lexington	6	130,000	
Greensboro	6	1,239,000	
High Point	6	450,000	1,819,000
Whiteville	7	50,000	
Fayetteville	7	512,000	
Wilmington	7	1,193,000	
Lumberton	7	125,000	
Laurinburg	7	200,000	2,080,000
Charlotte	8	1,420,000	
Rockingham	8	75,000	1,495,000
Concord	9	152,000	
Salisbury	9	240,000	
Mount Airy	9	150,000	542,000
Shelby	10	150,000	
Mooresville	10	76,000	226,000
Ashville	11	592,000	
Murphy	11	40,000	
Hendersonville	11	150,000	
Hot Springs	11	20,000	
Spruce Pine	11	22,000	
Cherokee	11	36,000	860,000
Total, North Carolina			14,605,000
NORTH DAKOTA			
Casselton	1	40,000	
Kindred	1	12,000	
Southwest Fargo	1	84,000	
Rolette	1	20,000	156,000
Fort Yates	2	40,000	
Williston	2	60,000	100,000
Total, North Dakota			256,000
OHIO			
Cincinnati	1	188,000	188,000
Do	2	5,600,000	
Lincoln Heights	2	76,000	5,676,000
Dayton	3	2,334,000	2,334,000
Portsmouth	6	475,000	475,000
Springfield	7	210,000	
Yellow Springs	7	20,000	
London	7	100,000	330,000
Toledo	9	1,839,000	1,839,000
Ironton	10	190,000	190,000
Columbus	12	1,448,000	1,448,000
Lorain	13	526,000	
Oberlin	13	105,000	631,000
Akron	14	550,000	
Barberton	14	219,000	769,000
Columbus	15	1,170,000	1,170,000
Canton	16	196,000	196,000
Zanesville	17	324,000	324,000

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
OHIO			
Martins Ferry	18	50,000	
Steubenville	18	450,000	500,000
Campbell	19	150,000	
Youngstown	19	1,261,000	
Warren	19	574,000	1,985,000
Cleveland	20	2,422,000	2,422,000
Do	21	4,830,000	4,830,000
Do	22	272,000	272,000
Hamilton	24	283,000	
Middletown	24	250,000	533,000
Total, Ohio			26,112,000
OKLAHOMA			
Enid	1	80,000	80,000
Oklahoma City	5	354,000	354,000
Total, Oklahoma			434,000
OREGON			
Clackamas	1	100,000	
Milwaukie	1	100,000	
Oregon City	1	100,000	
Newport	1	30,000	
Toledo	1	30,000	
Portland	1	180,000	540,000
Athena	2	20,000	
Hermiston	2	16,000	36,000
Portland	3	739,000	739,000
Oakland	4	8,000	
Reedsport	4	14,000	
Riddle	4	8,000	
Roseburg	4	60,000	
Winston	4	16,000	
Creswell	4	14,000	
Eugene	4	150,000	
Florence	4	30,000	
Springfield	4	172,000	472,000
Total, Oregon			1,787,000
PENNSYLVANIA			
Philadelphia	1	3,829,000	3,829,000
Do	2	3,869,000	3,869,000
Do	3	5,031,000	5,031,000
Do	4	952,000	952,000
Do	5	684,000	684,000
Reading	6	1,228,000	
Pottsville	6	100,000	1,328,000
Darby Township	7	124,000	
Ridley Township	7	250,000	
Wayne	7	50,000	424,000
South Coatesville Borough	9	30,000	
West Chester	9	50,000	
Chester	9	1,390,000	
Chester Township	9	200,000	
Upland	9	100,000	1,770,000
Carbondale	10	150,000	
Fell Township	10	26,000	
Olyphant	10	30,000	
Scranton	10	704,000	
Taylor	10	60,000	970,000
Nanticoke	11	100,000	100,000
Chambersburg	12	96,000	
Mount Union	12	126,000	
Boswell Borough	12	50,000	
Winder	12	100,000	372,000
Abington Township	13	40,000	
Pottstown	13	217,000	
Upper Dublin Township	13	50,000	307,000
Pittsburgh	14	5,964,000	5,964,000
Allentown	15	576,000	
East Stroudsburg	15	100,000	
Stroudsburg	15	28,000	
Stroud Township	15	28,000	
Bethlehem	15	1,152,000	
Easton	15	440,000	2,324,000
Lancaster	16	75,000	75,000
Harrisburg	17	1,413,000	
Steelton Borough	17	100,000	
Swatara Township	17	40,000	
Loyalsock Township	17	250,000	
Williamsport	17	112,000	
Danville	17	115,000	2,030,000
Sharpsburg	18	66,000	
Tarentum	18	60,000	126,000
York	19	400,000	400,000
Braddock	20	282,000	
Clairton	20	278,000	
Duquesne	20	265,000	
East Pittsburgh	20	94,000	
Homestead	20	250,000	
McKeesport	20	1,004,000	
Pittsburgh	20	2,748,000	
Rankin	20	242,000	5,163,000
Monessen	21	250,000	
New Kensington	21	286,000	536,000
Ford City	22	56,000	
North Apollo Borough	22	30,000	
Johnstown	22	961,000	
Nanty-Glo Borough	22	56,000	
Portage	22	48,000	1,151,000
Lock Haven	23	98,000	98,000
Meadville	24	100,000	
Erie	24	886,000	
Farrell	24	300,000	
Mercer	24	30,000	
Pymatuning Township	24	76,000	
Sharon	24	200,000	
Sharpsville	24	60,000	1,652,000
Aliquippa	25	254,000	
Ambridge	25	234,000	
Beaver Falls	25	336,000	
Midland	25	56,000	
New Brighton	25	48,000	
Rochester	25	56,000	
Ellwood City	25	150,000	
New Castle	25	350,000	1,484,000
Brownsville	26	170,000	
Connellsville	26	100,000	
Connellsville Township	26	150,000	
Masontown	26	100,000	
North Union Township	26	150,000	
Redstone Township	26	100,000	
South Uniontown	26	240,000	
Uniontown	26	100,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
PENNSYLVANIA			
Washington Township	26	80,000	
California	26	48,000	
Canonsburg	26	132,000	
Donora	26	110,000	
East Bethlehem Township	26	70,000	
Washington City	26	146,000	1,696,000
McKees Rocks	27	508,000	
Pittsburgh	27	448,000	
Robinson Township	27	100,000	
South Fayette Township		150,000	
Stowe Township		250,000	1,456,000
Total, Pennsylvania			43,791,000
RHODE ISLAND			
Newport	1	924,000	
Central Falls	1	125,000	
East Providence	1	150,000	
Pawtucket	1	696,000	
Providence	1	626,000	
Woonsocket	1	750,000	3,271,00
Warwick	2	100,000	
West Warwick	2	126,000	
Cranston	2	151,000	
Providence	2	2,346,000	2,723,000
Total, Rhode Island			5,994,000
SOUTH CAROLINA			
Charleston	1	1,847,000	1,847,000
Columbia	2	1,298,000	1,298,000
Abbeville	3	85,000	
Calhoun Falls	3	24,000	
Donalds	3	14,000	
Due West	3	12,000	
Lowdesville	3	18,000	
Aiken	3	220,000	
Belton	3	34,000	
Honea Path	3	40,000	
Iva	3	22,000	
Pendleton	3	40,000	
Williamston	3	40,000	
Edgefield	3	41,000	
Johnston	3	36,000	
Trenton	3	10,000	
Ninety Six	3	24,000	
McCormick	3	26,000	
Seneca	3	32,000	
Walhalla	3	60,000	
Westminster	3	32,000	
Central	3	24,000	
Liberty	3	26,000	
Saluda	3	30,000	890,000
Fountain Inn	4	22,000	
Greenville	4	688,000	
Greer	4	65,000	
Laurens	4	200,000	
Cowpens	4	54,000	
Inman	4	26,000	
Landrum	4	36,000	
Pacolet	4	25,000	
Spartanburg	4	790,000	1,906,000
Blacksburg	5	44,000	
Gaffney	5	156,000	
Heath Springs	5	34,000	
Jonesville	5	18,000	
Union	5	150,000	
Clover	5	46,000	
Fort Mill	5	28,000	
York	5	52,000	528,000
Lake City	6	100,000	100,000
Total, South Carolina			6,569,000
SOUTH DAKOTA			
Fort Thompson	2	50,000	
McLaughlin	2	60,000	
Eagle Butte	2	54,000	
Lower Brule	2	30,000	
White River	2	14,000	
Kyle	2	15,000	
Manderson	2	9,000	
Pine Ridge	2	114,000	
Wounded Knee	2	12,000	
Mission	2	26,000	
Rosebud Reservation	2	38,000	
St. Francis	2	14,000	436,000
Total, South Dakota			436,000
TENNESSEE			
Newport	1	120,000	
Greenville	1	140,000	
Morristown	1	270,000	
Rogersville	1	38,000	
Jefferson City	1	62,000	
Sevierville	1	34,000	
Bristol	1	144,000	
Kingsport	1	409,000	
Johnson City	1	450,000	1,667,000
Clinton	2	100,000	
Lake City	2	80,000	
Jellico	2	66,000	
La Follette	2	220,000	
New Tazewell	2	34,000	
Tazewell	2	24,000	
Knoxville	2	1,886,000	
Oneida	2	42,000	2,452,000
Pikeville	3	12,000	
Cleveland	3	150,000	
Chattanooga	3	2,628,000	
Lenoir City	3	40,000	
Athens	3	125,000	
Englewood	3	18,000	
Etowah	3	54,000	
South Pittsburg	3	100,000	
Sweetwater	3	40,000	
Dayton	3	50,000	
Spring City	3	26,000	3,243,000
Shelbyville	4	200,000	
Manchester	4	46,000	
Tullahoma	4	108,000	
Crossville	4	129,000	
Smithville	4	30,000	
Jamestown	4	46,000	
Gainesboro	4	24,000	
Fayetteville	4	340,000	
Petersburg	4	20,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
TENNESSEE			
Lewisburg	4	140,000	
Livingston	4	50,000	
Baxter	4	30,000	
Cookeville	4	200,000	
Monterey	4	50,000	
Harriman	4	100,000	
Rockwood	4	50,000	
Murfreesboro	4	350,000	
Carthage	4	38,000	
McMinnville	4	100,000	
Sparta	4	50,000	
Lebanon	4	378,000	
Watertown	4	18,000	2,497,000
Nashville	5	4,904,000	4,904,000
Pulaski	6	165,000	
Waverly	6	70,000	
Lawrenceburg	6	146,000	
Hohenwald	6	35,000	
Columbia	6	140,000	
Mount Pleasant	6	50,000	
Clarksville	6	370,000	
Springfield	6	166,000	
Gallatin	6	200,000	
Franklin	6	184,000	1,526,000
Huntingdon	7	50,000	
Parsons	7	24,000	
Bolivar	7	52,000	
Savannah	7	62,000	
Lexington	7	60,000	
Jackson	7	845,000	1,093,000
Dyersburg	8	155,000	
Newbern	8	24,000	
Humboldt	8	120,000	
Milan	8	100,000	
Trenton	8	162,000	
Brownsville	8	86,000	
Paris	8	56,000	
Ridgely	8	70,000	
Halls	8	30,000	
Ripley	8	76,090	
Union City	8	191,000	
Millington	8	90,000	
Covington	8	180,000	
Martin	8	60,000	1,400,000
Memphis	9	5,091,000	5,091,000
Total, Tennessee			23,873,000
TEXAS			
De Kalb	1	32,000	
Maud	1	10,000	
New Boston	1	50,000	
Texarkana	1	535,000	
Pittsburg	1	60,000	
Avinger	1	32,000	
Hughes Springs	1	24,000	
Linden	1	40,000	
Cooper	1	40,000	
Deport	1	26,000	
Paris	1	200,000	
Jefferson	1	50,000	
Daingerfield	1	70,000	
Naples	1	38,000	
Omaha	1	40,000	
Bogata	1	30,000	
Clarksville	1	44,000	
Detroit	1	16,000	
Henderson	1	75,000	
Overton	1	42,000	
Timpson	1	26,000	
Talco	1	10,000	1,490,000
Diboll	2	174,000	
TEXAS			
Malakoff	2	24,000	
Trinidad	2	24,000	
Crockett	2	180,000	
Cleveland	2	72,000	
Dayton	2	20,000	
Garrison	2	24,000	
Bridge City	2	20,000	
Cove	2	34,000	
Orange	2	350,000	
Vidor	2	74,000	
West Orange	2	20,000	
Corrigan	2	34,000	
Hemphill	2	20,000	
Pineland	2	40,000	1,110,000
Dallas	3	4,105,000	4,105,000
Farmersville	4	40,000	
Frisco	4	20,000	
McKinney	4	130,000	
Plano	4	24,000	
Bonham	4	120,000	
Ector	4	10,000	
Honey Grove	4	34,000	
Ladonia	4	18,000	
Leonard	4	26,000	
Savoy	4	26,000	
Trenton	4	18,000	
Windom	4	6,000	
Bells	4	20,000	
Denison	4	200,000	
Gunter	4	8,000	
Howe	4	12,000	
Pottsboro	4	10,000	
Tioga	4	6,000	
Tom Bean	4	20,000	
Van Alstyne	4	20,000	
Whitewright	4	16,000	
Gladewater	4	125,000	
Celeste	4	10,000	
Commerce	4	95,000	
Wolfe City	4	18,000	
Mabank	4	16,000	
Rockwall	4	24,000	
Gilmer	4	140,000	
Wills Point	4	26,000	1,238,000
Dallas	5	2,267,000	2,267,000
Bryan	6	200,000	
Ennis	6	90,000	
Waxahachie	6	104,000	
Wortham	6	48,000	
Whitney	6	24,000	
Blooming Grove	6	16,000	
Corsicana	6	200,000	
Dawson	6	20,000	702,000
Houston	7	1,985,000	1,985,000
Baytown	8	210,000	210,000
Galveston	9	1,034,000	
Texas City	9	80,000	
Beaumont	9	650,000	
Port Arthur	9	356,000	2,120,000
Caldwell	10	40,000	
Lockhart	10	54,000	
Luling	10	66,000	
San Marcos	10	60,000	
Austin	10	886,000	
Taylor	10	70,000	1,176,000
Belton	11	100,000	
Killeen	11	145,000	
Temple	11	201,000	
Lott	11	16,000	
Granbury	11	18,000	
Coolidge	11	20,000	
Groesbeck	11	40,000	
McGregor	11	36,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
TEXAS			
Moody	11	34,000	
Waco	11	793,000	
Cameron	11	50,000	
Calvert	11	30,000	
Hearne	11	120,000	1,603,000
Fort Worth	12	1,074,000	
Haltom City	12	110,000	1,184,000
Archer City	13	16,000	
Seymour	13	50,000	
Henrietta	13	30,000	
Spur	13	26,000	
Quanah	13	45,000	
Bryson	13	14,000	
Knox City	13	32,000	
Munday	13	30,000	
Nocona	13	60,000	
Aspermont	13	24,000	
Burkburnett	13	52,000	
Electra	13	48,000	
Wichita Falls	13	640,000	
Bridgeport	13	20,000	
Decatur	13	28,000	
Newcastle	13	6,000	
Olney	13	100,000	1,221,000
Edna	14	30,000	
Three Rivers	14	20,000	
Bay City	14	91,000	
Corpus Christi	14	1,626,000	
Robstown	14	70,000	
Mathis	14	36,000	
Taft	14	44,000	
Victoria	14	160,000	2,077,000
Falfurrias	15	55,000	
Brownsville	15	645,000	
Harlingen	15	270,000	
Los Fresnos	15	18,000	
Port Isabel	15	74,000	
San Benito	15	180,000	
Alamo	15	52,000	
Donna	15	70,000	
Edcouch	15	34,000	
Edinburg	15	150,000	
Elsa	15	50,000	
McAllen	15	150,000	
Mercedes	15	206,000	
Mission	15	80,000	
Pharr	15	75,000	
Kingsville	15	140,000	2,249,000
El Paso	16	1,650,000	
Wink	16	24,000	1,674,000
Bangs	17	20,000	
Brownwood	17	260,000	
Baird	17	16,000	
Cross Plains	17	20,000	
Santa Anna	17	16,000	
Comanche	17	30,000	
De Leon	17	20,000	
Cisco	17	72,000	
Gorman	17	22,000	
Ranger	17	56,000	
Rising Star	17	20,000	
Dublin	17	60,000	
Roby	17	20,000	
Rotan	17	66,000	
Hamilton	17	20,000	
Haskell	17	50,000	
Anson	17	52,000	
Hamlin	17	20,000	
Stamford	17	36,000	
Colorado City	17	50,000	
Sweetwater	17	132,000	
Ballinger	17	48,000	
Breckenridge	17	50,000	
Merkel	17	24,000	1,180,000
TEXAS			
Childress	18	50,000	
Wellington	18	30,000	
Paducah	18	30,000	
Clarendon	18	16,000	
McLean	18	12,000	
Spearman	18	10,000	
Borger	18	150,000	
Olton	18	18,000	
Canyon	18	16,000	
Tulia	18	20,000	352,000
Crosbyton	19	26,000	
Floydada	19	40,000	
Post	19	28,000	
Lubbock	19	130,000	
Tahoka	19	26,000	
Stanton	19	108,000	358,000
San Antonio	20	5,353,000	5,353,000
Del Rio	21	306,000	306,000
Houston	22	564,000	564,000
Pleasanton	23	60,000	
Beeville	23	140,000	
Gonzales	23	70,000	
Nixon	23	24,000	
Waelder	23	18,000	
Kenedy	23	40,000	
Runge	23	8,000	
Eagle Pass	23	213,000	
Devine	23	38,000	
Laredo	23	672,000	
Floresville	23	30,000	
Crystal City	23	96,000	1,409,000
Total, Texas			35,933,000
UTAH			
Whiterocks	1	10,000	10,000
VERMONT			
Burlington	1	98,000	
Brattleboro	1	80,000	178,000
Total, Vermont			178,000
VIRGINIA			
Hampton City	1	100,000	
Newport News	1	1,702,000	1,802,000
Norfolk	2	3,720,000	
Portsmouth	2	1,907,000	5,627,000
Richmond	3	2,885,000	2,885,000
Hopewell	4	296,000	
Chesapeake City	4	170,000	466,000
Danville	5	500,000	500,000
Lynchburg	6	100,000	
Roanoke	6	600,000	700,000
Charlottesville	7	126,000	
Harrisonburg	7	100,000	226,000
Bristol	9	381,000	
Norton	9	50,000	431,000
Alexandria	10	1,034,000	1,034,000
Total, Virginia			13,671,000
WASHINGTON			
Seattle	1	3,218,000	3,218,000
Port Angeles	2	70,000	
Everett	2	400,000	470,000
Vancouver	3	150,000	

Table of authorized annual entitlements under the National School Boards Association's proposed public housing amendment to the federally impacted areas program, listed by eligible locations, congressional districts, and States—Continued

Eligible location	Congressional district	Authorized entitlement	Congressional district subtotal
WASHINGTON			
Kalama	3	16,000	
Kelso	3	100,000	
Hoquiam	3	90,000	
Aberdeen	3	46,000	402,000
Asotin	4	10,000	
Clarkston	4	40,000	
Kennewick	4	125,000	
Pasco	4	165,000	
Ephrata	4	12,000	
Grand Coulee	4	11,000	
Moses Lake	4	30,000	
Quincy	4	28,000	
Royal City	4	12,000	
Soap Lake	4	16,000	
Warden	4	12,000	461,000
Bremerton	6	582,000	
Tacoma	6	928,000	1,510,000
Auburn	7	120,000	
Black Diamond	7	50,000	
Lakewood Park	7	175,000	
Renton	7	160,000	
White Center	7	624,000	1,129,000
Total, Washington			7,190,000
WEST VIRGINIA			
Fairmont	1	60,000	
Moundsville	1	116,000	
Wheeling	1	441,000	
Grafton	1	40,000	657,000
Martinsburg	2	120,000	
Keyser	2	70,000	
Buckhannon	2	60,000	250,000
Charleston	3	834,000	834,000
Huntington	4	500,000	
Point Pleasant	4	50,000	550,000
Mount Hope	5	70,000	
Williamson	5	110,000	180,000
Total, West Virginia			2,471,000
WISCONSIN			
Madison	2	160,000	160,000
La Crosse	3	150,000	150,000
Milwaukee	4	120,000	
South Milwaukee	4	60,000	180,000
Milwaukee	5	2,550,000	2,550,000
Oneida Reservation	8	26,000	26,000
Odanah	10	14,000	
Superior	10	413,000	
Menomonie	10	60,000	
Lac Du Flambeau	10	20,000	507,000
Total, Wisconsin			3,573,000

Source: Based upon Mar. 31, 1967, statistics, from the Department of Housing and Urban Development's Housing Assistance Administration, of the number of low-rent federally assisted public housing dwelling units under management.

Senator YARBOROUGH. Senator Dominick, we had a rule in the past when we had a panel like this, we would defer all questions until the entire panel has finished their statements, and then ask them generally.

Do you want to deviate from that rule?

Senator DOMINICK. I have no objection, sir, in the interest of time.

Senator YARBOROUGH. Senator Clark, is a member of the full Labor and Public Welfare Committee and as well he is a member of this Education Subcommittee. He is very much interested in education in the United States. He has arrived. He has a constituent from his State who is to be recognized next on this panel. We will hear from Senator Clark of Pennsylvania.

STATEMENT OF HON. JOSEPH S. CLARK, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Senator CLARK. I thank you very much, Mr. Chairman.

I have the honor to present to the subcommittee, Mr. Fred M. Heddinger of Pittsburgh, a very distinguished, I think I might say, lay educator from Allegheny County; the kind of individual whom I think, we need, who participates very actively in school board work.

I do not identify him as Allegheny County School Board vice chairman, but in the capacity of president of the Pennsylvania Electronics

Technology, Inc., an electronics factory which is engaged in research and development of manufacture. He comes from that well known, highly honored Pennsylvania corporation, Westinghouse, and I am sure that his testimony will be of great value to the subcommittee.

We are very happy to welcome you, Mr. Heddinger, and I want to thank you for being willing to come down here and give the subcommittee the benefit of your thinking on the very complicated problems.

Mr. Chairman, you are as well aware as I of the pressures we are operating under here, and I have a copy of Mr. Heddinger's testimony which I shall look forward to reading.

I came here from the poverty subcommittee where I am presiding at the markup sessions; so I am afraid this is going to have to be hit and run.

Thank you very much for giving me this opportunity.

Senator YARBOROUGH. Senator, before you and Senator Jennings Randolph of West Virginia arrived, Mr. Webb, who is acting as chairman of the panel, had offered all of the complete statements for inclusion in the record, and they have been ordered printed in the record, and each panelist has condensed his statement.

We have here Mr. Heddinger's prepared statement. We will start these staffs picking them apart and putting them together and collating them with all the other statements of other witnesses in other days, so when we get to our executive meetings, we will have briefs of these staff members, including the full contents of all statements. Thank you very much.

I think great interest is shown in this legislation by the fact that we had four members of the subcommittee here at one time.

Nearly all you have heard the term, "markup." That means an executive session, bringing the bill up after all the hearings are over. That is where you try to have a unanimous attendance, when you are actually writing the bill up, making changes and corrections.

Mr. Heddinger, we welcome you. Continue in your own way.

STATEMENT OF FRED M. HEDDINGER, VICE PRESIDENT, PENNSYLVANIA SCHOOL BOARDS ASSOCIATION, MEMBER, WILKINSBURG SCHOOL BOARD, PITTSBURGH, PA.

COMPREHENSIVE PLANNING

Mr. HEDDINGER. The need for comprehensive planning in education is not new. However, the urgency for such planning has increased with the rapidly growing number of educational and social welfare programs being instituted.

Many school boards and most States long ago recognized this need and took some measures to implement such planning even before the current large Federal interest and concern for education. Competition for educational dollars at local and State levels, however, has limited such effort, as Mrs. Mancusco has described. Hopefully, the presently proposed funds, $15 million of which $11.25 million will be allocated to States, will enable local school districts and States to do more effective comprehensive planning.

Consider, however, the magnitude of the funds being proposed for this purpose. Assuming that the States will share equally in the $11.25

million to be allocated, this represents $225,000 to be allocated in each State. This is hardly an amount for which this committee should expect startling results, especialy when compared to other expenditures for education by local districts and the 50 States.

I would just like to note briefly in our own State of Pennsylvania, that the amount of money expended for education from the general funds in the fiscal period ending June 30, 1967, was $709,482,849 and note also that local revenues expended in the State of Pennsylvania equal an amount more than this amount.

This is one measure of the magnitude of the planning funds then suggested in this proposal to direct the efforts of such an expenditure.

Even though the amount of funds proposed for planning purposes are relatively small, they can be of real benefit to States and local school districts if they are allowed to do the job for which they are intended and are not required to be dissipated on nonproductive reports and other activities of questionable value.

REPORTS

Experience of local school districts under the administration of the Elementary and Secondary Education Act has amply demonstrated the mountainous reports upon reports which have been required to satisfy the criteria of the Office of Education. With all of the programs that are being carried on in the 50 States and the local school districts, there must exist at the Federal level a veritable mountain of reports. It is unlikely that these reports serve any useful purpose at the Federal level, other than to create a need for new files and personnel to receive and file them.

In industry there is a general rule that staff personnel are supportive to the line managers who have the responsibility to get the job done that is to be done. In essence, while staff opinions are encouraged and considered, staff people are asked to stand aside and let the line managers do the job for which they were hired.

In education, the line managers are the school superintendents working through their school boards and their State educational agencies. The Office of Education needs to understand its role as a staff function, not as a manager of educational enterprise.

The line managers in education, the superintendents and other chief school administrators, are largely capable people well able to do the job to which they are assigned. School boards who hire them want them to do a comprehensive educational planning job even more than does the Congress, and we seek the help of the Congress not only in additional financial resources for this purpose but also in relieving local school districts of the wasteful burden of nonproductive effort being expended to satisfy Federal administrative requirements and criteria.

On behalf of the National School Boards Association and the Pennsylvania School Boards Association, let me express my appreciation for the opportunity to appear before you. I will be pleased to answer any questions you may have.

In addition to the comments I have given you, Senator and members of the committee, I would like to ask that two other articles to the full text of my statement be included in the record of this hearing.

One has to do with a presentation that was made before the Pennsylvania School Board Association recently at our annual summer conference at the Indiana University of Pennsylvania.

The second has to do with some remarks that were prepared for delivery at the University of Oregon conference on "Educational Information System Requirements During the Next Decade."

Senator YARBOROUGH. Both are by you?

Mr. HEDDINGER. Both are by me.

Senator YARBOROUGH. Those are ordered printed in the record at this point.

Mr. HEDDINGER. Thank you.

(The documents described above are as follows:)

PREPARED STATEMENT OF FRED M. HEDDINGER, VICE PRESIDENT OF THE PENNSYLVANIA SCHOOL BOARD ASSOCIATION, PRESIDENT OF THE WILKINSBURG, PA., SCHOOL BOARD, AND SECRETARY OF THE ALLEGHENY COUNTY, PA., SCHOOL BOARD

Mr. Chairman and members of the committee, I am Fred M. Heddinger, Vice President of the Pennsylvania School Boards Association, President of the Wilkinsburg, Pennsylvania School Board, and Secretary of the Allegheny County School Board which serves the area surrounding the city of Pittsburgh.

On behalf of the National School Boards Association and the Pennsylvania Association I wish to express my appreciation for this opportunity to meet with your committee to discuss certain aspects of the Elementary and Secondary Education Amendments of 1967. My remarks are addressed primarily to comprehensive educational planning and the provisions of the Amendments which deal with this subject.

Let me first emphasize that the need for comprehensive planning in education is not a new need. However, the urgency of such need has increased appreciably since World War II and has become most urgent in the past three to five years as educational and social welfare programs have been instituted at an ever increasing pace. Prudent and responsible management of educational affairs at local and state levels demands that such comprehensive planning be done.

Happily, I am pleased to report that many school boards and most states long ago recognized this need and took some measures to implement such planning even before the advent of the current large scale Federal interest and concern for education. An example of this is the progress report that I have with me to the Philadelphia Board of Education. However competition for educational dollars at local and state levels has seriously limited the degree to which local and state educational agencies could implement comprehensive planning for their educational programs. Therefore, I am delighted to find in the Amendments an amount of $15 million proposed for this purpose.

In reviewing the fact sheets prepared by the Department of Health, Education, and Welfare on the Amendments, I was particularly impressed to find the following statements. "If the evaluation and planning of education programs is to be effective, it must be carried out close to the people to be served by those programs. The best planning—that which will be most responsive to the needs of the persons to be served—must be carried out at the State and local levels. If State and local educational agencies are to continue to carry out their present role in educational planning and if the administration of Federal educational programs is to reflect the intent of Congress, the Federal Government must share some of the burden placed on those agencies. This can be done by assisting them in developing comprehensive systems of planning and evaluation which will aid them in meeting educational goals at all levels of education, from preschool programs through postgraduate education." [1]

School boards and local and state educational agencies will thoroughly agree with these kinds of statements and with comprehensive educational planning carried on under such arrangements. But there are aspects of the proposed amendments, and other experience, which deserves the attention and consideration of this committee.

[1] Page 64, HEW Fact Sheets, Elementary and Secondary Education Amendments.

Consider first the amount of money that is proposed for comprehensive planning. A total of $15 million is proposed with twenty-five (25) percent set aside for discretionary use by the Commissioner, leaving $11.25 million for allocation to grants to the several states. Since it is not known how these funds will be distributed to the states, let us assume that each of the 50 states will receive one-fiftieth of this amount, or $225,000.

Admittedly, $225,000 available for comprehensive planning is better than no funds at all. However this is hardly what could be termed a contribution designed to bring about startling change in a state such as Pennsylvania where, in the fiscal period ending June 30, 1967, $709,482,849 was budgeted for public education from the State's general fund revenues. Local revenues expended were more than equal to this amount. Another measure of how significant this contribution to planning may be considered may be had from the fact that the Pennsylvania State Board of Education spent more than this average of $225000 on a master plan for higher education, only a small part of comprehensive planning. Still another measure may be had from the fact that in the budget estimate for the Office of Education for fiscal 1968, more than $30.9 million is budgeted for salaries of some 2,900 persons, an increase of $10.1 million and more than 900 persons over the corresponding numbers for fiscal 1966.[2] This increase is almost equal to the total of $11.25 million to be allocated to 50 states.

Don't take from these remarks any indication that school boards and state and local educational agencies do not need financial assistance for comprehensive educational planning. They do! And the grants proposed in the Amendments can be of real benefit to states and local school districts *if they are allowed to do the job for which they are intended.* But this committee should not misunderstand the relative magnitude of these proposed funds and should also be aware of some of the difficulties states and local school districts are likely to encounter in endeavoring to apply these funds to comprehensive planning.

Earlier in my remarks I referred to statements from HEW fact sheets with which school boards and the state educational agencies would heartily agree. Let me now give you some comments which are reason for concern as to whether these funds will be used in an optimum fashion for state and local planning.

Secretary Gardner, in his comments before the House Committee on Education and Labor, said "With the funds that would be made available under the proposed amendments, the States will be able to engage in the kind of educational planning that forward-looking educators now consider essential."[3] Later he said, "We are rightfully concerned today with building a more effective Federal-State-local system. I believe that the concept of creative federalism is of very great importance to the future of this Nation."[4]

Later in these hearings, in response to this question by Mr. Daniels "Does not the Federal Office of Education propose to coordinate these various plans and to make recommendations to States and local agencies as to what would be preferable?", Secretary Gardner replied, "No, sir. I would like to ask Commissioner Howe to comment on this." Commissioner Howe said, in part, "What we are seeking here is the development of a capacity within a State to look ahead in terms of all its educational problems over a 5-year period, . . . I wanted to make it clear that whereas there is no Federal control assumed here we would be asking States to do a comprehensive job of planning."[5]

I would now like to direct your attention to lines 19, 20, and 21 of page 28 of the Analysis of S.1125 which read "(4) makes adequate provision (consistent with such criteria as the commissioner may prescribe) for using funds granted to the applicant under this section, . . .". Also, I would like you to consider lines 13 through 17 of page 30 of the Analysis which read "(b) The Commissioner is authorized to make grants to public or private nonprofit agencies, institutions, or organizations, or to make contracts with public or private agencies, institutions, or organizations, for special projects related to the purposes of this part. . . .". All of this is relevant to what I further have to say.

Experience of local school districts under the administration of the Elementary and Secondary Education Act has amply demonstrated the mountainous reports and paperwork which have been required to satisfy the desires and criteria of

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[2] Page 1181, Appendix, Budget of the United States, Fiscal 1968.
[3] Page 529. Hearings before the Committee on Education and Labor, House of Representatives. Ninetieth Congress.
[4] Page 530, same document.
[5] Page 531, same document.

the Office of Education. In just the few programs with which I have direct association in the limited local responsibilities that I have, the reports required to satisfy the criteria and administration by the Office of Education have been so numerous and voluminous that I have difficulty finding time to read them. Certainly, with all of the programs that are being carried on by school districts and states in all of the 50 states, there must exist a mountain of reports somewhere. This requirement for reports upon reports must stem from a desire on the part of Office of Education personnel to serve as directors and managers of educational programs. It would seem that the appropriate role for the office in all of these efforts should be as encouragers of innovative educational programs and assessors of education broadly in the United States, not as either managers or directors of educational effort in the various states or in industry. If this be true, then surely some relief can be found from the burdensome and wasteful task of preparing mountainous reports, a few of which I have with me as example. It is unlikely that these reports serve any useful purpose at the Federal level except to require additional personnel to receive, document, and file them.

In industry there is a general rule that staff personnel are supportive to the line managers who have the responsibility to get the job done that is to be done. In essence, while staff opinions are encouraged and considered, staff people are, in effect, asked to stand aside and let the line managers get the job done that they have been hired to do.

In education, the line managers are the school superintendents working through their school boards and their state educational agencies. The Office of Education needs to understand its role as a staff function, not as manager of educational enterprise. It is in this sense that I trust that the funds to be allocated to educational planning under the Amendments will be so administered that they may be used in an optimum fashion to get the job done for which they were intended rather than to be dissipated on reports and other similar efforts of questionable value. The line managers in education, the superintendents and other chief school administrators, are largely capable people well able to do the job to which they are assigned. The school boards who hire them, want them to do this job of comprehensive planning even more than does the Congress, and we seek the help of the Congress not only in additional financial resources for this purpose but also in relieving local school districts of the wasteful burden of non-productive effort being used to satisfy Federal Administrative requirements and criteria.

Again let me express by appreciation for the opportunity to appear before you. I will be pleased to answer any questions which you may have.

A Vital Role for Industry in Education

(An address delivered by Fred M. Heddinger, President, Pennsylvania Electronics Technology, Inc., and First Vice President, Pennsylvania School Boards Association, Inc., at the Thirteenth Annual Summer Conference of the Pennsylvania School Boards Association on July 15, 1967, at the Indiana University of Pennsylvania, Indiana, Pa.)

As many of you know, a great deal has already been written and said about the growing involvement by industry in education and especially the flowering romance between the United States Office of Education and big industrial organizations.

Many of you may have read the article that I was privileged to write several months ago for the Phi Delta Kappan magazine on this subject. Still more of you may have read the report that I wrote last summer regarding a conference on educational technology which was co-sponsored by the Department of Defense, the Office of Education, and the National Security Industrial Association. This report appeared last summer in an issue of the PSBA information services bulletin.

It is not our purpose here today to rehash what you may have already read. However, the issue that is involved in a close working relationship between the United States Office of Education and big business in the field of education is so important an issue that it deserves much more attention and understanding in order to identify appropriate roles in education for industry and the Office of Education. Our discussion today will be directed toward identifying and understanding such roles.

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Prior to his appointment as Commissioner of Education, Harold Howe II had earned the image of being a somewhat impatient reformer who could be expected to attempt a major redo of educational policies and practices at the federal level. Experiences in the Office, in the Congress, and in the press since his appointment have, at least, served to highlight many of the controversial aspects of the operation of the Office during the last several months. The romance of the Office with big business for educational research and development can be one of the most significant developments in modern education. How closely knit the marriage will be which results from this romance could well have a long term and last effect on federal control on education.

You are entitled to have some understanding of whatever personal biases I may have. Therefore, in making your judgment of these biases and what I have to say here today, let me make four points which underlie everything that follows.

First, I believe that industry and people working in industry can contribute much in advancing educational technology. Every opportunity should be given to industry to make maximum contributions along these lines.

Secondly, I strongly believe in the American free enterprise system and believe that adequate profits for industry and business is the only sure way to perpetuate the free enterprise system and a healthy business complex.

Thirdly, I just as strongly believe in the American republican form of government that has encouraged our people to become the focal point of the world in its quest for freedom from oppression, want, and fear. Education is the single most important bulwark in ensuring that this republican form of government will carry forward for the United States and her people.

Finally, I am deeply concerned about the broad implications of big business complexes vying for large educational research and development funds doled out by federal educational planners to those companies who will promise to do those things in which the planners have the great interest.

Almost since the founding of the nation, education has been a key factor in the the rise of the United States to a position of world leadership. Thomas Jefferson, perhaps the wisest and most visionary of the founding fathers, wrote in 1817, "If 12 or 1500 schools are to be placed under one general administration, an attention so divided will amount to a dereliction of them to themselves. It is surely better then to place each school at once under the care of those most interested in its conduct." Public and private as well as basic and higher education has developed over the years since Jefferson's letter along the lines of local control to which I thoroughly subscribe.

Education has been, and is, available to the other peoples of the world in varying degrees depending upon their social caste, their political affiliation, or their special talent. Education in America has been geared for all of the people, although equal opportunity for all has not always been perfectly achieved.

Most recently it can be said that American education is being aimed at providing for every individual maximum opportunity to reach the goal which he or she is capable of attaining. This is not starry-eyed idealism but is instead a down-to-earth realization that such a course best ensures for America continuing social and economic goals. How to reach this goal of maximum opportunity for everyone is one of the issues of the tug-of-war going on today on the national scene for control of educational planning for America's future.

Critics of American education cover a wide spectrum. Admiral Rickover believes that too much effort is spent on education of those with limited talent and too little effort is devoted to those with excepional talent. Congressman Adam Clayton Powell believes that too little effort is being made to accommodate Negro children and believes that the Office of Education has authority to withhold federal grants from a school system that refuses to adopt textbooks considered appropriately integrated and socially desirable. Despite these critics and others, education can claim much of the credit for making possible the position the United States holds of leadership in technology as well as in the economic well being of the masses of its people.

Two presidents who were ex-teachers have influenced large scale federal grants for education. In 1917 under Woodrow Wilson, federal financial assistance for vocational training was first undertaken to provide the skill training deemed necessary to support the war effort. More recently, a myriad of federal programs, most of them products of the Great Society under another ex-teacher, have come into being until, during fiscal 1966, the U.S. Office of Education listed 67

different federal programs supporting educational efforts of one kind or another with a total funding of more than $3 billion. With the advent of new found federal funds to support education has come friends who want to share in this affluency of education at the federal level. Big business, which could have directed its efforts toward educational goals long ago if it so chose, suddenly has realized that large new product and profit opportunities will exist if federal educational agencies are vigorously wooed.

Before further examining industry's role in education, let me remind you of something that I said in the recent article in the Phi Delta Kappan. Technological progress in industry is closely coupled with research and development effort undertaken. And the "carrot" of Federal Government funds available for research and development has been the single most powerful factor in determining what research and development will be undertaken. This has been especially true in industry but has been generally true of other development activities as well. More than two-thirds of the total national research effort is supported by federal funds. About three-fourths of the nation's total research and development effort is performed by industry, and more than 84 percent of this is concentrated in large firms.

Prior to the passage of PL 89–10, the Elementary and Secondary Education Act of 1965, the Office of Education had adhered to a policy of contracting with universities, colleges, and other non profit institutions for research in education. Shortly after the passage of this Bill, however, the Office announced that it now had the prerogative of contracting with industrial concerns and other profit-making organizations for such research and development. A careful review of the Bill fails to reveal any clear cut charter to do this.

In view of this, there is a vital role that industry should and must play if it is to become a full fledged participant in shaping educational programs of the future. And the essential objective of this role must be to help preserve what is left of the American free enterprise system. Perhaps this sounds strange when one typically views American industry as the epitome of free enterprise. So let me make clear what I mean by the responsibility of industry in this respect.

Former President Eisenhower, shortly before leaving office, issued a stern warning regarding the potential danger that exists from the powerful alliance of strongly funded military agencies and industries seeking such funds. With his broad military background and excellent opportunity to assess the effects of these alliances his warning was based on an insight into this problem which is probably without parallel on the American scene today. If this warning was justifiable in defense circles— and it was and is—it is even more applicable to education. Unfortunately, few groups on the educational scene are yet able to discern that this is so, or else these groups are so blinded by the prospect of new federal dollars that they are reluctant to take any action which may affect their possible share of this melon.

President Eisenhower showed by his comments that he clearly understood the tremendous power of the "carrot" held by defense agencies to bend industrial organizations to their will if they wished to participate in federal development programs. The power of this "carrot" in the hands of the Office of Education, empowered to contract directly with profit-making organizations for educational research and development, can be equally effective in determining the development programs to be undertaken in education.

At a recent commencement exercise I made these observations to the graduating class.

"In education, technological change and growing central government involvement challenges the very basis of the world envied American educational system. What is the proper role for an increasingly stronger central government to play in determining educational programs?"

"In careers and jobs, technological advances blunt the future of many of the long established vocations and crafts. What is the responsibility of industry and of society to upgrade and retrain present jobholders with new knowledge and skill for tomorrow's opportunities?"

"Finally, what is to eventually happen to the American free enterprise system which has been largely responsible for the great advances Americans have made? Ever stronger central government flies in the face of free enterprise. Is the free enterprise concept destined to pass from the world scene?"

Industry does have a responsibility for upgrading and retraining present jobholders so that these people will be usefully employed not only today but through-

out their remaining work years. Industry has not done nearly enough along this line and both industrial management and union leaders who represent many of these jobholders need to work together to see that technological change finds their workforce geared to handle such change.

This is not an altruistic mandate for industry. Rather, it is a hard realization for industry that it is more economical to maintain a skilled workforce in this fashion than it is to begin at scratch to train new work forces.

So this is one area of education where industry should be allocating a greater share of its efforts and where it should also be expending effort to see that their work forces—all levels, not just management—clearly understand what the American free enterprise system is all about.

In discharging this mandate, industry should be seeking innovative methods and techniques for training and educating. In this sense, perhaps industrial experience in operating Job Corps programs under Office of Economic Opportunity sponsorship will prove not to be wasted although I was appalled that O.E.O. could blithely suggest to Congress for fiscal 1968 that the cost per person of training in Job Corps programs would be reduced from the prior experience of some $7,900 per person per year to a reduced amount of $7,500 per person per year for the new year. Certainly much of this exorbitantly high per person cost reflects to some degree the learning cost for industrial organizations to staff and learn how to go about their jobs of special education. But per person spending at this level for education and training is strongly reminiscent of pre-World War II experience where, in the last effort at federally operated educational programs, the National Youth Administration spent similarly exorbitant per person amounts, largely for vocational education and training which was carried on more directly by the federal government rather than through an industrial interface. Let us hope that out of this current experience industry can be expected to give to education innovative education and training techniques.

But the responsibility of industry in the educational field is much more fundamental than merely accepting a responsibility to upgrade and retrain their present work force. The really vital role is to engage in educational activities—with or without the federal government, but especially when in partnership with the federal government—so that the present decentralized control and the resulting influence on what remains of free enterprise is jealously safeguarded. And I am not so sure that industry really understands the stakes in this game.

Earlier I noted that the federal government supports with federal funds more than two-thirds of the total national research effort. *The trend has been toward an ever larger segment of industry seeking increasingly larger dollar support from an ever larger and stronger central government.* Studies have shown a direct relationship between the apparent economic welfare of an area and its industries to the number of federal dollars spent in that area, either for research or for hardware. This trend is accentuating, not diminishing, and I was somewhat concerned—but not surprised—when I read recently that the nation's largest railroad was receiving federal support from the Labor Department to retrain employees to operate new, high speed trains. *So long as industry is anxious to stand with its tin cup at the federal dollar trough along with all of the other social and governmental agencies which have come to depend upon such federal assistance for their very existence, then we in education are in real trouble because centralized control of education is inevitable and industry's greater participation in education will likely only hasten that day.*

At one point in time, education played a large role in conveying to the American populace the significance of the American free enterprise system and how this was tied so closely to individual rights and freedom. Industry, too, practiced free enterprise and made distinct contributions in the general understanding of such a system. In recent years, neither industry nor education has carried on the free enterprise philosophy and has permitted an ever enlarging and ever encroaching central government to so regulate and manipulate their lives, your lives, and my life to such a point that the Ford Foundation, in its 1965 annual report, says, "While American society has shifted from the belief that government is best that governs least, private institutions can do much to assure that the American version of the welfare state remains free of the bleak connotations of that term—a supine citizenry, an overweening bureaucracy, and an erosion of individual initiative."

Public institutions and agencies have become so dependent upon federal funds that they obligingly accept federal control and manipulation as part of the price

one must pay for such help. Thus, it wasn't surprising to find that under O.E.O. programs and other Great Society programs managed through the Office of Education educators and educational institutions grudgingly accepted federal manipulation to the point where some educators, so deeply afraid that they may endanger their promised share of such federal funds, are now beginning to espouse justification and protection for the federal bureaus from which they have extracted promises. But it is surprising to find that large industrial organizations have become so engrossed in trying to find federal funds to support the things that they want to do and so accustomed to accepting bureaucratic regulation in so doing, that they seldom, if ever, look far enough ahead to see that not only does free enterprise pass from the scene if something positive isn't done to stem the tide but that if industry contributes to the growth of centralized control for education, it inevitably will suffer increasingly from the same yoke of bureaucratic control and growing socialism.

In the rather bleak picture that I have described there are some bright rays of hope. The Quie Bill, which would have clearly re-established education as a fundamental responsibility of the several states with more general federal aid allocated to the states on a tax sharing basis, came much closer to passing in the House than the central government bureaucrats would have liked to see it come. The amendments to the Elementary and Secondary Education Act which resulted from the work of Congresswoman Edith Green's study of the Office of Education over a period of about one year accomplished many of the things that the Quie bill would have accomplished. And there are indications that still greater efforts will be made by some members of Congress to redirect federal activity in education.

For the first time this year many of the national organizations involved in education such as: the National School Boards Association; the American Association of School Administrators; the Association of Chief State School Officers; the Association of State Boards of Education; the National Education Association; and the Congress of Parents and Teachers have agreed to join together to speak with a common voice at the national level regarding concerns and issues of education. I was privileged to be a representative of NSBA at the workshop meeting where such an action was formulated and am pleased to tell you that Pennsylvania played a role in bringing about this common action.

But don't think for a minute that the battle against centralized control of education has been won. Not at all! The battle is really just beginning. No matter what kind of partisan label one wears, you must recognize that the kind of actions contemplated by the Quie Bill and begun by Congresswoman Green's committee must be strengthened and enlarged if the thrust for greater centralized control over education is to be blunted. Unfortunately, many special interest groups fail to recognize that the more that they press for greater centralized control and authority, the more certain they are to find one day that this same centralized control will be used against them.

[The role of the Federal Government in the educational field should be as encouragers and assessors of educational progress in the nation as a whole, not as managers of educational efforts in the various states nor in the industrial organizations which become engaged in educational ventures.] Free enterprise and strong central government are in direct conflict with each other and always have been. Education is the most powerful tool any nation or people can use to either protect or influence the future destiny of that people or nation. Education must not be allowed to become a tool for possible use by central planners in further controlling or destroying free enterprise and individual initiative. Industry must begin to assert a greater interest in protecting what is left of free enterprise and, in working in the educational field, must realize that the future well being of industry itself will to a large degree be determined by whether industry works through educational institutions and educators or through central government agencies.

As school board members and school administrators, you and I have a responsibility to see that our local and state educational programs are as strong as we can make them, and to see that our students, parents, legislators, and representatives in Congress fully understand that we know what the American free enterprise system is all about and that we will resist with all of our resources any further encroachment by central government through education on this free enterprise system.

"EDUCATIONAL INFORMATION SYSTEM REQUIREMENTS DURING THE NEXT DECADE," BY FRED M. HEDDINGER, VICE PRESIDENT, PENNSYLVANIA SCHOOL BOARDS ASSOCIATION, AND MEMBER, WILKINSBURG, PA., SCHOOL BOARD

With the growing involvement of the Federal government and American industry in the field of education, especially that of technology in education, it becomes increasingly evident that what happens in this area of American society may well have more long term effect on American society than any other single happening of the modern era.

At issue are the answers to questions such as:

How much has American education influenced the technological, economic, and social growth of the United States to its present world status?

Has the viability of American education been a weakness of our society, a strength of our society, or at the same time both a strength and a weakness?

Does education well enough lend itself to precise measurement so that highly accurate measurements can be made?

With a so-called systems approach to education, what yardstick will be utilized to measure the effectiveness of such a system and to whom will be assigned the task of creating the yardstick and making the judgment as to accomplished effectiveness?

Should the United States have a national curriculum for education, either by deliberate intent and effort or through the coincidental effort of technocrats, industry, and federal educational agencies?

I happen to belong to the group that believes that American education, more than any other single factor in our national life, has been largely responsible for the technological, economic, and social growth of the United States.

If one believes that America has done well as a nation, not only for her own people but for other peoples of the world as well—and I believe this, also—then one must believe that the American plan of education has been eminently successful. Mind you, I said successful, not perfect, and I defy any critic of American education to point to another education plan anywhere in the world which has served its nation and people as well as has the American system of education.

But the American scheme of education has been highly viable and broadly diffused, so much so that some industrial and central government critics call it not a system at all and decry the fact that one has extreme difficulty in getting their hands on what makes such a system tick. And a highly viable and broadly diffused educational pattern does not lend itself well to standardization or conformity nor does it lend itself to precise measurement techniques that some would apply to it. Under such a viable and diffused educational scheme, perhaps the most meaningful measurement or judgment that can be made relates the United States to the rest of the world. On this basis, it seems that one must conclude that education has done quite well.

Assuming that one is willing to accept the premise that education in the United States has indeed done well is neither reason for comfort nor reason for standing still. Thus, with the technological advances which education has spawned has come new opportunities to improve and redo educational processes and techniques. How this will be done is the thought behind this conference. Perhaps even more pertinent to this discussion is the apparent contention between disciples of the social sciences and disciples of the physical sciences as to where the responsibility should be vested for bringing about this change.

The current growth of federal involvement in education through increased financial support for education at the federal level has come at a time when technology and hardware to support the educational processes can give educators more choices than ever before as to how to go about their educational mission. Business and industry, seeing new product and profit possibilities through the introduction of educational hardware and software, have been quick to move toward joining with federal agencies in the educational field, sensing an opportunity to use again a pattern that has been so successful in supporting the growth of the electronics industry and in providing military hardware. So, with the apparent greater choices being afforded educators as to how to accomplish their mission, has come not only contention between social and physical sciences, but also pressures from federal agencies and the business community for a role in helping determine the alternative choices that the educator will have. Thus, at one and the same time educators are confronted with a situa-

tion where a wide variety of possibly available alternatives may be narrowed to a relatively few choices by judgments likely to be made by persons other than practicing educators.

Writing for the January, 1967 issue of the Phi Delta Kappan magazine, I reviewed some of the many implications of the growing relationship between industry and federal agencies in the educational field. I will not take your time here to review that material. For those of you who have not read it, and are interested in doing so, I will be pleased to send you a copy if you will give me your mailing address. But there are a couple of additional points which should be made for your consideration.

Under a mode of operation whereby federal agencies fund directly with industrial organizations programs for research and development in education, knowledgeable people will not disagree with the premise that such a mode of operation affords the sponsoring agency tremendous leverage as to what will be the product of such an effort. Couple this leverage with the more subtle but even more potent leverage that can be brought about through federal subsidy of selected technology and material to the local school district which "elects" to use the equipment and material which the federal agency initially sponsored. The product is virtually an unbeatable system and, whether implemented covertly or overtly, certainly affords a relatively small group of people the opportunity to design or influence educational curriculums to a degree never considered possible by the wildest eyed educational planner only a few short years ago. So any consideration of the "systems approach" to education over the next decade must certainly consider the possible pitfalls of this situation and safeguards against such pitfalls.

There are those who will say that the same potential for manipulation existed before wherein the large body of educational materials producers were primarily publishers of printed material. There is a significant difference between the situation that existed with publishers and the new arrangement whereby publishers have largely married themselves to hardware producers who in turn are vigorously seeking an alliance with federal agencies.

As you know, practicing educators were largely responsible for the generation of textbooks and other educational materials produced under the old arrangement. Usually, publishers of such materials stipulated that their authors be practicing educators.

Under the evolving relationships, this safeguard appears to be slated for discard. Instead, the technocrats of industry and federal agencies appear to far outnumber the practicing educators likely to join in making future judgments for educational planning.

Allow me to direct the remainder of my discussion to the systems approach to education and the evaluation of the educational process.

First, it would be well for some group to clearly define what is meant by the "systems approach to education." I know what the defense establishment means by this nomenclature. I understand what computer technologists mean by a computer system or a software system. I know what industry generally means when it discusses a system of hardware or how one should go about tieing sales effort into a package called a "system". But frankly, when one talks about a "systems approach" to education, I am tempted to label such a term nonsense or gobbledegook. Let me recite a recent experience which may suggest that a considerable number of people are in the same plight as the persons involved in this incident.

At the request of one of the chief school administrators of a Pittsburgh area school system, I talked with a candidate for a position in supervising technical education programs. He was a practicing educator in his middle thirties who had recently earned his doctoral degree. During our conversation he several times made reference to systems approach to education. Finally, near the end of our discussion I asked him just what a systems approach to education meant. First he looked at me quizzically as if in disbelief that anyone would pose such a question. Then he smiled, rather embarrassed, and remarked "You know, nobody has ever asked me that question before. Everybody uses the term today but I don't really know what they mean." After some more discussion, he pointed out that when certain jargon becomes fashionable, then everyone uses it irrespective of the true meaningfulness of such jargon. I can tell you from personal industrial experience that many things have been styled systems or "systems approach" that have no more a systems being than was my educator friend's understanding of an "educational system".

Often, proponents of "systems" in education will glibly discuss terminal behavior desired of students after exposure to an educational experience or program and will then suggest that all of the bids and pieces of curriculum material and methodology that goes into producing such terminal behavior is an "educational system." This may be one way of defining a "systems approach" to education. But let me point out that it is relatively easy to both define terminal behavior and measure the effectiveness of education or training for such terminal behavior if one is concerned with rather limited objectives. For example, for a certain mechanical skill it is rather simple to spell out the skills desired and then to measure the effectiveness with which such skills have been imparted to the learner or student. However, American education has been looked upon as something more than just skill training even though skill training is one desirable objective.

Move up the scale just a little bit and let us consider another example of a more typical educational problem. Drawing upon my own industrial experience, let us consider the education and training for an electronics technician, which is a job title one finds rather commonly used as descriptive of modern job opportunities. Here the terminal behavior desired is much more difficult to express for, despite the common title, the job requirements for electronics technicians are almost as varied as there are companies which use such talent. Granted, there are certain fundamentals which may commonly be found in the education and training of such people. But the blend of these fundamentals with an almost infinite variety of other ingredients found in the full spectrum of such training makes for a diversity of preparation that almost equals the number of institutions that prepare such people.

If one will again move up the scale a bit, let us consider the kind of terminal behavior that one desires from a teacher, an engineer, a scientist, a lawyer, a social worker, or a city planner to name only a few of the careers for which education is expected to prepare people today. The point should now be clear. It is relatively simple to define the terminal behavior desired for very narrow skill training. But it becomes increasingly difficult both to define terminal behavior and ways of achieving this behavior and to measure the effectiveness of having reached the performance objective desired as one moves up the ladder of educational attainment. And for those who would say that elementary and secondary education better lend themselves to such an approach than do post-high school, college, and university education, let me remind you that this is true only if one will agree that the almost infinite choices that now exist for such education should be pruned into narrower channels where the choices are considerably reduced on the basis of some super selection process perhaps resulting from a model designed or dreamed up by a technologist who is certain that his selection criteria is indeed the only true basis for sound educational planning.

These are not far fetched illustrations which have been used to point up the fallacy and misunderstanding that surrounds much of the systems approach to education. Frankly, were I trying to sell a "systems approach" to education on behalf of industry or as an educational planner in one of the agencies now attempting to do such a thing, I would probably advance most of the arguments that are being advanced today and would probably hope that most of the questions such as are raised heretofore would be left undisturbed. But the realities of the situation, and the concern that exists in some quarters, suggests that increasingly narrower and more conformal educational programs can result from the desire to adapt education to selected forms of hardware, software, and methodology so that the input and the result of such effort will lend itself to more precise measurement as to effectiveness.

So that there be no misunderstanding about my personal enthusiasm for educational technology, federal involvement in education, or big business involvement in education, let me reassure you that I firmly believe that all three can make valuable contributions to education. However, I am extremely wary of the potential that exists for: manipulation of educational programs; implementation of a national educational curriculum; and narrower educational programs which better lend themselves to precise measurement techniques. Hopefully, this conference will contribute thoughts and suggestions as to how the benefits of these new involvements in education can be used to maximum advantage while at the same time providing adequate safeguards against strong central management and highly subjective evaluation of American education by a relatively few people.

Allow me to close this discussion with a comment from a recent talk that I gave at the Indiana University of Pennsylvania. "At one point in time, educa-

tion played a large role in conveying to the American populace the significance of the American free enterprise system and how this was tied so closely to individual rights and freedoms. Industry, too, practiced free enterprise and made distinct contributions in the general understanding of such a system. In recent years, neither industry nor education has carried on the free enterprise philosophy and has permitted an ever enlarging and ever encroaching central government to so regulate and manipulate their lives, your lives, and my life to such a point that the Ford Foundation, in its 1965 annual report, says, "While American society has shifted from the belief that government is best that governs least, private institutions can do much to assure that the American version of the welfare state remains free of the bleak connotations of that term—a supine citizenry, an overweening bureaucracy, and an erosion of individual initiative." Education, more than any other national resource, has a tremendous stake and responsibility in this area.

Here is a caution that I would leave with you. If future generations of the world should find that history has recorded passage from the world scene of the United States concept of government by the people, it will have been so because a well intentioned but too large central government sought to do too much for other people of the world as well as for its own populace. By so doing it diminished individual initiative and enterprise and so increased its cost of doing business that it priced itself and American industrial and commercial enterprise into a situation where it fell victim to the other powers of the world which were less concerned about these objectives. Educational planners and policy makers need to consider this when they go about their job of redoing American education.

Senator YARBOROUGH. While you have been reading your condensation, I have been studying your full statement. I assure you that what this money is being used for is going to receive careful consideration of this subcommittee.

Senator DOMINICK. Mr. Chairman, I just think I should make a comment. Mr. Heddinger, I understand that your application to get a Job Corps Center was finally completed. It is 12 inches high and weighs 5 pounds.

Mr. HEDDINGER. Senator Dominick, I have had the experience over the years also of working to some degree with the Defense Department kind of administrative procedures in this regard and I have some feel and sympathy for the problems associated with the educational field here, but I still question the value of this kind of thing.

Senator YARBOROUGH. Senator Murphy of California is very active in education; very much of an activist in this field of legislation. He has just arrived. Senator Murphy, we have this panel testifying before us. We have been following an agreement that we would let the members of the panel finish their testimony and then question the entire panel, if that meets with your approval?

Senator MURPHY. It does, indeed. I want to say, Mr. Chairman, Mr. Alfred Newman is here from California. I welcome you, Mr. Newman. We are pleased to hear your testimony.

STATEMENT OF ALFRED W. NEWMAN, MEMBER, VALLEJO (CALIF.) UNIFIED SCHOOL DISTRICT BOARD AND MEMBER OF STATE OF CALIFORNIA ADVISORY COMMISSION ON COMPENSATORY EDUCATION

Senator YARBOROUGH. Senator Murphy, this is a flexible order. I think we will vary the order slightly at this time and ask Dr. Newman to testify next since he is a constituent of yours. We will ask you to introduce him to us.

Senator MURPHY. I am very pleased to have Alfred Newman here. He is a member of the California School Board Association; member of the Vallejo Unified School District of Vallejo, Calif. Vallejo, I know, is the town that really supports San Francisco. It is a great pleasure, Mr. Newman.

Senator YARBOROUGH. Vallejo is the home of the Mare Island Naval Yard which builds atomic ships.

Senator MURPHY. I might say if I can interrupt, you will be pleased to know that after 2 years of effort; we finally were able to get the Department of Defense to take a battleship out. It will probably save hundreds of American lives.

Mr. NEWMAN. We, in California, have been privileged to repetitively state our views of the Elementary and Secondary Education Act.

Most of our school districts have come to appreciate within this act, which Congress has decided to enact, the best long-range solutions to some of our real problems of overcoming the devastating effects of poverty, frustration, and wasted human needs.

LATE FUNDING—LOSS OF MOMENTUM

We stand, however, to lose the momentum that has been built up in the early years, in the so-called effect of experiment. We are concerned at this point with that period having passed, with the late funding, with the uncertainties in funds. There has already been referred to this morning, some of the problems presented. I think the Senate is well aware of the plan effect of the program. School districts must know their allocations from Federal sources by the spring preceding a school year. This is because our budgets and programs are developed during that period of time.

California, for example, requires that teachers not to be rehired must be notified by May 15.

Minor budgets must be adopted by August 10.

In the last 2 years however, Congress has not passed out the appropriation bill for this act which we are dealing with today, until October or November, well after the school year has started. The delay in funding has hampered the effects of the local school administration and school boards to make the most efficient and economical use of the available funds.

Independent of the matter of economy with which we are all concerned, is the effect on the program. The best teachers are needed in the compensatory education program. These teachers are however, human. They resist assignments which are indefinite or uncertain. Coupled with the problem of late funding is that of uncertain funding.

The President's appropriation request of title I of which was approved by the Senate last week, is only half of the amount authorized by Congress; only half of the amount that Congress intended, when it passed the Elementary and Secondary Education Act in 1965.

INADEQUACY OF FUNDING

We cannot significantly improve the education of children with poverty backgrounds with piecemeal projects; a little bit of this and a little bit of that.

The first year of title I, my own State, California, received $250 per disadvantaged student.

Last year, the amount per student dropped to $180. For the coming school year, preliminary estimates show that the per student expenditure may drop even further to $150. This dilution of effort per child raises the real questions, whether the goal intended by Congress can be accomplished.

With this funding problem, it is essential that what is appropriated be spent where the greatest problem is—and this is in our rapidly growing urban areas where the cancerous growth of poverty is far exceeding the ability of local and State resources to cope with it. Yet the projected allocation formula of S. 1125 would in effect shift the already inadequate funds away from the areas of greatest need.

TITLE I FORMULA

As you know, the original 1965 law provided for each State to receive an amount equal to the number of children from families earning less than $2,000 annually or who were on welfare, multiplied by half of the State's average educational expenditure per student. This formula was followed in the 1966 and 1967 fiscal years.

The formula of existing law changes this income level from $2,000 to $3,000; allows States to use a multiplier of one-half the State's average expenditure per student or half the national average expenditure per student. Such would be fine if the appropriation were increased to account for the increased numbers of the children and the increased cost of the new formula. But if allowed to go into effect without an augmented appropriation, the new formula will shift funds from urban States with higher costs of living and higher educational expenditures to States with lower costs of living and below average support for education. New York State, for example, will lose at least $24 million by the projected formula of the present 1125. California's loss will be some $14 million because of the change in income level alone, with millions more subtracted if allocations are based on the national average expenditure per student instead of the State's own support. As we analyze it, a total of 30 States will be adversely affected by the projected formula as compared to the formula that has been used for the past 2 years. The shift of funds from our large cities will severely jeopardize our chances for coping with the problems caused by growing concentrations of families living on marginal incomes.

I would strongly urge this committee to adopt a provision whereby the projected formula will not go into effect until the appropriation is large enough to implement it. We of course, would cope with that implementation. Such a provision as I have told you, was recommended by the House Committee on Education and Labor, but was amended on the House floor to postpone only the use of the $3,000 income base. S. 1125 in its present form would not postpone either of the changes in the distribution formula. Action by this body is essential to maintain our progress toward the goal of increasing the educational achievement level of students in poverty areas. Failure of the Congress to act and to act soon will throw local school districts into

chaos and disrupt programs for millions of disadvantaged students in 30 States.

Thank you very much, Mr. Chairman.

Senator YARBOROUGH. Thank you, Dr. Newman.

(The prepared statement of Dr. Newman follows:)

PREPARED STATEMENT OF ALFRED W. NEWMAN, MEMBER OF THE VALLEJO (CALIF.) UNIFIED SCHOOL DISTRICT BOARD AND MEMBER OF THE STATE OF CALIFORNIA ADVISORY COMMISSION ON COMPENSATORY EDUCATION

Mr. Chairman, I appreciate this opportunity to appear before you today on Senate Bill 1125. This bill affects programs which local school districts consider to be of vital importance to the solution of some of our most urgent educational problems—and indeed some of the most urgent problems facing society. The Title I program under the Elementary and Secondary Education Act offers our greatest long range hope for overcoming the devastating effects of poverty, of frustration, of wasted human resources.

In communities throughout the nation, Title I has given hope to those who have not reaped the benefits of education in the past. After two years, the special programs for disadvantaged students in California have gained widespread acceptance, even in those districts which were doubtful in the beginning.

But we stand to lose the momentum that has been built up during the early years because of two factors which have plagued local school districts—late action on Congressional appropriations and uncertainties in funding.

To plan effective programs, school districts must know their allocations from Federal sources by the spring preceding each school year. This is because school budgets and program are developed in the spring for the following school year. In California teachers not to be rehired must be notified by May 15. Final budgets must be adopted by August 10. But in the last two years, Congress has not passed out an appropriation bill for the Elementary and Secondary Education Act until October or November—after the school year has started. The delay in funding has hampered the efforts of local school administrators and school boards to make the most efficient and economical use of the available funds. Independent of economy is the effect on the program. The best teachers are needed in compensatory education programs. But teachers are human. They resist assignments which are uncertain or indefinite.

Coupled with the problem of late funding is that of uncertain funding. The President's appropriation request for Title I—which was approved by the Senate last week—is only half of the amount authorized by Congress, only half of the amount needed to accomplish what Congress intended when it passed the Elementary and Secondary Education Act in 1965.

We cannot significantly improve the education of children from poverty backgrounds with piecemeal projects—a little bit of this and a little bit of that served up with fingers crossed, hoping that our depressed neighborhoods will be placated.

In the first year of Title I, my own state, California, received $250 per disadvantaged student. Last year, the amount per student dropped to $180. For the coming school year, preliminary estimates show that the per student expenditure may drop even further to $150. This dilution of effort per child raises substantial questions, primarily whether the goal desired can be obtained.

With this funding problem, it is essential that what is appropriated be spent where the greatest problem is—and this is in our rapidly growing urban areas where the cancerous growth of poverty is far exceeding the ability of local and state resources to cope with it. Yet the projected allocation formula of Senate Bill 1125 would in effect shift the already inadequate funds away from the areas of greatest need.

The original 1965 law provided for each state to receive an amount equal to the number of children from families earning less than $2,000 annually or who were on welfare, multiplied by half of the state's average educational expenditure per student. This formula was used successfully in the 1966 and 1967 fiscal years.

The formula of existing law changes the income level from $2,000 to $3,000 allows states to use a multiplier of half the state's average expenditure per student or half the national average expenditure per student. Such would be fine if the appropriation were increased to account for the increased numbers and cost of the new formula. But if allowed to go into effect without an augmented appropriation, the new formula will shift funds from urban states with higher

costs of living and higher educational expenditures to states with lower costs of living and below average support for education. New York State, for example, will lose at least $24 million by the projected formula. California's loss will be $14 million because of the change in income level alone, with millions more subtracted if allocations are based on the national average expenditure per student instead of the state's own support for education. A total of 30 states will be adversely affected by the projected formula as compared to the formula that has been used for the past two years. The shift of funds from our large cities will severely jeopardize our chances for coping with the problems caused by growing concentrations of families living on marginal incomes.

I strongly urge this committee to adopt a provision whereby the projected formula will not go into effect until the appropriation is large enough to implement it. Such a provision was recommended by the House Committee on Education and Labor, but was amended on the House floor to postpone only the use of the $3,000 income base. Senate Bill 1125 in its present form would not postpone either of the changes in the distribution formula. Action by this body is essential to maintain our progress toward the goal of increasing the educational achievement level of students in poverty areas. Failure of the Congress to act and to act soon will throw local school districts into chaos and disrupt programs for millions of disadvantaged students in 30 states.

Senator YARBOROUGH. The next witness is Dr. Aaron Brown. Senator Javits, of New York, a member of this full committee and of the Educational Subcommittee, is here to welcome him.

We will turn it over to Senator Javits.

Senator DOMINICK. Before you do that, Mr. Baker was supposed to be No. 3 and I don't want him to be overlooked particularly because I have to go and talk to a fellow constituent of his from Colorado Springs, in a very short time.

Senator YARBOROUGH. Well, I had a revised list that had been worked up with these staffs and they had him as No. 5. I had put Dr. Newman ahead because Senator Murphy was here.

We can change this order of No. 4 and 5, between Mr. Baker and Mr. Brown.

We will reverse this order, gentlemen, and call next on Mr. Maurice Baker of the Colorado Springs Board of Education, Colorado Springs, Colo. Senator Dominick seems to have hit the jackpot on having constituents here this morning.

Mr. Baker, Senator Dominick.

Senator DOMINICK. Thank you, Mr. Chairman. I might say they are all very good, too. I am happy to have them here.

We had prior to this time, some others from our State who had hoped to arrive, including Mr. Richard Taylor, head of the Widefield Security Districts, which is a heavily impacted area and Mr. Baker, of course, comes from Colorado Springs, and from this he knows very well the impact of our impacted area bill. He is head of the Colorado Springs Board of Education, which happens to be, I think, one of the best systems that we have in the State. I am really glad to hear his comments on this bill.

STATEMENT OF MAURICE BAKER, PRESIDENT, COLORADO SPRINGS BOARD OF EDUCATION, COLORADO SPRINGS, COLO.

Mr. BAKER. Thank you, Senator Dominick.

Mr. Chairman, members of the subcommittee, I would say first of all that I represent not only the Board of Education of Colorado Springs members but also the Colorado Association of School Boards.

We realize that we still have a long way to go to accomplish the goals in these times of change. We are going to accept this challenge. This poses the question, how to reach the real grassroots.

TITLE III ESEA

With reference to title III of the Elementary and Secondary Education Act, we feel, as you see in my statement before you, that this can best be accomplished at the local level through the State departments of education. I think I can say I speak for all the school board members across the Nation when I say that we feel this is so. This is proven by the resolution which was adopted wholeheartedly by the school board members at the convention of the National School Boards Association in Portland, Oreg., in April of this year, that authority to select and approve local projects under title III of ESEA be transferred to the State education agencies.

Needless to say, we recognize the very fine programs that come from the present form of administration. However, we ask how many programs have been stymied by this type of Federal administration?

Let's examine first what the school boards face. We know that the boards of education and the sections that they represent are preoccupied with the problems of school finance. Most of them seem to resist change, to accept new concepts of the program, and they are more than just a little concerned as they view the Federal program, that they will lose all control.

To overcome this, we must have leadership at the local level to guide us anew in these objectives so that these programs can better provide education for our children.

In these school districts, there is often times not adequate staff to study the feasibility and need for the program, to see if it is innovative or merely a copy of a program to try to improve or disapprove, and then prepare it in an acceptable form for the U.S. Office of Education.

It is our contention that the administration and approval of title III should be transferred to the State departments of education in the various States. This leadership, knowledge, and research should come from a local source, familiar with local problems, and not the problems of other areas hundreds of miles away, without the knowledge of particular problems affecting particular areas.

I seem to be dealing on the local problems, but to me, this is the key. New York City is different from the State of New York. The mountain areas differ from the plain areas that make up our State. This again brings back the fact that the local programs should be administered by people who are familiar with the local problems.

This is a simple point but one that is essential here. Now, if I might use my own district as an example. We recall when we first started our program, we had to define the need and feasibility of such a program. It was necessary to review many programs, and then choose the one most appropriate for our community. Our test for this was, would we adopt the same program if local funds were to be made available. It was necessary that considerable time be spent in developing and refining our project proposal. It was necessary that we review our staff capabilities and make tentative commitments of employment to people who would be working on the project. All of this was neces-

sary before we had the slightest indication that the project would be approved. This is an expense to the district that many smaller communities cannot afford. Happily, our program was approved but our neighboring city of Pueblo, who also had done the same work and had the same expense, had their program rejected. Ironically, Pueblo's rejected program was later selected by Nation's Schools as one of the 10 best proposals in the country.

I want to point out to you our sincere need for these programs under title III to be administered and approved at the State level.

One of the charges that has been made has been that many State departments of education are ill-prepared to assume responsibility for the administration of title III; it has been implied in earlier testimony that the U.S. Office of Education thought it would be necessary to help administer this program. But is there a reason to believe that many of these people might not be willing to serve State departments of education in areas with the help of working knowledge of the State, assuming of course, the same consultant be paid? I do not feel at all that the educational talent is all centered in Washington, D.C. We held that many of the consultant readers of the U.S. Office of Education would be less competent to review and make judgments than people in our own States, of which they have the most knowledge.

It should be noted that statements which indicate that 95 percent of the projects recommended by State departments of education have been approved. Does this reflect incompetence on the part of these State agencies? Or does it reflect a 5-percent error in administrative judgment on the part of the U.S. Office of Education?

We all share the same concern of educational need. We must move forward to meet our changing patterns.

Our concern is that this format will be controlled from a central point without full consideration for local problems. We all know education is for the purpose of helping the children. It is our considered opinion that this can best be done when the administrators are fully cognizant of the particular problems of a particular area. It is our firm belief that the objectives of title III can best be accomplished if the administration of these programs were placed in the various State Departments of Education. Thank you.

Senator DOMINICK. Thank you, Mr. Chairman.

(The prepared statement of Mr. Baker follows:)

PREPARED STATEMENT OF MAURICE BAKER, PRESIDENT, COLORADO SPRINGS BOARD OF EDUCATION, COLORADO SPRINGS, COLO.

Mr. Chairman and gentlemen of the subcommittee, my purpose in appearing before you today is to urge that you give favorable consideration to a proposed amendment to Title III of the Elementary and Secondary Education Act. The amendment to which I refer would transfer the administrative responsibility of reviewing and approving Title III projects from the United States Office of Education to the State Departments of Education in each of the states.

At the Convention of the National School Boards Association held in Portland, Oregon, in April of this year, a resolution was whole-heartedly adopted by the

school board members there assembled which recommended "that authority to select and approve local projects under Title III of ESEA be transferred to the state education agencies."

In his testimony before you on July 24, 1967, the Honorable John W. Gardner, Secretary of the United States Department of Health, Education, and Welfare, spoke with reference to the Title III program and stated that "Its 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 community." The question before you at this time is—How can this objective best be accomplished within the framework of our democracy?

Although we have no quarrel with the "central objective" cited by Secretary Gardner in his reference to Title III, I feel compelled to note that school board members and administrators in Colorado have found it difficult to read the Title III legislation adopted by Congress, and the Guidelines for the administration of Title III issued by the United States Office of Education, and arrive at an understanding of how the Guidelines reflect the plan of implementation for the legislation adopted. It seems apparent to many of us that the Title III legislation has undergone considerable restrictive interpretation at the hands of the United States Office of Education.

My mention of concern about the manner in which Title III has been interpreted, however, is not the principal problem for discussion at this time. Let me state our belief that Title III, as interpreted, providing for the establishment of innovative programs is a worthwhile project which can do much to improve education in our schools.

A basic question to be considered would seem to be whether Title III is intended to be a research program, wherein concepts are tested in the field with the results disseminated, or an incentive program which encourages school districts to break with tradition and try a new approach to the resolving of educational programs peculiar to the needs of the children concerned. Member of the Legislative Committee of the National School Boards Association discussed this question with Commissioner Howe in March of 1966. These people witnessed his statement to the effect that the use of a tape recorder might be innovative in one school system, while the use of data processing or educational television might have been adequately tested in another and thus not qualify as an innovative project. His comments, and the comments of his associates, indicated concern that the administration of Title III should accommodate the needs of schools at both levels of sophistication. The innovative incentive concept or the "seed money" concept, as Secretary Gardner describes it, would thus seem to be the primary purpose of Title III. If this is the proper interpretation of the purpose of this Act, we submit that people who have first hand knowledge about the programs and the needs of a specific school district are best qualified to determine whether a proposed program is sufficiently appropriate, significant, and innovative for that school system.

Needless to say, we recognize that many fine programs have been approved under the present system of administering Title III. We submit, however, that the problems of initiating such programs in local school districts have not been easily overcome. In many of our school districts we note that citizens of the communities and the people who serve on Boards of Education are pre-occupied with the problems of school finance; they are most familiar with the traditional education programs and seem to resist change and new concepts in the field of education; and there is concern, as they view various Federal programs, that some local controls may be lost to the Federal Government. We also note that many school systems do not have adequate staff to prepare the innovative project proposals required in Title III without substantial help. If we accept the view that Title III should bring about a break with tradition, that it should provide "seed money" to bring about the development of new programs, it seems essential that the administration of the program should be sufficiently close to home to permit the leadership influence of the State Departments of Education to be effectively utilized. If it were the responsibility of the State Departments of Education to administer Title III, it would follow that these agencies would be able to provide consultative help to school districts in the development of project proposals.

To use my own school district in Colorado Springs, as an example, I recall that it was first necessary to explore the need and feasibility of various concepts presented for consideration as possible project proposals. It was necessary that we select one concept which appeared to be most beneficial to the district and most likely to be approved by the United States Office of Education. It was

necessary that considerable time be spent in developing and refining our project proposal. It was necessary that we review our staff capabilities and make tentative commitments of employment to people who would be working on the project. All of this was necessary before we had the slightest indication that the project would be approved.

Fortunately, our project proposal was approved. But in our neighboring school district in Pueblo, Colorado, all of the work and all of the commitments were made with the end result that the project was rejected. Ironically, Pueblo's rejected program was later selected by *Nation's Schools* as one of the ten best proposals in the country. The point is, that if the State Departments of Education were able to work with the school districts in the development and approval stages of the projects, the proposals would undoubtedly be better designed to meet the needs of the children, and many school board and administrator headaches could be avoided.

It has been said that many of the State Departments of Education are ill-prepared to assume responsibility for the administration of Title III. One way to resolve this problem would be to provide State Departments of Education with sufficient funds, responsibility, and consultative leadership to ensure that these agencies would become able to assume such responsibilities as the needs of the times demand. Another alternative, the course we seem to be pursuing, is to hold that weaknesses in some of the state agencies are such that the proper responsibilities must expediently be placed in another agency of government, the United States Office of Education. As we look to the future, and find that new administrative problems are encountered because our state agencies continue to be weak, we again recognize the weaknesses and lack of preparedness on the part of state agencies and, to perpetuate the cycle, we add other responsibilities to the Federal agency of government. As the demands on the Federal agency grow, we see the need to decentralize the administrative functions of the United States Office of Education and it becomes necessary that we have strong regional offices of education in various parts of the Nation. This trend is now obvious, well established, and efforts are being made at this time to perpetuate this shift in the governmental structure of education.

It may be that there are State Departments of Education which are not adequately staffed to handle this responsibility today. There is substantial evidence that the United States Office of Education has discouraged the use of Title V funds to promote such preparedness in the States. However, it seems likely that nearly all such departments are now as well prepared and staffed as was the United States Office of Education at the time this responsibility was given to that agency. With proper funding for staff positions, and with appropriate transfer of responsibility, it appears logical that the administration of Title III could and should be a state responsibility.

Arguments about the availability of adequate and competent staff have been presented to this committee, with implications that the United States Office of Education has the drawing power to attract some of the best talent in the country to help administer Title III. Unfortunately, the unquestioned regard for the competence of personnel in the United States Office of Education is not shared from without as much as from within. It would appear that people in the field of education recognize that there are some highly qualified people in that office, but it is also recognized that there are some whose qualifications and capabilities leave something to be desired. We would recognize that some of the readers engaged by the United States Office of Education to assist with the handling of Title III projects are well qualified people. But is there reason to believe that many of these people, and other of similar stature, might not also be willing to serve State Departments of Education in areas where they have working knowledge about the school systems involved—assuming, of course, that similar consultant fees would be provided?

We note, for instance, statements which indicate that ninety-five percent of the projects recommended by State Departments of Education have been approved. Does this reflect incompetence on the part of these state agencies?—or does it reflect a five percent error in administrative judgment on the part of the United States Office of Education.

We also understand that many of the Chief State School Officers are now serving as consultant project readers for the Office of Education. Through this process, there competence to judge programs for other states is recognized. Would they be less competent to review and make judgments about project proposals in their own states? If these responsibilities were a duty of State Departments of Education could it be that many of these people might appropriately be removed from the Federal payroll?

From the standpoint of the local school administrator and the local school board member, there could be many benefits through the possibility of consulting with people in the state who have authority to make program judgments. To design a project proposal in a manner which can be clearly interpreted by some one hundreds of miles away is not a simple task. However, the possibility of developing a good idea into a suitable project with the help of consultants within the state who also have approval authority would be less difficult, more beneficial to the school district, and make project implementaiton a more realistic undertaking.

Our concern is that the plan established for the administration of Title III is such that some of the fundamental concepts of our system of government in a democratic society are being placed in jeopardy. There is no substantiating research, no evidence or any fundamental concept of our government which holds that the fountain of educational wisdom of administrative capabilities are necessarily located in an office in Washington.

The present plan for the administration of Title III appears to encompass the philosophy that a group of people in our Capitol city are best qualified to determine what constitutes creative thinking in the field of education, what programs would be most suitable for school districts thousands of miles away, and what kinds of creative research would be most beneficial for the improvement of education in any given school district.

It is our belief that the purposes and objectives of Title III could best be served if the responsibility for administering these programs were placed in the hands of State Departments of Education.

Senator JAVITS. Now, Mr. Chairman, with Senator Dominick's permission, may I just put a statement in at the appropriate place, to introduce Dr. Aaron Brown, a member of the board of education of the city of New York, vice chairman of the Council of Big City Boards of Education, and professor of education at Long Island University, where he is also assistant to the provost for urban educational opportunity. He is our most distinguished civic leader in the educational field. His testimony concerns the matter which we opened yesterday: The qualification of Federal low-rent public housing projects, as Federal installations, to participate in the impacted areas program—Public Law 874—of the school districts.

I commend that to the subcommittee for its consideration, and to tell them I intend to raise this question by way of amendment to the impacted areas bill as I think it is very deserving.

Senator YARBOROUGH. I might say, Senator Javits, we have an informal committee. We will defer all questions of the panel until each member has finished his statement. So Dr. Brown is the next witness.

Senator JAVITS. It might interest Dr. Brown to know that I have to go to the examination of Ramsey Clark, the Attorney General, on civil rights legislation.

I thank you.

Senator YARBOROUGH. Dr. Brown is the next witness.

Dr. BROWN. Thank you, Mr. Chairman.

STATEMENT BY DR. AARON BROWN, MEMBER, BOARD OF EDUCATION, NEW YORK CITY

Dr. BROWN. First of all, I wish to express to the subcommittee the sincere appreciation of the Council of the Large Cities of the National School Boards Association for this opportunity to speak briefly. The members of this subcommittee, as well as all of the colleagues in the Senate, have demonstrated effective educational leadership in develop-

ing programs for education. It is an historic tribute to their leadership that in the past few years the level of educational achievement and the crisis in urban education have become matters of Federal policy and legislative program.

I have submitted a full statement, and in addition to that, I would like to have printed as an extension of my remarks, a list of the 41 congressional districts in New York State, 30 of them would be concerned with this—they have entitlements for it—and I have listed the estimated amounts in addition to that.

Senator YARBOROUGH. That table that you hold has already been ordered printed at the conclusion of your proposed statement. I am certain it will be of both interest and benefit to the subcommittee.

Senator JAVITS. What is the aggregate, Dr. Brown?

Dr. BROWN. The aggregate of that would be approximately $76,802,000 for the State of New York.

Senator JAVITS. Per year?

Dr. BROWN. Yes. And approximately $63,000 of that for the congressional districts located in the cities of New York.

Senator JAVITS. $63 million?

Dr. BROWN. That is right.

PUBLIC HOUSING AMENDMENT

In addition, I have listed the 43 largest cities in the council of the National School Boards Association. I would like to include that.

Senator YARBOROUGH. That table is also ordered printed.

Dr. BROWN. Thank you, sir.

The 43 cities whose boards of education are affiliated with the big city council represent a total population of 40 million people. The public school enrollment in these cities is about 7 million children, excluding higher education. Although there are differences in the educational programs and in the reactions to Federal legislation on the basis of the local needs of each city, we are united not only by our common needs but also by our common interests in many of the problems related to Federal legislation. It is for our common interest that I present testimony today recommending that the eligibility requirements of the federally impacted areas program be expanded to include the families residing within federally sponsored public housing projects.

It is in the Nation's big cities that one finds the unique combination of concentrations of culturally disadvantaged children, high enrollments in specialized vocational educational programs and large numbers of small classes for the mentally retarded, physically handicapped, and emotionally disturbed. These very necessary programs are also most expensive. The combined effect of the concentration of expensive educational programs places a disproportionate financial burden on the cities.

The higher than average costs for such vital services as police and fire protection, sanitation and health services, in effect markedly reduce the tax dollars available for education. In New York City, for example, the budgetary appropriations for the department of welfare has increased by 300 percent in the last 5 years, whereas the corresponding

increase in the educational budget has been only 60 percent; $1 out of every $5 in the city's total budget is appropriated for education compared with $4 for other nonschool functions.

Senator YARBOROUGH. I am going to comment, although we have an understanding that we would wait, but I am shocked by that last statement. Most State budgets spend 40 percent or more on education, and the school districts—I look at my tax in my home city—the school taxes about equal that for all the rest of the city's functions.

This is a shocking statement.

Dr. BROWN. Yes. It is tragically ironic that the noble effort to alleviate one of the socioeconomic ills of our society; namely, poor and inadequate housing for low-income families, has been a significant factor in the development of today's crisis in urban education. Surely, this committee is aware that yesterday's slum is today's high-rise ghetto. A housing project may be easier on the eyes than a blighted slum but the educational needs and problems therein have not changed. Indeed, it can be said that public housing may have increased low-rent facilities arithmetically but the educational needs in such areas have increased geometrically.

For the local board of education, the impact of children living in public housing is exactly the same as children living in any other type of building in the city's ghettos. In New York City, for example, there are about 290 elementary schools with more than 250,000 children who are, at present, reading below the minimum competency level. Most, if not all of the 63,400 children residing in public housing projects are attending these schools which must provide special services to compensate for the cultural deprivation and disadvantage of their pupil populations. Many of these children are on welfare; they are welfare recipients; a large proportion are provided with free lunches; most require special educational programs; individualized instruction and guidance in small classes. New and improved instructional materials and equipment are needed as well as appropriate educational facilities to implement the methods and techniques which are known to be effective in helping children to learn.

The physical surroundings in which the child finds himself contribute significantly to a desirable climate of learning. Unfortunately, many of the school buildings in the older areas of the city in which most of the housing projects are located are antiquated. These existing school buildings are not only inadequate but also in dire need of immediate modernization, rehabilitation, and refurbishment. Funds are urgently needed for these purposes and for the construction of new educational facilities to provide the necessary physical plant for an effective instructional program.

School construction programs are very costly in the big cities. Competition for limited sites tends to increase the cost per acre for New York schools. Construction costs are also mounting. In New York City, the financial burden for school construction falls heavily upon the local taxpayer. For every $1,000 spent for new schools, New York City can anticipate only about $200, or 20 percent in aid from the State.

Most public housing projects were built by the Federal Government or were financed substantially with Federal funds. Public housing units do not pay any local taxes. Exempt properties comprise about one-third of the total $48.7 billion assessed property valuation in New

York City. Public housing and Federal property account for a sizable portion of this exemption. To compensate for the services rendered by local agencies, Federal payments are made in lieu of taxes. It must be emphasized that these payments are made to the city. Thus, about $3.6 million is paid into the general fund of the city of New York. However, no allocation of these funds is made directly to the educational budget which must expend about $76.1 million in providing the instructional program for approximately 63,400 children residing in housing projects. This cost is borne by their local taxpaying neighbors. About $665 is required from all sources of local taxation to support the educational program for each child in public housing units.

Any recommendation by this committee for further study on the impact of children living in public housing would not alter the known facts but would seriously delay the much-needed action. Accordingly, I respectfully draw your attention to the substitute proposed amendment prepared by the National School Boards Association which would provide the following:

(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 operation shall be made annually by the U.S. 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 to be used by the local educational agency to provide educational services for the persons residing within their disadvantaged areas.

(4) Funds provided under this 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 provided under this amendment to be allocated only to public educational agencies and to be used to provide educational services for any of the persons residing within their disadvantaged areas.

Gentlemen, I have attempted to be brief and pointed in my remarks concerning the impact of children living in public housing units in the city of New York and on other big cities throughout the Nation. On behalf of myself and for the Board of Education of the City of New York, and on behalf of the council of the big city boards of education, and the National School Boards Association, may I indicate our willingness to lend assistance to the development of effective and equitable legislation. We know that the Members of the Senate share both our concern for the welfare of the children of this Nation and the hope that, through our joint efforts, a quality integrated education may be provided for all children. Thank you, sir.

(The prepared statement of Dr. Brown follows:)

PREPARED STATEMENT OF DR. AARON BROWN, MEMBER, BOARD OF EDUCATION, CITY OF NEW YORK, AND VICE CHAIRMAN, COUNCIL OF BIG CITY BOARDS OF EDUCATION

Mr. Chairman and members of the subcommittee, I wish to express to the subcommittee the sincere appreciation of the representative members of the Big City Boards of Education who are here today to present testimony. It is indeed

gratifying for the Big City Boards of Education to have this opportunity to express opinions which this Senate Committee will consider in its action to provide federal aid to education. Members of the Committee as well as their colleagues in the Senate have demonstrated effective educational leadership in developing a program for federal aid to education. It is an historic tribute to their leadership that in the past few years the level of educational achievement and the crisis in urban education have become matters of federal policy and legislative program.

The Council of Big City Boards of Education is represented here today by several board members. We are prepared to submit to the Committee statements prepared by other board members of the council who because of their official duties are unable to be here today.

The 43 cities whose Boards of Education are affiliated with the Big City Council represent a total population of 40,000,000 people. The public school enrollment in these cities is about 7,000,000 children, excluding higher education. The Board members who are present today represent about one fifth of the nation's total population and an even greater segment of the public school population. Although there are differences in the educational programs and in the reactions to federal legislation on the basis of the local needs of each city, we are united not only by our common needs but also by our common interests in many of the problems related to federal legislation. It is for our common interest that I present testimony today recommending that the eligibility requirements of the Federally Impacted Areas Program (PL 815 and PL 874) be expanded to include the families residing within federally sponsored public housing projects.

It is in the nation's big cities that one finds the unique combination of concentrations of culturally disadvantaged children, high enrollments in specialized vocational education programs and large numbers of small classes for the mentally retarded, physically handicapped and emotionally disturbed. These very necessary programs are also most expensive. The combined effect of a concentration of expensive educational programs places a disproportionate financial burden on the cities.

The higher than average costs for such vital services as police and fire protection, sanitation and health services, in effect markedly reduce the tax dollars available for education. In New York City for example the budgetary appropriations for the Department of Welfare have increased by 300 percent in the last five years, whereas the corresponding increase in the education budget has been only 60 percent. One out of every $5 in the city's total budget is appropriated for education compared with $4 for other non-school functions of New York.

It is tragically ironic that the noble effort to alleviate one of the socio-economic ills of our society, namely poor and inadequate housing for low income families, has been a significant factor in the development of today's crisis in urban education. Surely, this committee is aware that yesterday's slum is today's "high rise" ghetto. A housing project may be easier on the eyes than a blighted slum but the educational needs and problems therein have not changed. Indeed, it can be said that public housing may have increased low rent facilities arithmetically but the educational needs in such areas have increased geometrically.

For the local Board of Education, the impact of children living in public housing is exactly the same as children living in any other type of building in the city's ghettos. In New York City there are about 290 elementary schools with more than 250,000 children who are, at present, reading below the minimum competency level. Most, if not all of the 63,400 children residing in public housing projects are attending these schools which must provide special services to compensate for the cultural deprivation and disadvantage of their pupil populations. Many of these children are welfare recipients; a large proportion are provided with free lunches; most require special educational programs, individualized instruction and guidance in small classes. New and improved instructional materials and equipment are needed as well as appropriate educational facilities to implement the methods and techniques which are known to be effective in helping children to learn.

The physical surroundings in which the child finds himself contribute significantly to a desirable climate of learning. Unfortunately, many of the school buildings in the older areas of the city in which most of the housing projects

are located are antiquated. These existing school buildings are not only inadequate but also in dire need of immediate modernization, rehabilitation and refurbishment. Funds are urgently needed for these purposes and for the construction of new educational facilities to provide the necessary physical plant for an effective instructional program.

School construction programs are very costly in the big cities. Competition for limited sites tends to increase the cost per acre for New York schools. Construction costs are also mounting. In New York City, the financial burden for school construction falls heavily upon the local taxpayer. For every $1,000 spent for new schools, New York City can anticipate only about $200 or 20 percent in aid from the state.

Most public housing projects were built by the federal government or were financed substantially with federal funds. Public housing units do *not* pay any local taxes. Exempt properties comprise about one third of the total $48.7 billion assessed property valuation in New York City. Public housing and federal property account for a sizable portion of this exemption. To compensate for the services rendered by local agencies, federal payments are made in lieu of taxes. It must be emphasized that these payments are made to the city. Thus, about $3.6 million is paid into the General Fund of the City of New York. However, no allocation of these funds is made directly to the education budget which must expend about $76.1 million in providing the instructional program for approximately 63,400 children residing in housing projects. This cost is borne by their local tax-paying neighbors. About $665 are required from all sources of local taxes. Exempt properties comprise about one third of the total $48.7 housing units.

Historically, the concept of federal aid to "impacted areas" was motivated by Congressional desire to compensate the local school district for the loss of potential tax revenues. Failure to classify public housing projects built by the federal government or financed substantially by federal funds as eligible properties under P.L. 815 and P.L. 874 has created a gross inequity to the local school district. Big City Boards of Education are constrained to implement costly educational programs with highly specialized services in schools attended by children residing in public housing units. The tax-exempt status of the housing project represents the same loss of potential revenue to the local school district as would, for example, the installation of a federal space development center. The inequity of this situation merits serious consideration by this Committee in its action on the substitute amendment to P.L. 815 and P.L. 874 proposed by the National School Boards Association and supported by the Big City Council.

Any recommendation by this Committee for further study of the impact of children living in public housing would not alter the known facts but would seriously delay the much-needed action. Accordingly, I respectfully draw your attention to the substitute proposed amendment prepared by the National School Boards Association which would provide the following:

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 operation shall be made annually by the U.S. 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 of each year.
3. Funds to be used by the local educational agency to provide educational services for the persons residing within their disadvantaged areas.
4. Funds provided under this 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 provided under this amendment to be allocated only to public educational agencies and to be used to provide educational services for any of the persons residing within their disadvantaged areas.

Implementation of this proposed amendment would yield about $63,100,000 additional federal aid for support of the educational program and the construction of new schools needed in the disadvantaged areas where low cost housing units are located.

I have attempted to be brief and pointed in my remarks concerning the impact of children living in public housing on the City of New York and on other big cities throughout the nation. On behalf of myself for the Board of Education of the City of New York and on behalf of the Council of Big City Boards of Education, may I indicate our willingness to lend assistance to the development of effective and equitable legislation. We know that the members of the Senate share both our concern for the welfare of the children of this nation and the hope that through our joint efforts a quality integrated education can be provided for all children.

Thank you.

Authorized annual entitlements under the proposed public housing amendment for school districts in the State of New York, listed by congressional districts

Location	Congressional district	Entitlement under proposed amendment	Total amount
Huntington	2	$40,000	$40,000
Freeport	5	150,000	150,000
New York City (Queens)	7	1,447,000	1,447,000
Do	9	3,149,000	3,149,000
New York City (Brooklyn)	10	3,501,000	3,501,000
Do	11	6,829,000	6,829,000
Do	12	2,000	2,000
Do	13	634,000	634,000
Do	14	7,516,000	7,516,000
New York City (Staten Island)	16	2,094,000	2,094,000
New York City (Manhattan)	17	2,324,000	2,324,000
Do	18	13,415,000	13,415,000
Do	19	6,333,000	6,333,000
Do	20	1,153,000	1,153,000
New York City (Bronx)	21	6,475,000	6,475,000
Do	22	5,007,000	5,007,000
Do	24	3,224,000	3,224,000
North Tarrytown	25	85,000	
Tarrytown	25	151,000	
Tuckahoe	25	99,000	2,035,000
Yonkers	25	1,700,000	
Mount Kisco	26	76,000	
Point Chester	26	340,000	416,000
Catskill	28	80,000	80,000
Albany	29	1,200,000	
Cohoes	29	120,000	
Watervliet	29	180,000	2,325,000
Troy	29	606,000	
Schenectady	29	219,000	
Plattsburgh	30	250,000	
Mechanicville	30	120,000	475,000
Saratoga Springs	30	105,000	
Watertown	31	370,000	
Massena	31	102,000	572,000
Ogdensburg	31	100,000	
Herkimer	32	100,000	
Utica	32	305,000	405,000
Binghamton	33	150,000	
Elmira	33	144,000	294,000
Syracuse	34	1,659,000	1,659,000
Burning Springs	38	5,000	
Indian Hill	38	4,000	9,000
Irving	39	10,000	
Newton	39	5,000	
Pine Woods	39	6,000	26,000
Plank Road	39	5,000	
Buffalo	40	651,000	
Niagara Falls	40	428,000	1,079,000
Buffalo	41	3,715,000	
Lackawanna	41	419,000	4,134,000
Total entitlement for State of New York (30 of 41 districts)			76,802,000

Source: Extracted from official Housing Assistance Administration statistics dated Mar. 31, 1967.

NATIONAL SCHOOL BOARD ASSOCIATION COUNCIL OF THE 43 LARGEST CITIES IN 25 STATES AND THE DISTRICT OF COLUMBIA (POPULATION OF 300,000 AND OVER)

AARON BROWN, MEMBER, NEW YORK CITY BOARD OF EDUCATION (PROFESSOR OF EDUCATION, LONG ISLAND UNIVERSITY)

City and State

Atlanta, Georgia
*Baltimore, Maryland
Birmingham, Alabama
*Boston, Massachusetts
*Buffalo, New York
*Chicago, Illinois
Cincinnati, Ohio
*Cleveland, Ohio
Columbus, Ohio
Dallas, Texas
Denver, Colorado
*Detroit, Michigan
Fort Worth, Texas
*Houston, Texas
Indianapolis, Indiana
Kansas City, Missouri
Long Beach, California
*Los Angeles, California
Louisville, Kentucky
Memphis, Tennessee
*Milwaukee, Wisconsin
Miami, Florida (Dade County)
Minneapolis, Minnesota
New Orleans, Louisiana
Newark, New Jersey
Norfolk, Virginia
Oakland, California
Oklahoma City, Oklahoma
Omaha, Nebraska
*Philadelphia, Pennsylvania
Phoenix, Arizona
*Pittsburgh, Pennsylvania
Portland, Oregon
Rochester, New York
*St. Louis, Missouri
St. Paul, Minnesota
San Antonio, Texas
San Diego, California
*San Francisco, California
Seattle, Washington
Toledo, Ohio
*Washington, D.C.
*New York, New York

23 cities are located in 7 states: California—5; Ohio—5; Texas—4; New York—3; Minnesota—2; Missouri—2; Pennsylvania 2.

Senator YARBOROUGH. Thank you. The next witness is the last of the panel. Mr. Hugh Calkins is a member of the Cleveland City School District Board of Education, of Cleveland, Ohio.

Mr. Calkins, since you do not have either of your Senators on this Educational Subcommittee, I will represent them.

STATEMENT OF HUGH CALKINS, MEMBER, BOARD OF EDUCATION, CLEVELAND, OHIO

Mr. CALKINS. Thank you, Mr. Chairman. I have a prepared statement which will become a part of the record.

With your permission, may I supplement it with a brief paragraph or two which I prepared this morning.

Senator YARBOROUGH. Yes; the entire statement, in accordance with the previous order, is printed in the record.

(The prepared statement of Mr. Calkins follows:)

PREPARED STATEMENT OF HUGH CALKINS, MEMBER, BOARD OF EDUCATION, CLEVELAND, OHIO

Mr. Chairman. Thank you for this opportunity to discuss the level of funding of Title I of the Elementary and Secondary Education Act.

My name is Hugh Calkins. I am a practicing lawyer and a member of the Cleveland Board of Education.

*The Research Council of the Great Cities Program for School Improvement.

The basic issue is a simple one. What should a true and democratic society which believes in, and has to a considerable extent achieved, equal opportunity for all, do about the fact that quality public education is distributed to a disturbing extent among its children in proportion to their wealth?

I do not think that the rather high correlation we have achieved between the distribution of quality education and the distribution of income is the result of any conscious decision that wealth is the best criterion for allocating educational expenditures. Rather it has resulted accidentally, as a by-product of our valid belief that education in a democracy should be locally controlled, and therefore in major part locally financed.

Wealth is not distributed in this country in proportion to population. Some states, especially in the South, have per capita personal income which is only 60 percent or less of the per capita income in New York and California. Reliance on local financing of schools, therefore, has produced sharp inequalities in educational opportunity among states. New York devotes a smaller proportion of its personal income to education than does Mississippi, but an average New York child graduates from high school with an education nearly three times as expensive as his Mississippi counterpart.

Some parts of most states, especially rural backwaters and urban slums, have per capita wealth which is only a fraction of the per capita wealth of advantaged suburbs. Reliance on local finance therefore has tended to product inequalities among school districts within a state. The state school foundation laws which are designed to reduce these inequalities are only partially successful, and very generally fail to assure equal education in big cities. For example, in my own community, the tax rate in the wealthy suburb of Shaker Heights is the same as in the city of Cleveland. Yet a child in Shaker Heights receives each year an education costing about $875, while his big city neighbor receives an education costing about $500. If account were taken of the higher costs of maintenance, school guards, health care and the like in the city schools, comparison would show that instructional expenditures are twice as high in the suburbs as in the city—all on the same total tax rate, and all with approximately the same dollar amount of State support per pupil.

Inequalities also exist within large school districts. Particularly where teachers have bargained for and won the right to select school assignments on the basis of seniority, the senior and better-paid teachers will be found in the better, i.e., the wealthier neighborhoods. I should add that many city districts, including my own, fight this tendency—but in a time of acute teacher shortage the battle is not always won.

The effect of unequal distribution of expenditures for education—in direct proportion to wealth—is compounded by the unequal distribution of children. The Coreman Report, published a year ago, confirmed what many have suspected all along—that children learn more from other children than they do from teachers.

A state, a school district, a neighborhood in which most of the inhabitants are successful and educated will send to school many children who learn easily and teach each other rapidly. When such a school also is blessed with an $800 per pupil annual expenditure, it produces well educated young people who succeed in college and employment.

A state, a school district, a neighborhood in which many of the inhabitants are not successful and not educated will send to school many children who learn with great difficulty and communicate with each other badly if at all. When such a school is also handicapped by a per pupil annual expenditure of $300 or less in the South or $500 or less in a Northern city, it produces badly educated young people who drop out of school and too often become dependents on, and not contributors to, society.

If we are honest, we must acknowledge that in fact quality education in this country today is distributed to a disturbing degree in direct proportion to wealth.

Is this right? Is it fair? Is it in the national interest?

I believe I speak for an overwhelming majority of the 115,000 school board members in the United States when I say, No. It is not right. It is not fair. It is not in the national interest.

Every American child is entitled to a quality education, wherever he lives.

Overcoming the inequalities in educational opportunity arising from inequalities in the distribution of wealth among the countless thousands of governments which make up our Federal system will require many moves on many fronts.

State legislatures need to re-examine foundation formulas. Metropolitan areas need to act like one and not many communities. School boards must insist on allocating resources in proportion to needs. Teachers must come to enjoy teaching those who most need good teachers instead of those who learn most easily and so need good teachers least.

The Federal government has a number of indispensable roles. One of them is to provide much—not all, but certainly most—of the substantial additional funds which must be expended on the education of disadvantaged children if they are to have an equal start in life.

In 1965, Congress took what many of us thought was an historic policy decision to move toward equality in educational opportunity in the United States. Congress declared that it was "the policy of the United States to provide financial assistance to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means which contribute particularly to meeting the special educational needs of educationally deprived children."

Congress backed up this policy with an appropriation of $959,000,000 under Title I for 1966. This was not a large appropriation. It amounted to more than $200 for each child counted in the formula, but since the number of educationally disadvantaged children in a school was (and is) many times the number counted in the formula, the actual assistance per educationally disadvantaged child in many districts was about $70.

This meant, in greater Cleveland, that for 70,000 disadvantaged children, about one-fifth of the gap which separated the amount spent on instructing them from the amount spent on instructing the child in the favored suburbs was closed.

Like my counterparts in other school districts across the country, I awaited the 1967 appropriation with optimum. When it was announced, it is an understatement to say that I was disappointed. The 1967 appropriation to Cleveland was not significantly larger than in 1966, and was to be spent on additional categories of children and over a longer period.

I attributed the disappointment to Viet Nam and the difficulties of starting a new program rapidly took comfort from the fact that a 20 percent local tax increased helped us improve education for all and awaited the 1968 appropriation with optimism. Again, it is an understatement to say that I am disappointed.

The Federal government proposes this year a 13 percent increase in the level of funding. Because all of the formulas under discussion favor rural districts, little if any of this increase will come to Cleveland. Except to the extent that the State of Ohio gives us relief, or we go back again to the voters to increase the local property tax, we will continue to face, without the resources to meet them, conditions such as these:

—a high school from which 70 percent drop out before graduation.
—a pupil-teacher load which is 20 percent higher than in the average Cleveland suburb and 40 percent higher than in the leadership suburb.
—elementary schools of 1,000 pupils in which a majority of the sixth graders read several years behind their grade and a few totally illiterate.
—a remedial reading program which because of limited resources does not extend to grades 3, 4, 5 or 6.
—a vandalism problem which has cost us $1,500,000 in repair and replacement obligations so far this year.
—a local tax rate which is above average in greater Cleveland and 175 percent of the average in Ohio.

I do not suggest that Congress should or could resolve all of these problems for us. I do believe that Congress should and could increase its support for compensating education programs in districts with concentrations of disadvantaged children, at a steady rate which would permit such districts to be spending on the education of their disadvantaged children by fiscal 1971 at least as much as a favored district spends and by fiscal 1975 one and one-half times as much as a favored district spends. Such an increase would require Title I appropriations in 1968 to amount to at least $1,700,000 and in 1969 to the full $2,400,000 authorized for 1968, with further annual increases thereafter. Such increases would require that Congress give the highest priority to overcoming educational disadvantage.

The hardest duty of the Congress is to determine priorities. I can only express my personal opinion, which is that nothing is more damaging to the security of the country, the safety of our neighborhoods, the vitality of our cities and poor

rural areas, and our sense of justice and democracy than a continuation of our present system under which the poor are denied an equal educational opportunity.

Thank you.

ALLOCATION OF TITLE I FUNDS WITHIN THE STATE

Mr. CALKINS. What I would like to do orally is comment very briefly on just two points. The first relates to the problem of allocation of title I money within States and the second relates to the problem that Senator Dominick alluded to earlier; namely, the very difficult problem of the total funding of title I.

With respect to the allocation of title I funds within States, my purpose is to request that the subcommittee ask for data which will show to the subcommittee what will happen within the major Northern States if about the same number of dollars comes to the State under title I but the formula is changed to include low-income children determined by a $3,000 rather than a $2,000 figure.

I think it is quite likely that the effect of that change from the formula will be to bring about a very substantial shift in the way the money is allocated within the State and the shift will be away from the big cities and toward the rural areas within the State. In other words, my concern is that if Michigan gets the same number of dollars in 1968 as Michigan received in 1967, or even if Michigan receives 10 or 13 percent more dollars in 1968 than it received in 1967, but the formula is changed to include low-income children, children up to $3,000, the city of Detroit will get less money in 1968 than it got in 1967 and the same will be true in the city of Cleveland, the city of Pittsburgh, the city of New York, and the city of Philadelphia.

Now, the reason I am concerned about that is because of information which is contained in your publication called: "Notes and Working Papers Concerning the Administration of Programs."

This publication discloses by county, the number of children who are counted because they are low income and the number of children who are counted because they are enrolled in the AFDC program.

In the Northern States, on a statewide basis, the ratio of AFDC children to low-income children, is about 1 to 4 but in the big, Northern, urban counties, the ratio is 1 to 2.

In other words, in Cleveland, about a third of the children we count for determining our title I eligibility, are AFDC children, whereas on the State as a whole, only about a fifth of the children who are counted, are AFDC children.

Now, the result is that if the same number of dollars goes to Ohio but the number of low-income children is increased and the Ohio dollars are allocated in proportion to the number of eligible children, I think the probability is that Cleveland will get substantially less money than the rural districts in southeastern Ohio, where there are a lot of families with $3,000 income and not very many AFDC families who will get substantially more money.

I do not think that it is the intention of the Congress to reduce the amount of title I money, going into Newark and Detroit and Toledo and New York and Cleveland and Pittsburgh, yet I fear that this will in fact be the result if the House bill is passed in its present form, with or without a provision establishing a State-by-State formula or a State-by-State basis.

Senator YARBOROUGH. Thank you.

LEVEL OF FUNDING

Mr. CALKINS. Now, if I may, I have a second point which relates to the total level of funding.

There is, I know, a great deal of pessimism in Congress about the ability of the Federal Government to find the dollars to fund title I programs or other educational programs at anything near their authorization. I do not think that this pessimism is really justified. The reason I do not think it is justifiable, is because I do not think that the American people have been made aware of the extent to which, at the present time, we distribute quality education in the United States; not in proportion to population; and not in proportion to need; but in proportion to wealth.

Now, it is a rather shocking fact that a child who graduates from high school in Senator Javits' State, will have spent on his education twice as much as a child who graduates from high school in Senator Randolph's State, and three times as much as a child who graduates from high school in Mississippi. This is not because the people of West Virginia or the people of Mississippi value education less than the people of New York. To the contrary, they value it more.

In New York, 4.9 percent of personal income represents the expenditures of elementary and secondary education. In West Virginia, the figure is 5 and in Mississippi, it is 5.4. On a percentage basis, the people of Mississippi and West Virginia care more about education than the people of New York but they are able to provide their children with an education which in one case, is half as costly and in the other case, one-third as costly.

Now, the same factor exists within States.

If you compare the metropolitan area of Cleveland, for example, where I live, you will find that in Shaker Heights, a favorite suburb, the tax rate is exactly the same as it is in the city of Cleveland, but there is spent on the education of children in Shaker Heights, about 180 percent as much as there is spent on the education of children in the city of Cleveland.

If you deal with the average of the suburban area in Cleveland, you will find that the same is true. The city of Cleveland, where I live, has tax rates that are above the average for Metropolitan Cleveland, but we attempt to educate children in the city school district with about 40 professionals per thousand and the average suburban school district educates children with 50 professionals per thousand.

A teacher who teaches in Cleveland has 20 percent more pupils to teach than a teacher in suburban Cleveland, and this is all upon the same tax rate. Again, the fact is that quality education is available in the districts where the wealth is located and not in the districts where the poor people are located.

If you look within a school district, a big school district, you will find the same phenomena. It has recently appeared in a court opinion that in the city of Washington, substantially more is spent on the wealthier residents of that city on the education of their children than is spent on the poor and the Negro members of the community, for the very good reason that teachers bargain for a system in which, with seniority, they have a right to select the schools in which they wish to

teach. They prefer to teach in the schools where the wealthier children live and therefore, the per pupil expenditures in those schools are higher than in the school districts where the poorer children live.

We fight that tendency in Cleveland, but it is a hard battle. We don't always win.

Everywhere you look in the American educational system, a hard, tragic fact is that quality education is distributed in proportion to wealth.

Now, I think I can speak for all 115,000 members of the board of education in the United States when I say we do not think that is the right way to do it. We think that every child ought to have a quality education and should not depend on whether he lives in the wealthy State or wealthy school district or a wealthy part of town.

Now, how do we cure the problem?

It requires a lot of action by a lot of people at a lot of different levels of government.

It requires that local school boards face up to the problem of allocation of their teachers and to see to it that the best teachers somehow get into the inner city.

It requires that the State legislatures revise their distribution formulas so they put their money into the more rural areas and into the inner cities where the help is needed; and I believe it further requires that the Federal Government somehow shake off the idea that as long as the war is going on in Vietnam, we cannot do anything substantially by way of education.

When Congress enacted the Elementary and Secondary Education Act in 1963, I thought a basic policy decision had been made that the Federal Government would try to do something about educational inequality in the United States.

The appropriation the first year was about a million dollars. That figures out to around $70 for every disadvantaged child in the city of Cleveland. The reason that figure $70 is so much lower than the $250 for every eligible child is because only about a third of our disadvantaged children are eligible in Cleveland. The family with $2,500 income is likely to have disadvantaged children just as much as the family with a $2,000 income.

Seventy dollars is about one-fifth of the gap that separates the expenditures on the instruction in the city of Cleveland and the expenditures of instruction in a favored suburb, so that title I as originally conceived, helped us to get one-fifth of the way toward equality with the favorite suburb. Maybe a third of the way toward equality with the average suburb. We call it compensatory education but that is not what it is. It is just a small beginning on achieving equality in the distribution of resources, and even with equal resources, we won't be having equal education because, as the Holman report showed, you cannot have education in the school with the concentration of education of disadvantaged children unless you have a much smaller class size; a much larger input; and maybe even try to change the mix of the children themselves.

I appreciate the strains that the war in Vietnam puts upon the Federal budget but I confess to some bewilderment about the plight of the Federal Government, when I read the President's remarks yesterday

that if Federal tax rates had remained the same as they were when the President took office, the American taxpayers would be paying the Federal Government $23 billion more today than they are actually paying.

I cannot say to my constituents, who elected me, that they would be paying less money today than when I was elected, and I don't think there is a single board member sitting at this table that can make that statement.

I have to say to my constituents, and I was only elected a year and a half ago, that the tax rates have gone up 20 percent since I took office, and we have doubled the bonded indebtedness of the school system. Within a month, I will have to say that this is in part a result of our request to the legislature, the State tax rates have gone up about 18 percent since I took office.

In the Federal Government, tax revenues have declined $23 billion from what they would be if the rates had not been changed.

I appreciate that there are special considerations for raising the Federal tax rates. It all relates to the Federal economy; but a tax dollar is a tax dollar whether it is imposed by the State or imposed by the Federal Government. The Federal Government has by far the fairest instrument of taxation that we have in the United States, and I put it to the committee, do we want a system in this country in which educational quality is distributed in proportion to wealth or do we want a system in this country in which every kid gets a fair start?

If we want a system in which every kid can have an equal start in life, we have got to do something about the fact that in the South and in the slums and in the poor rural areas of wealthy United States, less money is being spent on education than is being spent elsewhere, and because of the concentrations of disadvantaged children, the quality of education is appallingly low.

We recently made a study of what happened to the 19-year-olds in the city of Cleveland, who lived in the inner city. The inner city is about 15 percent of the metropolitan area; and what the study shows is that about half of the 19-year-olds in the city of Cleveland have not made the grade. They have dropped out of school. They are unemployed. They are essentially educational failures. The fact of the matter is that the Cleveland Board of Education is failing to educate half of the children in the inner city and I would venture to say that this is true in New York City, Detroit, and Pittsburgh, and throughout the United States. The reason is, we simply cannot do it under a system in which our teachers have a 20-percent larger teaching load than the average in the metropolitan area under a system in which the help we get from the Federal Government just loses one-fifth of the way toward parity to say nothing about doing anything substantial about education.

Senator YARBOROUGH. That completes the testimony of the panel, I believe.

Dr. WEBB. That completes our formal presentation. The members of the panel will be happy to answer any questions you might have.

Senator YARBOROUGH. I order printed at this point in the record the prepared statement of Dwight E. Beecher, executive secretary, Conference of Large City Boards of Education, Albany, N.Y.

(The prepared statement of Mr. Beecher follows:)

PREPARED STATEMENT OF DWIGHT E. BEECHER, EXECUTIVE SECRETARY, CONFERENCE OF LARGE CITY BOARDS OF EDUCATION, ALBANY, N.Y.

The Conference of Large City Boards of Education of New York State includes the school authorities of Albany, Buffalo, New York, Rochester, Syracuse and Yonkers. Together with great cities throughout the country, we are deeply concerned with authorizations and appropriations currently under consideration by your Committee in connection with the Elementary and Secondary Education Act.

Rarely has federal support been so effective in achieving its objectives as has been the case under this Act, and especially under Title I of the Act.

Failure to very substantially increase the funds available not only would preclude the follow-up and building of cumulative benefits from marked achievements to date, but would constitute a step backward.

The mushrooming complex of problems in the large cities, to which the concentration of underprivilege, undereducation and poverty are major contributors, is well known. The "urban problem", by any realistic definition is indeed a major, if not the major problem facing these United States, and therefore facing the Congress at this time.

The Conference of Large City Boards of Education of New York State endorses and joins in the urgent appeal of the other great cities of the nation that your Committee recommend, and that the Congress act favorably on the following:

1. *Provide full funding for Title I and other sections of the Elementary and Secondary Education Act.*—Such full funding support of authorizations is essential to meet rapidly increasing needs, to carry forward effectively the various programs, and to achieve the objectives of the legislation itself.

Illogical suggestions that funding be continued at the 1967 level fail completely to recognize that original programs have already been widely curtailed, that the numbers of underprivileged children are increasing in the great cities and the needs becoming more critical. In brief, funding at anything like the same dollar level would represent a further backward step in a federal program which has already proved itself exceedingly effective.

2. *Retain in the Act provisions such as will assure that priority in the distribution of funds be given to those school systems having the greatest concentration of poverty and underprivilege.*—Within the practical limitations of available funds for the coming year the nation's most pressing educational needs cannot be met unless available funds are concentrated where the needs are concentrated. Obviously this means in the large cities.

The Gibbons amendment in the House bill is questionable on the foregoing basis as would be the suggested increase from $2,000 to $3,000 in the income factor.

An increase to at least 75% in the formula factor for computing entitlements would help substantially in offsetting dilution of appropriations to the most needy districts.

3. *Both P.L. 874 and P.L. 815 should be broadened, expanded, and fully funded.*—These provisions for assistance to impacted areas represent valuable programs long commended and sincerely appreciated by the school systems subject to the burdens of impacting.

It is essential that full funding of these programs be timely and initiated by the Congress if necessary.

Failure of Congress to make such appropriations available in 1967–68 has been a matter of great concern to many newly eligible large cities where the additional revenue was and is critically needed.

4. *Amend Public Law 874 to make eligible all pupils living in housing projects originally financed through federal agencies.*—From the time these facilities were first made available the impact of large numbers of children has existed and will continue to exist regardless of the currently designated owner.

The same type of burden for local school systems is thus created, as is the case in other forms of impacting.

Senator YARBOROUGH. Senator Randolph, do you wish to question this panel?

STATE ADMINISTRATION OF TITLE III

Senator RANDOLPH. I have listened with intense interest to the comments, and the observations, and, more importantly, the recommendations of those who appeared with Dr. Webb and this testimony is very helpful to me. I affirm what you say.

I am not directing this question to Dr. Webb or to any particular person. You can decide who might wish to comment.

We had a superintendent from a Michigan city who was before the subcommittee on yesterday's program. The superintendent who was speaking was from Lansing, and he had a certain comment to make regarding the administration of title III and he expressed the hope that the program would be continued as it now operates. He had a fear that school districts that serve urban areas, as I recall his testimony, might receive fewer project approvals, due to the desire of State educational agencies to spread title III projects throughout the State.

Now, as I understood his statement, the position he took was underlined by the thought that the State educational agency might be subjected to budgetary pressure or pressures by the members of the State legislative body.

Now, I disassociate myself from this endorsement of that point of view, but I think it is important that someone from the school boards—the local school boards—or one of your associates today discuss the point of view which I have mentioned, which was voiced by the Michigan superintendent.

Dr. WEBB. Yes, sir, Senator.

We are aware that this question has been raised. I would like to ask Mr. Baker and possibly Mr. Heddinger and other members of the panel if they might wish to respond to that.

Senator RANDOLPH. Thank you.

Mr. BAKER. We had this question raised. This is why in Mrs. Mancuso's statement it was stated that the plan for each State for title III be approved by the Commissioner of Education. In other words, this could not be a grab or anything else, because before this money would be disbursed to the State departments of education, they would have their plan approved by the Commissioner of how this money is to be disbursed.

I somehow cannot have the great fear that the large cities, even under a State plan, are not going to receive a large amount of money; I think on the local level we find that the money goes where the children are, and we hope that this will continue.

Senator RANDOLPH. You voiced that earlier today in an appeal that these jobs be done at the State level and I am grateful for that testimony.

STATE PLAN CRITERIA

Dr. WEBB. Mr. Chairman, Mr. Heddinger would like to respond and Mrs. Mancuso would, too.

Before calling them, however, I would like to make reference to the fact that in the version passed by the House of Representatives, H.R. 7819, I believe there is a list of some 10 criteria that must be met before the Commissioner of Education approves the State plan and one or two of those criteria apply directly to the fact they are requiring special attention be given to the concentration of population and this would mean in the large cities.

Senator RANDOLPH. You think, Dr. Webb, that would be a protective provision?

Dr. WEBB. Yes, sir.

Senator RANDOLPH. Yes. I understand.

Mr. HEDDINGER. In the same general vein, I would like to call attention to a comment that Dr. Marlin made from the city of Pittsburgh in his remarks before the House committee which appears on page 351 of the proceedings of the House hearings on the elementary and secondary education amendments and the gist of the question that is being posed to Dr. Marlin had to do with the ability of the school districts to judicially spend funds under this entire program. And Mr. Goddell was referring to a statement by Commissioner Howe, and Dr. Marlin's reply was:

> I would have to disagree with my good friend Commissioner Howe. I think there is a sufficient procedure now, in one hundred years of the utmost monetary caution on the part of Boards of Education and School Administrators that has made the judicious use of money a part of our life.

And I think the same applies, the same reasoning rationale applies to the distribution of funds at the State level in the large cities. I recognize the concern in some of these areas, but on the other hand, and I represent Allegheny County which is a part of the Greater Metropolitan Pittsburgh area, I think that this concern is really a minimal kind of thing.

Senator RANDOLPH. I want to congratulate you and Allegheny County for what you have been doing in connection with the teaching programs for the mentally retarded children. This is a tremendous constructive program. I have knowledge of it.

Mr. HEDDINGER. Thank you.

N.Y. BOARD OF REGENTS

Dr. BROWN. Mr. Chairman, I would like to make a brief remark regarding New York State. We have had a board of regents of 15 members. They are responsible for the supervision of all education, teachers approval, curriculums, and so on. And our board of education has found only recently that it is a fine procedure to keep in touch with the board of regents not only by mail but by having meetings with them and just last week we had a meeting with our board of regents. The executive director, of course, is the commissioner—Commissioner Allen—who holds a comparable position in other States, in other schools, and it is through this type of understanding that we have had no difficulty and we hope that this sort of understanding and putting our problems on the table and discussing them frankly—not in 30 minutes, our meeting last week was 5 hours—will continue.

I see great hope that it will.

Senator RANDOLPH. Thank you, Dr. Brown.

Senator MURPHY. Would you instruct the committee as to how the board of regents is constituted?

Dr. BROWN. The board of regents is constituted—there are 15 of them. They are selected by districts, and there are a few of them at large, and they have staggering turns. The board of regents for the State as I said, would have charge of all the educational operations.

Senator MURPHY. Who makes the selection?

Dr. BROWN. The selection is made primarily by the Governor of the State.

Senator MURPHY. Does the chairman of the board of regents hold an elective office?

Dr. BROWN. The chairman of the board of regents is known as the chancellor. He is not elected. It is not an elective office.

Senator RANDOLPH. Thank you.

I think we have a very important part of the record here to clarify in view of what happened yesterday.

Mr. Calkins, before you direct your attention to the matter I raised, since Senator Kennedy was not in the room at the time you made your statement, I wonder if you would repeat what you said about the percentage of commitment of funds in New York State, as contrasted with West Virginia and Mississippi.

Mr. CALKINS. I would be glad to.

Senator RANDOLPH. Give us the percentage to the total.

COMPARISON OF EDUCATIONAL INVESTMENT BY STATES

Mr. CALKINS. My statement was that a graduate of a school in New York State would have had spent on his education, twice as much as a graduate of a school system in Senator Randolph's State and three times as much as a graduate of a school system in Mississippi.

I said that this was not because the residents of your State, Senator, have a greater belief in education than the residents of West Virginia, or Mississippi, because the fact is that the percentage of personal income devoted to the elementary and the secondary education in New York is a trifle lower than in either West Virginia or Mississippi.

I then went on to say that the same phenomena occurred; that quality education is distributed in proportion to wealth in the United States, which can be seen, within States, as you compare a city with suburban areas, and even within a big city school system, as you compare what happens when experienced teachers with seniority arrange to teach in the schools in the better neighborhoods while the new and inexperienced and less well paid teachers tend to be assigned to slums.

Senator KENNEDY of New York. Could I ask a question, Senator?

Senator YARBOROUGH. Yes.

Senator KENNEDY of New York. Is the child who comes out of a ghetto school in the city of New York better equipped to deal with society and the problems that he faced in life, than a child that comes out of a school system in West Virginia or Mississippi because of the fact that they spend more money?

Mr. CALKINS. Probably not.

Senator KENNEDY of New York. Is it probably true they are not as well equipped?

Mr. CALKINS. There are many factors that affect education and one of them—the most important one—is the composition of the classroom. If the classroom is composed, as it is in the slums of New York, exclusively of children of severe educational deprivation, then even with the heavier expenditures in New York City, it is likely that the quality of the educational program would not be as good.

Senator KENNEDY of New York. We are going to go down a long road, now. You state at the first grade and the second grade, you are spending more money for pupils than the first grade and second grade and the third grade in the city of New York, whatever figures you use—twice as much as West Virginia and three times as much as Mississippi. Yet the child comes out of that school system and is not

as well equipped to meet the problems he is going to have to face as a child that comes out of the school system in Mississippi.

It is not just the fact—I am not talking about the education of the child at the age of 14 or 15. By the time he gets to the third grade, in the school system in the State of New York, he is a year behind; by the time he gets to the sixth grade, he is 2 years behind.

Mr. CALKINS. This is also true in the rural areas. It has its counterpart in the rural areas, too. He is a year or two behind. I think unnecessarily so. We have a few schools in Cleveland——

NEED FOR CHANGE

Senator KENNEDY of New York. I can say it just comes down to the fact that maybe there is something wrong with the educational system.

Mr. CALKINS. I am sure there are things that are wrong.

Senator KENNEDY of New York. You cannot have a system that goes on year after year, in ghettos of all of these northern cities, and the child keeps getting further and further behind and less and less adequate education; or in the rural areas of the country if you say the same situation exists there.

What is the purpose of an education?

What are you trying to do?

I think that it is not just the child. I think it is the educational system. I think you educators of this country should take a brand new look with what we are trying to do in the school. It might be fine for the child who lives in the suburbs; it might be fine for the child in the middle income group and the upper income group, but the educational system is not satisfactory in my judgment, based on what the record is, for the poor.

COST NOT MEASURE OF QUALITY

Mrs. MANCUSO. I think, Senator——

Senator MURPHY. Would the Senator yield for a comment? We continually hear that quality is based upon the amount of money spent. I have never believed this and I have never had actual proof of the soundness of it. It reads well. It makes a good presentation. I have lived in a very special community called Beverly Hills. My children could not read. They have an excellent school system. They have plenty of money. It is the ideal place to teach. We have a lady there that costs us $8 an hour. That is where you have to send your children. She gets $8 an hour to teach them to read. My children were not backward. They just had not been taught to read, and as an old dropout of the school, one who studied it for many, many years, well over a half a century, who has been interested in education, I agree with the Senator from New York. I think that it is very simple to say if we had more money, it would work better. That does not necessarily follow. I think this is the time for introspection.

I have also had an educator in California say, "We expose them to it. If they don't get it, it is not our fault."

I submit this is an absolutely wrong attitude, and there is no pride in accomplishment in the teachers or an educator who takes that position.

I have a study on my desk that points out the actual number of hours a week that some of the highly paid and highly publicized educators in our universities are actually teaching. And how many hours a week they are actually dealing with the students in the university. We are doing quite a study on that in California and the numbers and factors will absolutely astound you, as they did me.

So these are things that I think should be taken into consideration and I am glad that my good friend from New York brought it up because he is more nervy than I am.

I have been inclined to say this for some time.

DIFFERENTIAL TAX RESOURCES

There is another problem in the imbalance of the tax possibility. In some States, the Federal Government has 55 percent in the State tax role and in others, 42 percent. This was something that startled me which I do not believe. I think in some areas, it goes way beyond that. So that there is a whole complex area that has been built over the years that we, together with your help and your experience in your field, and those of us in the Senate, guided by intermediaries up here, will have to unravel somehow.

Mr. CALKINS. May I respond to Senator Kennedy?

Senator, I would merely like to suggest and extend to you an invitation that you come and see what we are trying to do in Cleveland schools.

Senator KENNEDY of New York. Where?

Mr. CALKINS. In the Cleveland schools. There are, in the middle of Cleveland slums, some elementary schools where I would be very glad to have my children go because the quality of education in those schools is excellent. The reason that the quality of education is good is because there is a good principal who has attracted a good faculty; he is using the additional resources that he has well; he has special programs of various kinds which we believe will be successful. They won't be 100-percent successful, but we must not be confused by the figure that says a child who is one grade behind at grade 3 and is two grades behind at grade 12, is falling behind. The fact is he was about one-third behind at grade 3 and now has caught up so he is only 10 percent in grade 12.

Senator KENNEDY of New York. You know, I can give you an awful lot of figures of why they lose 10 points in IQ between the age of 10 and the age of 15.

And they are not 2 years behind in the fourth grade. Much more.

Mr. CALKINS. Maybe four or five.

FACTORS INVOLVED IN IMPROVEMENT

All I would like to say is that the process of improving the big city school system is one which will take us at least 10 years to feel that we have—I won't say accomplished—but made a big step. During that period, a lot of things must happen simultaneously. One of them is a steady influx of additional money. One of them is a whole new curriculum for the disadvantaged child. One of them is the kind of training of programs that the Educational Professions Development Act con-

templates. One is a whole new set of ideas and practices; and all of these things must happen simultaneously. Not one of these will do the trick by itself, but one of the essential items is the steady, progressive increase in the amount of funds that are available. And I was not attempting to suggest that the money by itself would do it. I was merely trying to suggest that without money, the other things won't happen.

Senator KENNEDY of New York. That is a very good presentation.

Mrs. MANCUSO. If I may respond to the question of some of the problems other than those which Mr. Calkins has outlined for you. I think in your own efforts I have been aware of, and in those efforts which we have made in education, it is eminently clear to us that the problems in education are not going to be totally solved in the classrooms of this country. They are going to be solved when we have a concentrated attack on the problems of adult education; housing; health; nutrition; employment opportunities; aspirations and motivations as these things are reflected in the educational programs that are offered in this Nation. I think it is difficult to assume in many areas—particularly the areas you have chosen to single out, the ghetto areas of our cities—that there is any single significant factor that is causing our total problem that we face.

Senator KENNEDY of New York. I am very impatient with it. I would hope that you would be impatient with it. I don't think, again, that you can say that it is satisfactory that we keep grading these children and keep having this educational system. I agree it is housing. I agree it is jobs and all of these other things but you have an educational system which grades these children and they get further and further behind. I think when you say that across the country, seven out of 10 children will not get into the 12th grade, and that from these ghetto schools, seven out of 10 will not get in the 12th grade and of the ones that graduate, half of them will have the equivalent of an 8th grade education. Now, I just don't think that is satisfactory, and I don't think it is going to be very helpful for the educational system, or those in charge of the educational system, to say that is the problem of the child's environment and the way he is brought up at home.

I think education is terribly important and we should hinge the educational system to adapt to the rest of the life of the child.

Mrs. MANCUSO. My suggestions, Senator Kennedy, were not in lieu of assuming the responsibility. My suggestions were that in order to solve the problems which you indicate, we are recognizing and do recognize and we are working very hard at these solutions, extending the school into these areas.

Senator KENNEDY of New York. I would like to say, quite frankly, in a lot of places I have visited, I don't see that. It may be taking place in lots of places.

Mrs. MANCUSO. I think it is taking place in a number of areas, but one of the significant factors, one of the significant problems that we face, is the factor of money to do this kind of a job.

SELF-EXAMINATION REQUIRED

Senator KENNEDY of New York. Yes. I voted for all of these educational bills. I will continue to vote for them. I don't think, as Senator Murphy said, that money is the sole answer and just to pump more

money into a school system following the same procedures it has followed in the past, where the patient is getting sicker and sicker, and many of them are dying because of the lack of adequate education, I don't think that is the answer. I think it requires real self-examination. I have taken up a lot of time.

Mrs. MANCUSO. May we conclude our comment on this point by indicating to you that we support not pumping into the same kind of problems.

Senator YARBOROUGH. We have a live quorum on the Senate floor. Senator Jennings Randolph has agreed to preside. He has a commitment at 12 o'clock. I have three conflicting ones at 12:30. Senator Randolph has agreed to take over. I regret that I am not going to hear the other witness' testimony, but we are not going to close this hearing until the witnesses are heard. I would recess until 2 o'clock, but at 2 o'clock, I am on the conference committee between the House and Senate, attempting to work out our differences on the cold war GI bill providing education for over 5 million veterans already discharged.

Mr. BAKER. I would just like to make a footnote to what has been said. I agree with my colleagues here. I am not a board member who is on the defensive. I don't like to sweep under the rug our shortcomings and my Senator, Senator Kennedy, is quite correct that we cannot change yesterday but we can do something about tomorrow, and I think that he knows because he has been in Harlem, Brownsville, and that there are some good schools in ghettos and that there are some children who are able to make it but that the proportion is so small, and that is the thing that disturbs me. There are two other points, and I am finished.

TIME NEEDED FOR RESULTS

If we can get people to recognize the fact that years and years of deprivation cannot be overcome in a short period of time. It so happens that I had my education in a school system in Florida, where I never had anything new in the total 12 years that I attended school. This was common in that State and in many other States. I never had anything new. It was always handed down in the majority school system.

Now, this is the sort of thing that we are going to have to overcome; this type of stereotyping and the type of ingrained feeling that many people have.

I think one of the finest things we can do about it is what we are trying to do in all of our universities, is to set up an urban affairs department and also set up a program for the preparation of teachers who want to teach in difficult schools and so far, in spite of the fact that it is just 3 years of age, quite a number of excellent people who come in with dedication, have gotten this training; they have the understanding; they know what the ghettos mean.

EDUCATION COST IS INVESTMENT NOT EXPENSE

And finally, stop looking at the expenses that are necessary to pay in addition to the regular per pupil cost in these ghetto schools; not as expenses. Turn the coin over and look at this investment. It would be wisely spent, and that is an investment, a necessary investment in the future citizens of our democracy.

That is the type of point of view I think our boys are trying to put over.

Senator RANDOLPH (presiding). Thank you, Dr. Brown.

There is one other point that I would like to explore because of what was said yesterday, and you have a definite stake in this sort of program.

TITLE III ESEA

Mrs. MANCUSO. I refer the Senator to the title III recommendation. I think probably the major points of the members of this group have been covered in that. There are perhaps two others that need the upholding and understanding of our recommendation.

One refers to the fact that the Commissioner himself, in his testimony before you, made comment that one of the really important points of title III projects is the dissemination of the practices and evaluation of the practices as they take place, so that they will have effect on education in other parts of the State or parts of the country.

It would be our firm belief, with our proposal of State coordination, State planning, and State administering, that you would have a much more effective program in this area than is presently possible.

He makes a comment about the disbursing of the funds into too many areas.

I think the evidence would indicate that it is pretty widely disbursed at this point, into a variety of projects, many of which are duplicative, as he is afraid would occur in the State.

My suspicion is there would be a better coordination; less duplication of effort, perhaps more innovative in exemplary opportunity if this were State-administered than it is at present.

Now, our own State presently has the 10 major cities involved in these programs working on a cooperative plan, disseminating the program for covering the State with the network of exemplary programs.

So I think there is a greater possibility of the State management than is presently contemplated.

I think the other major point is the problem of pressure brought to bear—budgetary or otherwise. I would submit that those pressures exist at the local, State, and national level in equal problem.

So I think that unless the other members of the panel want to comment, I think that will conclude our effort.

CONSIDERATION OF MUNICIPAL TAX FACTOR

Mr. CALKINS. May I add one specific suggestion relating to title III. If title III is to be allocated through the States, and if as I think is likely, one of the criteria that the States are supposed to apply in title III plans, is need, it will be extremely helpful if the committee report will indicate that in determining need, the level of municipal taxes as well as the level of school taxes should be taken into account.

The most difficult problem with State legislators which big cities have, is to persuade the State legislature to give up the traditional separateness of education and municipal finance, and to look at finance as a whole.

In Ohio, 70 percent of local taxes on the average are used for schools but in Ohio big cities, less than half of the local taxes are used for

schools. Restating that, this is a typical condition throughout the country; restating that, if need is determined in Ohio, on looking just at the tax base per pupil, the city of Cleveland has above-average wealth, but if you take into account the fact that in the city of Cleveland, only 44 percent of the taxpayers are available for schools, or has, on the average, 70 percent of the tax base available by schools, just by the ratio of 44 to 70, then Cleveland becomes a school district with a much less than average per pupil tax base.

We have not been able to persuade the State board of education or the State legislature on the relevance of this point and our greatest concern with respect to title III money going through the State is that the State would allocate it under the traditional State view, which looks upon the Cleveland School District as a wealthy district. In fact, we are not. The total tax rate in Cleveland is 175 percent of the State average and our per pupil expenditure is about the State average.

Senator RANDOLPH. I suggest that you are asking us to really change a policy here, in a way, because, as you know, title III is not based on need. Title I is and so this is a matter——

Mr. CALKINS. It may be my suggestion is more applicable to other legislation which is before the Congress. For example, title V of the higher education amendment made some changes in the Defense Education Act, in which need is a factor. It may be that would be a more appropriate place to do this.

My plea would be that wherever the States are asked by the Federal Government to allocate money in proportion to need, the States be requested to take this factor into account in determining need.

Senator RANDOLPH. Certainly, your recommendation will be considered by members of the subcommittee.

I have no other comment or question.

I want, as you leave, ladies and gentleman, to say, and I think Senator Kennedy has properly focused our attention on this subject, that I think it would not hurt any of us to reappraise our goals in education.

I don't think this throws away what is being done, but I think it moves into an area we had little knowledge of today. I think continuing study, reevalution, and appraisal and reappraisal on some of the events of today may cause us to think more properly that this is a role that we must commit ourselves to in the immediate future.

Mrs. MANCUSE. Our first recommendation asks for this. We appreciate your support of that statement.

We asked for funds available to the local schools and the States for a long-range planning and examination of goals and objectives, so we appreciate your support, Senator Randolph.

Dr. WEBB. And if that does complete your questioning, Mr. Chairman, on behalf of the members of the panel of the school boards, we appreciate the fine attention your committee gives to the problem of education, and we offer to you, and promise our support, to assist you in any way possible.

Senator RANDOLPH. Thank you.

Msgr. James C. Donohue.

I understand that you appeared before us on behalf of the U.S. Catholic Conference.

Monsignor DONOHUE. That is right. As you know, we changed our name from the National Catholic Welfare Conference.

Senator RANDOLPH. Yes.

Monsignor DONOHUE. I would ask that the full text of my remarks be put in the record and I will try to be brief and hit the highlights of this for you.

Senator RANDOLPH. That would be helpful to the subcommittee. We are under some time limitation. It will be included in the record as read; you may comment as you desire on points that you think need stressing.

STATEMENT OF VERY REV. MSGR. JAMES C. DONOHUE, U.S. CATHOLIC CONFERENCE, ACCOMPANIED BY WILLIAM R. CONSEDINE, GENERAL COUNSEL

Monsignor DONOHUE. Just briefly, a review of the Elementary and Secondary Education Act of 1965, as it affects the private school children—particularly I speak for the 6,027,756 students in the Catholic elementary and secondary schools—in the 2 short years that the act has been operating, approximately 85 percent of the children in the nonpublic schools have participated especially in title II in the loan of library books, textbooks, and audiovisual materials. Many of our private school teachers have participated in the inservice training program. The U.S. Catholic Conference has completed a study on the participation by parochial school children, the results of which—some of which are in this testimony—are very encouraging.

PARTICIPATION

I think it is significant to note that where there has been good participation on the part of private school children that there has been a high degree of consultation and cooperation between public and private school educators.

Last year, before this subcommittee, I noted that there were areas where participation of children in the private schools was less than equitable. At that time, I ventured the confidence that more experience under the act would help to improve the situation, and I am happy to report that this confidence has been justified in the many areas where our participation has improved during the past year.

There are still some problem areas where participation is not all that we wish it were and in a few places, where it is nonexistent. Some State constitutional prohibitions still are the major roadblock, and in other areas there persists, I think, the impression that the State is barring permissible programs for private school children.

These areas, we still feel, require patient efforts on our part and on the part of the public school administrators for implementation.

It is still a little early to give an effective evaluation of title III projects especially as they relate to the private school children but it is already clear to us that title III programs in operation across the country have been encouraging and it is certainly probable that the potential of title III may be greater than any other section under the ESEA.

STATE PLAN IN TITLE III

In community after community, we know that public and private school educators are sitting down to work out programs for the children, regardless of the school they attend and we believe that to suddenly change the operation of title III with a totally State-run program, as required by H.R. 7891, the House-passed bill, would diminish this cooperation and would result, in many States, in minimal services to children in private schools.

A State-plan operation would ultimately result in greater State interference in the entire workings of the title III program. It would raise new and serious questions as to the equitable participation of children in private schools in more than 30 States with strict limitations on State assistance to nonpublic schools. Furthermore, such a fundamental change in the program would undoubtedly result in administrative changes which would operate to inhibit today's encouraging cooperation between public and private school educators.

Senator Randolph, while we strongly support the views I have outlined so far on keeping title III of the Elementary and Secondary Education Act in its present form for the next 2 years, it seems only reasonable to make some comment on the action taken by the House of Representatives in regard to title III. I will do that, and then conclude.

COMMENT ON HOUSE PROVISIONS

If the Congress decides to move in the direction suggested by the House of Representatives in spite of testimony by ourselves and by the administration recommending the contrary, I would like to take the liberty, if I may, of suggesting some alterations in the position taken by the House for consideration by the Senate. I make these, not in detailed form, but in the hope that my statement of a general view might be given further substance through interaction of the Senate committee and responsible officials in the administration. These are the points that I think would be important.

CRITERIA NEEDED

(1) The title III legislation enacted by the House establishes no criteria for the Commissioner of Education to determine the validity of a State plan. It seems to me that the legislation should carry definite criteria which will obligate the States to meet the objectives of title III in the submission of their plans to the Commissioner. An exact parallel with this kind of requirement of criteria is found in the vocational education legislation which sets forth a number of different qualifications which a State plan must meet. It seems to me that title III, as enacted by the House, runs the danger of being nothing but a device for distributing money without any requirement that State plans truly carry out the purpose of the Congress to make title III an investment in high quality innovative demonstrations for the improvement of education.

RESERVATION TO COMMISSIONER

(2) The House legislation places all the funds in title III in a system of State plans. It seems to me that this is a mistake and that

a portion of the funds should remain under the direct administration of the U.S. Office of Education. I believe that major educational demonstrations to get at national problems, like the one education new confronts in our cities, are more likely to be made if it is possible for the Office to invest in these after consultation with the States involved. In addition, there are great advantages in having funds available to promote activities between or among two or more States. A number of such enterprises are afoot under title III at the present time and more are to be expected if the Congress places funds with the Office in a way to make them possible. Such projects are not likely to develop if the money is totally distributed among the States, we feel. I offer no direct suggestion as to the percentage of funds or the amount of dollars which are to be reserved for administration by the Commissioner of Education, but I believe it should be a substantial proportion of the funds appropriated, for example perhaps a third.

STARTING DATE

(3) The plan for title III enacted by the House sets up a system of bringing State plans into operation on a voluntary basis during 1968. I believe that this arrangement will lead us all into confusion. One of the actions taken by both the Congress and the administration in the current year has been to move toward a year of planning before bringing new legislation into effect. The Education Professions Development Act is evidence of this approach. In addition, the reenactment a year ahead of time of both the Higher Education Act and NDEA is in the same spirt. If title III is going to be changed, I believe that it should continue under its present arrangements during fiscal 1968 and that whatever changes are enacted in it for State plans or other procedures should start with fiscal 1969. Only in this way can we have quality, planning, and good procedures.

And the final point:

ROLE OF ADVISING COMMITTEES

(4) If States are going to play a more significant role in making decisions about title III funds, perhaps under State plans or under some other arrangement, then I think it is important to require through legislation, that the States make the decisions they arrive at with advice from all the interested parties in the educational community and outside it. What I am suggesting is the need for a required State advisory council in each State to augment the National Advisory Committee we already have. The plan adopted by the House suggests neither of these, and in fact it gets rid of the National Advisory Committee now in existence. It seems to me that we need to continue and to broaden the National Advisory Committee no matter what happens to title III. Any program heading for the magnitude that this program has in its authorization, and any program having the implications for educational change throughout this country that this program has, needs broad policy advice to the U.S. Office of Education from the educational community which is outside it. In addition, if the States are to have decisionmaking authority under State plans, then school systems not under the authority of the States like the one

I represent, organizations like the Regional Education Laboratories, or the various associations interested in education and, indeed, the various higher education institutions, ought to be included on advisory councils in each State.

We have precedence for State advisory councils in the Higher Education Facilities Act. Under title I of that law, the State plan for determining the priorities among applicants and the amounts of assistance each is to receive must be administered by or with the advice of a commission broadly representative of the public and of institutions of higher education in the State. Such a requirement could likewise be made for an elementary and secondary education proposal.

Mr. Chairman, those are the four points, I would like to make relative to title III. At this time, I would be happy—with the assistance of Mr. Consedine—to try to answer any questions you or Senator Kennedy might have.

Senator RANDOLPH. Thank you, Monsignor Donohue.

I think it important that we are here today, from those of you who represent the thinking in reference to the amendments, especially title III which was the subject of earlier discussion. You have answered, on the matter of criteria, some of the questions I was proposing to those people.

PAROCHIAL SCHOOL OF ENROLLMENT

We have about 49 million children in our primary and secondary school system. Of that 49 million, I believe that we have about 6,700,000 in the parochial and private sector.

Monsignor DONOHUE. Of the 6,700,000 figure—excuse me for interrupting, Senator—6,027,756 is the parochial school figure.

Senator RANDOLPH. You have given us a 6 million figure for the Catholic students in your statement.

Monsignor DONOHUE. Right. Our actual is, 6,027,756.

Senator KENNEDY of New York. That is all of the children? The total?

Monsignor DONOHUE. In Catholic schools—elementary and secondary only.

Senator KENNEDY of New York. Is that throughout the country, or does it receive assistance?

Monsignor DONOHUE. This is the total enrollment of the Catholic elementary and secondary schools throughout the Nation.

Senator KENNEDY of New York. What is the figure of how many children in the parochial schools benefit under this act? Do you have that?

PERCENT OF CHILDREN BENEFITTING UNDER TITLES I AND II PROGRAMS

Monsignor DONOHUE. Eighty-five percent have participated in title II.

Senator RANDOLPH. Was that 85 percent?

Monsignor DONOHUE. 85 percent in title II, have been receiving some kind of loan of library or text books.

I think our figure for title I is approximately 400,000—it is 407,000—the figure that we came up when we did a study on the title I participation of the Catholic school children during the past year. This would be what? Something under 7 percent of the total enrollment.

Senator RANDOLPH. Senator Kennedy, I believe if Monsignor Donohue has that study, it would be good to have it as part of this record. Would you have that available or could you furnish us with it?

Monsignor DONOHUE. I would be happy to furnish the study to the subcommittee for the record.

Senator RANDOLPH. I think this would be helpful.

Senator KENNEDY of New York. I think it would also be helpful to have—unless we have it already—how effective you think titles I, II, III would be and how helpful the funds that have been made available to the private parochial schools have been in increasing the capability of the child in your system. So that, whether you think that actually, the U.S. Government and the American people generally are achieving any benefit out of having this kind of an arrangement with the parochial schools.

Do you have any material on that?

Monsignor DONOHUE. We can do that. We would be happy to prepare a statement on that for the record. I don't have it with me today.

Senator KENNEDY of New York. It would be very helpful if you would send a copy to my office.

Senator RANDOLPH. Yes. Send a copy to Senator Kennedy. We will make arrangements as to the method of receiving it from you, sir.

Monsignor DONOHUE. Let me say here, I think our participation to date in many States has been very encouraging. There are still some areas, as I have indicated in the testimony, that we are not happy with because for one reason or another—lack of communication; lack of understanding of the act itself on the part of not only public school officials but our own people; the lack of sophistication of approaching this kind of thing—has perhaps not made our participation all that it should be.

Senator RANDOLPH. Monsignor Donohue, I believe that I have no questions except these that will be brought out in the material that you will supply Senator Kennedy. I have noted the specific areas of the country in which you are moving forward and that you believe are constructive. I feel personally that we must, wherever possible, have the parochial and the private sector of our educational system at the elementary and secondary levels participating in the programs, if that can be done without violence to the convictions, because after all, Monsignor, they are all part of this learning process we are trying to strengthen. I like the attitude that you express and the illustrations that you give and your attention to the request for material.

Senator Kennedy?

Senator KENNEDY of New York. I think I would like to join with the chairman. I think your statement has been very, very helpful.

Monsignor DONOHUE. Thank you.

Senator KENNEDY of New York. I wish all the members of the subcommittee were here to hear it. In any case, it is available to them. I think the statement is very helpful. I think, also, your understanding of some of the problems and some of the questions and issues that arise and the reasonable way that you propose them, are going to be helpful to the subcommittee in trying to determine what direction we are going to move.

I know your statement deals with this generally, but could you comment on the feeling that still exists that this kind of assistance to the student, which is handled through the private parochial schools,

weakens the public educational system itself—the public schools other than the private parochial schools?

Would you comment on what you think our experience has been over the period of the last couple of years?

CHILD BENEFIT THEORY

Monsignor DONOHUE. Of course, I personally cannot buy that concept that aid to the parochial school weakens the public school. I would like to think, first of all, in terms of a partnership in American education between the private educational sector and the public educational sector.

I think that if there has been a byproduct of the Elementary and Secondary Education Act of 1965, it has been a deepening awareness on the part of public and private school educators that they are working together for the total good of American education.

I think that there is no question that there is interaction in all communities where a sizable private or public school system exists. This is interaction that can work to the benefit of both systems or to the detriment of both systems but this is an interaction that, if there is communication, and a partnership on the part of both the public and private school educators, that can help improve the total educational picture in the community. If the Government aids private education and aids it constitutionally as I believe it can, through the child benefit theory, if the Government has concern for the education of the 6 million youngsters that are going to Catholic schools, if it is quality education, that will contribute to their stature as future citizens, I don't think it is a matter of taking away from the public school system. I think it is a matter of helping the total American educational effort.

There is no question, if you have x number of dollars to give out, you are giving services with some of this money to private schools. This is money that is not going to public schools; but to say that this is detrimental to public schools, I don't personally feel is a valid argument. Rather, I would like to look on it as aid to the total American education effort of which the private schools are a part.

In going around the country participating in panel discussions with some public school people I have observed those who view with alarm this idea, if you aid private education there will suddenly be a dramatic increase in private schools and that this would necessarily be a bad thing.

First, I don't think there would be a great increase in private schools; not so great that it would be of specific detriment to the public schools; and secondly, there is perhaps an even broader question that has concerned me and that is in a pluralistic society, is not a pluralistic educational system a good thing?

Isn't competition good in education?

COMPETITION IN EDUCATION

The U.S. Chamber of Commerce, in a report on education of the disadvantaged this past year, indicated that they thought that two educational systems of public and private was a good thing for the whole American education scene, and it seems to me not only do the private

schools give healthy competition to the public schools but at the same time, they give parents a choice in education which the Supreme Court as far back as the Oregon school question indicated was constitutional as well as desirable.

Senator KENNEDY of New York. Thank you.

Senator RANDOLPH. Thank you. Just by way of conclusion I don't think differences are always bad. I think differences are wholesome. The very fact that you don't have uniformity does not mean that you can't have unity of purpose in education. I think it is very important. I will become very frightened when we become indifferent, but not when we have some differences.

Thank you very much.

(The prepared statement and requested material subsequently supplied by Monsignor Donohue follow:)

PREPARED STATEMENT OF VERY REV. MSGR. JAMES C. DONOHUE, PH. D., DIRECTOR, DEPARTMENT OF EDUCATION, U.S. CATHOLIC CONFERENCE

Mr. Chairman and members of the subcommittee, I am honored to appear before you today to discuss a number of issues which are of particular concern to private schools in your legislative proposals for education this year.

I wish to begin with a capsule review of the Elementary and Secondary Education Act of 1965 as it affects private school children, particularly the 6,027,756 students in Catholic elementary and secondary schools.

In the short span of two years, the Elementary and Secondary Education Act of 1965 has brought educational services to over one million, two hundred thousand private school students. Eighty-five percent of the children in non-public schools have received on loan, library books, textbooks and audio-visual materials. Almost forty thousand private school teachers have participated in in-service training programs. From a study conducted by the Office of Education of the United States Catholic Conference, the following examples of Title I participation by parochial school children are most encouraging:

Denver, Colorado.—1225 educationally deprived children participating in language arts and reading programs at the elementary level and tutorial programs at the secondary level. Participation in Teacher Workshops and the use of such equipment as reading machines, tape recorders, overhead projectors and film projectors.

Dubuque, Iowa.—2552 students in corrective reading programs; 7249 students participate in health services and 239 in speech therapy classes. Other services available to students include counseling and remedial reading, math and English, 100 teachers attend in-service education classes.

Santa Fe, New Mexico.—Remedial reading and mathematics, guidance and counseling, speech therapy for 11,605 students.

Youngstown, Ohio.—44 schools and 852 children participate in a wide variety of programs such as psychological services, health and guidance services, visiting teacher services, speech and hearing services, junior high shop and home economics programs.

Pittsburgh, Pennsylvania.—13,702 elementary school students and 1083 secondary school students participate in remedial reading and math, special services such as spech, hearing and psychological language arts and educational TV.

It is significant to note that in all of these cases there has been a high degree of consultation and cooperation between public and private school educators.

Before this committee last year, I noted that there were areas of the nation where participation of children in private schools was less than equitable. At that time I ventured the confidence that more experience under the Act would help to improve these situations. I am happy to report that in several circumstances this confidence was justified. In California, Maryland, Kansas, Missouri to name a few, our permissible participation has improved during 1966. These results derive in no small measure from the effective efforts of the U.S. Office of Education and I would like to pay tribute to Commissioner Howe and his staff for their concern and fair handling of these problems.

There are still some problem areas where participation is less than realistic and a few places where it is all but non-existent. Some state constitutional prohibitions are still a major roadblock to equitable treatment for private school students. In other areas there persist mistaken impressions barring permissible

programs for private school children. Each area requires now, patient efforts at implementation, to fully achieve the congressional purpose.

It is still early in the day to give an effective evaluation of Title III projects. However, it is already clear to us that the emerging operation of Title III programs across the country has ben encouraging and may well prove to be the most valuable segment of ESEA. In community after community, public and private school educators are sitting down together to work out creative programs for children, regardless of the school they attend. We believe that to suddenly change the operation of this Title to a totally State-run program, as required by the amendment in H.R. 7819, the House-passed bill, would diminish this cooperation and result, in many States, in minimal services to children in private schools.

A State-plan operation would ultimately result in greater State interference in the entire workings of the Title III program. It would raise new and serious questions as to the equitable participation of children in private schools in more than thirty states with strict limitations on state assistance to nonpublic schools. Furhermore, such a fundamental change in the program would undoubtedly result in administrative changes which would operate to inhibit today's encouraging cooperation between public and private school educators.

While we strongly support the views I have outlined so far on keeping Title III of the Elementary and Secondary Education Act in its present form for the next two years, it seems only reasonable to make some comment on the action taken by the House of Representatives in regard to Title III. If the Congress decides to move in the direction suggested by the House of Representatives in spite of testimony by ourselves and by the Administration recommending the contrary, I would like to take the liberty of suggesting some alterations in the position taken by the House for consideration by the Senate. I make these suggestions not in detailed form but in the hope that my statement of a general view might begiven further substance through interatcion of the Senate Committee and responsible officials in the Administration. With this as an introduction, let me make the following points:

1. The Title III legislation enacted by the House establishes no criteria for the Commissioner of Education to determine the validity of a State plan. It seems to me that the legislation should carry definite criteria which will obligate the States to meet the objectives of Title III in the submission of their plans to the Commissioner. An exact parallel with this kind of requirement of criteria is found in the Vocational Education legislation which sets forth a number of different qualifications which a State plan must meet. It seems to me that Title III as enacted by the House runs the danger of being nothing but a device for distributing money without any requirement that State plans truly carry out the purpose of the Congress to make Title III an investment in high quality innovative demonstrations for the improvement of education.

2. The House legislation places all the funds in Title III in a system of State plans. It seems to me that this is a mistake and that a portion of the funds should remain under the direct administration of the United States Office of Education. I believe that major education demonstrations to get at national problems, like the one education now confronts in our cities, are more likely to be made if it is possible for the Office to invest in these after consultation with the States involved. In addition, there are great advantages in having funds available to promote activities between or among two or more States. A number of such enterprises are afoot under Title III at the present time and more are to be expected if the Congress places funds with the Office in a way to make them possible. Such projects are not likely to develop if the money is totally distributed among the States. I offer no direct suggestion as to the percentage of funds or the amount of dollars which are to be reserved for administration by the Commissioner of Education, but I believe it should be a substantial proportion of the funds appropriated, perhaps a third.

3. The plan for Title III enacted by the House sets up a system of bringing State plans into operation on a voluntary basis during 1968. I believe that this arrangement will lead us all into confusion. One of the actions taken by both the Congress and the Administration in the current year has been to move toward a year of planning before bringing new legislation into effect. The Education Professions Development Act is evidence of this approach. In addition, the reenactment a year ahead of time of both the Higher Education Act and NDEA is in the same spirit. If Title III is going to be changed, I believe that it should continue under its present arrangements during fiscal 1968 and that whatever changes are enacted in it for State plans or other procedures should start with fiscal 1969. Only in this way can we have quality,

planning, and good procedures. All of us in education have lived through entirely too much helter-skelter activity in reaction to Congressional enactment.

4. If States are going to play a more significant role in making decisions about Title III funds, perhaps under State plans or under some other arrangement, then I think it is important to require through legislation that the States make the decisions they arrive at with advice from all the interested parties in the education community and outside it. What I am suggesting is the need for a required State advisory council in each State to augment the National Advisory Committee we already have. The plan adopted by the House suggests neither of these, and in fact it gets rid of the National Advisory Committee now in existence. It seems to me that we need to continue and to broaden the National Advisory Committee no matter what happens to Title III. Any program heading for the magnitude that this program has in its authorization, and any program having the implications for educational change throughout this country that this program has, needs broad policy advice to the United States Office of Education from the educational community which is outside it. In addition, if the States are to have decision-making authority under State plans, then school systems not under the authority of the States like the one I represent, organizations like the Regional Education Laboratories, or the various associations interested in education, and, indeed, the various higher education institutions ought to be included on advisory councils in each State.

We have precedence for State advisory councils in the Higher Education Facilities Act. Under Title I of that law, the State plan for determining the priorities among applicants and the amounts of assistance each is to receive must be administered by or with the advice of a commission broadly representative of the public and of institutions of higher education in the State. Such a requirement could likewise be made for an elementary and secondary education proposal.

Mr. Chairman, I appreciate the opportunity to appear before you today. At this time I will be happy, with the assistance of Mr. Consedine, to try to answer any questions you may have. Thank you very much.

(The following information was subsequently received:)

DEPARTMENT OF EDUCATION,
UNITED STATES CATHOLIC CONFERENCE,
Washington, D.C., August 22, 1967.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: As requested by Senator Kennedy during my August 10 testimony on the Elementary and Secondary Education Act of 1965 before the Senate Subcommittee on Education, I have enclosed a report on a survey of 17 (arch)dioceses of Catholic school students participating in Titles I and II of ESEA. The selection of the 17 (arch)dioceses was based on a Catholic population in excess of 600,000, except in three instances where (arch)diocese of 300,000 population were substituted in order to provide a geographical mix.

If you have any questions regarding the enclosed report or wish additional copies, I will be happy to oblige you.

With every good wish, I am,

Sincerely yours,

Enclosures.

Very Rev. Msgr. JAMES C. DONOHUE,
Director.

PARTICIPATION OF CATHOLIC SCHOOL STUDENTS IN THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965—TITLE I AND TITLE II PROGRAMS

This survey of 17 (arch)dioceses has been undertaken to answer two specific questions:

1. To what degree do Catholic school students participate in the Title I and Title II programs under ESEA?

2. Of what educational value are these programs?

The first question is answered on the following chart which indicates the number of nonpublic school students who are presently participating in the ESEA programs.

The second question is a little more difficult to answer in precise statistics. The chart gives an evaluation of specific programs in selected areas.

On an over-all basis, however, the evaluation must be made in general terms

due to two factors: (a) the newness of the programs and (b) the nature of the programs. An accurate measurement of improvement or change is impossible at this time. A listing of a few of the services proferred under ESEA Title I may clarify this point: remedial reading, educational TV, tutorial services, teacher education and health services. These programs are, by their nature, long-term operations.

Evaluation up to this time has been positive and there is much optimism and expectation for the future.

The most common obstacles to satisfactory participation as reported by Catholic school superintendents include:

1. Public school authorities overlooked the inclusion of Catholic school authorities in the actual planning stages of the projects. In many cases, there was only consultation after the programs had already been formulated. Consequently, many of these programs did not meet the actual needs of the nonpublic school children.

2. Services to the Catholic school children were restricted due to the lack of sufficient number of adequately trained personnel to teach on nonpublic school premises.

3. The results of final testing of Title I programs in some areas are not available to nonpublic school personnel.

The new regulations issued by the U.S. Office of Education which were published in the *Federal Register* of February 9, 1967, should go far in eleminating these snags in the full participation of nonpublic school children. Concrete results, however, will not be available until this year's programs have been evaluated.

Title II participation in the survey was reported as being almost 100% throughout the areas surveyed.

To give a graphic example of what is being done on an operational level at present, 17 (arch)dioceses with a Catholic population in excess of 600,000 have been selected for a spot-survey. To provide a greater geographical mix without making the report too lengthy, three of the 600,000 and over category were eliminated and three (arch)dioceses of 300,000 population were added in their stead: Miami, San Antonio and Tuscon.

The following chart is a compilation of the material collated as of August, 1967.

Report of partial survey of participation of Catholic school students in the Elementary and Secondary Education Act of 1965—Title I programs

(Arch)diocese	Children in Catholic Schools		Children participating in ESEA title I, 1966-67		Educational results
	Elementary	Secondary	Elementary	Secondary	
Boston	115,141	33,514	(1)	(1)	
Brooklyn	180,413	40,547	42,088		Improvement noted—speech therapy.
Buffalo	73,957	19,874	6,659	1,027	Evaluation not received from public school.
Chicago	277,130	78,105	95,000		Varied results—improvement ranges from excellent to none.
Cleveland	110,032	27,503	4,596	----------	Improvements noted in remedial reading
			[2] 1,085		
Detroit	149,674	43,655	32,000		Headstart—summer school—results good.
Los Angeles	143,596	41,839	(3)	(3)	
Miami	30,313	7,856	(3)	(3)	Participation anticipated 1967-68.
Milwaukee	97,000	18,000	4,000	50	No testing completed to date.
Newark	128,999	30,345	17,243	1,070	Results good—more services needed.
New Orleans	63,000	18,000	506	----------	English as a second language; too early for results.
New York	170,190	49,836	25,000	----------	Overall general improvement.
Philadelphia	208,735	59,536	24,343		Evaluation in hands of public school officials—good results.
Pittsburgh	101,167	20,448	13,702	1,083	Exceptional results noted in remedial reading.
San Antonio	27,638	6,105	2,642	1,447	Archdiocese tested as a unit showed remarkable improvement in reading.
San Francisco	45,850	14,970	5,250	----------	No recorded results.
Tuscon	18,545	4,953	11,100	1,200	No testing has been completed.

[1] No accurate figures presently available.
[2] Non-Cleveland.
[3] No participation.

DEPARTMENT OF EDUCATION,
UNITED STATES CATHOLIC CONFERENCE,
Washington, D.C., September 22, 1967.

Hon. WAYNE L. MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: At the time of my appearance before your Subcommittee on August 10 relative to H.R. 7819, the ESEA Amendments of 1967, three matters of concern to us were inadvertently omitted from my testimony.

Title III as amended by the House contains no authority to fund administration of State plans. In order to mitigate state constitutional or statutory limitations involving participation of nonpublic school children, we would ask that Title III be amended to permit state administration expenses up to 5% of the apportionment, or if inadequate a specific amount perhaps $100 thousand to meet the necessary costs of operations.

Through oversight Indian children attending schools on reservations do not receive benefits under Titles II, III and VI (handicapped). We respectfully urge that all Indian children be permitted to benefit under these titles to the same extent they participate now under Title I. Participation under Title I was approved in an amendment adopted last year. Including Indian children in the remaining titles may be accomplished by broadening where appropriate, the language referring to schools operated by the Department of the Interior so as to include education of all Indian children on reservations.

Finally, we urge support of the principles embodied in S. 2235 introduced by Senator Randolph on August 4. Counseling and technical assistance, however, is limited to local educational agencies. We ask that such assistance be made available to the personnel of nonpublic educational agencies participating in Federally funded programs. This could be accomplished by amending the bill by striking "from a State educational agency" on page 1, line 9, and inserting "or other appropriate" after "educational" in line 1.

We appreciate the opportunity of expressing our views on these additional matters and extend our sincere appreciation for your many courtesies and kindnesses.

Sincerely yours,

Very Rev. Msgr. JAMES C. DONOHUE,
Director.

Senator KENNEDY of New York. Mr. Chairman, I have to leave.

I just wanted to say I am delighted that Dr. Gordon Klopf, the dean of faculties of the Bank Street College of Education is going to testify. I commend him to you. I am sure his testimony will be very helpful.

Senator RANDOLPH. Thank you, Senator Kennedy.

Dr. Klopf, will you come to the table with your colleagues?

You and your associates may proceed as you desire. It might be appropriate to introduce those that form the panel or let them introduce themselves, as they desire.

Dr. KLOPF. I think I will introduce my associates who have assisted me on the project who are in the back of the room and the others will introduce themselves.

I would like to introduce Dr. Guy Bowman, who is the program coordinator for our study of school personnel; our teacher aides.

STATEMENT OF DR. GORDON J. KLOPF, DEAN OF FACULTIES, BANK STREET COLLEGE OF EDUCATION; ACCOMPANIED BY DR. GUY BOWMAN, PROGRAM COORDINATOR, STUDY OF SCHOOL PERSONNEL

Dr. KLOPF. You have copies of our testimony; therefore, I am not going to read directly from our paper. A poet once said that the wind moves through the grass; then all is as it was. I think that we who will

be working with auxiliary school personnel have found that although we are moving through the grass as the wind does, all is not as it was. There have been some very fundamental changes in American education in our schools as the result of the introduction of auxiliary school personnel in the American school system, largely due to the opportunities provided through the OEO and title I of the ESEA.

What is the rationale, the basic rationale of the utilization of auxiliary personnel in the school system?

I wish I could take the committee this morning to see some children in situations where OEO funds have provided teacher aides working with the teachers, and to see children learning more effectively. Perhaps because there is a major focus on the child in the classroom—smaller classes, individualized work with the child, new groupings, and a whole new dimension in American education, the use of auxiliary personnel which is bringing communication with the life of the parent and the community of the child.

In terms of what the use of auxiliaries in American schools has meant to the auxiliary himself, it has frequently meant a whole new meaning in his life. It has given him some sense of identity and being. It has given him the concept of vocational mobility, that he can move ahead, perhaps even to some professional areas. He may have acquired information and experience as an auxiliary and if he wishes to move ahead our schools are beginning to provide this opportunity.

Now, looking for a few minutes at this particular bill, we realize that the bill does give some opportunity for placement, for work, as well as for training.

CAREER DEVELOPMENT

We wonder if there could not be some more emphasis in the bill on the opportunity for career development. The aide comes in at one level and has the opportunity with training whether within the school system, provided by college, university, or junior college, to move up a career ladder. This is extremely important to both the young people and the older people working as auxiliaries. It is particularly essential to the male auxiliary to have an opportunity for career development.

Another factor we are concerned about in this bill is the importance of continued financing. People from lower socioeconomic groups make up a large proportion of these auxiliaries. If a program is only going to exist for a year or two or three, and there is not continued financing, we may have more problems as a result of this than what may have been involved initially. It is hoped that the school systems will continue to incorporate the financing into their own programs.

TRAINING APPROACH

Another factor of this bill which we would like to see expanded is that of a more complex approach to training. If the training component is to be in the bill, there needs to be an emphasis on team training. We found in studying some 15 demonstration projects throughout the country for the past year and a half that team training, that is, training the teacher and the auxiliary together, is most essential to the success of the program.

We found that it was also important to the success of the program to have the cooperation of everybody in the community: the employer,

the parent, the adults, the auxiliaries themselves, in the planning of the program. We don't see any reference to cooperative planning in this bill.

The last concern we would like to mention stems from the various opportunities we have had provided for us at Bank Street, through the OEO, to develop some basic programs and concepts for research and evaluation in this field. There appears to be no provision for research and evaluation in the bill. The use of the auxiliary in the American public school is a new venture. We would hope that the bill would give continued support for experimentation, evaluation, and research—developing ways to use auxiliaries in our schools.

I would like to conclude my comments this morning by referring to one of our New York poets, Marianne Moore. Mr. Gibney, who is one of the consultants to the Library of Congress, said that in her writings Miss Moore talks about a very special kind of heaven. It is a heaven, which to her, is the power of dwelling eternally among objects and actions of consequence.

We think that involving some adults in our society as auxiliaries in our school systems, adults who may themselves have not had educational and vocational opportunities, is going to help bring about this kind of heaven here because this program, thanks to the OEO for its pioneer leadership in program development and funding, is an act, an object, an action of consequence.

Thank you, sir.

Senator RANDOLPH. Thank you, Dr. Klopf.

At this point I order printed in full in the record the prepared statement of Dr. Klopf.

(The prepared statement of Dr. Klopf follows:)

PREPARED STATEMENT OF DR. GORDON J. KLOPF, DEAN OF FACULTIES, BANK STREET COLLEGE OF EDUCATION

Chairman Morse, ladies and gentlemen, we are most grateful to Chairman Morse and to the subcommittee for allowing Bank Street College of Education this opportunity to testify in support of Senate 1125 authorizing appropriations for Teacher Aid Programs. Our statements are based largely on the nationwide Study of Auxiliary Personnel[1] in Education conducted by Bank Street College pursuant to a contract with the U.S. Office of Economic Opportunity. Our Study deals with one method of coping with the crises in education which resulted from the escalation and confluence of various social, economic and educational forces in the sixties.

In the mid-sixties, the employment of auxiliary personnel in schools and in other human services rose sharply, responding primarily to the availability of Federal funds on a massive scale for such purposes in the Office of Economic Opportunity, the Office of Education and the Labor Department, as a part of Congressional implementation of the overall War on Poverty. The use of Federal funds had a catalytic effect, exposing the gap between ever expanding needs for social and educational services and unavailability of adequate numbers of professional personnel. The plight of undereducated persons unable to compete in an increasingly automated society was also confirmed by the tremendous response of low-income, relatively unskilled persons to the opportunity for meaningful employment in school systems.

The ground swell of interest among educators, trainees and community leaders in the utilization of auxiliaries in education, raised the question, "What is the basic rationale for the utilization of auxiliary personnel in school systems?"

[1] "Auxiliary Personnel" refers to teacher aides, teacher assistants, teacher associates and other nonprofessionals.

To achieve lasting gains a cohesive, forward-directed rationale is needed that recognizes multifaceted problems and provides a built-in programmatic follow-up. Such a rationale was lacking in the essentially job-oriented program for nonprofessionals in the schools developed by the Work Projects Administration and the National Youth Administration in the early thirties.

A salient dimension of the new approach to auxiliary school personnel is emphasis on the right of all persons to quality education, limited in its scope only by choice and by the potential of learners. The creation of new job opportunities for the unskilled is an important goal in itself but the major focus is upon the child as a learner and the opportunity for individualized education when more concerned adults are introduced into the classroom.

A second innovation reflected in the planning for auxiliary personnel in the current scene is the shift from the creation of entry level jobs leading nowhere to the concept of a *career ladder* with training available at each step for those who seek and merit upward mobility.

A third and vital difference between current and previous programs for utilization of auxiliary personnel lies in today's emphasis upon the involvement of low-income workers as *participants* in the process of problem solving, rather than as *recipients* of the wisdom and beneficence of those far removed from the realities of poverty. This approach has been variously described as the "consumer as participant" concept or, to borrow a definition from the field of corrections, "using the products of a social problem in coping with the problem."

A fourth essential component of the new planning for nonprofessionals in the schools is a more *systematic* approach to incorporating auxiliary personnel as a stable and integral part of public service.

The Study of Auxiliary Personnel in Education was directed primarily to these three aspects of a systematic approach to the utilization of auxiliary personnel.

The Study coordinated and analyzed 15 demonstration training programs for low-income auxiliaries, each with an independent grant from the O. E. O. In essence, the Study revealed that the utilization of auxiliary personnel could have a positive impact upon (1) pupil learnings, (2) parent-school relations, (3) teacher competence, and (4) the development of auxiliaries, themselves, as workers and as persons. Two of the most significant findings were:

Stable employment with opportunity for upward mobility was seen as essential to a successful program.

Training on a work-study basis proved to be a major factor in establishing a career line for those who merit and seek forward job change.

Not only in the projects we have studied throughout the country but also from the many reports we have received, we have found that a career line very definitely has proved to be the best approach, but that relatively few school systems appear to have developed a step by step career ladder leading from simple entry level jobs to more and more assistance in the learning-teaching process.

Dead-end jobs, and jobs without stability tend to increase the deep sense of frustration which may lead eventually to violence. We hope therefore that the career line concept which is implicit in S1125 will be made explicit and forceful. The concept of a career line can be strengthened by eliminating the phrase in Section 705, "but the term does not include persons who are primarily responsible for the instruction of pupils" which is restrictive of any sort of upward mobility. Deletion of the phrase would leave the Definition section open. Similarly, we believe that the provision for employment implied in Section 702(a)(1) should be made explicit.

The proposed elimination of year by year financing in the amendment seems well taken. Government funding over a period of time is an indication of beginning recognition of one of the essentially innovative components of the current thrust in the utilization of nonprofessionals.

We believe the passage of Senate 1125 would strengthen the career-line concept by providing the assurance of funding over a three-year period. In every training program that we studied, the need for institutionalization was stressed by both staff and participants. However, school superintendents, over the country, have voiced the fear that they could not project a program over a period of time.

Our major findings further support the recommendations of Sections 702 and 702(a); namely that programs should be planned cooperatively by school systems and institutions of higher learning. We would strongly urge that community action agencies, professional staff and auxiliaries be added to planning groups.

Our study concurs with the provision that projects provide for combined programs of training and experience. We recommend that supervised practice be in-

cluded in all pre-service training. The prescription for teacher aides and professionals to participate jointly in preservice programs seems particularly wise but we would hope that Section 702(a)(4) would be strengthened by elimination of the qualifying phrase, "to the extent practicable." Our experience has shown that co-training increases communication, enhances the educational product, and engenders a team operation, and therefore should be deemed essential.

A new concept of team interaction subordinates the ego needs of each participant to the needs of children and seeks to create an organic unity, the team, which is greater than the sum of its parts. Within the team, the classroom teacher's role is actually enhanced. This approach requires the participation of persons with a wide range of skills and potential, including professionals from numerous disciplines as well as nonprofessionals, parents and pupils.

The "team" becomes a mere word bereft of meaning, however, unless there is time scheduled, when pupils are not in attendance, for team meetings and team planning. The fragmentation, competition and even conflict among persons trained separately cause them to look at their own small part of the child without ever sharing their views and values, thus failing to interweave their unique contributions into the total fabric of learning. The current milieu demands a systematic approach to staff development in which the professionals view themselves as learners along with the nonprofessionals and pupils.

Basic to this approach is the assumption stated by Barbara Biber, Distinguished Research Scholar, at the Bank Street Fiftieth Anniversary Invitational Symposium, held in April 1966. Dr. Biber asserted that Bank Street College holds tenaciously to the assumption that "changed forms of interaction with people are more crucial to verbal-conceptual development than is didactive verbal instruction." [2] The type of interaction the Study team observed between low-income auxiliaries and the disadvantaged pupils appears to buttress the learnings of these children in the following ways:

(1) A wider range of activities, more freedom of movement and small groupings are feasible in aided classrooms.

(2) The communication between middle class teachers and lower-class pupils can be improved.

(3) The aide may be able to interpret some aspects of the child's behavior to the professionals.

(4) Self image is raised; the auxiliaries' very presence in the school system says to the child, "It can be done."

(5) Involvement of indigenous parents as auxiliaries may help the parents involved in supporting their own children's learning, and may have an even broader influence as these parents interpret the school's goals to other parents and to the community.

(6) Through close interaction, parent auxiliaries and teachers may alter each others perception and behavior thus reducing polarization of life styles in home and school.

We also urge that provision for evaluation be included in the Act.

In support of these recommendations, we cite below illustrations drawn from the report on 15 demonstration programs coordinated by the Bank Street College Study of Auxiliary Personnel in Education.

> "No one ever listened to me before," said a trainee in a *Project to Prepare Teacher-Aides for Working With Disadvantaged Children*, conducted by the Department of Education, San Juan Regional Office in Puerto Rico. Understandably, this auxiliary-participant in the Summer Institute became an effective "listener" in one-to-one or small group relationships with pupils in the practicum [3] classroom, applying to her work with children in an economically deprived section of San Juan the insights she had gained as to the art of listening and the joy of being heard. In the practicum, she, like the 49 other auxiliary-participants, was teamed with a teacher who was himself a participant in the Institute. These 50 teacher-auxiliary teams experimented together in 50 separate classes, with the auxiliary performing a variety of functions related to the learning-teaching process and the teacher playing a triple role: (1) as teacher of the class, (2) as guide to the auxiliary, and (3) as a learner, himself, in terms of effective utilization of the auxiliaries' services. Later, in group counseling sessions, teachers and

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[2] Klopf, Gordon J. and Hohman, William A., eds. Perspectives on Learning: *Papers from the Bank Street Fiftieth Anniversary Invitational Symposium*, New York: Mental Health Materials Center, 1967, p. 106.

[3] Practicum is defined as a sustained supervised training experience with children in an actual educational setting.

auxiliaries reviewed their experiences in the classroom and explored the meanings as well as the possible values of their new roles and relationships.

At the University of Maine's *Project to Train Auxiliary School Personnel* (Teacher Aides) in connection with *NDEA Institute for Advanced Study for Teachers of Disadvantaged Children*, listening was also an important function of the auxiliaries, who were mothers receiving Aid to Dependent Children. One pupil in the practicum was heard by a visiting consultant telling an auxiliary about his frustrations in class. The auxiliary was able to interpret the experience to the boy, and the boy's problems to the staff. Some aspects of his complaints were considered by staff and resulted in programmatic changes. "He felt comfortable about telling his gripes to me," said the auxiliary who had served as a link between the boy and the staff.

In the *Pilot Program to Train Teacher-Aides*, conducted by the Detroit Public Schools, a spirit of openness to new ideas was evident. Auxiliaries had been used to perform clerical, custodial, and monotorial functions. The teacher-auxiliary teams in the Institute were told, in effect, to throw out the "rule book" during the practicum, and to explore just how far they could go in involving the auxiliaries in the learning-teaching process with benefit to the pupils. The teacher-participants, though willing to put aside the rule book, had to deal with their own not too-covert fear of auxiliaries usurping the professional's role in the classroom. The director, and the school system supporting him, guaranteed professional standards while the auxiliaries appeared not only to understand the need for such guarantees, but openly expressed their desire for maintaining clear lines of role definition. "We work as a team" said one auxiliary, "with the teacher having authority and responsibility, like the head of a firm or the captain of a ship."

In Berkeley, California, during the *Project on Teacher Education and Parent-Teacher Aides in a Culturally Different Community*, an aide reported, "One day I went to a child as I had been doing every day since coming to the classroom almost a month ago, to give him help in reading certain words. The child gave me a beautiful smile—one I'll never forget—and said, proudly, 'I don't need you any more.' He was on his own. He knew I would be there if he needed me. He now felt sure enough to work by himself." A child who is present physically but completely absent mentally during the independent work period often needs the presence of a concerned adult to help him use the time for such study most profitably. Such a function was performed by aides in the Berkeley Unified School District Project in two schools serving disadvantaged children. The parent-aide who helped the child become self-directed did not consider his act a rejection of her by the boy, but rather a tremendous achievement. She had come to understand the goals of the school.

These projects were four of the 15 demonstration training programs [4] financed by the Office of Economic Opportunity and coordinated by Bank Street College of Education as part of its nationwide Study of Auxiliary Personnel in Education.

In conclusion, ladies and gentlemen, we wish to summarize our recommendations for strengthening a forward-looking and most constructive measure:

(1) The concept of a career line can be strengthened by eliminating the phrase in Section 705, "but the term does not include persons who are primarily responsible for the instruction of pupils," which is restrictive of upward mobility.

(2) Cooperative planning can be made more effective by including community action agencies, professional staff, and auxiliaries to the planning group, as described in 702 and 702(a).

(3) Team training can be assured by eliminating the qualifying phrase, "to the extent practicable" in section 702(a)(4).

We believe that this bill, so strengthened, would help immeasurably to secure the right of every child to learn.

Senator RANDOLPH. Not only do we have a witness who begins with poetry, but one who ends with poetry. Poetry is a very expressive way of sometimes saying that which needs to be said when prose will not suffice.

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[4] The projects were sponsored by: Ball State University, Muncie, Indiana; Berkeley Unified School System, Berkeley, California; Department of Instruction, San Juan Regional Office, Rio Piedras, Puerto Rico; Detroit Public Schools, Detroit, Michigan; Garland Junior College, Boston, Massachusetts; Howard University, Washington, D.C.; Jackson State College, Jackson, Mississippi; New York University, New York, New York; Northern Arizona University, Flagstaff, Arizona; Ohio University, Athens, Ohio; San Fernando Valley State College, Northridge, California; Southern Illinois University, East St. Louis, Illinois; University of California at Riverside, Riverside, California; University of Maine, Orono, Maine; University of South Florida, St. Petersburg, Florda.

RESULTS OF HARLEM PROGRAM

I have listened carefully to you, Dr. Klopf, and there are a few questions that I think might properly be asked. I am thinking of that Bank Street College—that program in Harlem. I would like to know about the results. I would like to know how those poor persons react to working as teachers' aides. Were they successful in this effort? How did the children react to working with the aides from their own neighborhoods?

Dr. KLOPF. I think in general we can say, as we have worked intensively with these 15 OEO programs, with some areas in New York City, other programs with the Indians in northern Arizona, with a large Puerto Rican project, and with a Southeastern States project, that in general the indigenous parent or adult who is working in the school is very successful in assisting the teacher, both in instructional capacities and in helping the teacher understand the life styles of the child.

There have been situations, I am sure there have been incidents where this has not always been true, but in general our feedback as we have observed ourselves, and have had studies fed to us and have worked through the reports that have come in, is that there have been no major problem. It has been a great asset.

A teacher coming from middle class, going into a difficult urban area, has an adult there to assist her, who knows the children, their background, and what they are like, and this has been our strength, wouldn't you say so, Dr. Bowman?

Dr. BOWMAN. Very definitely. The children respond and tell problems to these aides which they will not tell to the middle class teachers, so that the teacher is able to understand the children. The children feel that someone is listening to them who knows their life conditions, and the result in terms of not only motivation but actual cognitive results, has been excellent.

Senator RANDOLPH. Dr. Bowman, I like that stress on listening. It reminds me, if you will forgive this corny story which is told in mountain country, of the father who was unhappy with the reaction of his son, and finally said, "Son, are you listening?" The son replied, "Yes, pappy, but I ain't paying no attention."

I do think here that the attention of these youngsters has been caught, hasn't it?

Dr. BOWMAN. Yes.

Senator RANDOLPH. By the understanding.

Dr. BOWMAN. Right.

Senator RANDOLPH. By an element of human contact. Perhaps not the educational approach, but something that is a little, if I may use the word not wrongly, more wholesome than just a statistic.

MOTIVATION SUPPLIED

Dr. BOWMAN. Yes. Actually we have found that when the children feel that they are being merely heard and attended to, that they work at this with more interest, instead of just wiggling around and looking at the ceiling. They are concentrating and trying, as they didn't before, because someone is caring and watching over them as it is impossible for a teacher to do with 30 or 40 children in class, even though she may want to. It just is a physical impossibility and here the

children sometimes respond to a point where they begin to work on their own and say, "It is all right, I know how to study now," after the aide has helped them.

Senator RANDOLPH. You are saying that the teacher aide then is really able to motivate.

Dr. BOWMAN. Yes.

Senator RANDOLPH. Aren't you in a sense saying that there is a motivation that comes into being, sometimes rather grudgingly, but that the aide can pull it out. I like what you are saying.

Dr. KLOPF. Some of us at Bank Street believe that a major component of the learning process is the quality of the human relationship between the teacher and learner. The aide adds a great deal to that quality of human relationship in the classroom and this makes for better learning in general.

Senator RANDOLPH. I think that is very important. I know this to be the concept of Senator Nelson who is as you know pioneering and successfully so in keeping our feet to the fire in a say on this subject matter.

INNOVATIVE APPROACH

Dr. BOWMAN. May I say one more sentence. Both Senator Kennedy and Senator Murphy stressed today that money alone wouldn't do the job, but some innovative approaches to education are necessary and I think this is one of the answers, an innovative approach that we have found really works.

Dr. KLOPF. May I say one last thing. I was just doing a workshop on teacher aides for the whole city school system of Los Angeles last week, with their key staff for several days. They find that when you introduce another adult in her classroom the teacher tries to do a better job. She improves her whole teaching process as a result of having this adult there. There is a serendipity, a kind of byproduct here, the teacher becomes more effective when this new adult comes into the room.

Senator RANDOLPH. I am strong for this program, that is why I am trying to help you, not that you need help, in my comments today, but I think there is an inspiration that comes from teacher aides.

Very often the very fact that the person is doing the job that he or she is doing calls for not just only an informed teaching but an inspired teaching. I think this is very important. You have stressed this and have been very helpful. Now, would you continue as you desire, and I am not rushing you, but let's move along as much as we can.

Dr. KLOPF. Dr. Davies isn't here. I think Mrs. Cook is taking his place.

Senator RANDOLPH. I believe that is Mrs. Meyer.

Dr. KLOPF. I am sorry. Mrs. Meyer.

Senator RANDOLPH. Dorothy, do you list yourself as Miss or Mrs.?

STATEMENT OF MISS DOROTHY V. MEYER, REPRESENTATIVE, NATIONAL COMMISSION ON TEACHER EDUCATION AND PROFESSIONAL STANDARDS, NATIONAL EDUCATION ASSOCIATION

Miss MEYER. Miss. I am representing the National Commission on Teacher Education and Professional Standards of the National Education Association.

Again in the interests of time I will cut my remarks in my prepared statement.

During the past year the TEPS Commission of the National Education Association has found the idea of teacher aides so exciting that we have emphasized a program which we chose to call the year of the nonconference, whereby rather than bringing teachers from all over the country to Washington or other large cities we have actually encouraged, invited teachers to go to demonstration centers. Actually we have identified more than 140 such centers. The centers are actual junior colleges, community colleges, public schools, private schools, nursery, kindergarten and neighborhood projects where teacher aides are being used, and it has proved so successful that the teachers themselves, and many of them have never known the use of the school, have been so excited about the idea that it is being continued.

TEACHER SHORTAGE

I think some of the comments made by the previous speakers might well bring out the plight of the present teacher, particularly in the public school in the fact that so often we are losing teachers because of the fact they are called upon for unprofessional tasks. Every year many areas of our Nation are faced with a shortage of qualified teachers. Yearly, State after State finds its department of education giving temporary teaching credentials to individuals who do not meet even the minimum requirements.

Senator RANDOLPH. At that point, Miss Meyer, we are faced now in West Virginia, as we think in terms of the September beginning of our school system, with a shortage of approximately 700 teachers. We don't know just how we can cope with this exactly, but it is a very real problem.

Miss MEYER. It certainly is.

Senator RANDOLPH. Your mentioning that makes me mention it as it applies to West Virginia.

Miss MEYER. The recent Headstart program indicates that children are able to learn earlier than what was considered minimal for admission to school. Hence there is a trend for public education for 4-year-olds, thus requiring even more teachers, but before this trend even most States did not have enough qualified teachers to adequately staff their schools.

Even more alarming than the inadequate supply in sheer numbers to meet the demand is the high rate of teacher dropout.

One-third of the elementary and secondary teachers who enter the classroom this September will not be teaching 3 years from now. To be sure, there are a variety of reasons for this dropout, and perhaps "overeducated" for the task required at present would be a leading factor to consider.

Some years ago the overwhelming majority of teachers were women with diplomas from 1- or 2-year normal school programs. Today's teachers, men and women, hold baccalaureate degrees and often graduate degrees from leading colleges and universities.

VARIETY OF SERVICES PERFORMED BY TEACHER AIDES

Though having majored in academic disciplines as undergraduates and having pursued graduate work, today's teachers must spend hours doing tasks that do not require professional competence or responsibility. Teachers are required to spend valuable time—time which could be used for instructional purposes—collecting milk money and insurance money, monitoring lunchrooms and lavatories, patrolling hallways, checking the arrival and departure of schoolbuses, to say nothing of doing an endless amount of clerical work daily. Copying records from one card to another, alphabetizing endless record and attendance cards, cutting stencils, cranking ditto machines, arranging bulletin boards, and display cases—all these take valuable instructional time from the youngster.

Such duties are a necessary part of the educational program and must be handled by someone. The National Commission on Teacher Education and Professional Standards believes that teacher aides—auxiliary personnel—when properly trained are able to perform these tasks and therefore to help both teachers and children. We believe that one of the fastest and most efficient ways to improve schools is to provide teacher aides for the classrooms of the Nation. Whatever roles develop for the auxiliary personnel, the teacher will remain the diagnostician for learning, the manager of the learning experience, and the decisionmaker in the learning situation.

The kinds of jobs aides can perform vary greatly and are influenced by grade level, subject, kind of community, and educational policy and philosophy. A few job categories are evident and suggest the scope of possible auxiliary personnel tasks.

Clerical aides enter marks on records, type and mimeograph stencils, and do other related jobs. Library aides assist in processing books and in handling circulation and reference work. Housekeeping aides clean up after art classes, put up and take down displays, and help young children with their clothing. Noninstructional supervisors oversee halls, lunchrooms, and playgrounds. Instructional aides keep attendance registers, work in science laboratories and prepare instructional materials. Still others may take charge of audiovisual and graphic aids and operate and repair equipment.

This list is not complete, but it does indicate some possibilities for utilizing auxiliary services and highlights some jobs and levels of responsibility. Auxiliary personnel should free the teacher to execute professional responsibilities.

Since all auxiliary personnel will not have the same skills or serve the same function, their qualifications and salaries, no doubt, will differ. The lunchroom aide, for example, does not need the degree and kind of skill a lay reader needs. A clerical aide might need only a high school education with emphasis on clerical skills, but a graphic artist hired to prepare instructional materials might need two or more years of specialized higher training, something that has previously been mentioned.

ASSETS OF AUXILIARIES

Auxiliary personnel indigenous to a community can be assets to its schools in many ways. By bringing a fresh and different perception of children of similar background and the educational problems peculiar

to them, they can help teachers and administrators to better understand a community and its people. This might be true particularly in disadvantaged neighborhoods where some aides have more rapport with and sensitivity to the children and parents than the teachers from a different environment have. Such aides might be able to explain education to parents and other citizens in the community who fear or resent it. An effective, well-trained and skillful people doing important work, such aides might also become models for children, providing some with attainable goals.

However, no one should be accepted as an aide solely to provide jobs for the poor or unemployed. In all cases, the aide should be able to make a contribution to the educational program whether he is indigenous to a particular subculture or someone skilled brought into the school without special regard for origin, background, or present environment.

Teacher aides can make it possible for the teachers to individualize the school program.

TEACHER COMMENT

But what the national commission says is less important, really, than what teachers say. The following statements are part of a large and rapidly accumulating collection of statements from teachers about the value of teacher aides.

Here is a statement by a young man teaching in Elementary School District No. 96 in Lockport, Ill.:

Our school program incorporates a cooperative teaching team specially trained to teach elementary students of the fourth and fifth grades, a comprehensive and ongoing in-service program for teachers, and content innovations at the grade level.

A vital part of our program are the teacher aides. These aides are used to directly help the teachers in the program.

Teacher aides are beneficial in that they free the teacher from nonacademic duties and enable him to become more involved in teaching and counseling children. The teacher can take an active part in program planning and curriculum development. An added benefit is increased morale in that the teacher feels he is spending more time utilizing his professional training.

And this from an elementary teacher in the District of Columbia:

I am a teacher at the Morse School, a small elementary school in the Cardozo inner-city area of Washington, D.C. Just over a year ago three women were assigned to our school as teacher aides, trained and employed with funds provided under Title I of the Elementary and Secondary Education Act. None of the three had attended college, yet the value of their short training was appreciated immediately. Sometimes I wonder now how I ever got along before I had the help of a teacher aide.

As a teacher, I find that I am able to do better planning and to give more individualized attention to the children in my class. When I had to do all of the routine and clerical work myself, there just wasn't enough time for individual instruction. Most of my teaching had to be directed to the class as a whole. The program of special training provided by the teacher aide staff, combined with the personal strengths of the aides themselves, has already had a strong impact on all aspects of our school life. Our great hope now is that steps will be taken within the D. C. school system to establish the teacher aide career on a permanent basis so that the impact will be a lasting one. The other teachers of Morse School join me in urging a strong national teacher aide bill that would make available to all classroom teachers the benefits that we have experienced.

From Anniston, Ala.:

As a mathematics teacher in the Johnston Junior High may I state that the role of the aides cannot be overemphasized. Wihout their assistance it would be virtually impossible to provide an individualized program.

From a teacher at the John F. Kennedy High School in Silver Spring, Md.:

I believe that the role of the teacher is improved in schools utilizing the services of teacher aides. Effective utilization of teacher assistants or aides can enable teachers to spend more of their time helping students or performing tasks more directly related to the individual students or performing tasks more directly related to the individual student and his needs. The common plea of "time to teach" and the "professionalization" of the teacher has been satisfied to a large degree by the utilization of these paraprofessionals. The overall result is indeed an improved learning situation for our youth and a more logical use of the professional skills of our teachers.

From a teacher in Timberlane Regional High School, Plaistow, N.H.:

Having an aide has made possible my opening a developmental lab nearly full time. It has released me from "chores" and given me time to plan professionally and work individually with remedial students and act as a consultant for other curriculum associates who feel the need and realize the value in making use of a reading specialist.

And, finally, from a teacher in School District No. 25, Riverton, Wyo.:

I would like very much to take this opportunity to express my feeling concerning the use of teacher aides. I have had the assistance of a part-time teacher aide for the past two years, thanks to the federal money appropriated under Title I, ESEA.

I feel this program has tremendous merit and is one of the best aspects of the federal aid program. I personally would like very much to see it extended so we might have the use of teacher aides for a greater portion of each day.

It has made much more individual instruction possible for the children who really need it. Through the aides' help, the teacher can reach more children and help with their individual problems. This is being demonstrated through the remedial classes before and after school. In the classroom, also, children can now be helped when and where they need it.

Another reason I feel that the aide program is so successful is that we can now offer an enriched and expanded program due to the time gained through release from menial classroom chores. We now have more actual teaching time.

The program does not reduce the teacher's responsibilities; it enhances his teaching.

The national commission is desirous of keeping the most qualified and educated teachers in the classrooms. We want to attract into our ranks those college and university students with the best possible education. But we cannot do this when school systems across the Nation continually take the teacher's time for nonteaching duties. The use of teacher aides throughout our Nation will help make the job of the teacher more manageable and in turn free the professional educator to perform the role for which he has been prepared. Let our teachers be free to teach and then our youngsters will be free to learn.

CLASSROOM RELATIONSHIPS

Senator RANDOLPH. Thank you, Miss Meyer. I feel that what you have said and what the others have said has given to us the advantage of their thinking. Is there a feeling of resentment—let's say friction—by the regular teacher, when the teacher aide comes into the picture? That hasn't developed, has it?

Miss MEYER. I presume there might have been isolated instances, but I would say on the whole it hasn't.

Senator RANDOLPH. I am certain it would be the isolated instance but you know the sort of a bogeyman that was thrown up about this. I don't know whether you know that or not.

Miss MEYER. Yes; I was aware of it. I think many have likened it to the hospital situation where the registered nurse for so long did everything, and now with various duties for the practical nurse, the hospital aide, the nurses' aide, and the ward aide, and so on, that certain job categories do not overlap, and there is someone in charge of the program.

Senator RANDOLPH. One complements the other.

Miss MEYER. Completely.

Senator RANDOLPH. Thank you, Miss Meyer.

If you will make available your material, it will be included in the record at this point.

(The material referred to above follows:)

REACTIONS TO THE YEAR OF THE NON-CONFERENCE

CLASSROOM TEACHERS

As a classroom teacher I'm looking forward to the development of the idea of "The Teacher and His Staff." The teacher and the learner are the very heart of education; all the personnel of the school should work toward the advancement of what goes on in the classroom. The Year of the Non-Conference will help in securing more cooperation and assistance for the teacher and contribute to better instruction.—Adeline Brengle, Elkhart, Indiana.

I see it as the stimulus for teachers to be more directly involved in their profession. I see some kind of unity across the nation, some kind of public goal. Usually, I think, we don't see further than our own community.—Nancy Gordon, Concord, Massachusetts.

I have just read with great interest and appreciation the new book, *Remaking the World of the Career Teacher*. We do need "the courage and the will and the wisdom to act responsibly and swiftly"! I think that such publications as *Prospectus* (I requested and received 100 copies to be given to our entire faculty) and the above-mentioned book will do much to kindle our enthusiasm and action. —Mabel Claire Kefauver, Los Angeles, California.

The materials I have received have been attractive and informative. I am looking forward to attending the April 29 meeting.—John M. Dow, Jr., Marblehead, Massachusetts.

This is to let you know that this "enrollee" is participating in the Year of the Non-Conference. All of the materials received have been shared with my colleagues. Our principal has made a display of these materials in the teachers' room. . . . Our interest in this year and one-half program is sincere in that we are looking at specific situations that we would like to adapt to our own school. Therefore, our observations and questions during such meetings are specific.—Estella Sullivan, Groveton, New Hampshire.

I found the materials interesting but the program must be extended so more people are involved. When everyone realizes the load teachers carry—and when this load is lessened—teachers will have time to teach. When the teacher and his principal work as a team, teaching will improve.—Jack Marrable, El Dorado, Arkansas.

ADMINISTRATORS

I believe all of us need The Year of the Non-Conference. It appears that you are giving us a real opportunity to explore ways of improving quality education.—Charles E. Christmann, Elementary School Principal, Kenmore, New York.

Beginning in the 1967–68 school year, an additional five days has been alloted by the school for in-service education. The activities and publications of The Year of the Non-Conference could be utilized as a basis for this in-service program.—William H. Baker, Director of Curriculum, Tyrone, Pennsylvania.

The Year of the Non-Conference materials will be used in cabinet discussions, department meetings, faculty meetings, etc.—James A. Killough, High School Principal, Philadelphia, Pennsylvania.

Our pressing problem at present is to find the best ways to deploy teachers and pupil time to make the most of our excellent facilities. We are examining all of the facets of individualizing instruction and putting pupils in a time-and-space setting so that they can make the greatest development in independent study. We hope that the Year of the Non-Conference will give us the additional incentives so that we may find the answers to our problem of making the most use of the facilities for the educational welfare of our students.—Matthew W. Gaffney, District Principal and Acting High School Principal, Cold Spring Harbor, New York.

Pioneer School is a new school designed to provide maximum organizational and instructional flexibility. With the built-in flexibility and the project which is being undertaken, I feel the materials provided by the Year of the Non-Conference will serve to stimulate thinking and suggest possible direction.—Clarence DePen, Principal, Davis, California.

As I am sure you are aware, the Fountain Valley School District is most excited about "The Year of the Non-Conference". We are making every effort to perpetuate its success.—Ted Towry, Building Educational Leader, Fountain Valley, California.

I look forward to participation in The Year of the Non-Conference. It will give me a chance to get back to one of my first loves—the changing role of the American school teacher.—Ivan W. Fitzwater, Assistant Superintendent of Schools, Elkhart, Indiana.

The February publication, *Emphasis*, was a brilliant idea. It should generate enthusiasm.—C. E. Nunley, County Superintendent of Schools, Ashland, Ohio.

TEPS related activities are forging ahead at Grand Forks. In fact April might well come to be "TEPS Month." . . . These activities include: scheduled visitation to our Demonstration Center by nearly 100 individuals, a (school district sponsored) recognition dinner for all classroom teachers involved in the TEPS Demonstration Center, a feature story in the Grand Forks Education Association publication, participation by TEPS personnel in the AASA Drive-In Conference program at Topeka, Kansas, on April 17, and attendance by several staff members at the Bismark TEPS Assembly on April 29. (Naturally, too, we hope to announce the funding of our Title III project—"Implementation of The Teacher and His Staff Concept").—Harold Bergquist, High School Principal, Grand Forks, North Dakota.

What would I have done had I not been invited to become a participant in The Year of the Non-Conference! Already, I have had many opportunities to use the materials.—Emily McC. Britt, County Supervisor, Lumberton, North Carolina.

COLLEGE PERSONNEL

If a picture is worth a thousand words, a good idea is worth ten thousand pictures! The ideas in the projects materials—non-certified aides, team teaching, flexible scheduling, etc.—are vividly portrayed through operational programs in some demonstration centers—the experience and information gathered in these schools are yours, just for participation.—David W. Beggs III, Assistant Professor, Indiana University.

I've used *The Real World of the Beginning Teacher*, *Remaking the World of the Career Teacher*, and the information on auxiliary personnel in my class instruction. These and the other Non-Conference publications have been useful and valuable references for my students.—Roland Goddu, Director of MAT Program, Trinity College, Washington, D.C.

STATE DEPARTMENTS OF EDUCATION

The publications are not only unique but useful. They come to us, we don't have to go to them.—Gladys Ingle, Education Information Librarian, North Carolina State Department of Public Instruction.

I am happy to give my personal endorsement of this nation-wide effort to improve instruction as well as to save tax dollars. The emphasis on The Teacher and His Staff is exceedingly timely. The identification of 100 schools and organizations, which are finding solutions to the problems, and the 100-Cities Assembly meeting are unique and appealing features of the program. I have encouraged members of the professional staff of the Pennsylvania Department of Public Instruction to enroll in The Year of the Non-Conference, visit several live case studies at public schools, and attend one of the 100-Cities Assembly meetings and a regional meeting. We also hope a number of Pennsylvania people will at-

tend the rally in St. Paul, Minnesota, previous to the opening of the NEA Convention on July 1, 1967. . . . Please accept the whole hearted support and the best wishes of the Commonwealth of Pennsylvania for a successful year of the Non-Conference, 1966–67, The Teacher and His Staff.—John R. Rackley, State Superintendent, Pennsylvania State Department of Public Instruction.

STUDENTS

I see this as an invaluable project for students today. The role of the teacher is beginning to change rapidly and radically. As the next generation of teachers, we need to be aware of the changes taking place and of the additional resources at our disposal. The Year of the Non-Conference is a major means of developing this awareness.—Harvey Fails, East Texas State University (National Associate Vice President, Student NEA).

Students should be looking to the future and anticipating innovations. We must be able not only to meet but to initiate needed change. Students who are unable to work with new ideas are not going to be ready for responsibility as professionals. Rather than identifying creative, new goals for public schools, students too often begin with only the traditional concepts which tend to perpetuate the status quo, not only in teaching, but also in their students. . . . One good way of becoming aware of action in education today is by joining the Year of the Non-Conference—the best $5 investment available to students in education these days.—Mel Myler, California Western University (National President, Student NEA).

I'm a member of The Year of the Non-Conference and my SNEA chapter has also enrolled. We're planning to attend the 100-Cities Assembly and make group visits to demonstration centers. This is something that we students can't get in a course. It's a chance to learn more about teaching and education itself and supplement our regular courses. Information presented in courses often skims the surface of problems teachers face but we're hoping The Year of the Non-Conference will allow us to dig deep into the crust of teaching.—Michael Glickman, University of Mississippi (Student NEA Chapter President).

NATIONAL TEACHER CORPS PERSONNEL

Thanks for the new listing (*Annotated Listing of Selected Demonstration Centers*) and for the copy of your outstanding bulletin (*Emphasis*) on the work of the centers. You do the best job in your publications of any organization in Washington, public or private. You do a great job with publications that say, "Read me".—Richard A. Graham, Director, National Teacher Corps, U.S. Office of Education.

Thanks for the advanced copy of the NEA April article on the National Teacher Corps Project at Memphis State University. We are quite pleased at the good publicity. Ford Road School is doing a good job for teacher education and this association with NCTEPS has been a big help. Our continued thanks and appreciation.—Milton W. Phillips, Director, National Teacher Corps Project, Memphis State University.

LAY LEADERS

I think the idea is an excellent one and the information being developed will be useful to Washington schools in particular and to school systems throughout the country. This is the kind of communication we endorse and encourage.—Helen Morse, Executive Secretary, D.C. Citizens for Better Public Schools.

Citizens deeply concerned with improving education will be watching the teacher response to the NCTEPS massive effort to shuck off obsolescence. . . . Thousands of teachers are being afforded a chance to lead in an effort to make their tasks more manageable and professional through learning about and experimenting with innovations such as teacher aides, team teaching, and programmed learning. . . . This is a most encouraging development.—Agnes E. Meyer, Chairman, National Committee for Support of the Public Schools.

This program gives opportunities that a great many PTA's look for to work productively with teachers and administrators of their schools. Developing a program jointly can be an instance of the best kind of parent-teacher partnership.—Mrs. Edward Ryan, Legislative Chairman, National Congress of Parents and Teachers.

Participating in The Year of the Non-Conference is an excellent way of keeping up-to-date with what's going on in the teaching profession. This is very valuable to me as a PTA member.—Mrs. Harold Thompson, First Vice-President, Nebraska Congress of Parents and Teachers.

POLITICAL LEADERS

Over the last decades the materials from the NEA have improved markedly. The Year of the Non-Conference probably impresses lay citizens most by the extent to which the profession is willing to consider new patterns of personnel structure both for the provision of assistance for the teacher and the functional differentiation in the ranks of the teachers.—Robert T. Mann, Florida State Legislator.

I should like to extend my best wishes and congratulations to the group sponsoring the national effort to focus attention on the need for significant improvements in American education. We accept the invitation to participate with you in your endeavors, where this is appropirate, and look forward to developments during this Year of the Non-Conference.—George Romney, Governor of Michigan.

I am impressed with the scope and goals of the program and am informed that it has attracted the attention and support of leaders in the field of education in the State of Wisconsin. Please be assured that the appropriate personnel from the State of Wisconsin will participate in the program as Wisconsin continues its historical commitment to both excellence and innovation in the preparation of public school teachers.—Warren P. Knowles, Governor of Wisconsin.

It is encouraging to learn of your nation-wide effort to improve instruction in the schools and to know that a number of schools in New York are participating in this all-important task. . . . Many teachers should get renewed commitment as well as practical help from this wide-ranging program and you have my best wishes for success in your endeavors.—Nelson A. Rockefeller, Governor of New York.

The NCTEPS invention called The Year of the Non-Conference affords an opportunity for a genuine breakthrough for liberating teachers to be more if they will but accept the challenge and break with the status quo. . . . The new media, computers, flexible scheduling, teacher aides, and other innovations offer the greatest opportunity in all history for individualized instruction as well as for freeing the classroom teacher to spend more energy on the humanistic aspects of teaching.—Gale McGee, U.S. Senator from Wyoming.

LOCAL EDUCATION ASSOCIATIONS

It is with interest and enthusiasm we look forward to the opportunity to serve as a demonstration center during The Year of the Non-Conference: The Teacher and His Staff. The approach to this problem is an education change which we at the local level welcome.—Bernadine Wentz, Local #84, North Dakota Education Association.

The Year of the Non-Conference has more than tripled the number of persons directly involved in TEPS activities in our Association. The publications have given them a basis for concrete individual acts. This has attracted a number of people who aren't ordinarily concerned with committee work.—John Drake, Executive Secretary, Kansas City Education Association.

The Year of the Non-Conference, yet barely begun, has brought the TEPS Commission program to the local building level for the first time in history, aroused even school board and board administrator interest, and, because of its aims and unusual "at home" approach, stimulated teacher involvement to a degree beyond expectations in this era of paper engulfed educators.—Ellsworth Moe, Executive Secretary, Montgomery County (Maryland) Education Association.

As a member of the Non-Conference Year, I would like to commend you on the excellent materials which I have received. Such projects as this can only bring about greater understanding of today's teacher and his problems.—Robert F. Kvidahl, President, Spencer (Iowa) Education Association.

STATE EDUCATION ASSOCIATIONS

This Year of the Non-Conference may well be the biggest effort in education in our generation.—Margery Joyce, Rhode Island TEPS Commission.

[On *Emphasis.*] An excellent job all the way around—one of the best and most attractive publications I've ever seen from NEA.—Gayle Norton, Associate Editor, *Florida Education.*

NCTEPS programs consistently have been on the forward edge of educational change and improvement. The Year of the Non-Conference continues this educa-

tionally sound approach and deserves support.—James T. Butler, Executive Secretary, Nevada State Education Association.

We feel that the TEPS Year of the Non-Conference is a most refreshing and practical approach to the age-old responsibility for leadership in instructional improvement. The enthusiastic response of Kentucky teachers to the challenges embodied in this program is a positive indication that they do want to become involved in instructional improvement and do want a real voice in policy making in this area. . . . With this level of enthusiastic involvement we can expect nothing less than phenomenal advances in education as a result. The TEPS Commission should give its strong support in this important effort.—J. M. Dodson, Executive Secretary, Kentucky Education Association.

Increasing numbers of Illinois Non-Conference participants are learning that their registration fee serves as a good investment in terms of TEPS publications alone.—Pauline Van Eaton, President-Elect, Illinois Association of Classroom Teachers.

NATIONAL ASSOCIATIONS

The NEA exists to promote constructive change in education. The Association and its members have another opportunity for leadership through the TEPS Year of the Non-Conference, which seeks more effective ways to organize and utilize human talents in the schools. . . . My congratulations to you, your staff, members of the Commission, and to the National Education Association for getting such a great program underway.—Cecil J. Hannan, Assistant Executive Secretary for Professional Development and Welfare, National Education Association.

Classroom teachers look upon The Year of the Non-Conference as a bold and dynamic way to focus attention on the classroom teacher as the change agent, the innovator, and the coordinator of a staff of professionals and paraprofessionals who work with him to enhance the quality of the school program. The NEA Department of Classroom Teachers commends the National Commission on Teacher Education and Professional Standards for choosing "The Teacher and His Staff" as the basis of its action program for 1967.—Margaret Stevenson, Executive Secretary, Department of Classroom Teachers, National Education Association.

It's dynamic, creative, and innovative—The Year of the Non-Conference is one of the most exciting projects the NEA has ever had.—Mildred Fenner, Editor, *NEA Journal.*

The Year of the Non-Conference is a dramatic and dynamic effect to make the kind of breakthrough we need in American education. CSI is pleased to participate with you.—Ole Sands, Director, Center for the Study of Instruction, National Education Association.

STATEMENT OF DORIS M. COOK, ASSISTANT DIRECTOR, TEACHER AIDE PROGRAM, RESEARCH AND DEVELOPMENT CENTER FOR LEARNING AND REEDUCATION, UNIVERSITY OF WISCONSIN, MADISON, WIS.

Mrs. Cook. Federal funds for antipoverty educational programs have made possible an extra pair of eyes and ears for many of the classrooms. Teacher aides have provided more time for individual needs of each student.

The emphasis on providing equal opportunities for all children has caused much attention to be focused on individual differences in learning. Knowledge about how children learn indicates a need for our educational programs to provide many rich and broad learning experiences.

While the professional teacher is trained to perform such responsibilities, she is often burdened with menial tasks such as routine chore like duties, clerical records, and monotorial services.

Though antipoverty programs have given us insight into this great potential, hopefully the role of the teacher aide will not be limited to only antipoverty programs.

If we are going to provide for individual differences then teachers must have time for diagnosing individual student's needs, planning appropriate instructional activities, and continuously analyzing each child's potential.

LITERATURE ON PROGRAM

A review of the literature from pilot programs throughout the country indicates the need for training programs for the aides as well as for the teachers so that aides can be effectively utilized. The employment of teacher aides elicits a variety of reactions from teachers. Some are really enthusiastic about the idea, some fear the possible instrusion on teachers' responsibilities, and some feel that aides cause more, not less, work for teachers.

The two most common objections to the use of aides were (1) that they infringe on the traditional relationships between the students and the teachers and (2) that aides are not much help unless teachers spend a great deal of time training them. Both these concerns as well as others could be handled in training programs.

WISCONSIN EXPERIENCE

Pilot programs conducted in Wisconsin this past year provided both a preservice as well as an in-service training for aides to work in the instructional program under the direct supervision of certified teachers. The objectives of the program were to establish more guidelines for screening, hiring, training and utilizing the instructional aides. We were confident that the use of aides in performing clerical and routine tasks had been well established. We were interested in finding out if given proper training an aide could work effectively in the instructional program under the direct supervision of a certified teacher, 56 aides from three school systems in Wisconsin attended 12 2-hour weekly training sessions. The result of the survey on the project relates very much to what Miss Meyer just said. The aides were enthusiastic about the programs. This was indicated by almost perfect attendance for the 12 2-hour sessions. There were such comments as:

A terrific program. I have learned so much about what goes on in the classroom.

I have a much clearer picture of where I fit in.

Can we have additional training classes such as we have had this semester?

Response from teachers who had aides in our training program were:

Our teacher aide has always been helpful, but since the training class she has become more aware of what is happening in the class.

She has developed more confidence in what she can do.

We have been able to do much more individualizing instruction. The aide has made it possible to increase the number of instructional activities.

Some other results of the survey of the Wisconsin program, which resulted from a questionnaire we sent to teachers, principals and administrators, 88 percent of the teachers indicated they had been able to devote more time to individual pupil's needs since they had the services of an aide; 68 percent felt the aide had shown more initiative in helping in the classroom since attending training classes; 72

percent strongly favored the practice of utilizing aides for relieving teachers of routine and clerical tasks; 68 percent favored the practice of a properly trained aide to perform limited instructional tasks under the direct supervision of a certified teacher. Many teachers felt that the aide could enhance the role of the teacher. "We can become truly professional" was the response by several teachers.

Teaching involves so many tasks that it has become an unmanageable job. Lack of time for professional tasks can damage professional pride. The extended use of teacher aides can relieve the teacher of menial tasks thus enhancing the teachers' role.

One of the big opportunities provided in teacher aides is enhancing the teacher role and making her truly diagnoser and manager of the classroom experiences.

Well-trained instructional aides supervised by classroom teachers can make possible many individual learning opportunities such as (1) the extensive use of audio-visual equipment, (2) a variety of multilevel instructional materials, (3) individual students' progress records.

Mr. Chairman and subcommittee members, a recent publication from TEPS (The National Commission on Teacher Education and Professional Standards) says that "Aides are here. They are here because they are needed." Bill 1125, which we are discussing today, can make them possible.

I would like to submit some copies of the survey which includes many more comments by teachers and by aides who were involved in the program.

One other item that was especially interesting was when we asked the question of whether or not the teachers felt that the aide had improved the learning opportunities or had given her more time for teaching. There were about 92 percent of them felt that they were able to spend much more time in actual teaching.

The other one that I would like to call your attention to is "have you been able to devote more time to pupils who need individual help since you have had an aide." Eighty-eight percent answered yes and 12 percent answered no.

"Do you feel the climate for learning has been improved with the services of the aide?" Was another question asked. Eighty-nine percent said yes and 11 percent said no.

Another one: "Has the aide shown more initiative in helping in the classroom since she has been attending training?"

Sixty-eight percent said yes, and 32 percent said no. The comments by the 68 percent included such things as "Yes, she feels freer to help children with individual problems." "She has much more confidence in the classroom." "She has many more suggestions and ideas for activities to be used in the groups." "There is much more understanding of teacher-students and the entire instructional program."

Another question: "In what area has your aide been most helpful?" There were such items as some instructional assistance, small group supervision, individual help, clerical assistance, making charts and other instructional materials, helping children in individual assignments, and playing games with small groups, and providing reinforcement of skills which have been presented by teachers.

Senator RANDOLPH. Thank you, Mrs. Cook.

UNIVERSITY INVOLVEMENT

Mrs. Cook, this has been a partnership between the university and the local school agencies?

Mrs. COOK. And also with the University of Wisconsin extension department our upper midwest regional lab. The one other comment that I wanted to make, the final phase of our program was this summer on campus at the university where an aide trainers' institute was held. We had 56 participants from the whole area of the Dakotas, Iowa, Minnesota, and Wisconsin. Each school system was invited to send one representative who could become an aide trainer for their school system. We tried to cover all phases of the teacher aide program with them and giving them assistance so they could go back and set up their own programs.

Fifty-six people attended this institute. Many of the school systems were anticipating starting teacher aide programs for the first time this fall.

Senator RANDOLPH. You feel then that the University of Wisconsin project is successful?

Mrs. COOK. Very much so.

Senator RANDOLPH. Do you feel, then, that universities generally, if they have the desire and the program which is in effect in Wisconsin, do you think they could make like contributions, do you think this is something the university can take hold of?

Mrs. COOK. Well, I think what they can take hold of is in assisting school systems in setting up their own programs. This summer we tried to cover all phases of it, developing first of all school systems as a sound rationale for using auxiliary personnel, defining and stating purposes for it, developing specific policies and guidelines, setting up criteria for selection, setting up categories of aid and also planning for in-service, preservice, and on-the-job training.

We felt that there were different kinds of training programs needed and one thing that I think was very evident was, there definitely has to be training for the teachers on the effective use of the aides, and on the acceptance of aides, and so forth.

Senator RANDOLPH. Yes, that is true, because we have got to not only accept them but we have got to make the maximum use of them after.

Thank you very much. Off the record.

(Discussion off the record.)

Senator RANDOLPH. At this point I will insert in the record the prepared statement of Mrs. Cook.

(The prepared statement of Mrs. Cook follows:)

PREPARED STATEMENT OF MRS. DORIS M. COOK, ASSISTANT DIRECTOR, TEACHER AIDE PROGRAM, RESEARCH, AND DEVELOPMENT CENTER FOR LEARNING AND REEDUCATION, UNIVERSITY OF WISCONSIN, MADISON, WIS.

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While the professional teacher is trained to perform such responsibilities, she is often burdened with menial tasks such as routine chore like duties, clerical records, and monitorial services.

Though anti-poverty programs have given us insight into this great potential, hopefully the role of the teacher aide will not be limited to only anti-poverty programs.

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A review of the literature from pilot programs throughout the country indicated the need for training programs for the aides as well as for the teachers so that aides can be effectively utilized. It also indicated that the employment of teacher aides elicited a variety of reactions from teachers. Some are really enthusiastic about the idea, some fear the possible intrusion on teachers' responsibilities, and some feel that aides cause more, not less, work for teachers.

The two most common objections to the use of aides were (1) that they infringe on the traditional relationships between the students and the teachers and (2) that aides are not much help unless teachers spend a great deal of time training them. Both these concerns as well as others could be handled in training programs.

Pilot programs conducted in Wisconsin this past year provided both a pre-service as well as an in-service training for aides to work in the instructional program under the direct supervision of certified teachers.

The objectives of our program were to establish some guidelines for screening, hiring, training, and utilizing instructional aides. We were confident that the use of aides in performing clerical and routine tasks had been well established. We were interested in finding out if given proper training an aide could work effectively in the instructional program under the direct supervision of a certified teacher. Fifty six aides from 3 school systems in Wisconsin attended twelve 2 hour weekly training sessions. The aides were enthusiastic about the sessions as indicated by the almost perfect attendance as well as such comments as

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"She has developed more confidence in what she can do."

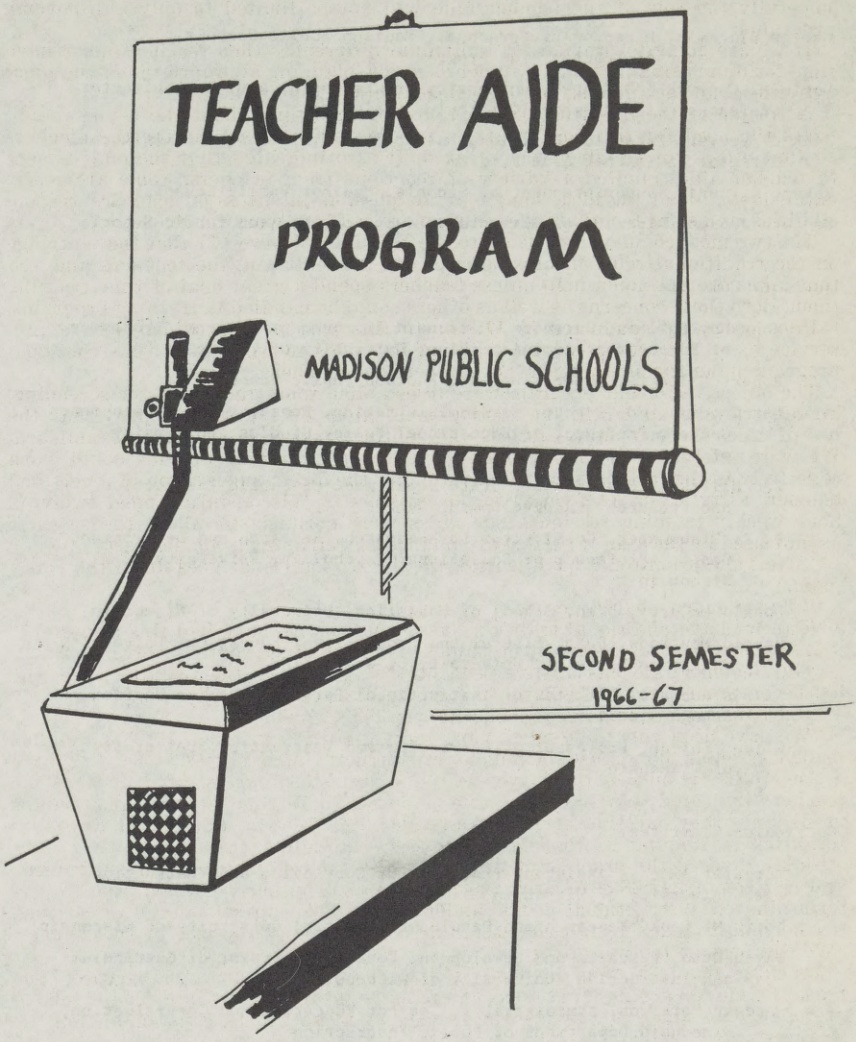
"We have been able to do much more individualizing instruction. The aide has made it possible to increase the number of instructional activities."

Some other results of the survey of the Wisconsin program were: 88% of the teachers indicated they had been able to devote more time to individual pupil's needs since they had the services of an aide; 68% felt the aide had shown more initiative in helping in the classroom since attending training classes; 72% strongly favored the practice of utilizing aides for relieving teachers of routine and clerical tasks; 68% favored the practice of a properly trained aide to perform limited instructional tasks under the direct supervision of a certified teacher. Many teachers felt that the aide could enhance the role of the teacher. "We can become truly professional" was a response by several teachers.

Teaching involves so many tasks that it has become an unmanageable job. Lack of time for professional tasks can damage professional pride. The extended use of teacher aides can relieve the teacher of menial tasks thus enhancing the teachers' role.

Well trained instructional aides supervised by classroom teachers can make possible many individual learning opportunities such as (1) the extensive use of audio-visual equipment (2) a variety of multi-level instructional materials (3) individual students' progress records.

Mr. Chairman and Committee Members: A recent publication from TEPS (The National Commission on Teacher Education and Professional Standards) says that aides are here. "They are here because they are needed." The Bills which we are discussing today can make them possible.


TEACHER AIDE
PROGRAM
MADISON PUBLIC SCHOOLS
SECOND SEMESTER
1966-67

1711

Personnel

George Blackman, Director of Personnel, Madison Public Schools, Coordinator of Teacher Aide Program

Doris M. Cook, R & D Center, University of Wisconsin, Assistant Director of Teacher Aide Program (Curriculum Chairman)

Jack C. Ferver, Extension Division, University of Wisconsin, Administrative Director of Teacher Aide Program

Robert Gilberts, Superintendent of Schools, Madison Public Schools

Kenneth Jensen, Director of Elementary Education, Madison Public Schools

Advisory Committee:

Johy Guy Fowlkes, Director, Wisconsin Improvement Program, Professor of Educational Administration, University of Wisconsin

Robert Gilberts, Superintendent, Madison Public Schools

Max Goodson, Co-Director for Administration, Research and Development Center, Professor of Educational Policy Studies, University of Wisconsin

Leo Hilfiker, Coordinator, State Department of Public Instruction and Research and Development Center

H. J. Klausmeier, Co-Director for Research, Research and Development Center, Professor of Educational Psychology, University of Wisconsin

Donald McCarty, Dean, School of Education, University of Wisconsin

Harold Montross, Dean, Liberal and Professional Education, University Extension Division, University of Wisconsin

Harris Russell, Director of Instructional Services, Racine Unified School District

Wilson Thiede, Professor of Curriculum and Instruction, University of Wisconsin

Curriculum Committee:

Margaret Ammons, Assistant Professor of Curriculum and Instruction, University of Wisconsin

Doris M. Cook, Research and Development Center, University of Wisconsin

Wayne Otto, Research and Development Center, Professor of Curriculum and Instruction, University of Wisconsin

Hardean Peterson, Administrator, Teacher Education and Certification, Wisconsin Department of Public Instruction

Allen Slagle, Assistant Superintendent for Teacher Education and Certification, Wisconsin Department of Public Instruction

FOREWORD

The information and suggestions outlined in this handbook are designed for your orientation into a city-wide program on training instructional aides to work in the elementary schools. It is hoped that it will contribute to better communication and understanding and provide continuity to the entire program.

Your enthusiasm, support, and cooperation will contribute to a united effort to expand this program.

This handbook is in an experimental form. Your comments as the program proceeds will improve a final handbook.

"There is real power for schools in totally new patterns of using nonprofessional people. They are an enormous resource that we have not fully tapped."

--Harold Howe, U. S. Commissioner of Education

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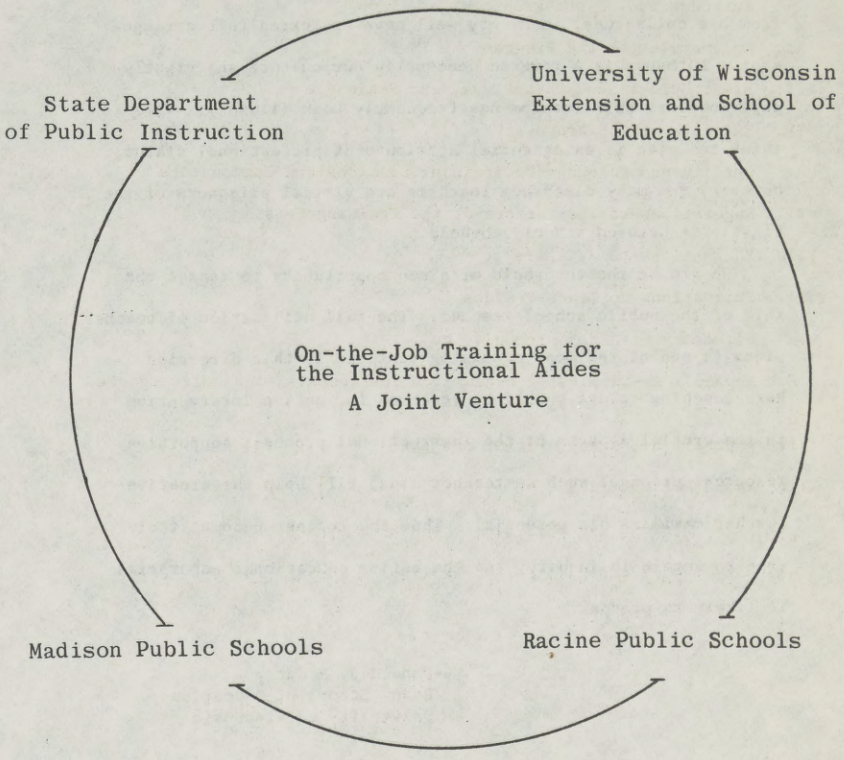
XI. Appendix B--Survey of Aide Programs

XII. Notes and Comments

"Head Start has proved that the very presence of additional interested adults does much to motivate the child, and give him the incentive to succeed."

--Sargent Shriver, Director of the Office of Economic Opportunity


State Department
of Public Instruction
University of Wisconsin
Extension and School of
Education
On-the-Job Training for
the Instructional Aides
A Joint Venture
Madison Public Schools
Racine Public Schools

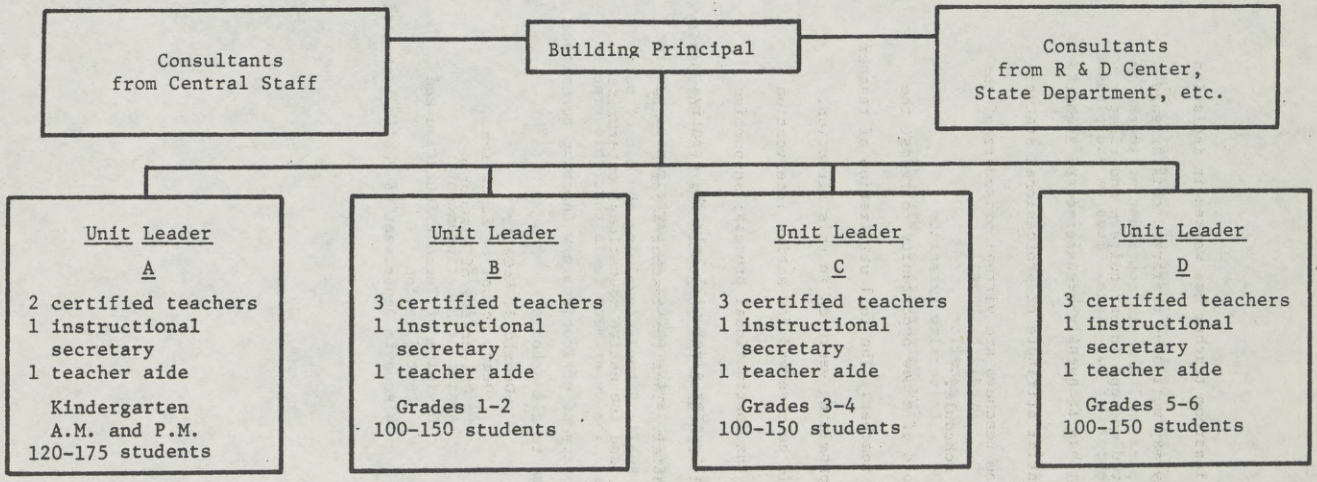
Traditionally, the classroom teacher has worked in isolation from his colleagues. Many may well have preferred this arrangement. Autonomy is a revered concept in our culture and rightly so. However, this freedom has frequently been illusory. Time to think and plan is an essential attribute of professional status; however, too many classroom teachers are virtual prisoners of the tightly structured school schedule.

We are on the threshold of a new opportunity to recast the role of the public school teacher. The full utilization of teacher aides is one of the most promising ventures in this direction. Rare teaching talent should be reserved for active intervention in the crucial aspects of the instructional process; supportive resource personnel such as teacher aides will help the creative teacher maximize his potential. Thus the teacher becomes truly free to engage in inquiry, and the entire educational enterprise is likely to prosper.

--Donald J. McCarty
Dean, School of Education
University of Wisconsin

February 2, 1967

PROTOTYPE ORGANIZATION OF ELEMENTARY SCHOOL



In 1965, a new organization for instruction, research, and development was started in the Madison, Racine, and Janesville Public Schools in cooperation with the Wisconsin R & D Center. R & I Units were organized in elementary schools, each Unit comprised of a Unit leader, two or more certified teachers, and noncertified persons as they became available. This pattern of organization has met with much success and is exceptionally appropriate for new, modern elementary schools. Madison, Racine, and Janesville are planning complete elementary schools in the R & I pattern for 1967-1968. As may be seen in the organizational sketch above, the use of noncertified persons is a key factor in designing an excellent instructional program, including individualization. The R & D Center is evaluating the whole concept, including the use of noncertified personnel, in the R & I Units during this year and 1967-1968.

Herbert J. Klausmeier, Co-Director for Research
Wisconsin R & D Center for Cognitive Learning

University Extension recognizes the importance of increasing the number of competent auxiliary personnel who are contributing to the instructional processes in the schools of our state. Thus we are pleased to have this opportunity of helping to bring the resources of higher education to bear toward this end.

Donald R. McNeil
Chancellor
University Extension
The University of Wisconsin

The Department of Public Instruction has suggested that the University of Wisconsin proceed with arrangements to conduct an experimental program in connection with the Madison Public Schools involving the use of paraprofessionals, or teacher aides. The Department feels that this experimentation may lead to the discovery of efficacious new teaching techniques which can ultimately be extended to all schools.

Allen T. Slagle
Assistant Superintendent
Division of Teacher Education and
Certification
Wisconsin Department of Public Instruction

The Madison Public Schools are happy to participate in the experimental program involving the use of teacher aides in the classroom.

Ever-expanding enrollments and constant technological improvements in techniques and procedures emphasize the importance of such a program. These two factors make the relief of the classroom teacher from routine administrative tasks extremely crucial if she is to be able to devote the maximum portion of her time to her basic task--the education of the children.

Robert D. Gilberts
Superintendent of Schools
Madison Public Schools

It is a privilege for the Madison schools to serve in a pilot study relating to the utilization of teacher aides in the classroom.

It is our sincere hope that the initial in-service training session will prove to be valuable and worthwhile. It should lead, ultimately, to the solidification of the program--from pre-service to certification.

George A. Blackman
Director of Personnel
Madison Public Schools

There is undoubtedly a point reached in time and class size that, when surpassed, a teacher tends more to keep school than to teach school. With all the demands made upon the teacher's time today it has become extremely difficult to accomplish the goals necessary to quality education. Unless something is done to remedy high teacher-pupil ratios, the teacher will be forced to continue teaching all children the same thing at the same level and at the same time. Individualization of instruction becomes extremely difficult. Today society is demanding excellence in teaching. Teachers are expected to be well trained, scholarly, and pupil-oriented. Anything less than this is cheating our children.

There are many ways teachers can be given the opportunity to individualize and concentrate instruction, most of which are costly to the taxpayer. However, one way which seems to show great promise across the land is the addition of paraprofessional personnel to become part of a teaching team. Reports from various school systems throughout the country, using volunteer, and in many cases, uncertified and untrained, help is most encouraging.

It would, therefore, seem logical that a training program for paraprofessional staff would only enhance the success of such a program. The Madison Public School System believes this to be true and is hopeful that this program will contribute to our most important common goal--the improvement of instruction.

Kenneth M. Jensen
Director of Elementary Education
Madison Public Schools

III. BASIC GUIDELINES, OBJECTIVES, AND RATIONALE

This is a pilot study. The main objective is to establish some recommendations and procedures for screening, hiring, training and utilizing instructional aides to work in the elementary schools. Parts of this total program (screening, basic qualifications, hiring, etc.) will be developed during the Summer Institute, since most of the aides that will be enrolled in the pilot study will already be employed. They will provide basic information, however, for a profile study whereby we can set up recommendations re: job descriptions, good sources of aides, etc.

We are interested in finding out if, given the proper on-the-job training, an aide can work effectively in the instructional program under the direct observation and supervision of a teacher or team of teachers.

There is no longer any doubt that an aide can be successful and make a significant contribution in the areas of clerical, monitorial, or routine tasks. There is enough evidence to prove that they have relieved teachers of the nonteaching tasks, thus providing more time for teachers to instruct.

It has been evident, however, that teachers have had to train the aides for them to work effectively. This took a great deal of the teachers' time, and the literature hints that if aides were not effective it might well have been because teachers did not realize their potential or else did not have the time to provide the guidance and training they needed to carry on tasks independently.

Since we are confident that the use of aides in the clerical and routine tasks has been well established, we have taken as our area of concern the possibility of using aides in the instructional program. We want to test out the use of aides in performing some teachers' tasks which are directly related to the teaching-learning process. This of course should be done under the direct supervision of the principal, a teacher, or a team of teachers.

We have reason to believe that on-the-job training would uncover problems and insure higher performance. We also have reason to believe that teachers and administrators will accept aides more readily and use them in a much wider scope if they can be directly involved in the training; so our curriculum includes a program for teachers and administrators who will be working with the aides. In fact, they are primarily responsible for them as they work in their classroom or school. We hope that with your assistance we can stimulate positive attitudes toward instructional aides--so that they will not be a threat to a teacher, but rather will enhance her task, she being provided the opportunity and more time to analyze, prescribe, and evaluate.

OBJECTIVES OF TOTAL PROGRAM (BASED ON PROPOSAL)

1. To identify, define, and develop the role of the teacher aide so as to enhance the learning-teaching process.

2. To set up guidelines for a pre-service and in-service training of the aides to provide a foundation of knowledge, skills, and understanding so they may work effectively in a school.

3. To help teachers gain an understanding of their role as a leader in:

   a. analyzing and diagnosing students' needs,

   b. developing a program to meet these needs, and

   c. effectively utilizing a teacher aide in accomplishing such a program.

4. To identify effective methods of training and utilizing teacher aides and the evaluation of these, whereupon recommendations could be made to school systems.

5. To establish guidelines or criteria for a job description of various kinds of aides.

6. To establish and evaluate criteria in certifying aides, whereupon recommendations could be made to state departments.

I. Rationale for Para-Professional Program

A. That the program be based on the analysis of the teaching functions and then focus on those functions to which the teacher aide might enhance the learning-teaching process.

1. Role of the teacher in relation to the learning-teaching process.

2. Role of the aide in relation to the learning-teaching process.

B. That the program include the real concerns and needs of the trainees as well as the grade levels and the specific areas of curriculum the trainees are working in. (Program flexible to provide for further needs as identified by aides--both at end of pre-service and long range.)

C. That specific objectives be set up, outlined as follows:

1. Objectives of aide in becoming acquainted with job--to understand purpose of education, school program, etc.

2. Objectives of aide as she works with the child.
   a. To gain understanding of characteristics and developmental stages.
   b. The basic needs of children.

3. Objectives of aide as she works with professional staff.

D. That two types of preparation should be developed:

1. Programs to develop and assist aides for working in a school.

2. Programs for teachers, principals, and school staff to work with and develop teacher aides.

E. That ongoing inservice supervised sessions with the aides and teachers who work with them be planned. (A joint cooperation with training institution and local schools.)

F. That possibilities of certification be studied:

1. Certification upon completion of extension course.

2. Certification by DPI.

G. That evaluation procedures include not only ways an aide can be used effectively in the learning process but also some evaluation of the training program; e.g., did it provide aides with some general knowledge? What else should have been included?

IV. EXCERPTS OF THE PROPOSAL

A Proposed Regional Laboratory Project on the Effective Use of Para-Professionals (Teacher Aides) in the Classroom Through on-the-Job Training and In-Service Training

Rationale

This proposal comprises an attempt to extend the educational program of elementary children by providing a para-professional staff member (teacher aide) to:

1) Assist the teacher in routine and semi-instructional duties, thereby giving the teacher more time for instruction.

2) Cope with large class size, teacher shortage, and shortage of classroom space.

3) Explore the use of a para-professional in the entire learning process of elementary children.

This proposal, a joint venture of the State Department of Public Instruction, The University of Wisconsin Extension and School of Education (Wisconsin Improvement Program and Research and Development Center for Learning and Re-Education), and the local school systems (Racine and Madison), will serve three purposes:

1) To study and evaluate the use of aides at different levels and areas of duties.

2) To develop and evaluate a general training program for aides.

3) To set up new criteria (standards) for possible certification of the teacher aide.

The teaching task is conceived generally as being related to the total school experience of the child. It is therefore difficult to draw a clear line between teaching and nonteaching functions. One of the purposes of this pilot study is to evaluate the use of aides in different types of situations, at different age levels, and at both routine and semi-instructional tasks.

For instance, the use of aides in the entire learning process of elementary school children is well worth some study and evaluation.

A child must be prepared for learning. He must be motivated: his

interest and curiosity must be aroused; a readiness and attitude to want to learn must be developed; and sufficient experiential background must be provided before presenting facts and information.

Classroom aides can contribute to this preparation for learning by assisting the classroom teacher in creating an instructional environment (good bulletin boards, art projects, creative projects, etc.). Individual student needs, interests, and achievements can be realized. The aide could work with small groups or individuals in reading programs, individualized study, vocabulary development, implementing concrete aids in a mathematics program, etc. It is also possible to evaluate ways the aide can work with the home and community.

We have an opportunity in our Wisconsin Improvement Program to explore the use of aides in a team teaching situation where the team leader may well serve as an advisor to and trainer of the aide.

Also, in our R & I Units (Project MODELS of the R & D Center) we have specific experiments planned to use the aide in specific areas of the instructional program, such as in the vocabulary development of the disadvantaged child and in programmed and individualized reading programs.

A survey of teacher aide experiences of selected school systems in every state has produced a large amount of data which is being used in developing this program. This survey has also pointed out (1) the rapidly expanding use of aides, (2) the concern for training of aides and teachers using aides, (3) the need to define roles of aides, and (4) the need to reconsider certification of aides.

Outline of Entire Proposal

I. Phase I--fall, 1966. Planning and organizing the entire program and developing curriculum for the training of aides.

II. Phase II--Pilot Training Program, January, 1967, in Racine and Madison. Evaluation and dissemination of results and knowledge gained. Revise and develop curriculum materials for summer school training of aide trainers.

III. Phase III--Seminar Training Program, 1967, for teacher aide trainers who have been identified by their local school districts. Improve and develop curriculum for use in additional school aide training programs.

IV. Phase IV. Assist local schools in setting up aide training programs.

A curriculum committee to be identified by the advisory committee will work with the director and curriculum coordinator of the project to develop the course of study for the pilot programs to be conducted January, 1967, in Racine and Madison.

PHASE II. Pilot Training Program--January, 1967

Since the work of the para-professionals in the school will be more meaningful and valuable if they are given proper training, this program will attempt to set up a training program which will include:

1) A Pre-Service Training Program which will be a joint training program for teachers and principals as well as aides. Previous studies indicate a vital factor in the success of employing and utilizing aides effectively is the ability of teachers and administrators to accept such a program positively. Hence, the importance of a joint training program cannot be over stressed. This would include informing all school staff of details and reasons for using aides. It is important that classroom teachers and aides thoroughly understand their relationship to each other as they plan and proceed with classroom activities. Orientation of aides to school policies and to their responsibilities should be done prior to their starting as aides. It seems well to plan some pretraining right in the assigned school and with the assigned teacher and principal--to focus upon school procedures; to acquaint the aide with the school's physical plant, schedule, and entire program, and with the community; and to plan with the teacher.

2) On-the-Job and In-Service Training Program. Continuing and timely training of aides will enhance their value to the school. On-the-job training should be planned and provided as part of the program. This proposal allows for such training in a weekly seminar (workshop) planned jointly with the local school and University of Wisconsin Extension-School of Education. These training sessions would be conducted by a specialist in the designated area. These specialists would be (1) faculty from the University of Wisconsin and (2) local school faculty.

PHASE III. Summer Training Institute for Aide Trainers

One attempt of this entire proposal is to insure wide dissemination of the positive effects of teacher-aide training programs. Hopefully this pilot study will produce evidence that aides with proper training can be used effectively in semi-instructional duties.

A carefully selected corps of teachers (approximately 30) will be trained extensively during a summer institute in 1967 to serve as aide trainers in local school systems in the fall of 1967. The institute will be held on the Madison campus of the University of Wisconsin.

V. OUTLINE AND CALENDAR OF TRAINING SESSIONS AND INSTRUCTORS

Teacher Aide Training Program
Sessions to be held Tuesdays, 7:00-9:00 p.m.
in room 214 (School Library)
Administration Building, Madison Public Schools
545 West Dayton Street

Mr. George Blackman, Coordinator of all Sessions

SESSION I. Tuesday, February 14, 1967. Orientation--Becoming Acquainted with the Job. Mr. Donald Stoddard, Badger School, Chairman, assisted by teachers and aides.

Objectives:

1) To understand the philosophy of the Madison Elementary Schools.
2) To become acquainted with the school, the specific classroom, and schedule.
3) To become aware of personal qualifications and responsibilities that will be of immediate practical assistance in working as a Teacher Aide. These might include:
   a) To appear neat in manner and dress in the school
   b) To cooperate with teachers and other staff members.
   c) To show enthusiasm for the work and for children.
   d) To show interest in children by talking and listening to them.

Suggested Procedures: A directed discussion bysomeone in the local schools who communicates well.

A teacher aide who has been working in the schools who might relate experiences and responsibilities which she has encountered.

A workshop whereby aides could look at their specific classroom, schedule, number of students, etc. An opportunity to have questions answered and clarified.

SESSION II. Tuesday, February 21, 1967. Working with Children: What do we need to know about children to work with them? Mrs. Dorothy McLimans, Principal, Silver Springs School, Chairman, assisted by Mr. Leonard Pennington, Psychologist, Madison Public Schools.

Objectives:

1) To become aware of and acquainted with concepts of child growth and development as a background for understanding child behavior.
2) To look at behavior likely to be encountered in the classroom situation.
3) To gain understanding and experience by observation and participation in the classroom.
4) To gain an awareness of specific individual differences in children and to develop some insight into techniques of working with them.

Suggested Procedures: General characteristics and developmental stages of children to be presented by a child development specialist, school spychologist, or teacher.

Cases illustrating general theories should be presented and discussed by the class.

Constructive ways of handling these cases should formulate part of the session.

Cases the teacher aides are encountering on the job should receive priority in the discussions with specific suggestions for handling each case.

An opportunity to observe children in a classroom with this as the primary objective might provide some good background for these sessions.

SESSION III. Tuesday, February 28, 1967. Working with Children: What do we need to know about children to work with them? (Health and safety to be included)

(Continued from Session II.) Mrs. Dorothy McLimans--panel to be identified.

SESSION IV. Tuesday, March 7, 1967. General Classroom Techniques: Part I, General. Instructors: Mr. Richard Lee and Mrs. Anita Pierce, Mendota School.

Objectives: To acquaint the aides with the range of specific classroom tasks which they should be prepared to perform; i.e., clerical records, housekeeping, preparing the classroom for learning, and the operation of ditto machines.

Suggested Procedures: Skills might include actual working on classroom record forms, preparation of materials needed for classroom instruction, and practice in operating various machines.

SESSION V. Tuesday, March 14, 1967. General Classroom Techniques: Part II, Audio-Visual. Instructor: Mr. Ralph Munger, Lincoln Junior High School, assisted by Mr. Ken Simpson, R & D Center

Objectives: To acquaint the aides in the operation of audio-visual equipment and preparation of audio-visual materials.

Suggested Procedures: Use of: filmstrips, film loops (cartridge film), film projectors, and tape recorders; developing transparencies for the overhead projector; and ordering films.

SESSION VI. Tuesday, March 21, 1967. Classroom Skills re Art Activities. Miss Anona Gilbert, Madison Public Schools, assisted by classroom teachers to be identified.

Objectives:

1) To become aware of the use of good bulletin boards, etc., in providing an environment in the classroom for learning.
2) To become acquainted with a variety of art media that would extend the art experiences initiated by the art specialist or classroom teacher.

Suggested Procedures: A workshop in design and use of classroom bulletin boards with instructions on lettering and ideas for designing good bulletin boards.

Also included in the workshop would be the presentation of a variety of media such as:

1) Painting
2) Paper mache
3) Mobiles
4) Matting and framing pictures
5) Crayon-resist techniques

Also included should be some stressing of items that are important (techniques of working with children on art projects, to keep children's attention, etc.), especially if the aide may be working with small groups of children without the teacher. Such items as:

Is everything ready that the children will need?

What cautions must be taken as they work with this media?

What are plans for cleaning up--is this the students' responsibility? If so, how does the aide direct this, etc.?

SESSION VII. Tuesday, April 4, 1967. General Creative Skills (Music, Recreation, Physical Education, Dramatics, and Language Development). Mrs. Harlan Hansen, Shorewood School; Mr. Harlan Hansen, University of Wisconsin--WHA.

Objectives:

1) To familiarize the aides with songs and games suitable for various ages.
2) To show techniques of teaching games and songs.
3) To provide some practical experiences which might enhance the aides' responsibilities in this area.
4) To acquaint the aides with some suggestions for activities in self-expression.

Suggested Procedures: Teachers in the various subject areas could present ideas and lead discussions. Some demonstrations might even be feasible here.

SESSION VIII. Tuesday, April 11, 1967. Reading. Miss Ruth Saeman, Madison Public Schools, Chairman; panel consisting of Dr. Wayne Otto, University of Wisconsin, and Miss Betty McMahan and Mrs. Patricia Wojtal, Huegel School.

Objectives:

1) To acquaint them with the goals of a developmental reading program at various grade levels.
2) To individualize the training sessions so that the aide may receive practice directly at the grade level she may be working with and also to give aides experience at working with an individualized approach (based on needs and individual pacing).
3) To give the aides a framework whereby they can support the work of the classroom teacher.
4) To develop an acquaintance of a variety of instructional materials and some specific help in becoming familiar with such.

Procedures: Discussions to be led by a reading consultant on use of basal readers, programmed materials, etc.

Specific techniques geared to the individual experiences of the aide and/or questions or suggestions by teachers.

SESSION IX. Tuesday, April 18, 1967. Reading: Effective Use of an Aide in an individualized program and in a reading center. Mrs. Mildred Yahnke, Reading Consultant, Janesville, assisted by a panel consisting of a teacher, an aide, and a reading teacher.

SESSION X. Tuesday, April 25, 1967. Language Arts. Mrs. Barbara Thompson, Department of Public Instruction; Mrs. Maxine Vohs, Learning Specialist, Racine, Wisconsin.

Objectives: To acquaint the aides with the goals of a language arts program at various grade levels and using an aide in a language arts program.

To provide individual help in whatever aides specify--such as manuscript or cursive writing patterns, spelling, etc.

Suggested Procedures: This session should be geared to the needs of the aides, and teachers and unit leaders could be the resource people to staff it.

SESSION XI. Tuesday, May 2, 1967. Mathematics. Instructor: Mrs. Doris M. Cook, R & D Center, assisted by classroom teachers.

Objectives: To develop an understanding of the basic idea in the new approach to teaching mathematics--that of pupil discovery--and some insights as to how the aide could extend the mathematics presented by the teacher. To include such topics as desk-to-desk help, reinforcement, small group remedial help, etc.

To become acquainted with instructional materials, concrete aids, games, etc., that provide understanding and practice of the mathematical ideas presented.

To provide some ideas on the use of concrete aids and devices in reinforcing mathematical concepts.

Suggested Procedures: Discussion by a mathematics consultant; but most of the session should be devoted to a work session where aides could become acquainted with materials.

An individualized approach here would allow for the aides to work at whatever grade level or mathematical concepts that would be most valuable.

SESSION XII: Tuesday, May 9, 1967. Library. Mr. Donald Stern and Mrs. Gertrude Herman, Glenn Stephens School.

Objectives: To provide suggestions for aides in the areas of participation:

1) Aide as she works with school librarian
   - A. Library services
     1. Finding materials (individual and group help)
     2. Charging and discharging materials
     3. Library procedures
   - B. Control of students
   - C. Library housekeeping
   - D. Library instruction
2) Aide as she works with classroom teacher
   - A. Finding what is available in the library
   - B. Gathering materials
     1. Supplementary
     2. Reference
3) Aide as she works with children in the library
   - A. Groups
     1. Materials in subject areas
     2. Use of materials and facilities
        a. Reading
        b. Reference
        c. Supplementary

Suggested Procedures: We recommend the use of a school librarian the classroom teacher, and possibly a teacher working in this area and also that this session be related to the reading program.

SESSION XIII: Tuesday, May 16, 1967. ALL PRINCIPALS, TEACHERS, AND AIDES.
(1) Maximizing the Use of Aides
(2) Developing Sensitivity to the New Role of Teacher Aide
Dr. Max Goodson, moderator; Mr. Lloyd Johansen, Racine Public Schools.

Objectives: To determine and define the intended use of teacher aides; to help teachers and administrators maximize the effective use of teacher aides.

Suggested Procedures: Panel discussions by various participants on such topics as:

What is the teacher aide role?

How does the aide work with the teacher?

What tasks can aides perform? What needs to be reserved for teachers?

How much responsibility does the teacher bear for actions of the aide?

It was suggested and recommended that such sessions as this one be considered both as pre-service and continuous in-service. An opportunity for the administrators and teachers to discuss their concerns and attitudes toward the use of a para-professional should be evident throughout.

VI. Suggestions to Instructors

One of the purposes of this pilot study is to develop a good curriculum guide.

We are all pioneers in this venture. The curriculum outline included in this handbook is only the beginning to develop a good training program for instructional aides. By weekly evaluations and comments and suggestions from both teachers and aides, this tentative curriculum should become the basis of providing newly employed aides with a training program designed to (1) teach them to perform well a variety of selected tasks, (2) assume specific responsibilities which support the work of the teacher, (3) develop within each individual a sensitivity to the new role of an instructional aide.

The coordinator will be working closely with each instructor to help develop continuity to the entire program. Each instructor should:

1) Prepare written materials for each lesson which can be incorporated into a detailed course syllabus for future course coordinators and instructors. This should be given to the coordinator in a final form either at the end of the session or within the next week.

2) Prepare materials (handouts) for the aide trainees' notebooks.

3) Notify the coordinator more than a week in advance if any materials, equipment, etc., are needed for the class.

4) Provide suggestions for and help organize in-service experiences for trainees during the weeks following the lesson.

5) Plan the week's lesson with emphasis on practical knowledge, group discussions, and individual practice. Avoid too much lecture.

6) Assist with evaluating training program effectiveness.

Each weekly lesson will be taped to provide additional information for developing a curriculum guide. As instructors you are encouraged to:

1) Provide opportunities during each session for the aides to ask questions, relate experiences, etc.

2) Develop a sharing relationship where the aides can benefit from each other's experiences.

You may wish to use class members or bring in other teachers or specialists, etc., to assist you in presenting the lesson. This is your privilege, but also it is your responsibility to see that they are notified and informed of the program. Only names that are now on the class schedule have been contacted or informed of the program.

VII. SUGGESTIONS TO TEACHERS

You play a key role in the program as you assume the responsibility for guiding and supervising the instructional aide. Suggestions for each of the following areas are presented to serve as a guide:

1) Orientation
2) Observation and participation
3) Induction into the instructional program
4) Supervision and conferences
5) Evaluation--report of progress

Some of these will not be applicable at this time but would be a very important part of the initial assignment of an aide. Hence, they are included in this preliminary handbook.

Orientation

A good orientation program is a vital part of the teacher's work with aides in the schools. Although orientation is generally regarded as very significant during the initial stage, it is most effective when it is a continuous process throughout the year. When properly oriented the aide feels more "at home" and a part of the total program.

1) Make the aide familiar with other teachers, custodians, school nurse, and others with whom he will be in contact.

2) Help the aide to become familiar with the classroom and all teaching aids and materials that are available for her use and with which she will be working.

3) Get to know her as a person. Establish a relationship whereby effective communication can be carried on at all times.

4) Include her in the planning sessions.

5) Introduce her to the students and establish her position and role to the students.

6) Have the aide prepare a seating chart of the room and urge her to learn the names of the pupils as soon as possible.

Observation

Prior to assigning any responsibility in the instructional program or direct contact with the students, provide opportunities for observation. In order for this to be effective, the observations must have a purpose. The aide must have specific things in mind to look for as he observes you and the pupils. These might be such things as:

1) Observe various parts of the daily schedule and what occurs during this time.

2) Taking notes of techniques employed by the teacher.

3) Note individual differences among children--the leaders, the followers, and withdrawal cases.

4) Note how the students are involved and their follow-up.

5) The transition from one activity to another.

6) The teacher's technique for controlling the activities, handling the children, etc.

Participation

The aide's first responsibilities probably should be in areas other than the instructional program. Such things as:

1) Taking roll--clerical
2) Housekeeping duties
3) Assisting in routine periods such as dressing, bathroom, milk, lunch, etc.
4) Assisting the teacher in playground duty
5) Checking papers, etc.
6) Preparing materials as outlined by the teacher

Induction into Instructional Program

This should begin only when the teacher feels the aide is capable of assuming this responsibility. This probably should proceed gradually, as the aide demonstrates the ability to assume more responsibility. It may be wise to allow her to have sufficient experience in one subject area before delegating responsibility in another.

Supervision

Daily and constant supervision is probably the key to high performance. Daily conferences to outline plans for the day as well as weekly ones for overall planning are important. Take advantage of free moments for frequent informal chats. Establish a setting which is free from tension--where each feels free to contribute, suggest, and listen. Develop an openness whereby "do's" and "don'ts" can be identified and discussed.

Evaluation--Report of Progress

1) Direct the evaluation so that it will lead to growth and development--suggest rather than criticize.

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2) Just as daily and constant feedback about progress is important to children, so 'tis true with the aide. It is an essential and continuous part of any learning process.

3) Provide in your evaluations an opportunity for the aide to ask questions, express concerns.

4) Instill in the aide the importance and value of self-evaluation.

5) Invite the principal and other involved teachers to sit in on some of the conferences and provide an opportunity and climate for the aide to seek their suggestions.

Teacher's Periodic Report

Periodically throughout the semester we will solicit your comments about the progress of your aide and the effects of attending a training session. We welcome and encourage you to comment and provide feedback at any time. All reports will be confidential. Reports should be mailed to Mr. George Blackman or to Mrs. Doris Cook.

Our interest in such reports is to find out if the weekly training sessions are including useful, practical help.

We suggest that as you check the schedule of the training sessions each week, you might provide opportunities for the aide to observe that particular area prior to the class session and then, following the session, provide opportunities for the aide to experience some of the activities, etc., as presented during the session.

Encourage your aide to keep a notebook of ideas, techniques, directions, etc.

VIII. SUGGESTIONS TO TEACHER AIDES

The opportunities you will have as you enroll in the weekly training sessions will be unlimited. Much of what you get from such sessions will depend on what you hope to get out of it.

The course is designed to be a workshop whereby you can actually work with materials and also discuss problems and activities, etc., that you encounter as you work at your job.

As an aide we hope you can be involved in many different types of situations. This will not all happen at once. The principal and teachers you are working with will make the decisions as to what areas of the program you will be involved in.

You are responsible to the principal and to the teacher or teachers with whom you work. They are ready to answer questions, supply information, and suggest solutions to problems.

Acquaint yourself with the overall policies of the school.

The key to the success of this program is the ability of the aide and the teachers and principal to work together.

You will need a looseleaf notebook for the training sessions. Each week handouts will be available. Take notes during the sessions.

Refer to your notebook during the week. Discuss areas and suggestions covered during a training class with your teacher. She will provide opportunities for you to try out some of the activities.

Jot down questions, activities, etc., that you would like suggestions or clarification on that you can take up at the next training session. Be alert to other activities, devices, and suggestions that other aides have experienced. Develop a sharing relationship.

Maintain strict confidence about children, children's records, school problems, and your opinions about teachers with whom you work.

A sense of loyalty to the school and a proper regard for professional ethics is essential.

IX. DIRECTORY OF AIDES AND TEACHERS

Lay Assistant	School	Grade	Teacher(s) Supervising	Principal
Mrs. Sylvia Poole	Allis	Deaf PrePrimary	Mrs. Julie Scott & Mrs. Marlyn Minkin	Lawrence Erickson
Mrs. Sandra Tilley	Badger	3	Mrs. Shirley Wallace	Donald Stoddard
Mrs. Mary Gill, RES	Cherokee	Kn	Mrs. Vernice Schreier	E. C. Bainbridge
Mrs. Diane Wiedenbeck	Elvehjem			Lillian Simonson
Mrs. Carol Kitto	Emerson	Art	Mrs. Alice MacDonald	Durward McVey
To be hired	Franklin			Leonard Rush
Mrs. Sandra Conover	Huegel	R&I	Mrs. Patricia Wojtal	Jerry Johnson
Mrs. Judith Riesen	Huegel	3	Mrs. Maurine Miller	Jerry Johnson
Mrs. Louise Chadwick	Lakewood	5-6	Robert Mercer; Mrs. Ann Rempel; & Miss Patricia Teel	Clifford Howard
Mrs. Nina Beegle	Lapham	M R	Mrs. Barbara Dau-Schmidt	Thomas Eckstein
Mrs. Barbara Tolch	Longfellow	Emot Dist	Mrs. Selma Fine & Sylvester Johnson	Walter Argraves
Mrs. Patricia Asmussen	Lowell	Remed Read	Mrs. Sharon Dubois (Occasional clerical under Title I)	Mrs. Eunice Warwick
Mrs. Dorothy Jones	Lowell	M R	Mrs. Jane Hahn	Mrs. Eunice Warwick
Mrs. Mildred Phillips	"		Marjorie Ritchie & Mrs. Florence Schroeder	" "
Mrs. Vida Burbank	Mendota	Kn	Mrs. Anita Pierce; Judith Schwan; & Mrs. Evelyn Scott	Richard Lee
Mrs. Eileen Cox	Orchard Ridge Elem.	Kn	Mrs. Joan Carlson; Mrs. Suzanne Kollmeyer; & Mrs. Ann Nuorala	Ron Fox
Arnice Goldman	Shorewood	Kn	Mrs. Ruth Hansen	Geneva McDonald
Mrs. Antoinette Myers	"	Kn	Mrs. Maysel Potratz	"
Mrs. Nancy Zahn	"	Kn	Mrs. Maysel Potratz	"
Mrs. Cordia Taylor	Silver Spring	Kn?		Mrs. Dorothy McLimans
Volunteer aides	Stephens	Library	Mrs. Gertrude Herman	Donald O. Stern

REVIEW OF THE LITERATURE

APPENDIX

Teacher Aide Program

Many projects have indicated that one aide in each classroom can relieve the teacher of a tremendous amount of work. Studies show that a rather large portion of a teacher's teaching day is given over to tasks which call for little or no professional competence.

A survey of selected Title I projects (10% of total) from USOE for 1966 indicates that over 5,200 teacher aides were used. Enthusiastic comments indicated that teachers were happy with aides and could utilize their services effectively.

This brief report can perhaps serve as some guidelines for establishing a teacher aide program in the local schools with on-the-job training provided by the University Extension Division and possible continued experimentation by the R & D Center on the effectiveness.

It is of prime importance to engage the support of the State Department of Public Instruction in developing a program in accordance with state requirements.

Local school support and interest is also essential in starting such a program. It would seem feasible to establish an advisory committee representing all interests.

Federal legislation (ESEA) has caused much attention to be focused upon the wide differences in the learning capabilities of children. Learning experiences need to be richer and broader. If teachers are to attempt to discharge the added responsibilities, then additional teacher time becomes a necessity. The professional teacher needs more time for planning, conferences, and instruction. One promising development is the use of teacher aides to carry out the routine activities.

The para-professional should become familiar with the public schools as institutions, the professional responsibilities and ethics of teaching--as well as the major goals, special programs, procedures and policies of the school.

A TEACHER AIDE (PARA-PROFESSIONAL PROGRAM

I. Purpose:

A. To assist teachers so they will be relieved of noninstructional duties, thereby having more time for instruction.

B. To cope with large class size, shortage of teachers, and shortage of classrooms.

C. It may also serve to spread the influence of a superior teacher to more pupils.

D. To explore the use of aides in the entire learning process of elementary children.

II. Other Advantages of an Aide Program:

A. Studies show a high percentage of aides become interested in teaching and pursue course work along with their on-the-job training.

B. Special competencies of the aides have provided enrichment opportunities for the pupils.

C. Public relations (home-school relations) may be improved by the addition of lay persons--especially those from the same cultural background.

D. Teachers use instructional aids, materials, and devices in a greater variety--especially when they have had assistance in preparing the materials and operating the equipment.

D. The aide provides another adult in the classroom, especially for a one-to-one relationship.

III. Definition of a Para-Professional:

The para-professionals, or teacher aides, are lay people with a varied amount of education and professional training who take an active part in assisting the teachers to discharge their professional duties in a more efficient and time-saving manner. They assist the professional teacher. The amount or degree of instructional or semi-instructional responsibilities will need to be defined.

Teacher aides are not expected to substitute for regular teachers but are assigned more routine duties in order to free the certified teacher for work with individual pupils and for more adequate preparation of lessons.

HOW TO START AN AIDE PROGRAM

1. The need for aides. A study of local factors which would include (a) shortage of teachers and classrooms, (b) desire to improve quality of instruction, and (c) desire to provide technical-clerical help for teachers. This should also indicate how many and what kinds of aides are needed to obtain the desired results.

2. Local school board approval. (This is done by local school administrators as to the need for aides.)

3. State Department of Public Instruction requirements for employment of aides must be complied with.

4. Informing the general public about the teacher aide program. (Through the PTA, child study groups, etc.)

5. Recruiting aides.

6. Training of aides.

RECRUITING AIDES

I. Possible Sources of Contact

   A. PTA

   B. School board

   C. Professional staff

   D. Women's organizations

   E. High school principals or guidance counsellors

   F. Vocational Schools

II. Screening for identification of aides:

   A. A personal interview (in candidate's home if possible). Here certain aspects of personality, attitudes toward children, and significant family circumstances become apparent.

   B. An interview in school surroundings, which might reveal reaction of candidates to unfamiliar surroundings, or to a school situation. It also would provide an opportunity for several of the supervisory or administrative staff to participate in the interview.

C. Basic criteria might be:

1. Educational background:

   a. high school diploma
   b. some college training
   c. other training or experience that would be useful

2. Ability to communicate:

   a. good voice (pleasing, controlled)
   b. proper use of English

3. Personal appearance:

   a. neat
   b. pleasing first appearance
   c. appears happy--not afraid to smile

4. Health:

   a. physical examination required
   b. TB X-ray required

5. Fondness for children; understanding children's problems

6. Special skills and aptitudes which would make a valuable resource

7. Willing to cooperate

SOME BASIC CRITERIA FOR SPECIALIST AIDES

1. Theme readers--may require college degree.
2. Aide as a community agent (mother of children from the cultural environment).

   "They perform a social worker function without the stigma that social workers often bear. They work from the inside, not the outside." They talk education to their neighbors in their neighbor's language.
3. Aide who speaks the language of the non-English speaking--especially helpful.
4. Aides who have special talents in art and music.
5. Special abilities in stenography.

DIFFERENTIATION OF AIDE QUALIFICATIONS

1. Teacher aide, primary classroom.
2. Teacher aide, elementary classroom.
3. Teacher aide, elementary art and music.
4. Teacher aide, specialist, instructional materials.
5. Teacher aide, library.
6. Teacher aide, secondary (subject matter assistant).
7. Teacher aide, secondary (technical assistant).

TRAINING OF AIDES
(See Para-Professional Program)

Continuing and timely training of aides will enhance their value to the school. On-the-job training should be planned and provided as a part of the program. A joint arrangement made with University Extension or a college to provide (1) college equivalent courses in child development, psychology, methods, and other courses having relationships to the job; (2) workshops or weekly training sessions planned jointly with the local school based on needs. Such training sessions could be conducted by a specialist in the specific area. These specialists could be (1) faculty from the University or a college, (2) local school faculty, or (3) learning specialists or subject consultants.

Areas (that might be general but city wide) which might be covered in weekly sessions:

1. Utilizing school and community resources. Also included in this could be points of interest, how to assist in field trips, etc.
2. Techniques for good teacher-child relationships.
3. Importance of constructive school-parent relationships.
4. Planning enrichment activities.
5. How to help a child effectively in remedial or special areas.
6. Good health habits--nutrition.
7. Sensitivity to differences in attitudes and values.
8. Preparing curriculum materials.
9. Kinds of equipment and how to use it.
10. Children's activities and recreation for various age levels.
11. Humanities and related arts.
12. Making the most of the school library.
13. Supervising children at play, recess, hall duty, etc.
14. Operating various instructional machines, such as tape recorder, overhead projector, etc.
15. First aid

16. Desk-to-desk help.

17. Attractive bulletin boards, charts--displaying children's work.

18. Grading papers, workbooks, etc.

19. Assisting teacher in large-group instruction.

20. Clerical duties: reports, attendance, collections, etc.

21. Discipline.

22. Working effectively in the classroom.

23. Personal and individual contacts with children.

24. Assisting in the reading program.

25. Extending special skills.

26. Classroom trouble shooter:

    A teacher aide assigned to each room to circulate and call the teacher's attention to individual student problems. She watches for the wandering eye, the exasperated expression, or the tightly clenched fist.

    After discussing it with the teacher, a decision is made as to who and how to handle the problem. Many times the aide can handle it herself.

In addition to the weekly training sessions, it would seem well to plan one all-day session before the opening of school, right in the assigned school and with the assigned teacher and the principal. Most of the session would probably focus on school procedures--to acquaint the aide with the school physical plant, schedule, entire school program, community, and to plan with the teacher.

It would seem advisable to encourage a weekly conference with the teacher and the aide in addition to daily and incidental planning.

TEACHER AIDES

1. THE ASSISTANT TEACHER - This is a person whose responsibility in the classroom is tutorial in nature in that she actually assists in the teaching of certain children in the all-important subject of reading. For this position, the aspirant should have a degree and must, at least, have some college training. The Assistant Teacher in actuality performs the work of a teacher in that she works directly with students who, for some reason or other, have fallen behind the rest of the class in the subject of reading.

2. THE INSTRUCTIONAL AIDE - This is a vital work, the duties of which are: prepare, mount, or post lists, displays, charts, etc.; assist in seatwork; assist with individual differences in mathematics; assist in the improvement of penmanship; assist in setting up and operating audio-visual equipment; act as a teacher of art, physical education, singing, a second language, and speech or dramatics, and arrange materials for daily class periods.

3. THE SUPERVISIONAL AIDE - This is a highly important category in that it calls for a person of great diplomacy, maturity, and conscientiousness. The very nature of the work of the Supervisional Aide--supervising large groups of children--demands a person with these qualities. The specific duties of the Supervisional Aide are: assist in escorting pupils aboard school buses; assist in supervision of the school yard at either recess or the Noon period; supervise the lunch period; supervise the library period; assist the teacher on field trips; preside with the teacher during testing periods, and assist the school nurse during ear and eye tests.

4. THE CLERICAL AIDE - In this category familiarity with office routine and procedures, as well as office machinery, is extremely helpful. More important, however, is attention to detail, courtesy in dealing

with other people, accuracy, and a spirit of confidentiality. The specific duties of the Clerical Aide are: type work units, master copies, and stencils at home or at school; mimeograph; assist as librarian; cover and mend books at home or at school; correct workbooks at school; record marks in the teacher's record book; assist in the sale, rental, or issuance of books; type records; keep records in order; maintain up-to-date health records; file information; type information on report cards; type pupil lists; collect lunch, milk, bus, special fund and county money; sell school supplies; answer phone; pick up supplies; and assist as a member of a telephone pool in case of emergency.

TEACHER-AIDES

Suggestions for Assistance:

A. Classroom

1. Prepare classroom for use each morning; proper ventilation, lighting; put everything in proper order for the day--emphasize neatness.

2. Keep book shelves, reading tables, and chairs in reading circle neat and orderly; well-arranged books and workbooks.

3. Assist children in keeping desks and storage places neat.

4. Prepare for use and return to proper storage places needed teaching aids, such as: film strip projectors, screen, film strips, record player, etc.

5. Keep teaching aids in neat storage and prepare for use when needed by teacher; return to orderly place when no longer needed--such as number games, word cards, etc.

6. Assist in assembling, putting up, and dismantling bulletin board displays; keeping them neat, refreshed, and current.

7. Maintain a neat classroom at all times.

8. Keep chalkboards clean and ready for use.

9. Assist in caring for plants, aquariums, etc.

B. Playground

1. Supervise children passing from classroom to playground.

2. Prepare and assemble materials for games, etc.

3. Assist in physical education activities.

4. Assist in supervision of playground with other teachers on duty; may relieve one teacher at a time.

(AT NO TIME SHOULD A TEACHER-AIDE BE LEFT ALONE WITH A LARGE GROUP OF CHILDREN.)

C. Teacher

1. Assist in use of filmstrip projector, filmstrips, record player, and other audio-visual aids.

2. Consult with librarian and make it possible to utilize more fully the materials from the library in enriching a unit being taught.

3. Assist teacher by helping small groups of children understand and follow instructions on seatwork while she works with another group uninterrupted.

4. Assist in art classes in order that more media may be used; prepare materials in advance, such as mixing paint, cutting paper, sorting, and gathering materials.

5. Assist in group and individual science experiments.

6. Read stories for children during story time, rainy days, or when a child needs individual attention.

7. Assist teacher in making files, keeping them in order, mounting pictures, etc.

8. Maintain order if the teacher is called from the room for a few minutes.

9. Assist the teacher in accompanying class on field trips.

10. Make charts and word cards as directed by the teacher.

11. Assist the teacher in individualized programs of study.

12. Provide individual help and direction for programmed materials.

13. Provide direction in concrete aids for mathematics.

D. Pupils

1. Assist children in removing and hanging wraps; in reclaiming the correct ones when needed or at the end of the day; provide for neat storage of the same during the day.

2. Assist in supervision of pupils passing to and from special classes such as music, physical education, library.

3. Supervise bathroom breaks so that the teacher may continue with small-group work uninterrupted.

4. Accompany individual children to the school clinic, dental clinic, etc., when necessary.

5. Distribute and collect student papers (not grade).

6. Assist with bus duty (at least one classroom teacher on duty).

7. Observe children for indications of illness, emotional problems, physical defects, and extreme fatigue.

8. Work with children during leisure and recreational reading activities.

9. Work with children when special practice is needed after skills have been taught by the classroom teacher.

10. Be aware of children's intellectual needs through conversation with them, listening to their stories and experiences. Children need good listeners.

E. Clerical

1. Take roll call; make daily attendance report to principal's office.

2. Collect and keep records on any special money, such as pictures, Junior Red Cross, etc.

3. Assist in duplicating teacher-prepared materials for class use.

4. Assist in such secretarial work as making pupil lists for eye tests, dental surveys, etc.

5. Type tests and other materials already prepared by the teacher.

6. Keep records of textbooks.

7. Assist in keeping health records, weighing, and measuring children.

8. Assist in checking out library books and keeping records.

F. Lunchroom

1. Take lunch and special milk count; make daily report to cafeteria.

2. Assist in supervision during lunchtime, helping children, encouraging them to eat well, but with another teacher also on duty; relieve one teacher.

APPLICATION FOR TEACHER AIDE

NAME _____

ADDRESS _____

_____

PHONE NUMBER _____

AMOUNT OF EDUCATION:

8 years _____

12 years _____

More (please specify) _____

CHECK THE CATEGORY YOU PREFER:

Assistant Teacher _____ Instructional Aide _____

Supervisional Aide _____ Clerical Aide _____

WOULD YOU PREFER ASSIGNMENT IN YOUR OWN NEIGHBORHOOD? Yes_____ No_____

Number of hours per week_____ Per month_____

Days available _____

A.M._____ P.M._____

OR: WOULD YOU BE WILLING TO SERVE IN A NEARBY NEIGHBORHOOD?

Yes_____ No_____

Number of hours per week_____ Per month_____

Days available _____

A.M._____ P.M._____

_____
(Signed)

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TEACHER EVALUATION OF AIDES

1. Have you been able to devote more time to pupils who need individual help since you have had an aide?

   Yes_____ No_____

   Comment:

2. Do you feel the climate for learning has been improved through the services of an aide?

   Yes_____ No_____

   Comment:

3. Has there been any evidence of changes in your pupils (attitudes, self-concept, achievement, etc.) as a result of having the services of an aide?

   Yes_____ No_____

   Comment:

4. If your aide has assisted in the reading program, do you feel she has helped to improve reading skills of pupils?

   Yes_____ No_____

   Comment:

5. Does the aide have good rapport with the class? Yes_____ No_____

Comment:

6. Do you feel that you have had to spend a great deal of time instructing the aide? Yes_____ No_____

About how much time do you spend daily?

7. Has the aide shown any initiative in helping in the classroom?

Yes_____ No_____

If so, how?

8. In what areas was the aide most helpful?

Least helpful?

9. What skills or techniques used by the aide were most helpful?

10. Would you like to have the services of an aide for another year?

Yes_____ No_____

Comment:

11. What would you suggest as additional training?

Teacher Aide Survey

Summary of a survey sent to a sample of principals, teachers, and administrators in Madison and Racine

I. To what degree do you support the practice of utilizing teacher aides for the purpose of relieving teachers of routine and clerical tasks?
(Check one)
72% Strongly favor
26% Favor
2% Hold some reservations
0 Disapprove of

II. To what degree do you support the practice of a properly trained teacher aide performing limited instructional tasks under the general supervision of a qualified teacher or team leader?
34% Strongly favor
32% Favor
22% Support on trial basis
4% Hold some reservations
8% Disapprove of

III. What kind of training do you think would help her be more effective in the instructional program?

On the job—having the opportunity for many experiences right in the classroom.

The training which has been given this semester should be very helpful if the teacher has participated and conscientiously attempted to improve. Other than this, the individual teacher should provide the training or direction which is most effective in her particular situation.

In the "job" experience supplemented by survey course covering important areas of concern in the teaching process; child development, curriculum, etc.

Observation of experienced aides on the job. On-the-job training by the teacher. Seminar classes which allow for learning, discussion, and sharing of ideas and experiences.

Working and observing with a teacher.

A workshop in which they find out what their duties as an aide consist of. Getting into the classroom and assisting the teacher would be the most effective training.

Observation in different classrooms and thorough familiarity with child, class, material. Some aspects do not depend on "training." I think only those observed and recommended should be considered for an instructional program.

Inservice and on the job.

The type of training that has been given to these people the past weeks and the weeks to come. They are enthusiastic and very much interested in all the activities which are now being done.

Workshop such as one now being offered in Madison. Could be held locally in larger city centers.

Workshop programs presenting techniques and methods used by professionals in doing the nonprofessional duties. Observation in schools, while classes are in session, to pinpoint duties that could be performed by an aide.

The present program seems to be satisfactory. Practical experience—both observational and actual assistance is necessary to make their previous instruction meaningful.

A general knowledge of what goes on during a school day; that one must not become personally involved with each child, e.g.. you must not become emotional over each little problem—keep things more impersonal.

An educational *instructor* should have a 4-year college degree as a minimum. A *teacher aide*, performing routine and clerical duties to allow the teacher more planning time, etc., would benefit from art and audio-visual and secretarial courses.

I think the aide program at the University is effective in the instructional program. Classroom observation is most helpful. Attending faculty meetings and special workshops.

The aide program in Madison that is being held at this time seems to be of much value to our aide. Observing the classroom teacher. Attending workshops.

Inservice training in the classroom—observation, etc. Course in child behavior and instructional materials.

Typing, playground supervision, use of mimeo and ditto machines. If they need to work with small groups of children, maybe they could help in scout troops or neighborhood centers as part of their training.

IV. Do you feel that employing teacher aides is in any way threatening to the professional status of teachers?

14% Yes
86% No
0 No response

COMMENTS

Some teachers will feel this way until they learn how aides can be used and how beneficial they will be.

I do not think so, because my understanding of the duty of the aide is to relieve the teacher of some of the routine tasks that do not require the talents of a trained teacher. There are many times that I, as a teacher, wish I were "two" or in other words had someone to just help out when I can't spread as far as I like in listening individually.

If anything, it should raise professional status.

This depends a great deal on the teacher involved. The teacher can become more of a professional if she maintains a "professional rapport" with the aide and uses her wisely.

The aide serves the teacher by handling tasks the teacher has assigned—whether it's working with the pupils or clerical work. She does not aid without teacher knowledge and approval.

Not as long as a good relationship exists and the individuals can respect one another.

Aides enhance the teacher's role.

Depends upon close analysis of the jobs assigned to the aide—their skills, professional judgment and maturity of cooperating teacher—judgment of school board members (economy minded might not appreciate difference between professional and nonprofessional).

A professional need not be concerned with improving the learning situation but giving children better assistance. It is true that teachers will need, and be required, to spend a greater portion of their day in the teaching act. This new situation will require different time usage outside of class that may put a positive aspect to the teaching situation.

The use of teacher aide should free the classroom teacher so that he or she can become truly professional.

As I see this program it will increase the professional status of teachers. They will be relieved of many nonteaching jobs and free to explore better teaching methods.

Since the para-professional does no teaching, this eliminates any danger of a threat to the teacher.

It should make the teacher even more professional.

The professional status of a teacher implies she has a specific job to perform that requires training. The job is to teach children in the best way possible. "Aide" implies help in order to do this best job.

It seems to me it allows teachers to be more truly "professional." Professionals don't have to do menial tasks. Doctors, dentists, etc., all have lab and clerical assistance.

It releases the teacher for more preparation.

If the teacher aide is properly trained, I feel they can be very professional.

This can be an excellent program. After only two visits my teachers are ready to welcome them with open arms!

If the aide is hired in order to justify larger class loads, to stretch an inadequate school budget, and to help with instructional tasks that will not be performed adequately as the professional teacher, I feel the teachers' professional status is impaired.

The class loads at present are usually maximum. With the increasing complexity of all programs in the school curriculum, teacher preparation and teaching time should be extended to care for the present class load or a smaller one. If the aide is hired, the teacher or teachers should determine her duties. Basically, I feel these duties must be detailed in the areas of clerical work, "mother" type duties, total responsibility for care of teaching materials and janitorial tasks, if any. If these alone were the responsibility of the aide, no threat would result

to the professional status of the teacher. It is in the area of instructional help that the greatest concern for the professional status of the teacher arises. The public judges professional competency by the quality of the production—in this case the *quality* of the education given children. I do not see how aides can give quality education when judging on the basis of my years of experience with student teachers who have been exposed to four years of training. Most of these young people may do a so-called adequate job, as an aide might do, but cannot compete on the basis of quality when compared to a professional teacher.

I feel it is a degrading feeling for a teacher who has spent four to six years preparing for the profession to know that a person who has been trained in a matter of months is doing the same work.

An aide who is forward and domineering can completely usurp the position of a docile teacher, for it is only the professional teacher that can actually curb the aide from overstepping her position.

Depending upon the types of responsibilities delegated to them. I'm already hearing a few parents saying, "I'm sending my child to school to be taught by a degree teacher."

If the aide becomes just one more person that the teacher has to provide time for, I can see teachers "getting out" of the profession entirely. Planning and scheduling already take a great of a teacher's time.

Many teachers are playing the game of teaching and really will be defensive because of their self-image.

The following questions VI–XI were answered by only those teachers who presently had aides:

VI. What positive effect has having a teacher aide had upon the instructional program for boys and girls?

Frees teacher for decision making, diagonsis and planning. Supervises child activities which enables them to have fruitful learning activities which they otherwise might miss.

Giving the children who are in individualized reading more attention. (1) Work with smaller groups. (2) Help child catch up if he has been absent. (3) Give small tests. (4) Showing film and filmstrips.

Giving more individualized attention in an individualized reading program.

More time for the teacher to be with the boys and girls, more time for planning a more effective program to meet the needs of individuals.

It has allowed the children to have more time for instruction without taking 15–20 minutes out the day for busy-work, such as reports, collecting money.

Relief from some routine and mundane chores; individuals help for selected pupils; enrichment of the total program through the efforts and talents of the aide.

Makes the teacher more available for individual help.

Has made it possible for the teacher to devote more time to individual children who need help or who require enrichment activities. Aide often completes a project with those who work more slowly while the larger group (and the teacher) are able to move ahead in another activity.

The presence of an aide has also increased the number of activities possible which demand the services of two adults—many projects cannot be accomplished with five year olds unless the teacher has "another pair of hands."

Allows teacher to concentrate on teaching tasks; allows for more individual attention; allows for more small group experience.

Better individualization for all children; more time for the teacher to teach.

It provides them more time for which they were hired—instruction. I have seen better attitudes by teachers since the aides have been employed. (Principal)

Releases teachers from clerical routine tasks so they can devote more time to planning and preparation and evaluation. Makes an additional helper available to meet individual needs of students.

It afforded more released time to concentrate on analyzing the needs of the children, prescribing and preparing to meet these needs. (Principal)

Questions can be answered twice as fast during independent work. It is possible to have many more committees working than normal—this giving more chances to develop social skills as well as learning. By relieving the teacher of clerical tasks she is free to do better preparation and more rested to work well with students. Some of my slower students have had more individual help and are realizing success for the first time. Another friend to relate with.

The children have had more opportunity for extra work outside the classroom, but also with supervision. It has also eliminated a great deal of "busy work" while the teacher is working with smaller groups of children.

Released librarian to work with children while aides take over circulation desk, shelving, overdues, filing, etc. Increased time available to librarian for book selection, organizing, materials, conferring with teachers, etc.

She is very reinforcing to many children. She visits with them, encourages them, catches errors as they are being made, has made a greater readiness program in kindergarten possible. She monitors children in IMC, and has reduced teacher load within rooms during reading program.

More individual attention; better organization possible; helping to supplement areas (piano playing, crafts for girls in another class) the teacher is unable to do.

Releasing the teachers from time-consuming responsibilities to do better and more effective planning.

Less "busy" work so teacher can work with other group. Aide is available to reinforce what was previously taught. More individual help.

Teachers are able to do almost constant teaching—supervision and answering question is accomplished through aides.

Our teacher aide has shown interest in the children; therefore, the children seem to display more enthusiasm in each activity.

VII. Have you been able to devote more time to pupils who need individual help since you have had an aide?

88% Yes
12% No

COMMENTS

The aides have been extremely helpful in this area. They have carried on testing of individual or small groups throughout the year in reading, spelling, and math. This would not have been as easily workable without the aides. Through the teachers' prescription the aides have helped us individualize.

The teacher can work with smaller groups of children and give them more individual help.

This was possible with 16 somewhat homogeneous backgrounds in my particular case. At present with 18 both of us are neglecting some to help develop the newcomers.

I've tried to have her work with slower children, but by the time I get through explaining what I want done, I could do it myself.

She often works with large groups as monitor while our teachers give individual help to small groups or individuals. None of the children are ever left without access to someone for on-the-spot help when the aide is used.

Kindergarten children should take directions from only one person. Likewise, they should be disciplined by only one person. It would be confusing for them to have two "bosses." I need an aide badly with a group this size, but I don't use her in a teaching capacity. The freedom of a kindergarten and the age of the children, plus the size of my group, makes it necessary to have four adult hands, but this is far from an ideal situation.

Many times after presenting a lesson to the class, with the paraprofessional observing, we can both circulate through the room, whereas with just the teacher, only half as many problems could be helped.

In a variety of ways: (1) I may work with a small group with similar needs (spelling, reading), while she supervises the group. (2) I may work with individuals throughout supervised group work. (3) She may do immediate review with individuals in order that they may move on. (4) I can also work with children that need enrichment in a more organized manner. (5) The "average" child receives more individual contact.

It seems as if I have had more planning to do; I still have my three reading classes, etc., so actually the aide is giving them more of an opportunity to express themselves, as they have not spent much time at their desks working individually, but they have worked as groups very well.

More relaxed while teaching, realizing she doesn't have to be measuring time to get things done.

Aides are able to oversee free play period while I work with individual children.

It is of great importance to have time and energy to work with those who need much help and encouragement.

I believe the teacher using the aide has more time to devote to the individual.

I still have a relatively large class and am unable to give the necessary individualized help that I would like to. She has helped in taking over free activity time so I may help certain students on readiness activities.

Aide sometimes takes study hall/library duty so teacher can help make-ups due to absence, give special help to slower learner.

Not in the sense that the aide was taking over the remainder of the children, but in being able to use preparation time for something other than clerical and custodial-type duties.

Duplicating work and various clerical work does not have to be done by me; therefore I am able to spend more time with my class.

VIII. Do you feel the climate for learning has been improved through the services of an aide?

88% Yes

12% No

It releases the tension in the teacher that can develop from having too much to do and no time to do it. The physical as well as the mental condition of the teacher is improved. This, in turn, allows for better teaching. This is especially true in the art area where great demand is placed on both mental and physical energies.

I feel that, since we are able to accomplish many more things due to the help of an aide, the children are having more experiences which are worthwhile. Since these, in turn, increase the child's abilities, the climate of learning has improved.

There is more time to teach for learning. One can evaluate the different approaches to teach if one has the time instead of doing routine chores.

Children have their needs and questions met more quickly and do not "sit" building frustrations.

Better "teacher"-pupil ratio. Relating to 65 five years olds a day is exhausting. Aides help relieve this situation. They don't actually "teach" in my room, but they do help by listening to the children, assisting them with clothes, work, etc. I don't have to "spread myself so thin."

Because there isn't so much time spent on the clerical work. The teacher can better use her time for preparing a lesson.

The aide often helps in preparation of room settings or in preparation of materials, paste, etc., for activities. She does many other routine things which give the teachers more time for real planning, diagnosing and evaluating and pure instruction. She frees teachers for more team planning.

Children have been kept much more active and are more enthusiastic to learn and participate.

More time for the teacher to be with the boys and girls, more time for planning a more effective program to meet the needs of individuals.

It allows me more time for planning and small group work.

More time can be spent on instruction rather than the teacher using time for clerical work.

Teacher tends to be less rushed by routine tasks—provides freer atmosphere. Children able to play reading games and participate in other small group activities under aide supervision. Child's attitude towards learning becomes more positive.

There is less tension in the room due to the fact that the children are receiving more help when they need it.

I feel the aide has shown much more enthusiasm since she has been attending classes at Madison. I think the children enjoy her help.

IX. Do you feel that you have had to spend a great deal of time instructing the aide?

12% Yes

88% No

About how much time daily?

The answers varied from 5 minutes to 45 minutes with some stating that as the aide became more experienced less time was needed and only time needed to be spent on new projects to explain it to the aide.

X. Has the aide shown more initiative in helping in the classroom since she has been attending training classes?

68% Yes

32% No

If so, how?

More ideas and wanting to try some ideas from class.

Feels freer to help children with individual problems. More confidence to do what she can do.

Poetry, games, and ideas in general.

She has many more suggestions and ideas for activities to be used with the groups.

More understanding of teachers, students, and the instructional program.

She has become more aware of what is happening in class. She can handle pupil relationships better.

Our aides seem now to have more confidence in their own abilities and more qualified to do thing than before. The change in her attitude—more positive and confident.

Their thinking has been inspired and they are more concerned about how to handle a situation. They also ask about other methods to try or are willing and anxious to share information they have just gained.

There seems to be a greater feeling of ease or naturalness with the children.

The teacher aide has always been very helpful, but since the training class she has wanted to try out some of the techniques and ideas that she has learned.

She seems to have new ideas to work out. She seems to plan for the children she knows she will be working with.

XI. In what areas is your aide most helpful?

Social and emotional development of children
Limited instructional area
Small group supervision
Individual help
Clerical assistance—keeping records, collects money, answers telephone
Household duties—mixes paint, paste, etc.
Helping children dress
Making charts and other art work
Art work
Correcting papers
Giving spelling words
Reading classes
P.E. classes
Helping children in seatwork assignments
Arithmetic
Games for small groups
Flash card drill
Audio-visual equipment
Small scale testing
Student health problems

Least Helpful?

I don't want her helping in instruction because she sometimes teaches them incorrectly and it's difficult to reteach. Also an aide is usually or often very motherly toward children and they have to learn to do things themselves—sometimes the aide will tie a hood or zip a coat rather than letting the child do it himself.

We need to utilize her more so that she may help more children.

Taking over the classroom where discipline is necessary.

Watching the classroom while I'm talking with another teacher or visitor. She does not like to discipline the children.

Working with children—because of limitations of time and training; much more could be done.

Discipline problems—the aides are uncomfortable when a child "tests" their ability to handle a situation. A teacher is always close to the situation and can easily assist the aide if necessary. Much of their approach to children can be learned through experience. Also, the personality of the aide makes a great deal of difference in her ability to maintain poise and effectively handle and discipline children.

Social studies and science—except when activities are going on in the classroom.

None. At times we contradict ourselves in what we say to the children. She has had difficulty at times in getting their cooperation or in maintaining discipline.

Not least helpful, but her assistance really isn't required in such areas as music, language, arts.

(1) Helping in arithmetic; (2) reading; (3) does not even keep order in room when I've been called out of room for a few minutes.

Instruction—this is probably my fault because I'm not sure these particular aides can or want to.

My aide is as good as any aide could possibly be. I like her very much and I need her, but any time you put 36 people (children and adults) in a room, some few will not have the chance to talk, sing alone, or what have you—that they would have in a smaller group.

Charts, bulletin boards, etc., that require some creative ability.

In actual "taking over" of the children. This, again, has been a laxness on my part—another year would find me doing many things differently, but my understandings of the purpose of an aide evidently were not clear. The aides here have seldom been "in charge" of a group of children in a learning situation.

I probably have not had her do much in the area of instruction mostly because I feel I'm trained to do this and if an error is made I'd rather it be me than her. Sometimes parents do not appreciate someone who isn't trained professionally making workbooks, or giving their child direction that may cause errors Again, in certain areas as manuscripting, home or numerals aids do sometimes teach the children the wrong way. Again, some have the tendency to want to overhelp the students rather than teaching children to become more independent. In some instances I feel the teacher should do the disciplining in the room—too many people telling the children what to do only adds confusion. However, if an aide sees an action contrary to room rules, then I feel she could say something to the child if the teacher has not seen it—but in the end result I think the teacher should have the final say in the disciplinary action to be taken.

Recess duty is not enjoyed. Physical education activities, I feel, could be an activity an aide could be trained to teach very well. I think, due to our first year with the R & I Unit and an aide, she no doubt has not been distributed too well among the four first-grade teachers. I think records, grades, etc., her complete schedule should be worked out and each teacher should be aware of her schedule and could make the schedule flexible for any necessary or profitable changes in plans. I think there are so many possibilities for an aide in our Unit, but we, as teachers, need to plan more extensively, and enrich the aide's tasks.

Senator RANDLOPH. Professor Klausmeier, we will be pleased to hear from you.

STATEMENT OF DR. HERBERT KLAUSMEIER, DIRECTOR, RESEARCH AND DEVELOPMENT CENTER FOR COGNITIVE LEARNING, PROFESSOR OF EDUCATIONAL PSYCHOLOGY, UNIVERSITY OF WISCONSIN, MADISON, WIS.

Dr. KLAUSMEIER. I thank you for inviting me to appear before this important Committee on Labor and Public Welfare of the U.S. Senate.

I strongly endorse S. 1625 and S. 1125. My comments are directed to the teacher aide program.

Training teacher aides and profesional staff and using teacher aides on a widespread scale will improve education materially. Federal support of this program is essential. Local communities and States have exhausted their tax resources for improving education. They cannot carry out worthwhile programs such as this on a large scale without Federal support.

The basis for the preceding remarks derives mainly from research and development in the Wisconsin Research & Development Center for Cognitive Learning of which I am director. Our center, one of 10 in the country supported under title IV of ESEA, is charged with improving educational practices. We work directly in the schools as well as in university research laboratories. Our research shows that teacher aides can operate effectively in a number of ways to improve the education of their children.

RESEARCH FINDINGS

First, Staats and others have developed a program of reading instruction designed for severely retarded readers of age 9 to 16, mainly children in disadvantaged areas. This program has been researched in Milwaukee and Madison, Wis. One person administers the program to each student for about 40 minutes daily. The administrators are house-

wives of varying ages and young high school graduates without specialized training. With about 4 hours of pretraining and some continuous supervision from a teacher, these nonprofessional aides administer the individualized program with a high degree of success. Severely retarded readers do learn to read much better than in the usual school program of instruction. Many teacher aides could be used throughout the country in this kind of reading program.

WISCONSIN R. & D. CENTER PROGRAM

In a second major activity of the R. & D. Center we have replaced the usual self-contained classes with what we call research and instructional units. Depending on the size of the school, each unit contains from 80 to 150 children, the unit or team leader, three or four certified teachers, and one or two aides. The unit leader works directly with the children for no more than two-thirds time during the day. The other one-third of the day is spent in planning with the building principal and other members of the instructional staff, including the aides. We have found that the aides, supervised by the unit leader or principal, perform a variety of chores and semi-instructional responsibilities well. The relationship and activities of the unit leader and the aide correspond to those of the physician and the nurse. Eight elementary schools and three junior high schools in Madison, Racine, and Janesville, Wis., are planning to use about 75 teacher aides in their units next fall. In addition, this instructional plan is spreading rapidly to other communities and States. Aides will also be used in the other locales. Title III funds of ESEA are being used initially in piloting and demonstrating these programs in these few selected schools. Title III funds, however, are available to only a few schools in each State for pilot and demonstration purposes. To make the plan function nationally, funding such as provided for in this bill is necessary.

A third use of aides is in connection with foreign language. Many children of recently emigrated parents enter school unable to speak English well. Teacher aides, including college-educated housewives who speak the same language as the child, have assisted in the education of these children very effectively. The aide helps the child acquire the English language and fit into the American pattern of education and style of life.

SUMMARY OF AIDE ROLE

In summary, then, the teacher aide can improve children's learning through assisting the professional teaching staff with one or more of the following: (1) classroom routines, (2) preparation and care of instructional material, (3) playground and gymnasium activities, (4) certain types of individualized activities such as the program of reading previously mentioned, and (5) specialized problems such as foreign language. No one aide can do all of these things well. A matching of the aide's experience and training to the specific tasks is needed.

On-the-job training is essential for teacher aides. One kind of training and supervision is necessary for a high school graduate of average abilities to administer the reading program which was discussed earlier. Different training is necessary for the college graduate who is expert in a foreign language. In the training of prospective teachers we have found that on-the-job training in a semester or a year of internship is much more effective than a large number of classes on a univer-

sity campus. Similarly, on-the-job training supervised by a unit leader or teacher must comprise the main part of the aide's training. The new school organization discussed earlier is excellent for on-the-job training of the teacher aide. It also gives the teachers experience in the effective use of the aides.

DEVELOPMENTAL RESEARCH FUNDING

I strongly urge that the funds be added to this bill, at least 5 percent, for developmental research regarding training programs for teacher aides and teachers. We should experiment with a variety of training programs to meet local situations and test their effectiveness. The very small budget for research in title IV of ESEA does not permit the necessary research to be done on the large program embodied in this bill or the very much larger programs supported by titles I, II, and III. More funds are needed for research and development in order to make sure that the large educational programs under other titles are effectively developed and properly tested.

I endorse everything that was said. I am director of an R. & D. center where we are taking a total-systems approach to improving education that takes into account the use of building, equipment, subject matter content and personnel. The use of teacher aides, is materially improving the learning of children. We have demonstrated this with disadvantaged children in reading, and with normal children in a large number of subject fields.

There must be money to support the program in addition to that from title III. Title III permits only demonstration in one or two centers in each State.

Where should the money come from? If I had my choice I would reduce the Department of Defense operations in Vietnam at least $2 billion a year and put it into the Elementary and Secondary Education Act, including a substantial amount for aides.

I thank you.

Senator RANDOLPH. Senator Morse, if he were here, and to a degree Senator Kennedy, from some recent remarks, would be in agreement with you, Doctor, and I am a very agreeable person; but you understand the problem.

Dr. KLAUSMEIER. Yes.

Senator RANDOLPH. And I am very grateful for your cooperation in this matter.

All of the statements will be made part of this record. All supporting information which you may desire to include we want to have also in the record, and so let us make the record complete.

Correspondence received on the Nelson amendment will appear at this point in the record.

(The material referred to follows:)

DIVISION OF TEACHER EDUCATION SERVICES,
STATE DEPARTMENT OF EDUCATION,
Montpelier, Vt., May 11, 1967.

Hon. Senator WAYNE MORSE,
Senate Education Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: I am writing in regard to S. 1125. Specifically I am concerned about an amendment to the Elementary & Secondary Education Act to be proposed by Senator Nelson, concerning teacher-aides or auxiliary school

personnel. As you probably realize we face a serious teacher shortage each year in Vermont. One way that this shortage can be alleviated is for the schools to better use the professional staff that they now are able to hire. With teacher-aides, properly trained, local staffs could do a more efficient job in providing the educational programs that are so vitally needed and which are so seriously handicapped today because of shortages in personnel.

I urge you to seriously consider supporting this amendment.

Sincerely yours,

ROBERT B. VAIL, *Director.*

WEST VIRGINIA EDUCATION ASSOCIATION,
Charleston, W. Va., April 28, 1967.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: There is now pending an education bill, Senate Bill No. 1125, an amendment to the Elementary and Secondary Education Act, to support teachers aides in public schools. Senator Gaylord Nelson of Wisconsin is the sponsor of the bill. The purpose of this letter is to convey to you our earnest desire that you support this worthy measure or a similar one.

In a recent session of the West Virginia Legislature there was an Act passed that gives local boards of education authority to employ and to provide in-service training for teacher aides. With the added responsibilities placed on educators in the modern day school, teacher aides are needed to relieve teachers and other professional staff members of functions that can be performed by paraprofessionals.

Also, we would hope the proposed cut in NDEA funds would not be supported by the Senate mmbership.

Your interest in these matters will be appreciated greatly by those involved in education in West Virginia and the nation as a whole.

Respectfully yours,

KENNETH C. LEGG,
Executive Director, Professional and Governmental Relations.

NEW MEXICO STATE UNIVERSITY,
COLLEGE OF TEACHER EDUCATION,
Las Cruces, N. Mex., July 6, 1967.

Hon. GAYLORD NELSON,
U.S. Senator,
Washington, D.C.

DEAR SENATOR NELSON: Dr. James Olivera of the National Education Association has given me a copy of S. 721, your bill to encourage the development of teacher aide programs in the schools of the nation.

I am taking the liberty of enclosing a corrected copy of testimony which I presented at the Field Hearing of the Subcommittee on Education, Committee on Labor and Public Welfare. It would appear that work-study cooperative education and teacher aide programs could each be strengthened if you would consider the addition of an "incentive clause" to S. 721. This addition would permit a school to participate beyond the three years if the teacher aides were interested in completing a degree program.

As you can see from the testimony presented at the hearing conducted by Senator Wayne Morse, there is considerable interest among educators in expanding work-study cooperative education programs.

I am sure Dr. George Probst, Executive Director of the Commission on Cooperative Education or others who presented testimony at Eugene, Oregon would be anxious to work with you in this suggested addition to your bill.

One of the problems with teacher aide programs is the proper utilization of the aide by the teacher. The proposed addition would encourage persons with teacher aide training and experience to become teachers and would enhance the opportunity of the teaching profession to encourge a greater number of able men and women to become teachers.

Consideration given to this suggestion will be appreciated. Thank you.

Sincerely,

D. C. ROUSH, *Dean.*

Senator RANDOLPH. Your comments this morning have been very invigorating to me.

Thank you all very, very much.

We will recess until tomorrow morning at 10 o'clock.

(Whereupon, at 1:35 p.m. the subcommittee adjourned to reconvene at 10 a.m., Friday, August 11, 1967.)

EDUCATION LEGISLATION, 1967

FRIDAY, AUGUST 11, 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 10:25 a.m., in room 4232, New Senate Office Building, Senator Ralph W. Yarborough presiding pro tempore.

Present: Senators Yarborough, Hill, Randolph, and Kennedy of New York.

Also present: Representative Hechler.

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

Senator YARBOROUGH. The Senate Subcommittee on Education will come to order and hearings will be resumed on S. 1125 and H.R. 7819, the Elementary and Secondary Education Act Amendments of 1967.

We would like to announce for those of you who have the list of witnesses, that Dr. Carstenson has agreed to appear at a later hour—he lives in Washington—and he has graciously waived first place this morning to the Education Advisory Committee of the Appalachian Regional Commission. It is very nice of Dr. Carstenson. He has earned his Ph. D. I see him in the back row; he is, as you know, the economics adviser to the National Farmers Union. So, he knows that witnesses from out of the city have commitments, and that your plane schedules are difficult, often inflexible.

INTRODUCTION OF DR. ROSE

I shall call Dr. Frank Rose, president of the University of Alabama, as our first witness. Is Dr. Rose here?

Dr. Rose, we have sitting next to me the very distinguished chairman of the full Senate Committee on Labor and Public Welfare. He is reputed to be from Alabama and he is here with us this morning as a member of the subcommittee. Senator Hill has done more for public health than any other man living or dead in the history of America. We also call him doctor up here. He has been made an honorary medical doctor as well as honorary doctor of laws and philosophy and holds many other distinctions. Senator Lister Hill is chairman of our full committee. He is also chairman of the Subcommittee on Health. Last year, while one of the signings was going on at the White House of one of the Great Society bills, President Lyndon Johnson turned to us and said 80 percent of all the Great Society legislation goes through this one committee of the Senate, everything on public health, education, manpower, retraining of the unemployed, veterans' affairs, labor.

Labor is just one facet of it. All goes through this one committee and this great Alabaman here, Senator Lister Hill, is chairman and keeps it all going smoothly. Great credit is due him not merely in the field of public health and medicine, but also in the field of education.

Senator HILL. Dr. Rose knows it takes a team to win the game. Does it not?

Dr. ROSE. That is right, but it takes leadership, too.

Senator HILL. And here is one of the great men on that team, Ralph Yarborough, from Texas. None greater.

Senator YARBOROUGH. Thank you, but you are the captain and the coach.

Doctor, will you introduce your panel who will appear with you?

Dr. ROSE. Mr. Foltz, our executive director, will preside and introduce——

Senator YARBOROUGH. Will you introduce the entire panel?

PANEL CONSISTING OF DR. FRANK ROSE, PRESIDENT, UNIVERSITY OF ALABAMA; CHARLES I. FOLTZ, EXECUTIVE DIRECTOR, EDUCATION ADVISORY COMMITTEE OF THE APPALACHIAN REGIONAL COMMISSION; DR. BYRL R. SHOEMAKER, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, OHIO DEPARTMENT OF EDUCATION; L. K. LOVENSTEIN, COORDINATOR, FEDERAL AID PROGRAMS, WEST VIRGINIA STATE DEPARTMENT OF EDUCATION; AND VICTOR E. CELIO, COORDINATOR OF FEDERAL PROGRAMS, PENNSYLVANIA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. FOLTZ. Thank you, Senator. I consider it a privilege to appear before this subcommittee and have to present to it a panel of highly qualified educators with whom I have worked concerning the education needs and problems in the 12-State region comprising Appalachia.

Senator YARBOROUGH. Off the record.

(Discussion off the record.)

STATEMENT OF CHARLES I. FOLTZ, EXECUTIVE DIRECTOR, EDUCATION ADVISORY COMMITTEE OF THE APPALACHIAN REGIONAL COMMISSION

Mr. FOLTZ. I am Charles Foltz and my role here is as executive director of the Appalachian Education Advisory Committee. I hasten to add that the views presented this morning and most of the issues to be discussed are not those of the advisory committee as a whole.

Our deliberations are not directed to the formulation of legislative positions, but rather to planning for better investment and use of resources to solve educational problems with which we are faced in this region. Many of these problems, needless to say, are very much affected by Federal legislation, and the panel here with me represents individuals who have concerns with its impact on educational problems in the region. They are testifying as responsible officials in their States, rather than members of the advisory committee itself.

BACKGROUND OF APPALACHIAN COMMISSION AND REGION

I feel it might be useful to give the Senators some background at this point on the region and the Commission. Briefly, the region has 373 counties in it, including 15 standard metropolitan statistical areas in 12 States, running from 13 southern counties of New York to approximately the northern third of Alabama. It has a population estimated at 17,549,300 as of 1965, which is about 9 percent of the Nation's total. This population consists mainly of descendants of early settlers in the great western migration and has only about 7 percent representation of minority groups. It is mountainous, isolated, and insufficiently developed economically. Although it contains a number of cities, the population is classified 52 percent rural nonfarm. This is a classification of population whose visibility is not that great, in part because they are isolated up in the hollows and also because we have certain more visible problems in the cities.

Senator YARBOROUGH. What do they do if they are rural, 52 percent? If they are nonfarm, what do they do?

Mr. FOLTZ. They live in small houses frequently owned by coal companies no longer operating and they do not do much except truck farming and try to keep themselves alive.

Senator YARBOROUGH. That truck farming would be farming, would it not?

Mr. FOLTZ. You have to have a farm over a certain number of acres. I think it is 3 or 5 acres before you qualify.

Senator YARBOROUGH. As a farmer?

Mr. FOLTZ. Yes, sir; and these are all on little patches on the sides of hills and hollows.

Senator YARBOROUGH. A broiler chicken farmer can have 2 acres and be a big broiler chicken farmer. I do not want to change what we are doing on education here, but this is entirely arbitrary. I think a lot of these people ought to be farmers if they have 3 or 5 acres. If we had a citrus grower with 4 acres he would be a big grower.

Mr. FOLTZ. That is true.

Senator YARBOROUGH. Fifty-two percent rural nonfarm living out there, it seems to me, like an arbitrary classification and I think you have illustrated that it is. Who set this up, Bureau of the Census or Department of Agriculture?

Mr. FOLTZ. Bureau of the Census.

Senator YARBOROUGH. Some of those nonfarmers need talking to about what a farmer is.

Senator HILL. Do they have mud between their toes?

Mr. FOLTZ. When it rains, Senator.

The Governors of some of the States involved began meeting to discuss the problems of the region in 1958, and through their initiative, the President's Appalachian Regional Commission was formed in April of 1963. Out of the work of this group, came the Appalachian Regional Development Act, which was passed in 1965 and established the Appalachian Regional Commission. President Johnson then described the Appalachian Act as "the truest example of creative federalism in our time." Each month 12 Governors, or their representatives, sit around a table with a permanent Federal representative to plan for economic investment and development of the region.

The Appalachian program has involved the development of the region's transportation system and its natural resources primarily. Additional programs for provisions of health services and educational construction were also included in the act.

ROLE OF ADVISORY COMMITTEE

In both the areas of health and education, the Commission has felt the need to seek professional advice in the form of advisory committees whose task it is to define the problem areas and priorities in these fields. These, in turn, are working closely with local, State, and Federal agencies to plan and develop priorities for educational investments in Appalachia to be recommended to the Commission for action.

EDUCATIONAL PROBLEMS OF APPALACHIA

In education, the problems which we have are representative of other conditions in the region. We have an immense gap in education in Appalachia. We estimate it would take $363 million a year to bring the average daily attendance expenditure in Appalachia up to the national average.

The average teacher's salary in the United States as of last year, was $6,506. Three Appalachian States have annual average salaries of less than $5,000 a year and five more of average salaries less than $6,000 a year. In some school districts, we find salaries well below $4,000.

There are 1,046 one and two room schools in Appalachia—more than in any comparable area of the United States. Over 30 percent of Appalachia's youth, fail the selective service educational performance tests as opposed to a national average of only 22.8 percent. More than half the students in Appalachia test below the national norms on standard tests of educational achievement. In an area where job selection is very critical, we find the ratio of guidance counselors to students is about 1 to 1,300 as opposed to a recommended number of at least 1 to 300. Further, only 32 out of every 100 adults in Appalachia have better than a 10th grade education, and only 5 received a college education. This is a very important consideration of leadership since many people who get college education in Appalachia get it to leave rather than stay on. With the level of educational attainments on the increase in this country, one State in our region loses between 32 and 66 percent of its students before completion of high school and this is in an age when industry is asking people to complete high school and more before they give them employment.

Senator YARBOROUGH. Gentlemen, I am going to yield the chair to the distinguished Senator from West Virginia, Senator Jennings Randolph, the leading author of the Appalachian bill, a member of the educational subcommittee, one of the leaders of education in the Senate. He is the only man I have ever personally known in my life that was on the governing boards of three colleges at one time. He is a college teacher himself, came here as——

Senator RANDOLPH. Just relax.

Senator YARBOROUGH. I will leave you in the hands of a real expert.

Senator HILL. You can see he is a onetime farmer because you can see what a boll weevil did to him.

Senator YARBOROUGH. Excuse me, Senator.

Senator RANDOLPH. Thank you, Ralph.

Senator YARBOROUGH. I hope to be back within 30 minutes.

Senator RANDOLPH (presiding). Mr. Chairman, we are delighted you are here this morning. We are most appreciative that you sit in with our Subcommittee on Education.

Mr. Foltz, if you will continue, sir. Sorry for the interruption.

Mr. FOLTZ. Thank you, Senator. We are delighted to have you here to hear this panel since we are from the Appalachian Commission's Advisory Committee on Education and we know you have been a great friend of the Appalachian Commission.

Senator RANDOLPH. Thank you.

Off the record.

(Discussion off the record.)

Senator RANDOLPH. Go ahead, Mr. Foltz.

Mr. FOLTZ. Thank you. Having just described the problem in education in Appalachia, I wanted to say the weakness was not our only forte. The Commission itself is dedicated to economic investment and better utilization of existing resources. Its character is not to plead poverty, but opportunity. The region has, for example, more than 300 institutions of higher education both public and private. This is a higher ratio of institutions to population than exists elsewhere in the country. The region has a people whose character is inclined to independence and self-help, frequently on a volunteer basis. Because of its isolation, its major lack has been in the realm of knowledge of opportunities, and methods of optimizing the use of its present resources.

EDUCATIONAL PLANNING IN REGION

The Education Advisory Committee to the Appalachian Commission is building a structure which will decentralize the educational planning process and capitalize, we hope, on the strengths of the region. We are supported in its activities by planning groups in each member State and within the State by action-oriented groups in multicounty units corresponding to local economic development districts. These smaller groups are comprised of educators, school and higher education administrators, plus lay personnel who are concerned with getting cooperation on projects between the various levels of education toward solving common and immediate problems. We call this community action through the power structure. All these entities working in concert will provide the information and judgment to develop plans and programs at all levels which will better meet the educational gaps delineated during the planning process.

Our committee will in turn provide information and judgment on alternative courses of action for consideration and possible adoption at the local and State levels. Hopefully, out of these activities will come education at all levels speaking to common objectives with one voice, a more rational commitment of people and dollar resources. Like the Commission itself, the advisory committee reflects a new attempt at coordination between all levels of government in the area of

education. You might be interested in some of the things the advisory committee is now dealing with. First of all, we are considering methods of strengthening 7th and 9th grade education by providing children with a curriculum designed to give them occupational information so that they may make a rational career choice in full knowledge of what their opportunities are. We are working on a design for insuring that manpower and employment projections get translated into actual training curriculum in the schools, so that we will be training today's children for tomorrow's jobs; we are designing systems for tying together more closely the institutions of higher education with school districts and State departments of education. I might add that one of the models for our system is Dr. Rose's institution, the University of Alabama.

TEACHER TRAINING

We are also working on new and better methods of teacher training to both improve the teacher quality in the schools and supply Appalachian schools with a continuing supply of dedicated highly qualified young teachers and other professional personnel; we are designing the establishment of public kindergarten and preschool program on a consistent and innovative basis, in at least 11 of the 12 States; New York already has such a program. We are also working on the establishment of service units which can provide a wide variety of professional services to small school units without making Appalachian children travel too far from their communities and which will maintain the essential personal quality of small school units.

These are some of the major issues which the committees and the States and localities are now facing. However, the answers to these problems will not be forthcoming without planning, and planning in depth and detail. With most existing resources committed to meeting the enormous operational problems, the need for additional resources for planning on a State and regional basis is a must. The committee has already received initial information showing that the allocation of Federal funds within the Appalachian sections of our States, for example, is below an equitable level. This is not due to a conscious discrimination, but rather the lack of plans and personnel concerned with proposal and project development within the region.

The committee has joined in submitting a resolution to our Commission requesting the member States to increase their funding and level of planning efforts in education. We have a copy of this attached.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

FEDERAL FUNDING OF PLANNING

Mr. FOLTZ. We feel equally strongly we should not only rely on our own States for services but also request Federal assistance in this effort, and the committee members individually support increased Federal funding for States and regional planning.

This encouragement and support for planning specifically will help us considerably in the better utilization and coordination of the large number of existing Federal education programs, to meet our State and regional objectives.

INTRODUCTION OF PANEL

I should now like to introduce to you four able professional educators who are working in Appalachia with us—two of whom serve on our Education Advisory Committee. These gentlemen's experience and knowledge of the problems of education in the region is considerably greater than my own, as they have devoted the greater part of their lives to service in this area. On my immediate left is Dr. Byrl Shoemaker, Director of Vocational Education for the State of Ohio.

Senator RANDOLPH. Very happy to have you present.

Mr. FOLTZ. To my immediate right, L. K. Lovenstein, coordinator of Federal aid programs for the State of West Virginia and who is representing Dr. Rex Smith, chief State school administrator.

Senator RANDOLPH. Glad to have you with us.

Mr. FOLTZ. At my far right is Mr. Vincent Celio, also coordinator of Federal programs in the State of Pennsylvania, and is representing Mr. Anton Hess, Deputy Superintendent of the Public Instruction in Pennsylvania, who is a member of our committee.

Senator RANDOLPH. Thank you very much for being with us.

Mr. FOLTZ. And of course, Dr. Rose, president of the University of Alabama, who has already been introduced to you earlier.

I would like Dr. Shoemaker to begin the testimony for vocational education.

Senator RANDOLPH. Thank you very much, Mr. Foltz, and we will have some questions later. I think it is best, however, to hear from the members of your panel rather than to break in between the presentations.

(The prepared statement of Mr. Foltz follows:)

PREPARED STATEMENT OF CHARLES I. FOLTZ, EXECUTIVE DIRECTOR, EDUCATION ADVISORY COMMITTEE OF THE APPALACHIAN REGIONAL COMMISSION

Thank you, Senator Morse. I consider it a privilege to appear before this Committee and to present to it a panel of highly-qualified educators with whom I have worked concerning the educational needs and problems in the 12-State Region comprising Appalachia.

My role here is as Executive Director of the Appalachian Education Advisory Committee, and as director of its staff, I hasten to add that the views presented this morning and most of the issues to be discussed are not those of the Advisory Committee as a whole. Our deliberations are not directed to the formulation of legislative positions, but rather to planning for better investment and use of resources to solve educational problems with which we are faced in this Region. Many of these problems are very much affected by Federal legislation, and the panel here with me represent individuals who have concerns with its impact on educational problems in the Region. They are testifying as responsible officials in their States, rather than members of the Advisory Committee itself.

Some background, nevertheless, on the Region and the Commission might be useful at this point to provide a framework for the testimony that will follow. The Appalachian Region is now comprised of some 373 counties, including 15 Standard Metropolitan Statistical Areas in twelve States, running from 13 southern counties of New York to approximately the northern third of Alabama. It has a population estimated at 17,549,300 as of 1965, or approximately 9 percent of the Nation's total. This population consists mainly of descendents of early settlers in the great Western migration and has only about 7 percent representation of minority groups. It is mountainous, isolated, and insufficiently developed economically. Although it contains a number of cities, the population is classified 52 percent rural non-farm, a sector of the United States population whose visibility is not great—due to its isolation and the continuing and more highly-concentrated efforts on the problems of the urban area.

The Governors of some of the States involved began meeting to discuss the problems of the Region in 1958, and through their initiative, The President's Appalacian Regional Commission was formed in April of 1963. Out of the work of this group, came the Appalachian Regional Development Act which was passed in 1965 and established the Appalachian Regional Commission. President Johnson then described the Appalachian Act as "the truest example of creative Federalism in our time." Each month twelve Governors, or their representatives, sit around a table with a permanent Federal representative to plan for economic investment and development of the Region.

The Appalachian Program has involved the development of the Region's transportation system and its natural resources. Additional programs for provision of health services and educational construction were also included in the Act. In both the areas of health and education, the Commission has felt the need to seek professional advice in the form of advisory committees whose task it is to define the problem areas and priorities in these fields. These, in turn, are working closely with local, State, and Federal agencies to plan and develop priorities for education investments in Appalachia to be recommended to the Commission for action.

In education, the problems which appear are representative of other conditions in the Region. By any standard, the educational gap in Appalachia is immense. It would take $363 million a year to bring the average daily attendance expenditure in Appalachia up to the national average. The average teacher's salary in the United States is $6,506. Three Appalachian States have annual average salaries of less than $5,000 a year and five more of average salaries less than $6,000 a year. In some districts, they are well below $4,000.

There are 1,046 one and two room schools in Appalachia—more than in any comparable area of the United States. Over 30 percent of Appalachia's youth, fail the Selective Service educational performance tests while the national average is only 22.8 percent. More than half the students in Appalachia test below the national norms on standard tests of vocational achievement. In an area where job selection is critical, the ratio of guidance counselors to students is about one to 1,300 against national recommendations of at least one to 300. Further, only 32 out of every 100 adults in Appalachia have better than a tenth grade education, and only five received a college education. The leadership for innovation and self-improvement in education thus is considerably weakened. With the level of educational attainment on the increase throughout the Nation, one State, in its Appalachian Region, loses between 32 and 66 percent of its students before completion of high school. This is in an age when industry is requiring more and more education beyond high school for employment.

Weakness, however, is not only forte. The Commission is dedicated to economic investment and better utilization of existing resources. Its character is not to plead poverty, but opportunity. The Region has, for example, more than 300 institutions of higher education both public and private. This is a higher ratio of institutions to population than exists elsewhere in the country. The Region has a people whose character is inclined to independence and self-help, frequently on a volunteer basis. Because of its isolation, its major lack has been in the realm of knowledge of opportunities, and methods of optimizing the use of its present resources.

The Education Advisory Committee is building a structure which will decentralize the educational planning process and capitalize on the strengths of the Region. The Committee is supported in its activities by planning groups in each member State and within the State by action-oriented groups in multicounty units corresponding to local economic development districts. These last are comprised of educators, school and higher education administrators, plus lay personnel who are concerned with getting cooperation on projects between the various levels of education toward solving common and immediate problems. We call this community action through the power structure. All these entities working in concert will provide the information and judgment to develop plans and programs at all levels which will better meet the educational gaps delineated during the planning process.

The Appalachian Education Advisory Committee will in turn provide information and judgment on alternative courses of action for consideration and possible adoption at the local and State levels. Hopefully, out of these activities will come education at all levels speaking to common objectives with one voice, a more rational commitment of people and dollar resources are committed. Like the

Commission itself, the Appalachian Education Advisory Committee reflects a new attempt at coordination between all levels of government in the area of education.

Issues now under consideration by the Advisory Committee include: (1) methods of strengthening the 7th to 9th Grade area by providing children with a curriculum designed to give them occupational information so that they may make a rational career choice; (2) a design for ensuring that manpower and employment projections get translated into actual training curriculum in the schools, so that we will be training today's children for tomorrow's jobs; (3) systems for tying together more closely the institutions of higher education with school districts and State Departments of Education; (4) new and better methods of teacher training to both improve the teacher quality in the schools and supply Appalachian schools with a continuing supply of dedicated highly-qualified young teachers and other professional personnel; (5) the establishment of public kindergarten and pre-school program on a consistent and innovative basis, in at least eleven of the twelve States; (6) the establishment of service units which can provide a wide variety of professional services to small school units without making Appalachian children travel too far from their communities and which will maintain the essential personal quality of small school units.

These are some of the major issues which the Committees and the States and localties are now facing. Answers to these problems will not be forthcoming without planning, and planning in depth and detail. With most existing resources committed to meeting the enormous operational problems, the need for additional resources for planning on a State and Regional basis is a must. The Committee has already received initial information showing that the allocation of Federal funds within the Appalachian sections of our States is below an equitable level. This is not due to a conscious discrimination, but rather the lack of plans and personnel concerned with proposal and project development within the Region.

The Education Advisory Committee has joined in submitting a resolution to the Commission requesting the member States to increase their funding and level of planning efforts in education. A copy of this is attached. The Committee feels equally strongly that Federal assistance is needed in this effort, and supports the original administration provision under Title VB for $15,000,000 for planning and Regional planning. This support will help considerably in the better utilization and coordinaton of the large number of exsting Federal education programs, to meet State and Regional objectives.

I should now like to introduce to you four able professional educators who are working in Appalachia with us—two of whom serve on our Advisory Committee. These gentlemen's experience and knowledge of the problems of education in the Region is considerably greater than my own, as they have devoted the greater part of their lives to service in this area. Mr. L. K. Lovenstein is the Coordinator of Federal Programs for the State of West Virginia, the only State entirely within the Appalachian Region. Mr. Vincent Celio holds a similar position in the State of Pennsylvania and represents Mr. Anton Hess, the Deputy Superintendent of Public Instruction for that State and a member of our Committee; and Dr. Frank Rose, the President of the University of Alabama who is serving our Committee as Vice-Chairman as ably as he has been serving in Appalachia most of his life.

APPALACHIAN REGIONAL COMMISSION

Recommendation No. 1

Whereas the Education Advisory Committee to the Appalachian Regional Commission recognizes the value of, and the essential need for, an increase in formal planning in education at all levels, and

Whereas there is a particular need to place special emphasis on the formal planning for educational development in the Appalachian Region, and for the optimum use of all Federal education funds in the Appalachian Region,

Whereas there is a need for the States to be able to plan on a definite schedule with the continuing assurance of definite monies for planning purposes,

The Education Advisory Committee recommends to the Appalachian Regional Commission and its member Governors that a formal resolution be passed urging responsible State education agencies increase the amount of monies for formal planning purposes, and

Further, the Education Advisory Committee recognizes the unique needs of Appalachian education and recommends to the Appalachian Regional Commission that certain Appalachian Regional Development Act monies be used to supple-

ment such education research and planning activities for the Appalachian portion of the State

The Education Advisory Committee recommends that in increasing such planning efforts the States engage professionally-qualified staff planners, or outside nationally-known professional consultants, and

That the Appalachian Regional Commission, through its Governors' offices, further examine present State and Federal guidelines and regulations for allocation of Federal funds with a view toward ensuring an equitable distribution of these funds in each State's portion of the Appalachian Region.

Senator RANDOLPH. Dr. Shoemaker?

STATEMENT OF DR. BYRL R. SHOEMAKER, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, OHIO DEPARTMENT OF EDUCATION

VOCATIONAL EDUCATION

Dr. SHOEMAKER. Thank you, Senator. I appreciate the opportunity to appear before your subcommittee in appreciation of the passage of the Education Professions Act. Also, I would like to make suggestions for additional amendments to the Vocational Education Act of 1963 with the hope that such additions and amendments to that act will assist in the area of vocational education, teacher education, as well as the other areas of vocational education.

I would speak in favor of title II of S. 1125 dealing with amendments to the Vocational Education Act of 1963, Public Law 88-210, for new and innovative programs and also would like to propose consideration of additional amendments to this act.

I have prepared testimony, Senator, and I would like to have it introduced into the record and speak on a summary basis from this, if I may.

Senator RANDOLPH. Dr. Shoemaker, that will be helpful. We will consider your testimony as read and we will ask you to speak from the points that you wish to emphasize.

Dr. SHOEMAKER. Thank you, sir. I would like to call to your attention a chart, a series of color charts, if I might. These are not in my testimony so I would just like to refer to indicate why we are asking your consideration in the improvements for vocational education.

Quite quickly and without details, looking at the first one, this shows you how people in Ohio earn their living, this series of colored charts, I think that were given to you.

Senator RANDOLPH. Just a moment. Yes, they are separate from your testimony. Thank you.

Dr. SHOEMAKER. From this first chart [1] you can identify that, while we are very proud and pleased in Ohio at the 7.6 percent employed in professions within our State, it is obvious from the chart that most of the people in our State are going to earn their living in other than a profession. We find this is true nationwide. We see, therefore, that as far as the matter of education of youth and adults is concerned, the professional education is important but education for other than professions also is important. Education for other than the professions is the concern of vocational education.

Turning to the next chart,[2] this indicates how students are presently

[1] See p. 1788.
[2] See p. 1789.

enrolled in our public school programs, showing that while we have a total of 23 percent now in the area of vocational education preparing for work, 77.2 percent of our youth are enrolled in college preparatory or general programs and we are not sure that all of those are in college preparation programs. We cannot tell you how many are in sound college preparatory schools, or how many are enrolled in schools to get only the 16¾ unit credits necessary to graduate. Here is obviously a difference between what is in terms of schooling and what is in terms of employment.

The next chart [3] indicates graphically in terms of our State, and it would be indicative of the Nation as well, what happens to 100 youths starting our first grade. For every 100 youths starting first grade in Ohio, we will graduate 76 from our high schools. We will enter 32 of those into college and will graduate 14 from college. We think the 14 are very important, perhaps the most important in that 100. We also say the other 86 are important and we are concerned with the other 86 in terms of vocational education.

Looking at the next chart,[4] it indicates where the jobs are and where they will be. This chart indicates the jobs are going to be where there are people with skills and technical knowledge. We are pleased that the professional and technical will increase 55 percent. This means, in Ohio, that our professionals skill will be only 11 to 12 percent of our population by 1970, leaving 88 percent in other than the professions. They will need jobs in management, clerical, sales, craftsmen, operatives, service workers, not in labor, and in terms of production farming, a reduction in our State, but in off the farms occupations, an increase.

In the interests of time I will not review the remainder of those charts [5] but they indicate graphically the concern and need for the growth of vocational education.

We have needs in our large cities, great needs in our large cities in the area of vocational education but the other areas of our State are not as well organized to indicate their needs. We also know of great needs in all of the States, including the area included in Appalachia. We are very pleased with the help of the Appalachian Act and the Vocational Act of 1963. Two broad vocational technical centers are under construction in that section of our State, and are planned to open next year.

Looking at how successful has vocational education been, with the help of the 1963 acts in our State alone we have grown from an enrollment of 47,000 high school youths to 87,000 in vocational education. In terms of adults we have gone from an enrollment of 92,000 to 155,000 since the passage of the Vocational Education Act of 1963.

We have seen the introduction of programs for disadvantaged youth that totals 3,100. We are not proud of that yet. Give us another couple of years. We have pointed a spotlight at the needs of the disadvantaged youth in the area of vocational education. We have seen the development of two residential centers at Mahoning Valley for out-of-school dropouts and one at Jackson for adults. We have seen the need for vocational rehabilitation and vocational education along with remedial education in a program to assist these young people.

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[4] See p. 1790.
[4] See p. 1791.
[5] See p. 1792.

AMERICAN INSTITUTE OF RESEARCH STUDY

In terms of vocational education you have in your hands another yellow-covered sheet of paper.[6] This is again not a part of my testimony. A report of a study by the American Institute of Research, which says some very simple things. It is the broadest study that has been made in the area of vocational education by a nonprofit organization with the aid of Ford funds and it says such things as this:

Vocational graduates get their first full-time job after graduation much quicker than do academic graduates.
Vocational graduates enjoy substantially greater employment security.
Vocational graduates have greater accumulated earnings.

And on down into additional facts pointing up why vocational education has been doing a job of which we can be proud. You have made an investment in this vocational program and can be proud of the contribution that you have made.

Nationally we have seen the growth in enrollment of services from the 1963 act to present from approximately 4 to 6 million. I believe sincerely, gentlemen, that if you will review the record, that every time you have given us a job, we have done that job to the extent of the funding that has been made available. And whenever you have given us dollars, that these dollars have generated within our States additional dollars to support the program.

If you will look to the depression years and the training of the unemployed people, if you will look to the war production years in which we trained the necessary people for the massive needs in business and industry, if you looked to the veterans training in which there was the State and vocational education relationship as well, look to our success in the manpower and development training program and review the most recent Appalachian Education Act and the contribution vocational education is making to that act, I believe you will find that given the opportunity and given the funding, we will produce for you in terms of services to youth and adults.

CONSTRUCTION NEEDS

Looking at what are our needs, within my testimony I have identified in the Appalachian area the need for a total of construction and equipment of $31 million. Of that we have put $4 million of state Appalachian and 1963 act dollars into it. We have a need for $27 million additional dollars for construction and technical education.

Looking at our State as a whole in terms of 50 percent of the cost from Federal funds with the State and local covering another 50 percent, we need a total of $122 million additional Federal funds for vocational and technical education in the area of construction and equipment of needed new facilities. We know what our needs are. We have a plan. We are working in this direction. But, yes, it is frustrating, and let us say not always popular, to have a few dollars and have to put them in various places within the State. This causes conflict as you can readily understand.

[6] See p. 1785.

PROPOSED AMENDMENTS TO VOCATIONAL EDUCATION ACT OF 1963—FUNDING

Our State directors of vocational education throughout the Nation have looked at the total problem and suggest for your consideration the following types of amendments to the Vocational Education Act of 1963. For construction and operation in the Vocational Education Act of 1963 we suggest a graduated increase of this. From the present $225 million, we would suggest moving to $600 million by 1968, to $800 million by 1969, to $1 billion by 1970. These needs are based upon figures and study that we have done, not taken out of the air. I can tell you from my own State that we know what we need. We must plan ahead if we are going to provide solutions to the needs of youth and adults in thorough training for employment, not just a constant treating of the problem after it had happened. These are the kinds of dollars we need in terms of construction and operation.

RESIDENTIAL CENTERS

In terms of residential centers, while there is some questioning on these, as we look at what we have done in Ohio at Mahoning Valley as a residential center for out of school youth and compare it with the Job Corps in terms of services to such youth, we believe a plan for providing residential centers through vocational education in all of the States can provide such types of services to youth in terms of this. It is our estimate that about $100 million a year would be needed for 4 years to provide the type of construction for this. We would suggest that the construction be on a 90–10 basis, 90 percent Federal, 10 percent State and local, in terms of the construction. A 75 percent Federal, 25 percent State cost is suggested in terms of the operation of those centers.

WORK-STUDY PROGRAM

We are appreciative and can point to the value of the work-study provision of the act that you made available to us. This is particularly helpful in working with disadvantaged youth. We would hope this would be expanded to $30 million in terms of services to the States under the work-study provision of the act.

We would suggest that one of our basic needs is going to be teacher education. I had one of my vocational services come to me and say, "We need 45 more teacher educators," just looking ahead at what the expansion of vocational education projects in terms of the number of vocational teachers to be trained.

TEACHER RECREATION AND TRAINING

One of our basic problems is going to be teachers. Where do we get the qualified teachers or develop them. In many cases in vocational education, we have to take people who know, who have proven what they can do in industry and business and prepared them to teach in our programs. In this regard we would suggest that $30 million be added to the 1963 act to assist with the education of teachers.

We would suggest that research moneys, which are 10 percent of the act, be split between the Federal and the State, 5 percent to be retained in Federal, recognizing the expansion of the dollars, and 5 percent given to the States to use on a nonmatching basis for research, for pilot programs, for studies that the individual States need.

Gentlemen, I have used more than the time that you gave me. Let me express my appreciation and urge the passage of Senate bill 1125 and consideration of these additional amendments.

Senator RANDOLPH. Thank you very much, Dr. Shoemaker.

(Dr. Shoemaker's prepared statement follows:)

PREPARED STATEMENT OF DR. BYRL R. SHOEMAKER, DIRECTOR OF VOCATIONAL EDUCATION, OHIO

Chairman Morse, and members of the Subcommittee on Education, my name is Byrl R. Shoemaker. I am Director of Vocational Education in Ohio and a member of the Education Advisory Committee to the Appalachian Regional Commission. I am pleased to appear today in strong support of the improvements in legislatation for vocational education proposed in S. 1125 and amendments to the Education Professions Act. Also, I would like to make suggestions for additional amendments to the Vocational Education Act of 1963.

Youth and adults throughout the Nation have benefited greatly by the Vocational Education Act of 1963, and it is the judgment of the State Directors of Vocational Education that the amendment proposed will make another significant contribution to the further development of vocational education programs under public education. Such programs are dedicated to preparing youth and adults for employment, to the retraining of the unemployed, and to the upgrading of those workers employed in industry, business, and agriculture.

My statement that the Vocational Education Act of 1963 made a great contribution to the growth and expansion of vocational education can be supported with facts and figures with regard to the growth of vocational education since 1963. In support of this statement, I would like to identify some of the contributions that have been made to the youth and adults in Ohio through the provisions of that Act.

From 1917 to 1963, a period of 46 years, enrollment of high school students in vocational education programs grew to a total of 47,240. In three years since the passage of the Vocational Education Act of 1963, the enrollment grew from 47,240 to 71,500 for Fiscal Year 1966, and will reach 87,000 for the 1967 Fiscal Year.

Vocational education programs to serve youth and adults had achieved an enrollment of 92,582 by 1963. Enrollments grew to a total of 144,496 by 1966, and will reach 155,000 for the 1967 Fiscal Year.

Prior to 1963, there were a total of 383 full-time technical education students enrolled in six technical education centers. In 1966, there were 1,812 full-time students enrolled in thirteen technical education centers, and during the 1967 Fiscal Year there were over 2,500 full-time students enrolled.

In 1963, there were no area vocational school districts organized in the State of Ohio. As of this date, a total of 30 area vocational school districts have been organized. Three of these are in operation, three are under construction, and five more have been allotted funds for construction and are in the process of building or planning.

Prior to the 1963 Act, there were no vocational education centers in the section of Ohio designated as part of Appalachia. Under the sections of the Act providing special funding for this section of our Nation, two of the area vocational education centers identified above as funded are in the Appalachian section of Ohio. Through the cooperation of local schools, the State Vocational Education Division, and the State and National offices of the Appalachian Regional Commission, funds have been provided for the establishment of two area vocational and technical education centers which will serve annually 700 to 1,000 high school students in vocational programs, 500 to 600 full-time post-high school students in two-year post-high school technical education programs, and 1,500 to 3,000 out-of-school youth and adults in retraining and upgrading programs. Six to seven additional centers of this type are planned for the Appalachian section of Ohio if funds become available.

The two centers in Appalachia would not have been possible without the assistance of funds from the Vocational Education Act of 1963 and the Appalachian Regional Development Act. Funds from these two Acts were combined with local funds voted to provide for broad vocational and technical education centers to prepare people for jobs. A copy of the projected needs in the Appalachian Area is included as Appendix A.

In 1963, there were seven vocational high schools in the large cities of our State. In addition to the area vocational education centers mentioned above that are developing outside of our large cities, we have added three new city vocational high schools, one major addition to an existing high school for vocational education, and have remodeled additional facilities in three of the cities for additional expansion of vocational education.

A projected plan for vocational and technical education centers to serve Ohio, including large cities, is included as Appendix B.

The State of Ohio has put approximately 80% of the funds made available under the Vocational Education Act of 1963 into the construction and equipment of new facilities for vocational education. The impact of the funding for construction and equipment on enrollments will not be felt until the 1968–69 school year. A summary of the expenditure of funds from the Vocational Education Act of 1963, which funds were matched by State or local funds, and the additional pupil population capacity and adult enrollment ability are indicated in the chart below.

Construction and equipping of facilities

Year	State and Federal expenditures	Additional pupil population capacity	Probable adult enrollment
1964–65	$4,530,389.34	7,506	12,000
1965–66	6,123,841.04	5,058	10,000
1966–67	7,700,000.00	5,800	11,500

It should be noted from the chart above that the figures given on enrollment are annual figures, thus the facilities made available through construction will serve this number each year, for a life expectancy of 20 to 30 years.

One of the most significant developments in Ohio since the advent of the '63 Act has been in the area of programs for disadvantaged youth. This program soon will be making a significant quantitative as well as qualitative effort. Growth of programs in gainful occupations to serve disadvantaged youth are as follows:

Programs for disadvantaged youth

Year	Number of school districts	Number of pupils served
1962–63	1	30
1966–67	73	3,229

The funds provided for vocational education by the '63 Act have, as in the past vocational education acts, stimulated the expenditure of additional State and local funds. The growth in the expenditure of State funds for vocational education is illustrated by the increase in the number of units paid under the State Foundation Program for vocational education from State funds.

Additional State funds for vocational education

Year	Number of units	Approximate State foundation expenditure
1963	1,134	$6,123,600
1967	2,296	12,398,400

There has been a corresponding increase in local funds for the operation of vocational education, since the total cost for the operation of a vocational education program would be more than twice the average value of the unit paid from State Foundation funds.

Further growth and expansion of vocational and technical education is needed to serve the needs of people and the needs of the expanding industries and businesses in Ohio. Additional Federal funds are needed to expand vocational education on the State and local basis to serve high school youth, unemployed out-of-school youth and adults, and employed workers needing upgrading instruction.

Adequate investment of Federal funds in vocational education is an economical way of serving the needs of youth and adults for vocational education, since the money provided to vocational education stimulates State and local funds. In addition, the monies expended through vocational education programs through the public schools are utilized basically as a preventative measure to the unloading of unskilled people on the labor market, thus creating broad unemployment. Vocational education eliminates the need for costly remedial programs by providing a solution, rather than just treating the problem.

As I look at the needs for vocational education in Ohio, I am convinced that additional Federal funds are needed for the operation of an expanded vocational education program, the construction of area vocational education centers, the construction and operation of residential centers, with particular emphasis upon school disoriented and out-of-school youth, programs for disadvantaged youth in high school, work-study programs, and teacher education. Under the present vocational education acts, Ohio will receive approximately $12,387,000 per year. Our studies in Ohio indicate that the following amounts of Federal funds could be used effectively for vocational education in Ohio during the next three years:

Year:	*Amount*
1968	$56,100,000
1969	64,200,000
1970	69,400,000

I have attempted in the testimony to this point to indicate the contribution that the Vocational Education Act of 1963 has made to the vocational education program in the State of Ohio and the additional funds needed in one State for the expansion of vocational education to serve more youth and adults. Vocational education is an integral part of a massive effort that we are making today to eradicate poverty, to solve other social problems that we face in an advanced Nation, and to strengthen our businesses and industries.

The State Directors of Vocational Education met on January 22 and 23 to consider matters pertaining to legislation for vocational education. The State Directors of Vocational Education and the American Vocational Association are in support of the amendments proposed to the Vocational Education Act of 1963 by S. 1125. They do, however, suggest some additional amendments to certain features of the Act.

On the basis of a nation-wide study to project the needs for Federal assistance for vocational education, State Directors recommend to the Committee of the Senate an increase in the authorization of Federal funds to support the purposes set forth in Sections 4(a) and 4(b) of P. L. 88–210 as follows:

Fiscal year:	*Amount*
1968	$400,000,000
1969	600,000,000
1970	1,000,000,000

In relationship to research funds under Section 4(c) of P.L. 88–210, the State Directors suggest that the language in the Act should permit up to 10% of the amounts authorized under Section 4 to continue to be authorized for research, but further suggest that these funds be allocated as follows:

(*a*) 50% of such funds allotted for research should be allocated to the States in accordance with the already established formula for allocating other funds, except that research funds should be on a non-matching basis. Such funds should be permitted to be used for ancillary services as well as for research and pilot projects.

(*b*) All elements of Section 4(c) should be studied to determine the agency most appropriate for carrying out the following functions:

(1) Leadership Development, such as institutions, conferences, and workshops.

(2) Applied Research—Basic Research.

(3) Experimental and Demonstration Projects.

It was the consensus of opinion among the State Directors that the leadership development programs and the experimental and demonstration projects can best be authorized, funded, and supervised by the Division of Vocational Education in the Bureau of Adult and Vocational Education, which has a closer relationship to the operation of vocational programs than does the research unit in the Bureau of Research.

The State Directors believe that the work-study program has been a great contribution in the area of vocational education, particularly in relationship to programs established for disadvantaged youth. They believe that this program should be continued and expanded in amendment to the Vocational Education Act of 1963.

The Directors are strongly in agreement that an amendment is needed in the Vocational Education Act of 1963 to provide for a 90%–10% ratio between Federal and State funds expended for compensation of students, since this factor is in agreement with similar programs in other agencies.

The Directors, however, did suggest increasing the amount allotted for the development of the States' supplementary plan and for the administration of the plan from one percent of such allotment to 10,000, whichever is greater, to two percent of such allotment or 20,000, whichever is greater, in order to provide for the administrative services at the State level necessary to make effective use of such funds on an educational basis.

It was generally agreed that Federal funds under the work-study program should not be used for local supervision of work-study programs. Some of our States with large cities, however, believe that funds could be used effectively under this work-study area to provide for leadership in those large cities which have extensive programs involving large numbers of disadvantaged youth.

The State Directors expressed support for Federal funds for the construction and operation of residential schools. It is the belief of these Directors that such centers can be operated effectively and efficiently under State and local control. The Directors suggest funding of residential centers in all States to serve both cities and rural areas. In Ohio we have proved that a State can operate effectively and economically residential training centers for disadvantaged youth and adults. It is suggested that financing be at the level of $100,000,000 per year for several years during the construction period and then a lesser amount for continued operation. It is suggested that construction be at a ratio of 90% Federal and 10% State or local and operation at 75% Federal and 25% State or local.

It is suggested that the approval for construction and operation of residential schools be allocated to State Boards for Vocational Education.

The State Directors certainly are in support of amendments providing for expansion of teacher education programs. Our projections for program growth indicate needs for increasing teaching staff, which can be met only by a multitude of efforts involving pre-service and in-service educational programs, workshops, institutes, teacher exchange with business and industry, and fellowships for graduate study.

As vocational education expands in scope of offerings, as well as in the number of programs offered, the job of keeping teachers up-to-date will be as great as that of providing beginning teachers. In Ohio, we need to double our present vocational programs at the high school level to even reach 40% of the eligible students. Growth projected in Ohio for the next four to six years will call for a staggering increase in teacher education services. In one vocational area, trade and industrial education, they have projected the need for a 300% increase in full-time teacher educators.

My colleagues and I are in strong support of the changes proposed in Sections 501, 520 and 531 of the Education Professions Act. Such changes would include vocational education teachers in the opportunities for professional growth and development provided for other teachers in the academic and socially accepted areas of instruction. Teachers are in short supply at the present time and we have only a short time to increase our teacher education efforts if we are to keep pace with program growth.

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The Directors suggest that no less than $30,000,000 in additional funds be allocated for the expansion and improvement of teacher education for vocational teachers through amendments to the Vocational Education Act of 1963.

The Directors indicated their continuing support for the concept of work experience or cooperative education programs as a part of the total program of vocational education.

The State Directors of Vocational Education are strongly in support of a program in work orientation of the junior high school level and an improved placement program as proposed in S. 1125. There is an indication that our present programs in the practical arts field are failing to motivate the students to make sound career plans, including the selection of a vocational program in high school. New techniques can be developed under the proposed bill which will have great significance to the youth who will be forced to enter a labor market which offers little opportunity for employment for the unskilled. Every young person needs experiences which will motivate him or her to *want* to do well a part of the work of the world. All youth need this orientation, but it has special significance to those youth planning to enter vocational programs at the high school or post-high school level.

Those of us working in the field of vocational education believe that we can prove that the funds expended for vocational education by the Federal Government have been spent wisely to provide effective programs to broad numbers of youth and adults throughout this Nation. The strong support given vocational education by business, industry, agriculture, and government at the state and local levels indicates that vocational education has produced results when given the opportunity and the funds to produce. The success of vocational education in responding to every challenge given it by the National Congress indicates that the State-Federal-local relationship in vocational education has stood the test of time and the test of a number of national emergencies.

Those of us assigned the responsibility for leadership in the area of vocational and technical education in the States urge your consideration of the amendments suggested to the Vocational Education Act of 1963; the proposed amendments to the Education Professions Act, Sections 501, 520, and 531, providing for assistance to vocational as well as academic teachers; and the proposal of an expanded work orientation and placement program, as proposed in S. 1125. I strongly urge favorable consideration of these proposals by your Committee and by the Congress.

Appendix A

Ohio Appalachian area plan for vocational-technical education

Project name	Probable location	Estimated total cost	Assistance			Fiscal year
			Local	State	Federal	
Muskingum JVS and Technical Center (funded).	Zanesville	$2,000,000	X		X	1967
Tri-County JVS and Technical Center (funded).	Nelsonville	2,200,000	X		X	1967
Pike County JVS	Piketon	2,300,000	X		X	1967
Belmont JVS and Technical Center	St. Clairsville	2,500,000	X		X	1968
Tuscarawas JVS and Technical Center.	Dover	2,400,000	X		X	1968
Washington JVS and Technical Center.	Marietta	2,500,000	X		X	1968
Scioto JVS and Technical Center	Portsmouth	2,800,000	X		X	1969
Lawrence JVS	Ironton	2,000,000	X		X	1970
Ross-Pike (proposed) Technical	Piketon		X		X	1970
Harrison-Jefferson JVS	Steubenville	2,000,000	X		X	1971
Guernsey-Noble JVS	South Cambridge	2,000,000	X		X	1972
Highland-Adams JVS	Seaman	2,000,000	X		X	1973
Jackson-Vinton JVS and Technical Center.	Jackson (East)	2,000,000	X		X	1973
Meigs-Gallia JVS	Cheshire	1,800,000	X		X	1973
Brown-Clermont JVS	Williamsburg	3,000,000	X		X	1973

APPENDIX B

A study of vocational and technical education programs for Ohio, 1966–67

School	General area served [1]	Joint vocational schools				Technical schools				
		Operating program	Building and equipment cost		Capacity, vocational pupil population	Operating program	Building and equipment cost			Capacity, technical pupil population
			Total	50 percent			Total	75 percent	50 percent	
Joint vocational school:										
Ashtabula County [2]	Ashtabula	No [3]	$2,761,646	$1,380,823	954	Yes	$2,000,000	$1,500,000	$1,000,000	800
Bellefontaine area	Logan and Shelby	No	1,875,894	937,947	546					
Belmont County	Belmont	No [3]	2,304,097	1,152,048	759	No	2,000,000	1,500,000	1,000,000	600
Brown and Clermont Counties.	Brown and Clermont	No	3,020,347	1,510,173	1,076	No	2,000,000	1,500,000	1,000,000	600
Butler County	Butler	No	4,521,576	2,260,788	1,817	Yes	2,000,000	1,500,000	1,000,000	800
Clinton and Warren Counties.	Clinton and Warren	No	3,010,155	1,505,077	1,071					
Columbiana County	Columbiana	No	3,038,603	1,519,301	1,085					
Coshocton and Knox Counties.	Coshocton and Knox	No [3]	1,919,328	959,664	587					
Cuyahoga County	Cuyahoga	No	14,207,293	7,103,646	6,012					
Darke and Miami Counties.	Darke and Miami	No	3,384,589	1,692,294	1,268					
Delaware County	Delaware	No [3]	2,719,480	1,359,740	935					
Franklin County [2]	Franklin	No [3]	5,520,355	2,760,177	1,907					
Geauga County	Geauga	No	1,855,251	927,625	530					
Greene County [2]	Greene and Fayette	No [3]	3,686,150	1,843,075	1,431					
Guernsey and Noble County.	Guernsey and Noble	No	1,692,120	846,060	436					
Hamilton County	Hamilton	No	6,612,110	3,306,055	2,798					
Hancock County area	Wood,[4] Henry,[4] Hardin,[4] Putnam, Wyandot,[4] and Hancock.	No	2,660,935	1,330,467	909					
Harrison and Jefferson County.	Harrison and Jefferson	No	3,180,464	1,590,232	1,157					
Highland and Adams County.	Highland and Adams	No	2,144,971	1,072,485	537					
Jackson and Vinton County.	Jackson and Vinton	No	1,700,519	850,259	440					
Lake County [5]	Lake	Yes	2,328,898	1,164,449	769	Yes	2,000,000	1,500,000	1,000,000	800

See footnotes at end of table.

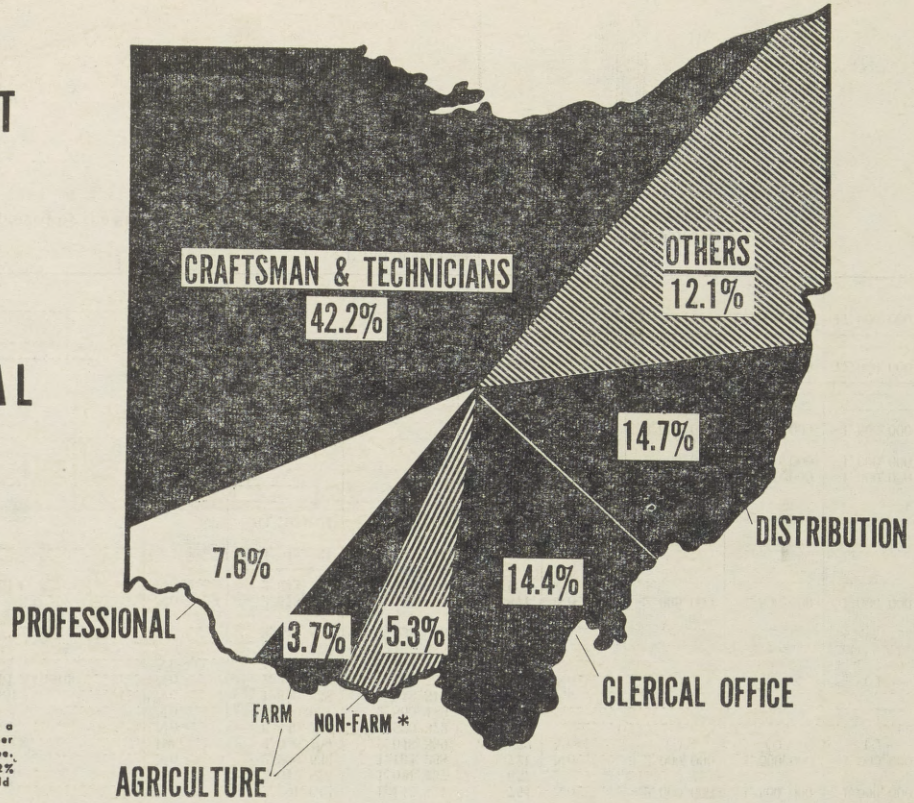
A study of vocational and technical education programs for Ohio, 1966–67—Continued

School	General area served [1]	Joint vocational schools				Technical schools				
		Operating program	Building and equipment cost		Capacity, vocational pupil population	Operating program	Building and equipment cost			Capacity, technical pupil population
			Total	50 percent			Total	75 percent	50 percent	
Lorain County	Lorain	No	$3,088,703	$1,544,351	1,110					
Lawrence County	Lawrence	No [3]	1,928,666	964,333	598					
Madison County area	Madison, Union, Franklin, [4] and Champaign.[4]	No	1,896,638	948,319	564					
Mahoning County	Mahoning	No	3,780,271	1,890,135	1,474					
Marion area	Marion, Wyandot, Union, Crawford, Morrow, and Hardin.	No [3]	4,234,245	2,117,122	1,688	No	$2,000,000	$1,500,000	$1,000,000	800
Medina County	Medina	No	2,390,267	1,195,133	794					
Meigs and Gallia County	Meigs and Gallia	No	1,481,907	740,953	371					
Mercer and Auglaize County.	Mercer, Shelby, [4] and Auglaize	No	2,491,335	1,245,667	836					
Monroe County	Monroe	No [3]	707,002	353,501	177					
Morgan County [5]	Morgan	No	527,256	263,628	132					
Moundbuilders	Licking and Perry [4]	No [3]	2,927,325	1,463,662	1,031	No	2,000,000	1,500,000	1,000,000	600
Muskingum County [2]	Muskingum and Perry [4]	No [3]	2,472,281	1,236,140	828	No	(6)	(6)	(6)	
Northwest area	Allen, Hardin,[4] and Auglaize	No [3]	3,058,751	1,529,375	1,095	No	2,000,000	1,500,000	1,000,000	600
Northwest Four County	Williams, Fulton, Defiance, and Henry.	No [3]	3,180,464	1,590,232	1,157	No	2,000,000	1,500,000	1,000,000	800
Ottawa-Huron-Erie	Ottawa, Erie, and Huron	No [3]	3,323,943	1,661,971	1,234	No	2,000,000	1,500,000	1,000,000	800
Penta County	Fulton,[4] Lucas, Ottawa,[4] Wood, and Sandusky.	Yes	6,477,555	3,238,777	2,735	Yes	(7)	(7)	(7)	
Pickaway and Fairfield County.	Pickaway and Fairfield	No	1,748,194	874,097	464					
Pioneer [5]	Richland, Morrow,[4] Huron,[4] Ashland,[4] and Crawford.	No [3]	3,395,120	1,697,560	1,274	Yes	2,000,000	1,500,000	1,000,000	600
Portage County	Portage	No	2,809,818	1,404,090	976					
Preble and Montgomery West.	Preble and Montgomery	No	7,148,546	3,574,273	3,025					

Ross and Pike County	Ross and Pike	Yes	2,291,642	1,145,821	754	No	2,000,000	1,500,000	1,000,000	600
Sandusky County [2]	Sandusky and Huron [4]	No [3]	2,042,875	1,021,437	657					
Scioto County	Scioto	No [3]	2,208,536	1,104,268	721	No	2,000,000	1,500,000	1,000,000	600
Springfield-Clark County [5]	Champaign and Clark	1967	4,096,799	2,048,399	1,622	Yes	([7])	([7])	([7])	
Stark and Carroll County	Carroll and Stark	No [3]	6,440,745	3,220,372	2,717					
Summit County	Summit	No	5,730,961	2,865,480	2,377					
Tiffin area	Seneca and Wyandot [4]	No [3]	1,896,638	948,319	564					
Tri County [2]	Perry, Hocking, and Athens	No [3]	2,321,473	1,160,736	766	No	([6])	([6])	([6])	
Trumbull County	Trumbull	No [3]	4,205,281	2,102,640	1,674					
Tuscarawas County	Tuscarawas	No [3]	2,331,370	1,165,685	770					
Van Wert County	Van Wert, Allen,[4] Putnam,[4] Mercer,[4] and Paulding.	No [3]	2,246,507	1,123,253	736					
Washington County	Washington	No	2,573,611	1,286,805	871	No	2,000,000	1,500,000	1,000,000	600
Wayne County area	Wayne and Ashland [4]	No [3]	2,642,725	1,321,362	901					
Total, joint vocational schools.			174,242,231	87,121,115	63,717					
8 large cities			63,793,604	31,896,802	23,328					
Akron [8]	Akron	Yes								
Canton	Canton	Yes								
Cincinnati [8]	Cincinnati	Yes				Yes	2,000,000	1,500,000	1,000,000	800
Cleveland [8]	Cleveland	Yes				Yes	2,000,000	1,500,000	1,000,000	800
Columbus	Columbus	Yes								
Dayton [8]	Dayton	Yes				Yes	2,000,000	1,500,000	1,000,000	800
Toledo [8]	Toledo	Yes								
Youngstown	Youngstown	Yes								
Grand total			238,035,835	119,017,917	87,045		34,000,000	25,500,000	17,000,000	12,000
Funding to date				13,388,816						
Total future funding needs.				105,629,101				25,500,000	17,000,000	

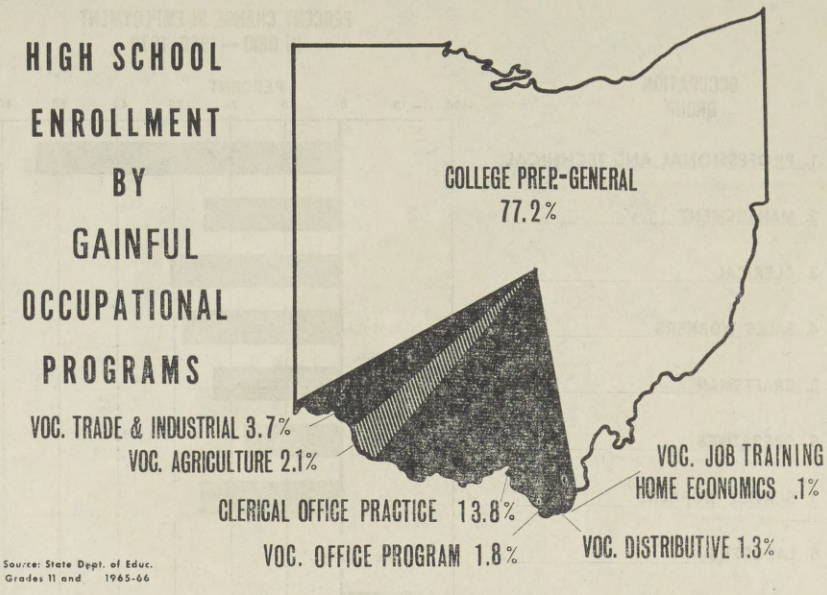
[1] Area served by technical school is larger.
[2] Funding in 1967.
[3] A district involving the general area has been approved by the State board of education.
[4] A minor part of the county.
[5] Funded 1964–66.
[6] Source of funding, Appalachia development funds.
[7] Source of funding, board of regents.
[8] Partially funded 1964–66.

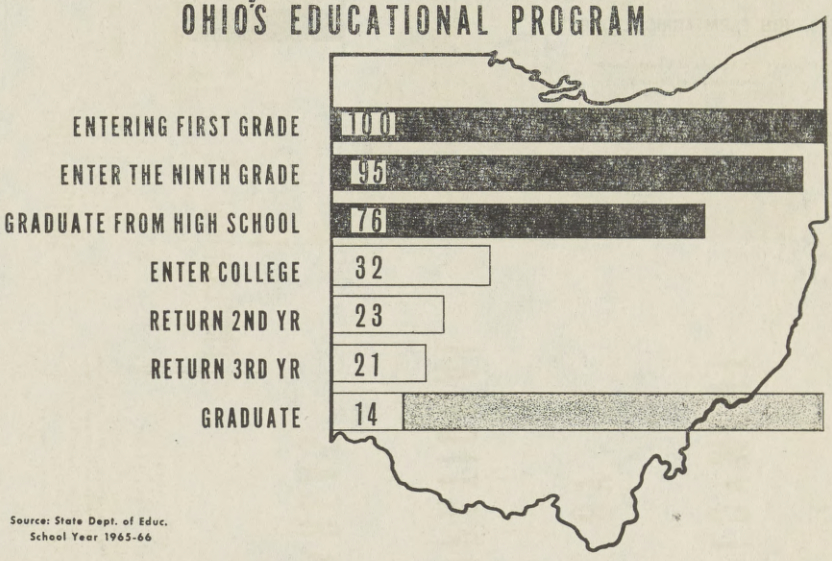
EMPLOYMENT BY OCCUPATIONAL AREAS

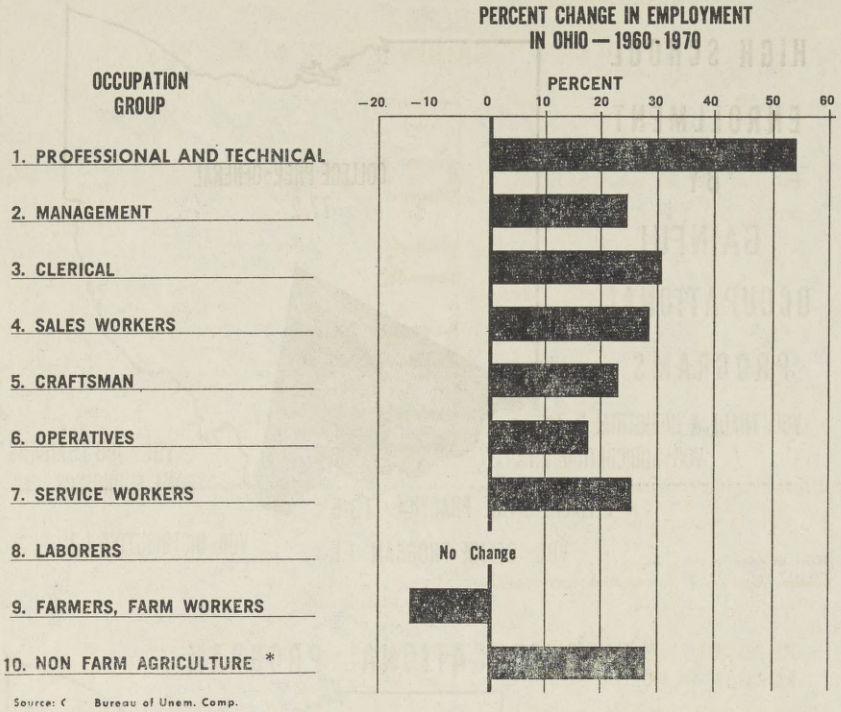


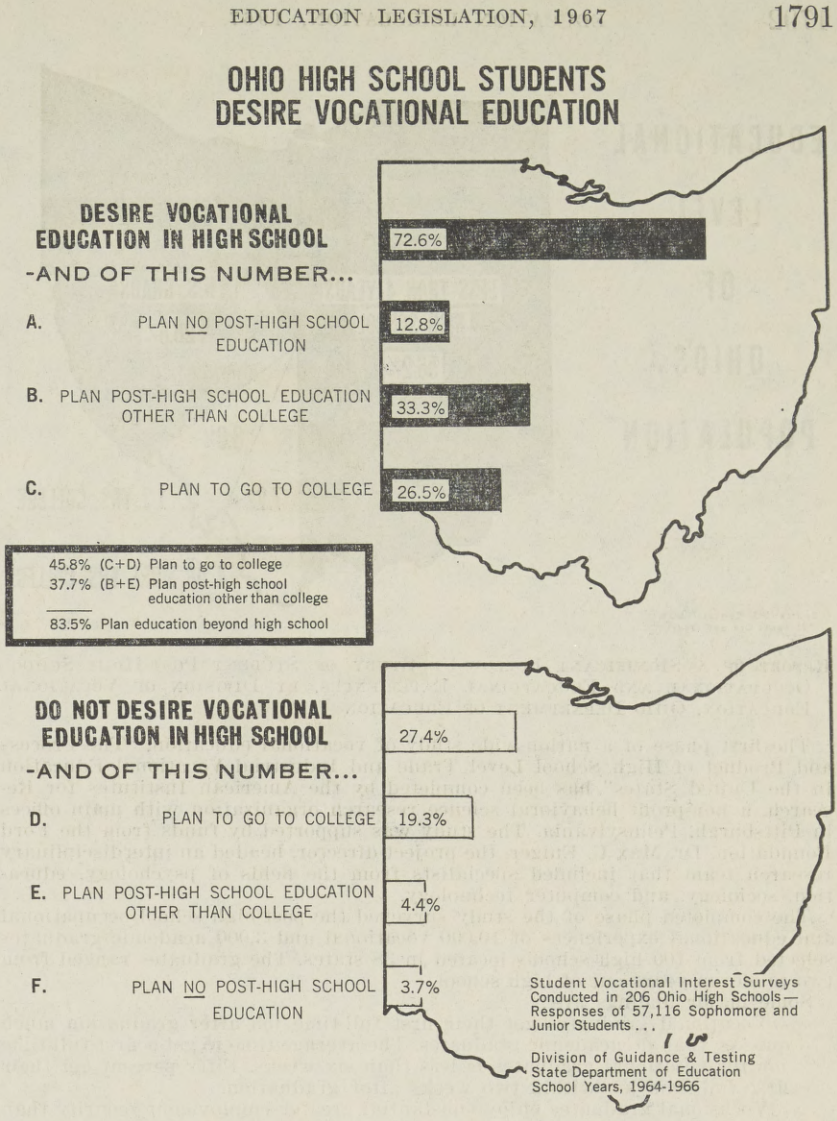
Source: U.S. Census - 1960
*State Dept. of Educ.

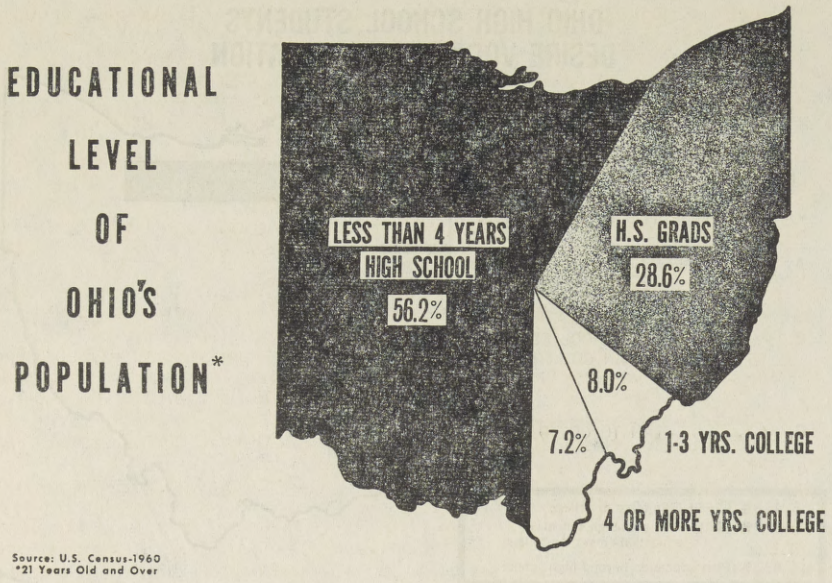
Professional positions normally require a college degree. Some jobs in the other categories may require a college degree. The 1960 U.S. Census indicates that 7.2% of the population in Ohio 21 years old and over, hold a college degree.


HIGH SCHOOL ENROLLMENT BY GAINFUL OCCUPATIONAL PROGRAMS
COLLEGE PREP.-GENERAL 77.2%
VOC. TRADE & INDUSTRIAL 3.7%
VOC. AGRICULTURE 2.1%
VOC. JOB TRAINING
HOME ECONOMICS .1%
CLERICAL OFFICE PRACTICE 13.8%
VOC. OFFICE PROGRAM 1.8%
VOC. DISTRIBUTIVE 1.3%
Source: State Dept. of Educ.
Grades 11 and 1965-66


OHIO'S EDUCATIONAL PROGRAM
ENTERING FIRST GRADE 100
ENTER THE NINTH GRADE 95
GRADUATE FROM HIGH SCHOOL 76
ENTER COLLEGE 32
RETURN 2ND YR 23
RETURN 3RD YR 21
GRADUATE 14
Source: State Dept. of Educ.
School Year 1965-66


PERCENT CHANGE IN EMPLOYMENT
IN OHIO — 1960-1970
OCCUPATION GROUP
PERCENT
-20
-10
0
10
20
30
40
50
60
1. PROFESSIONAL AND TECHNICAL
2. MANAGEMENT
3. CLERICAL
4. SALES WORKERS
5. CRAFTSMAN
6. OPERATIVES
7. SERVICE WORKERS
8. LABORERS
No Change
9. FARMERS, FARM WORKERS
10. NON FARM AGRICULTURE *
Source: (Bureau of Unem. Comp.
*State Dept. of Educ.


OHIO HIGH SCHOOL STUDENTS
DESIRE VOCATIONAL EDUCATION
DESIRE VOCATIONAL EDUCATION IN HIGH SCHOOL
-AND OF THIS NUMBER...
72.6%
A. PLAN NO POST-HIGH SCHOOL EDUCATION
12.8%
B. PLAN POST-HIGH SCHOOL EDUCATION OTHER THAN COLLEGE
33.3%
C. PLAN TO GO TO COLLEGE
26.5%
45.8% (C+D) Plan to go to college
37.7% (B+E) Plan post-high school education other than college
83.5% Plan education beyond high school
DO NOT DESIRE VOCATIONAL EDUCATION IN HIGH SCHOOL
-AND OF THIS NUMBER...
27.4%
D. PLAN TO GO TO COLLEGE
19.3%
E. PLAN POST-HIGH SCHOOL EDUCATION OTHER THAN COLLEGE
4.4%
F. PLAN NO POST-HIGH SCHOOL EDUCATION
3.7%
Student Vocational Interest Surveys Conducted in 206 Ohio High Schools—Responses of 57,116 Sophomore and Junior Students . . .
Division of Guidance & Testing
State Department of Education
School Years, 1964-1966



REPORT OF A SIGNIFICANT FOLLOW-UP STUDY OF STUDENT POST-HIGH SCHOOL OCCUPATIONAL AND EDUCATIONAL EXPERIENCES, BY DIVISION OF VOCATIONAL EDUCATION, OHIO DEPARTMENT OF EDUCATION

The first phase of a nation-wide study of vocational education, "The Process and Product of High School Level Trade and Industrial Vocational Education in the United States" has been completed by the American Institutes for Research, a non-profit behavioral science research organization with main offices in Pittsburgh, Pennsylvania. The study was supported by funds from the Ford Foundation. Dr. Max U. Eniger, the project director, headed an interdisciplinary research team that included specialists from the fields of psychology, education, sociology, and computer technology.

The completed phase of the study surveyed the post-high school occupational and educational experiences of 10,000 vocational and 3,000 academic graduates selected from 100 high schools located in 38 states. The graduates ranged from two to eleven years out of high school.

Some major findings are:

Vocational graduates get their first full-time job after graduation much quicker than do academic graduates. The average time to get a first full-time job for vocational graduates is less than six weeks. Fifty percent get their first full-time job within two weeks after graduation.

Vocational graduates enjoy substantial greater employment security than do academic course graduates without college education. The median 1953–1958–1962 graduate was 95 percent fully employed.

Vocational graduates have greater accumulated earnings over the eleven-year period covered by the survey than do academic course graduates with no college education.

About 50 percent of the vocational graduates enter into the trades for which trained or highly related occupations. Another 15 percent enter occupations that are somewhat related to the trade studies in high school.

The percentage of vocational graduates who enter the trades for which trained rises and falls with the general level of the U.S. economy. In the recession year of 1958, only 28 percent of the graduates entered the trades for which they were trained.

Negro vocational graduates have more difficulty getting their first full-time job, enjoy substantially less employment security, earn significantly less pay, and are much less likely to enter the trade for which trained than

white vocational graduates. Fewer than 17 percent of the Negro graduates were able to get their first full-time job in the trade for which trained. (It should be noted that lack of enrollment is probably due to the lack of opportunity for employment for youth of the minority race in skilled occupations during the period of time covered by the study.)

Of the vocational graduates who obtained jobs in the trade for which trained in high school, 50 percent reported they were "exceptionally well prepared." Another 45 percent reported "on the whole, well prepared."

There is very little mobility among vocational course graduates. Less than three percent obtained their first full-time job by moving to another city. Eleven years after graduation, 87 percent still reside and work in the city in which they went to school. Another ten percent have made only one new city move in the eleven-year period.

A comparison of vocational and academic graduates without a college education reveals no difference in conversational interests, leisuretime activities, and affiliation with community organizations. The findings contradict the contention that the vocational graduates are more poorly educated than academic graduates from the standpoint of education of the "whole person."

While only 15 percent of the vocational graduates went to college, about 42 percent reported having had some type of formal post-high school education. Most attended private and public adult-level trade and technical schools, and company courses.

Data collection has been completed for the second and third phases of the study. The second phase will describe the process of vocational education in the United States, with emphasis on curriculum planning and development, facilities and equipment, instructional methods and devices, teacher characteristics, and guidance and placement services. The third and final phase will establish the relationships between school and student characteristics and the career experiences of graduates.

Mr. FOLTZ. I would like to introduce Mr. Lovenstein.

Senator RANDOLPH. Thank you.

STATEMENT OF L. K. LOVENSTEIN, COORDINATOR, FEDERAL AID PROGRAMS, WEST VIRGINIA STATE DEPARTMENT OF EDUCATION

Mr. LOVENSTEIN. Mr. Chairman, Senator Hill, I am L. K. Lovenstein, coordinator of Federal programs for State Superintendent Rex M. Smith and the West Virginia Department of Education. I express appreciation for the invitation from Senator Morse to appear at this hearing of the subcommittee.

I joined the West Virginia Department of Education on April 1, 1965, just prior to the passage of Public Law 89–10. Prior to that time I served as county superintendent of schools in Kanawha County, Charleston, W. Va., which county had an enrollment of more than 60,000 children in grades 1 through 12. As you know, we do not have a statewide public kindergarten program in West Virginia.

Upon learning of the impending invitation to appear before this subcommittee, I conferred with my colleagues in the department who have the primary responsibility for the administration of the respective titles of the Elementary and Secondary Act. I am pleased to present these views and suggested changes to the pending legislation in S. 1125 and H.R. 7819.

TITLE I, ESEA

We urge the acceptance of the provision in H.R. 7819, which provides that each State receive 50 percent of its own average per capita current expenditures for elementary and secondary education or 50 percent of the average expenditure of all the States, which is greater.

This would give added assistance to West Virginia, and other low-income States, where there is real need to increase funds to overcome the educational problems of children from low-income families in Appalachia. I want to emphasize that the need to overcome rural deprivation is equally as acute as that of city slum areas.

Section 205(a)(4) of Public Law 89–10 provides for the construction of school facilities. There is great need for this section to become a separate title, with adequate funding, to meet the growing needs of the improved and expanded programs. Adequate classroom space and equipment are badly needed to make effective the kinds of programs being developed to achieve the major objective of this act—meeting the needs of the educationally deprived child.

HEADSTART

This act makes provision for summer Headstart classes and, also, for kindergarten classes. As you know, OEO is putting great emphasis on Headstart programs. The community action agency, in some counties, is operating these programs entirely independent of the local education agency, which is the county school system. Some of these OEO centers are being conducted in inadequate facilities and several have been closed because they did not meet health or fire regulations. We would strongly recommend that Headstart programs and funds be administered by the U.S. Office of Education. This would provide better coordination of the needs of these children when they enter first grade, and also provide a much better base of operation for the new followthrough program, if and when it is expanded beyond the pilot stage.

At the present time, the department has approved more than half of the county programs under title I for this school year. All will be approved within the next week, based upon provisions of the continuing resolution, passed by the Congress. Any changes made in the operation of programs after the opening of school causes a loss in the effectiveness of the programs. It is desirable that amendments to the act be made prior to the beginning of a fiscal year. I will have further comments on this in my summary.

EXTENSION OF TITLE II, ESEA

It is recommended that this title be extended through June 30, 1969.

TITLE III, ESEA

The West Virginia Department of Education has had, for some time, seven regional centers for its administrative and supervisory services to the 55 county school systems. A PACE Center, using ESEA title III funds, has been located at each of the seven regional centers to provide additional services for the counties within each region. The transfer of the administration of this title from the U.S. Office of Education to State departments, as proposed by H.R. 7819, would not be difficult in West Virginia because of our regional centers. There should not be, however, a divided responsibility between the States and the U.S. Office of Education. It would seem appropriate to make

the change at the beginning of fiscal 1969 since the U.S. Office of Education now has under consideration projects which were submitted on July 1, 1967. The next submission date is January 1, 1968.

If and when such administrative transfer is made, the funds should be allotted for administration. This action would enable State departments of education to "tool up" for this new responsibility. The guidelines for this title suggest a phaseout after 3 years of operation. Some direction should be provided for this phaseout period. Does the phaseout begin after 3 years, and at what rate of reduction per year?

TITLE V, ESEA

We support the new formula for the distribution of title V funds, using the 40-percent flat grant and the remaining 60 percent on the basis of pupil population. There is need for further consideration of the proposed transfer of title III–B and title X, NDEA to title V, ESEA. Over the years title III–B, NDEA has provided, on a matching basis, the opportunity for the development of a good supervisory program in all the areas covered by the National Defense Education Act. These supervisors are employed on a 12-month basis and are, at present, conducting workshops for county teachers. It is imperative that the proposed decreases and transfer of NDEA programs be eliminated, and that all titles be continued as matching programs, at least at 1967 funding, for both the State departments and the local school systems. Long-range plans and commitments have also been made under title X, NDEA in data processing. We strongly urge the continuation of these two as separate programs on a matching basis, so programs and personnel will not be curtailed.

The West Virginia Department of Education, under title V, section 505, has joined with other State departments in four multistate projects. We have found these cooperative proposals to be most beneficial to the growth and efficiency of our department operations. Over the past year we have had a very good program operating in preservice and inservice teacher education. We have the personnel and the cooperation of colleges and local school systems in this teacher training program.

Within the last 3 months we have joined with six other States in the development of a design for long-range educational planning. We have the planning office and the personnel established and at work. It is imperative that the $15 million provided for in section 521 of S. 1125 be enacted. This is one program we urgently need in West Virginia, and we have the cooperation of our Governor, the Honorable Hulett C. Smith. He recently convened a steering committee of outstanding citizens to assist the department in the development of a long-range educational plan for the State from preschool through graduate school. It would be unrealistic and tragic if we were not to continue with this project.

TITLE VI, ESSA

We have just concluded a 3-day conference on the development of a State plan for handicapped children. We urge adoption of the provisions of sections 151 and 152 of S. 1125 providing for funding and extension through fiscal 1969. This title will meet a critical need, and

will improve the overall programs by expanding funds of title I which are presently being used for special education.

Finally, I would urge your subcommittee, Mr. Chairman, to give serious consideration to the need for early planning. The proposed extension of the several titles of this legislation through fiscal 1969 will contribute to early planning and continuous programs in both the State departments and in local school systems. This would provide the opportunity for better planning to use available funds and would eliminate the crash approach to use available funds and, thereby, make possible long-range planning.

Plans and personnel have already been completed for the opening of schools in September. It is very difficult, if not impossible, for radical changes to be made for this school year. We need to have programs planned through fiscal 1969 if we are to meet the many objectives in this legislation.

I appreciate the privilege of presenting these suggestions to you and your subcommittee members, Mr. Chairman. Thank you very much.

Senator RANDOLPH. Thank you, Mr. Lovenstein.

Mr. FOLTZ. I would like to introduce Mr. Vincent Celio, of Pennsylvania.

STATEMENT OF VICTOR E. CELIO, COORDINATOR, FEDERAL PROGRAMS, PENNSYLVANIA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. CELIO. Mr. Randolph, Mr. Hill, Senators, I appreciate the opportunity to represent the State department of public instruction in Harrisburg to come before this committee. My prepared statement had been made available to the committee and I would ask that you make it a part of the total record.

Senator RANDOLPH. Yes. That has been ordered.

Mr. CELIO. Fine, and I will talk to just points of the prepared statement.

The remarks I make before the subcommittee are essentially structural in nature. They are not intended to be critical of any individual or department and we say that because the staff of the various ESEA and NDEA programs and the Appalachian staff working in the Department of Commerce without ESEA and NDEA programs have had an excellent working relationship with their counterparts in the U.S. Office of Education.

LIAISON AND COORDINATION OF PROGRAMS

We are always seeking ways of improving that liaison and coordination in order to provide better opportunities for the children of our schools. We have often been invited to participate in developing guidelines and regulations for the implementation of the many federally supported education programs. U.S. Office of Education personnel, we have found from experience, have been most cooperative and receptive to our ideas and plans in the administration of the various Federal programs as they relate to our Commonwealth. I am not suggesting, however, that we are always in total agreement.

I would like to mention some of the concerns of the department of public instruction as they relate to the various ESEA programs; Ap-

palachia; and the NDEA activities; and make some suggestions for change.

The department was very well pleased when Congress passed the Elementary and Secondary Education Act of 1965. We have heard quite a bit of criticism on this, in various sections of the State, I am sure the country, but after 2 years of operation we are just beginning to get a full head of steam. Of all the Federal legislation related to education, from the enactment of the Northwest Ordinance of 1785 up to and including the Higher Education Act of 1965, two pieces of legislation are outstanding. They are the National Defense Education Act of 1958 and the Elementary and Secondary Education Act of 1965. These are considered milestones in Federal aid to education.

TITLE I, ESEA

The title I, ESEA program has been excellent for the children in city ghetto areas and the Appalachia regions of Pennsylvania. The need for such a program was predicated on a national goal, yet local school districts are given opportunities to determine the most pressing needs of the disadvantaged children in their own schools. Title I has improved educational opportunities, added new health services, provided special teachers and teacher aids, and made available large quantities of much-needed equipment and materials. However, such services and equipment must be augmented by support for a massive school construction program. And I would add the two gentlemen that preceded me suggested additional money must be had in these areas.

FUNDING OF TITLE I, ESEA

Educators in Pennsylvania are very much concerned that the Congress has led us to think that appropriations for the various ESEA programs might live up to authorizations, and I realize there are some other problems for the Congress to consider. Considerable amounts of time and money were spent, however, at the State level and in the local school districts in tooling up for the programs even before allocations were made available, only to be notified later of cuts in funding. It becomes very discouraging to the people in the programs. Every school district had to "scrounge" to find staff to run these new ESEA programs. Many of these people are highly trained and hard-to-find educated professionals. They are rare and they are going to be hard to find in years to come. It makes it difficult now and then when these programs are reduced at such late dates that the local districts and the States are not given time to adjust budgets for their program, nor is it fair to the professional staff to release these people at such a late date in the school year. It is difficult for administrators to go back and find people at this late date. They fill their position vacanies in the spring and summer.

Congress does not make its appropriations at a time that is compatible with the State and local budgets and again I say—I say this with tongue in cheek, because I realize you gentlemen have some bigger problems than we have at the State level.

It would be very helpful if some way could be devised for determining allocations for the States earlier in the calendar year. Maybe it

would be well to think that title I money could be made available for 2 or 3 years as you do in some other programs, perhaps make it continuing money. The money might be spent more wisely and administrators could have more time to plan and develop these programs.

The department's staff appreciates the problems of the U.S. Commissioner but we would like to see a little less reporting and a little less volume of paper in the total program.

CONSTRUCTION AND EQUIPMENT LIMITATION IN TITLE I GUIDELINES

We are not too happy about the 10-percent restriction on the construction in title I and we would like to see this expanded, particularly in those areas of Appalachia.

In a recent survey made by our own State department and the bureau of statistics we found that there were 502 school buildings that are 68 years old or older; 97 of these buildings are rated unsatisfactory and we have a tremendous construction program in Pennsylvania. I do not know whether we will be able to catch up with these districts in the Appalachia region.

TITLE II, ESEA

In the area of title II, we appreciate the fact that the methods by which the programs are implemented are prepared by the individual States. We recommend that this practice be continued. Individual States can design programs that meet their own needs.

Many administrators and libraries in Pennsylvania have expressed their gratitude for the help and support in the title II program. Because material purchased with title II funds is so labeled or stamped, individuals using these materials see real evidence of the tax money at work for them.

NDEA TITLE III

In the NDEA title III program, this has had a tremendous effect on education in Pennsylvania. It has been like a nice warm spring shower that affects our fields in the spring or summertime. It has been the shot in the arm for the chief school administrator also which allowed him to go to the school board and ask for additional or matching money which would never have been done without the act.

Just for illustration, in our own State, from the fall of 1958 to June 30, 1967, over 40,000 projects spending $60 million have been approved for title III programing. This could never have been done without the outside aid and we certainly appreciate what the Congress has done for us there. These items and many other items could never have been found in many of the school districts located in the regions of Appalachia in Pennsylvania had it not been for NDEA title III program.

I would like to just cite one more illustration, an area where we have coordinated Appalachia with the NDEA title III program. In Pennsylvania we have 26 NDEA-supported regional instructional material centers. They supply the local school districts with outstanding audiovisual materials in the critical subject areas and serve 1,800,000 schoolchildren in 16 counties. These centers provide for the circulation and maintenance of approximately 70,000 prints of 16-millimeter films.

In 1958 the department of public instruction did not have a specialist in the critical subject areas as they are known today. We now can say that we have 40 subject specialists in these critical subject areas and they provide all types of services to the local school districts.

Cutting back Federal funds in title III, NDEA, would certainly slow down the momentum in our Commonwealth as I am sure it would in many other States. This, as I say, is one area where we have been able to coordinate Federal funding between State and Federal departments. For example, NDEA title III has been coordinated with the Appalachia program. The Appalachia program provided additional financial support to us. In the last 3 months we have had Appalachia support of the NDEA programs to the tune of $300,000 to provide instructional materials and equipment to serve 67 school districts. Its operation and expansion has made it a very successful program for the past 9 years. To either phase out or reduce its activities at this point would impair its effectiveness in promoting new and innovative learning programs in the classroom.

TITLE III, ESEA

In the area of title III, ESEA, the relationship between the U.S. Office of Education and the Pennsylvania staff responsible for the title III, ESEA program has been very successful. Undoubtedly this has been largely based on the fact that both offices have made unusually high professional commitments for the administration of this type.

An example of the close cooperation might be seen in the remarkable agreement between the two offices with respect to recommended title III projects. Out of 105 projects, Pennsylvania has requested the recommended proposal for 60 to be funded; 58 were immediately accepted by the U.S. Office of Education.

In view of the increasing responsibility not only in terms of numbers but more important in terms of program quality and project evaluation, we feel that administrative moneys might be allocated specifically to the States for the administration of the title III program somewhat perhaps like the other programs, 3 percent of the total operational cost. If the Congress is disposed to turning over the title III, ESEA to the States, we would recommend some time to phasing out to allow the State agencies time to plan and employ the staff to do the job. This, we might say about most of the recent programs, no leadtime. We would appreciate the additional leadtime as you have considered it in the Education Development Professions Act. We think this has been tremendous.

TITLE V, ESEA

In the title V, ESEA program we are not too happy with the House amendments in the H.R. 7819 because this would mean drastic cuts in NDEA, title III, reduce our title V, ESEA, and title X, NDEA. We certainly recommend the Senate consider a followthrough on the amendments made in the recent proposals. We strongly suggest the Senate consider funding title III, NDEA, title V, ESEA, and title X, NDEA, with at least no less money this year and allow us

time again to phase out if less funding is to be provided at some later date. There just is not time to find State and local money to keep the programs going.

FIFTEEN PERCENT SET-ASIDE PROVISION

We have no objection to leaving the 15 percent set-aside under title V funds provided it does not make further cuts in the State appropriations for the current program. We feel the Commissioner is in a good position to view education across the Nation and has access to outstanding talents and leadership throughout the States and can exercise his leadership with the set-aside money. This program should be given special funds.

SUMMARY

In summary, over the past years since 1958, Pennsylvania has developed what we consider to be an excellent NDEA program. We now include in that staff approximately 50 supervisory people who administer and supervise the title III program. Elimination of this item would be a vital blow at the effectiveness of the total NDEA title III program. We urge, therefore the Senate fully fund the title V, ESEA program as authorized in the act, restore the NDEA funds, and leave NDEA as it is in the present NDEA program at least for this year.

It must be noted that the 1967–68 amount for title V, ESEA, would not permit the intended growth of the title V program. We really have just gotten underway and now we are beginning to get full staffs for the projects we have started and we face the possibility of the cut if H.R. 7819 is adopted. The people in the Commonwealth, in the Department of Public Instruction, are optimistic and we feel the prospects appear to be very good that the ESEA programs will generate an even greater renewal than NDEA.

We gratefully say to the subcommittee for the work that was done in determining programs that are valuable and useful to education. There are many things that might be desired of the 90th Congress insofar as educational legislation is concerned. None of these desirable changes or new programs could be more important than full funding on title V, ESEA, title III, NDEA, both administrative and supervision, and acquisition of equipment, and full funding on the title I, ESEA, with consideration for increased construction for the areas of Appalachia and the so-called ghetto sections of the city.

On behalf of our acting superintendent, Dr. Breidenstein, and the people in these programs, again I express my appreciation to the committee for allowing us to appear before you. Thank you.

Senator RANDOLPH. Thank you very much.

(The prepared statement of Mr. Celio follows:)

PREPARED STATEMENT OF VICTOR E. CELIO, COORDINATOR OF FEDERAL PROGRAMS, PENNSYLVANIA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. Chairman and members of the subcommittee, my name is Victor E. Celio, Coordinator of Federal Programs for the Department of Public Instruction, State of Pennsylvania. I wish to express my thanks for the opportunity to come before this committee.

The remarks I make before the Committee are essentially structural in nature. They are not intended to be critical of any individual or department. The staff of the various ESEA and NDEA programs in Pennsylvania have an excellent working relationship with their counterparts in the U.S. Office of Education. We are always seeking ways of improving that liaison and coordination in order to provide better opportunities for the children of our schools. We have often been invited to participate in developing guidelines and regulations for the implementation of the many federally supported education programs. U.S. Office of Education personnel, we have found from experience, have been most cooperative and receptive to our ideas and plans in the administration of the various Federal programs as they relate to our Commonwealth. I am not suggesting, however, that we are always in total agreement.

I would like to mention some of the concerns of the Department of Public Instruction as they relate to the various ESEA programs, Appalachia and the NDEA activities and make some suggestions for change.

The Department was pleased when Congress passed the Elementary and Secondary Education Act of 1965. Now, after two years of operation, we are just getting a full head of steam in these programs.

New teachers are being employed, school districts are getting much needed equipment to do the job, and teachers are being re-educated to work with disadvantaged children. No educational program as large as the ESEA program can be evaluated in such a short period of time—there are too many variables. Assessments and personal judgments were made and are being made about specific facets of the programs, but these should not be considered evaluations of the total program.

Of all the Federal legislation, related to education, from the enactment of the Northwest Ordinance of 1785 up to and including the Higher Education Act of 1965, two pieces of legislation are outstanding. They are the National Defense Education Act of 1958 and the Elementary and Secondary Education Act of 1965. These are milestones in Federal aid to education, because they have done more for elementary and secondary education in a relatively short time than all previous efforts to affect changes to meet the educational challenges of our times.

TITLE I, ESEA

The Title I, ESEA program has been excellent for the children in center-city areas and the Appalachia regions of Pennsylvania. The need for such a program was predicted on a national goal, yet local school districts are given opportunities to determine the most pressing needs of the disadvantaged children in their own schools. Title I has improved educational opportunities, added new health services, provided special teachers and teacher aides, and made available large quantities of much needed equipment and materials. However, such services and equipment must be augmented by support for a massive school construction program. What this Committee and the Congress have done for the disadvantaged children in our Commonwealth has not gone unnoticed for the citizens of Pennsylvania have expressed their appreciation.

Educators in Pennsylvania are very much concerned that the Congress has led us to think that appropriations for the various ESEA programs might live up to authorizations. Considerable amounts of time and money were spent at the state level and in the local school districts in tooling up for the programs even before allocations were made available, only to be notified later of cuts in funding. It becomes very discouraging to the people in the programs. Every school district had to "scrounge" to find staff to run these new ESEA programs. Many of these people are highly trained and hard-to-find educated professionals. They are rare and they will not be replaceable for some time to come. When Federal funding is reduced and at such late dates, the local district and the state are not given time to adjust budgets for the programs. Nor is it fair or professional to release these people at such a late date in the school year. School administrators fill their position vacancies in the spring and summer.

Congress does not make its appropriations at a time that is compatible with the state and local budgets. Local school districts don't know what to budget because Federal appropriations haven't been determined. Any planning done at the state and local level can't be implemented and staff can't be hired because no one can guess what the Congress is going to allot for the year. It would be very helpful if some way could be devised for determining allocations for the states earlier in the calendar year.

In other words, at this very time, local school districts should be planning programs for the next school term, but as it is, they aren't certain of their allocations. Maybe it would be well to make Title I money available for two or three years, as you do in some programs. The money might be spent more wisely and administrators would have more time to plan and develop their programs. It would be very helpful if the appropriations were made early in the spring.

The U.S. Office of Education is working on simplifying the reporting and application forms. They made no change in the Title I, ESEA forms this year and this may be an indication that an effort is being directed toward standardization.

The Department's staff appreciates the problems of the U.S. Commissioner, but we would like to see less reporting, simplified applications and standard forms for all programs. For example, the Title I, ESEA application, the statistical data report and the evaluation format call for much the same data. Some parts could be eliminated because they are already reported.

If any one thing has been disconcerting in the Title I, ESEA program, it has been the reduction in funding this past fiscal year. Many school districts planned 1966–67 programs to follow after what was initiated in 1965–66, anticipating that their allotments would be greater and at least as great as authorized in the Act in the first year. Later the state was informed that less money might be provided. School districts were immediately advised that they might receive approximately 85% of their first year's allotments. When apporpriations were finally determined, five out of six school districts were allotted less money than the 85% anticipated. As a result, the districts will hedge in providing services and obtaining staff this year until they know exactly how much money will be appropriated in Title I. This will have a drastic effect on the quality of the programs and the services to disadvantaged children unless original allotments can be reinstated and allotments are made early.

The 10% restriction on construction in Title I, ESEA which permits the local district to construct educational facilities is too binding and not realistic. Many of our large city programs are limited and confined because the school district lacks proper and adequate school buildings. A recent publication of our State Bureau of Statistics, Department of Public Instruction, indicated that Pennsylvania, in spite of its tremendous school construction program, still has 502 school buildings that are 68 or more years old—built before 1900. Ninety-seven of these buildings are rated unsatisfactory. (Tables 4 & 6, pp. 12 & 15, "Our Schools Today," Bureau of Statistics, Pennsylvania Department of Public Instruction, 1967).

We realize that Title I is not primarily a construction program as is the case in most of the ESEA programs. Many of the school buildings in Appalachia regions and center-city areas are grossly inadequate. Some of the facilities still use a pot-belly stove for heating, the water supply is drawn from an outdoor pump and they have no indoor toilet facilities. Fortunately these are only a few. In extreme situations such as I just mentioned, the local school district should be allowed to consider using a larger percentage of its Title I allocations for construction, addition, or refurbishing old buildings to provide the needed classrooms, health, library, cafeteria or recreational facilities. Quite often the type of program needed by the disadvantaged child in regions of Appalachia just couldn't be provided because there was no room or the right type of facility was not available.

NDEA—TITLE III

NDEA, Title III has had the same effect on education in Pennsylvania as a nice warm spring shower effects growth in our fields. It was the "shot in the arm" needed by chief school administrators to convince their local school board members to supply the matching funds in order to purchase equipment and materials for instructional purposes that would never have been approved without the Act.

Since the fall of 1958, from the inception of the Act, to June 30, 1967, over 40,000 projects totaling over $60 million, have been approved in Pennsylvania. A high percentage included equipment that would never have been purchased by the local school districts without outside aid. Among the many items purchased were: planetariums, observatory equipment, computers, science laboratories, audio-visual equipment and materials, computers, microscopes, autoclaves, and modern foreign language laboratories. These items and many others would never be found in many of the school districts located in the regions of Appalachia in Pennsylvania had it not been for NDEA, Title III.

Pennsylvania has 26 NDEA supported Regional Instructional Materials Centers that supply the local school districts with outstanding audio-visual materials in the critical subject areas and serve 1,800,000 pupils in 61 counties. These centers provide for the circulation and maintenance of approximately 70,000 prints of 16mm films.

In 1958, the Pennsylvania Department of Public Instruction did not have a specialist in the critical subject areas as they are known today. We can now say that there are 40 subject specialists in the critical subject areas working on a full-time basis. These specialists visit school, work with chief school administrators and teachers, help plan laboratories, work with other bureaus to promote and up-grade the curricula on a state level.

Cutting back Federal funds in Title III, NDEA would certainly slow down the momentum in our Commonwealth. Approximately 87% of the elementary schools and 90% of the secondary schools claim that their science programs have been strengthened through the NDEA; 75% of the elementary schools and 88% of the secondary schools claim that their mathematics programs have been strengthened; 10% of the elementary schools and 88% of the secondary schools claim that their modern foreign language programs have been strengthened; and, over 50% of the elementary schools and over 60% of the secondary schools have introduced new curriculum offerings in the critical subject areas.

This, too, is the one area where we have been able to coordinate Federal funding between State and Federal Departments. For example, NDEA, Title III has been coordinated with the Appalachia program. The Appalachia program provided additional financial support to an NDEA, Title III project that will beef up three large Regional Instructional Material Centers in areas of Appalachia in our State. These three centers have purchased $300,000 worth of instructional materials and equipment that will serve 67 school districts.

The NDEA Act of 1958 was significant because it was the first time that federal aid to education focused its attention on the elementary and secondary curriculum by providing funds for the purchase of instructional materials to improve instruction in the classroom. Its operation and expansion has made it a very successful program for the past nine years. To either phase out this program or reduce its activities at this point would impair its effectiveness in promoting new and innovative learning activities in the classrooms in the public schools for years to come.

TITLE III, ESEA

The relationship between the U.S. Office of Education and the Pennsylvania staff responsible for Title III, ESEA has been very successful. Undoubtedly this has been largely based on the fact that both offices have made unusually high professional commitment to the administration of this Title.

An example of this close cooperation might be seen in the remarkable agreement between the two offices with respect to recommended Title III projects. The agreement of separate and independent reviews by the two offices has generally been in the neighborhood of 95% to 98%. Recently, of 105 proposals submitted last January 15, the Department recommended 60 proposals for funding of which 58 were immediately accepted by the U.S. Office of Education. Thirty-six or 38 of these 105 proposals were not recommended by the Department of Public Instruction staff and all of these recommendations were accepted by the U.S. Office of Education. The remaining half-dozen or so projects needed additional clarification and discussion before final determinations could be made.

Important to Pennsylvania's success and the Office of Education's willingness to accept our recommendations almost in total has been the presence of a fairly substantial commitment to a plan of operations originally developed when Title III was being debated by Congress in the summer of 1965 and subsequently refined as a result of greater state experience with the Act.

Should other states attempt to assume similar responsibilities for the operation of Title III, it would seem that a minimum requisite based upon Pennsylvania's experience would be the adoption of a state plan backed by sufficient resources to indicate the seriousness of the intent of the state with respect to Title III.

Traditionally these resources were expected to come from Title V of the Elementary and Secondary Education Act, designed to strengthen state education departments and to provide resources for necessary and appropriate expansion of staff. Unfortunately the need has been so great that these Title V resources

too have been severely strained not only in Pennsylvania but elsewhere. As a consequence general state funds have been heavily used to develop Pennsylvania's activities in Title III to its present high level of efficiency and effectiveness. In view of the increasing responsibility (not only in terms of numbers, but more important in terms of program quality and project evaluation) administrative monies allocated specifically to the states for the administration of Title III should be made available. This may be in the form of a percentage of total funds allocated to the state in any given fiscal year, i.e. 3%

It is estimated that $235,000 has been spent in state commitments to Title III, ESEA. Much of the regular staff of the State's Bureau of Curriculum Development was made available to the Title III program so that information and consultative services could be provided to the applicant agencies. If administrative funds were made available to the states, fulltime staff could be employed to work with the program.

If the Congress is disposed to turning over Title III, ESEA to the states, we would recommend that this be done in phases to allow state agencies time to plan and employ the staff to do the job. Pennsylvania's present staff is severely strained by the work load. An increasingly large number of Title III proposals have been funded and Pennsylvania already has 133 projects authorized. An additional 25 to 30 projects will be recommended for funding next week as a result of the recent July 1, 1967 submission. During this phasing over period, the states should be given administrative money to prepare the plans and obtain staff. Above all, some lead time should be given to prepare for the operation and implementation of the total program. This has been a constant cry from our local school districts with many of the ESEA programs—no lead time!

Another minor difficulty is the work load demands placed upon the bureau handling the Title III program. For example, the January 15, 1967 submission was 105 proposals, some few of them ranging up to 300 pages. The professional staff, seven including the coordinator, was then severely strained by this load. Either the system has to be modified or additional resources, both staff and budget, need to be made available. Payment of independent readers (a $2,000 general fund authorization) had been originally established for a full Fiscal Year 67 operation and was to have included at least two separate, independent readings. The number of proposals received on January 15 required stretching this limited resource to permit only one independent reading for all proposals.

On-site visitations and orthodox evaluation procedures are presently almost impossible to meet and will be virtually impossible given the present complement and anticipated future fundings.

Additional resources must be made available, either in the form of staff reallocation or administrative monies to hire the necessary staff.

As with other programs, appropriations must be made well in advance of the funding periods included in any particular fiscal year—not after six months has gone by as was the case in Fiscal Year 1967.

TITLE V, ESEA

The House Amendments in HR 7819 to the ESEA program would create a severe hardship on Pennsylvania and cause us to curtail our supervisory program under NDEA, Title III, cut our in-service program, reduce our Title V, ESEA program and jeopardize the positions of approximately 50 staff people in the Department. We feel that the Title III, NDEA acquisition program has been very good for most of our local educational agencies. It comes close to being a basic grant or block-award grant. Here, too, Pennsylvania would lose $1,682,000. This loss would come at a time when local districts are willing to overmatch Title III federal funds to the extent of $1 million dollars.

We strongly suggest that the Senate consider funding Title III, NDEA, Title V, ESEA, and Title X, NDEA with no less money this year than that which was available in 1966–67. If these programs are to be cut, the states must be given lead time and planning time to adjust state and local budgets and relocate staff as appropriate. We suggest that NDEA, Titles III and X and ESEA, Title V should be left as they were in 1966–67, or else provide no less money than the three programs received last year. The amendments will come at such a late date that they will not allow for local and state adjustments to 1967–68 budgets. In combining these three programs, Pennsylvania would lose $264,307. We simply would have to cut some very good Title V projects, reduce our Title III, NDEA program, and release a number of very capable professional staff members.

We would have no objection to leaving the 15% "set aside" in the Title V fund so long as it does not cut into the State appropriations for the current program. This has been one of the distressing facts about Titles I and V of ESEA. More programs are being added but the necessary funding does not follow. As a result, the programs and projects that we expected to expand and come to full fruition this year are really facing serious curtailments or sudden death. I know that the Commissioner has funded some excellent Title V projects because our state has participated in a few. The Commissioner is in a good position to view education across the Nation and has access to outstanding talent and leadership throughout the states. He exercises leadership with the set aside money. His program should be given a special fund.

The same attitude would apply to Title V–B, ESEA. It is impossible to develop new programs if less money is provided. We should not be expected to cut into other program funding.

SUMMARY

Pennsylvania would lose $7 million under the amended ESEA, Title I program proposed by the House. It would also take a drastic cut in Titles III and X, NDEA and Title V, ESEA. If the House amendments are accepted by the Senate, Pennsylvania will lose approximately $264,307 in Title V, ESEA which includes supervisory money for Title III, NDEA and Title X, NDEA. It would also lose $1,682 million in NDEA, Title III (Acquisition of Equipment and Materials). This matching grant program for equipment and materials is the best and perhaps closest thing to a block grant or a general aid program. This is made available to all schools in every school district. Pennsylvania has had overmatching this year and could have funded at least another $1 million worth of programs. This is not the time to cut.

Over the years, since 1958, Pennsylvania has developed what we consider to be an excellent NDEA program. We now include in that staff approximately 50 supervisory people who administer and supervise the Title III program. Elimination of this item would be a vital blow at the effectiveness of Title III. These services can be continued if a broadening of the Title V, ESEA is further authorized by the statute and above all, fully funded. However, under the present appropriation established by the House amendments, it would not be fully funded. Under the House amendments Title V, ESEA would include Title X, NDEA and Title III, NDEA (supervision), but it would not provide the additional money needed to do the job. Actually, when the Title V authorization for 1968 was not made available in the House appropriation, it meant that we had to immediately plan to curtail our present Title V, ESEA program. These Title V projects initiated by the Commonwealth of Pennsylvania have just gotten underway and were to be expanded. Staff is just beginning to be made available for most of the projects. Additional money is needed for the present Title V, projects, therefore, if Title III, NDEA and Title X, NDEA, are superimposed on the Title V program and no funds are made available to do the job, all three projects will be drastically curtailed. We urge, therefore that the Senate fully fund the Title V, ESEA program as authorized in the Act, restore the NDEA funds, and leave NDEA as it is the present NDEA program.

The allotment table below reflects the effect the House amendments would have on Pennsylvania:

	1966–67	1967–68	Loss
Title III, NDEA (acquisition)	$4.2 million	$2.518 million	$1.682 million.
Title III, NDEA (supervision)	385,175	In title V, ESEA	
Title X, NDEA	50,000	do	
Title V, ESEA	787,239	958,107	$264,307.

It must noted that the 1967–68 amount for Title V, ESEA would not permit the intended growth of the present Title V program as contemplated in the original Act.

The people in the Department of Public Instruction of the Commonwealth of Pennsylvania are optimistic about the growth, development and the ultimate impact of these programs. The prospects appear to be very good that the ESEA programs will generate an even greater renewal than NDEA has in its first nine

years on the education scene. We are concerned that local and state educational agencies could not provide the resources if federal assistance were withdrawn even though the value of such programs has been determined. There are too many examples of projects which have died quietly when special funding has been terminated.

We are grateful to the Committee for the work it has done in determining programs that are valuable and useful to education. The new Education Professions Development Act which authorizes several new teacher training programs will allow us to appraise teachers needs in all areas of education and do some serious recruiting and training in several special areas. We like the way this was enacted—there is a good lead time, states will have time to do a good job of planning, preparing and coordinating and some financial assistance is considered during the planning. This is just what we have been asking in other Federal programs.

There are many things that might be desired of the 90th Congress in so far as educational legislation is concerned. None of these desirable changes or new programs could be more important than full funding on Title V, ESEA, Title III, NDEA, both administration and supervision and acquisition of equipment, and full funding on Title I, ESEA with consideration for increased construction in areas of Appalachia and the so called ghetto sections of the city.

I am sure that many of the things said here today have been said to you before. On behalf of Dr. A. G. Breidenstine, Acting Superintendnt of Public Schools in the Commonwealth, and the people in these programs, I wish to thank you for allowing me to tell you the Pennsylvania story. In your deliberations, we ask that you consider the problems and the recommendations presented to you here today.

Mr. FOLTZ. Senator Randolph, I would like to introduce Dr. Frank Rose, president of the University of Alabama, who serves as vice chairman for our committee.

STATEMENT OF DR. FRANK ROSE, PRESIDENT, UNIVERSITY OF ALABAMA

Dr. ROSE. Mr. Chairman, Senator Hill, I first want to express my appreciation to you gentlemen for your leadership and the leadership of your colleagues, the leadership that you have given in behalf of education and health in this country. We all are aware that there is not equal educational opportunity and what you gentlemen have done in recent years has made a tremendous difference and we are beginning to see educational opportunity for all of our people.

I want to today express my views on certain parts of the 1125 and H.R. 7819. I would like to note that I appear here primarily in the role of the president of the University of Alabama. As an educator, my interest in Appalachian education is expressed by my vice chairmanship of the Education Advisory Committee to the Appalachian Regional Commission. I might say that my credentials for representing this region are significant. I spent 25 years of my life in this region. As a student, a professor, and president of the Transylvania University in Lexington, Ky., during the years of 1938–57, I traveled widely, contacting and counseling students and visiting hundreds of schools in that region. Since 1958 I have been president of the University of Alabama and my experiences there, which have included working in various programs with all of the public school districts in Alabama at one time or the other, have broadened and deepened my understanding of, and hence my concern for, the educational needs of the region.

You could say that I have learned firsthand and "the hard way" most of the realities of life in that area that led the Congress to create

the Appalachian program. One of these realities—the critical need for effective comprehensive planning—is of such crucial importance that I shall devote all of my remarks to it.

COMPREHENSIVE PLANNING

Effective comprehensive planning is essential to the success of any large-scale program in our society today, whether the program is in education or in some other field, such as health. And while the planning needs of Appalachia in education are large and important enough to justify discussing that area alone, my knowledge of educational programs in other areas of the country lead me to believe that they are generally applicable in regions other than Appalachia.

The concept of comprehensive planning is fairly new to the American scene. As recently as 10 years ago, it simply was not being done in education as we know it. Why, then, is there the current concern with planning? This concern, I believe, has come about largely because of three factors.

First, the sharply rising costs of education and limitation of resources available to meet these costs simply demand it. These costs have resulted from a national commitment reflected in this Congress and this administration to educate each individual to the maximum of his potential. Necessity, after all, is the mother of invention. As States, regions, and a Nation, we cannot afford the inefficiency and wasteful use of resources that result from lack of adequate planning. The second is that we have come to learn that most major problems are conducive to solutions only in their entireties—that each has to be dealt with as a complete system rather than in isolated phases of it. Educators well know that problems are usually as much economic and political as they are curriculum changes and teacher training. Third, recent advances in systems of information handling make possible a capability in comprehensive planning that was not possible a few years ago. The availability of computers, and their use in a systems approach to educational planning, are at the heart of this capability.

Congress, in recent legislation, has shown increasing recognition of the need for comprehensive planning. It has provided substantial funds for planning in laws covering such areas as housing, transportation, recreation, water resources, and health, to name a few. I should like particularly to cite the passage of Public Law 89–749, the Comprehensive Health Planning Act. In it, the Congress has recognized the urgency and importance of comprehensive planning at the State level in the health field. The need for such comprehensive planning in education is equally urgent and important.

LITTLE PLANNING SUPPORT NOW GIVEN

It is of grave concern to educators that, while large sums have been appropriated by the Congress for use at most levels of education to improve operation and administration, relatively little support has been provided for planning. Our recent experiences at the university in working with school districts in Alabama suggest that title I funds of ESEA would have been—and will in the future be—much better used if better planned. It is clear, too, if it is the wish of Congress to

provide some $150 million to the States for supplementary programs under title III of ESEA, that the need to strengthen State departments of education becomes even more critical. The preliminary data gathered by the Education Advisory Committee point up the critical need for planning at both the State and regional level. Particularly, the data show an impending crisis in manpower in Appalachia. The average age of teachers is very high and the planning needs to be done for developing and recruiting a sufficient number of teachers.

IMPROVED PROGRAMS

The very complexities of the problems confronting the field of education today, combined with the fact that the process of comprehensive planning is fairly new, call for the development of strong capabilities for planning at the State level. If funds are available specifically for planning, States will be able to accomplish much more in planning and evaluation which they are now unable to do because of the crushing responsibilities of operations—responsibilities which recent and contemplated education legislation will magnify. As a college president responsible for educating teachers, the estimated 20-percent increase in the "teacher gap" of 250,000 for 1967 and by title I of ESEA gravely concerns me. We are already behind in training the necessary number of teachers and the additional college professors needed to do the job. A large part of our problem stems from the fact that some of the earlier education legislation did not provide sufficient funds for planning. Let me give an analogy in higher education. Several laws, the Higher Education Facilities Act, and those for the National Science Foundation, the National Aeronautics and Space Administration, and the Atomic Energy Commission, provide funds for building. None of these provide for planning beyond the design of a single building. Only now in higher education legislation before the Congress will there be money to plan for entire campuses and how each building will fit in. There has been only sporadic support of planning intelligent statewide higher education networks of service and virtually no work on interstate higher education service planning. Given limited resources in my own sphere of activity, we cannot continue to allow the pursuit of excellence and improvement of all educational services to remain on a case-by-case fractionated effort.

As a further example—how useful it would have been if the enrollment boom of the forties and fifties in the public schools had led to planning and continued investment in higher education facilities to cope with this demand. At that time, also the demand for higher levels of educational attainment on a larger scale was already visible. With encouragement from the Federal Government, we should have been planning to meet the confluence of those two trends in the years intervening and not be faced with a crises need for facilities and personnel now in a time when high critical investments are less feasible.

USES OF PLANNING FUNDS

What is needed—and the same kind of need confronts officials in public schools—are funds to support program planning and evaluation. States need to be able to do such things as develop procedures

for assessing its programs in attaining its objectives, to deal with the many special problems they face, to determine the balance and relationships between occupational training programs and other programs at all levels, and to establish ways for bringing about needed innovation.

As I stated earlier, there also is the need to create an additional capability for conducting comprehensive planning which, for a variety of reasons, cannot be done at the State level alone. My experience in planning at both the State and regional level convinces me that any meaningful planning must be responsive to realities such as geography, economics, and politics.

INTERSTATE USE OF RESOURCES

Interstate use of resources must also be considered. Regional planning is a new venture already pioneered by the Appalachian Regional Commission as a successful and unique partnership between the Federal Government and the 12 Governors of the region. The benefits derived from planning health, transportation, and use of natural resources should also be extended to education. Title V–B of S. 1125 as originally proposed would support this activity working through existing local, State, and regional entities.

REGIONAL PLANNING

I might mention, in addition to my experiences, I have participated for a number of years as a member of the executive board of the Southern Regional Education Board. These experiences convince me of the necessity for regional planning. Already the work of the Education Advisory Committee to Appalachia has revealed a number of ways in which the 12 States, working together, can develop projects and programs of mutual benefit. Mr. Foltz has mentioned some of these earlier.

STRENGTHENING OF STATE DEPARTMENTS NEEDED

Mr. Chairman, based on the personal experiences I have had, and my study of available data bearing on the subject, I consider it absolutely essential that the capability of State departments of education to conduct comprehensive long-range planning should be greatly strengthened. As a consequence, our performance has fallen short of what society expects of education. The shocking and upsetting events of this summer, I think, certainly are as much the responsibilities of education as any other segment of society. And, while it is frightening to contemplate, they may well be more of a portent of things to come than merely a number of unrelated happenings representing seasonal frustration. In any event, improved educational programs, both in quantity and quality, must be at the heart of the solution of this program. And, although certain obvious actions are immediately needed, the importance of comprehensive planning becomes even greater. Therefore, I strongly urge this committee to restore the $15 million requested by the administration in its original version of the amendments to strengthen State departments in the area of comprehensive

planning and to set aside 25 percent of the appropriation funds for the Commission to support regional planning. Thank you, Mr. Chairman.

Senator RANDOLPH. Thank you very much. Mr. Foltz, this completes the panel presentation?

Mr. FOLTZ. Yes, Mr. Chairman; it does.

Senator RANDOLPH. Mr. Foltz, I am looking at the clock and it is 25 minutes of 12. Now, yesterday I presided at a hearing that ran through the noon hour until 2 o'clock and we have a problem here today, of course, of many, many witnesses. There may be a desire, a necessity, to have some of our questions presented to you for later answering. This just may happen. We will do the very best we can. Members have other commitments. I have them myself today. So we will move along as quickly as we can and you will understand if we need to have questions for later answering.

Mr. FOLTZ. I understand, sir, and we thank you very much for the opportunity to appear before this subcommittee.

COMPREHENSIVE PLANNING

Senator RANDOLPH. As I begin to have colloquy with members of the panel, and we will have some colloquy—I did not mean to say we were stopping, I would not want you to feel that we are doing too summarily—but, Dr. Rose, you laid stress on the need for comprehensive planning and you gave this planning a broad obligation, not at one phase of our educational system. I was thinking, as you had mentioned, of Public Law 89–749, the Comprehensive Health Planning Act. I am very happy to acknowledge, in fact eager to do so, that that act originally was passed in the Congress because of the leadership, the sponsorship, by Senator Hill who chairs that Committee on Labor and Public Welfare and, as you know, we have had a continuation in the act—when did we pass that, Senator Hill?

Senator HILL. We are going to renew it this year.

Senator RANDOLPH. This year we will have a renewal of that program.

Senator HILL. When I say this year, I mean this session of Congress. Before we adjourn.

Senator RANDOLPH. This session of Congress. So, we are conscious of the need, of course, for planning and not only an appraisal but a reappraisal of these programs.

In this connection, I was reading in the Wall Street Journal on August 9 the editorial: "Our Changing Schools." I shall not read even portions of the editorial because of a lack of time but without objection, I am going to ask that this editorial be made a part of the record and that the several articles that discuss the phases of education and the need for planning, Dr. Rose, be included also in the record, because we are faced today with an expenditure now in elementary and secondary schools, that is, taxpayer money of $30 billion a year, and it is necessary that these dollars be spent well, is it not, Dr. Rose?

Dr. ROSE. Yes, sir; that is true.

Senator RANDOLPH. And for that reason, I think your testimony today is very important and I want to have that included as a part of the record with the specific articles themselves, which are running during this week.

(The articles referred to follow:)

[From the Wall Street Journal, Aug. 9, 1967]

REVIEW AND OUTLOOK

OUR CHANGING SCHOOLS

Elsewhere on this page appears the first of several articles on new developments in education. The intent is not to be comprehensive but rather to point up that, in this area as in others, intelligent change is both essential and often extremely difficult to achieve.

Resistance to change is of course a common vice in vast institutions, and U.S. education surely is vast. At last count there were well over 100,000 elementary and secondary schools, the great majority of them publicly financed. The taxpayers' outlay on education runs to more than $30 billion every year.

Teachers and administrators frequently are reluctant to move in new directions; their task is difficult enough without a constant rewriting of the rules. Even when school men are eager to move, taxpayers may oppose paying the inevitably higher bill.

In support of the status quo it's possible to cite past achievements of U.S. schools. The most notable is American technology, still the envy of the world, but the arts and humanities haven't been as neglected as their supporters sometimes contend.

The gains, however, would not have come about if education had not been, in one way or another, adjusting to its changing environment. Some of the changes were anything but wise; traces of the ills of "Deweyism" still linger on, for example. But others, such as the consolidation of tiny, inadequate schools into larger, more effective units, were vital.

At the moment one change in the public schools' environment is of prime importance: The influx of children, both Negro and white, from intellectually deprived backgrounds.

To cope with this development schools will have to adjust not only physical features—classes, books, teaching materials and the like—but people and ideas. Unfortunately, things can be far easier to alter than people and ideas.

One reason is that there's more polished salesmanship behind the new things, such as language laboratories and teaching machines. In the right hands these devices can be astonishingly useful, particularly for students needing special help, but school administrators on occasion appear to regard them as almost an end in themselves.

To be sure that the tools go into proper hands, especially in view of the problem of backward children, the nation needs improvements in teacher education (and, in many areas, better salaries to attract more superior students into teacher training). In too many schools of education the emphasis still is excessively on how to teach, and insufficiently on what is to be taught.

If schools are to benefit children from deprived backgrounds, they will have to become more selective in what they teach to whom; many students must learn ideas that others have absorbed outside of school. The same curriculum for all will be far too stiff for some, not nearly demanding enough for others. And if the nation is to build intelligently for its future, pupils who can handle more advanced instruction must be offered it.

Selecting this elite of ability, wherever it may be found, is in itself difficult enough; it involves, among other things, the chancy process of communication between generations. Even more arduous, oftentimes, is the effort to override the objections of many educators and civil-rights spokesmen to what is, undeniably, a form of discrimination.

That kind of change in the direction of excellence, like most of the others, is unlikely to be quick or cheap. Yet if education is not to level but uplift mankind, it is a change that must be made.

OFF TO COLLEGE AT 15—IS IT A GOOD IDEA?

WHAT'S NEW AT SCHOOL?

(By Herbert G. Lawson)

Should unusually gifted students be encouraged to enter college a year or two before they would normally graduate from high school?

Most educators say no. They claim that high school curriculums are improving so rapidly that even the brightest student can be challenged to the limits of his

talent; they argue that 15- and 16-year-old high school sophomores and juniors aren't ready socially and emotionally to jump into the wider world of a university campus; and they fret that high schools shouldn't be deprived of the stimulating impact on other students of high-IQ pupils.

Nonsense, say critics. "Some high schools are very good and some are obviously lemons," notes Herbert Howe, professor of classics at the University of Wisconsin. Prof. Howe was advisor during the 1950s to 162 Wisconsin undergraduates who were part of an experiment to find out whether exceptional students could skip the last year or two of high school. Almost all the students did well at Wisconsin, and two compressed high school and college into five years, graduating Phi Beta Kappa.)

The controversy over college entrance for students without a high school diploma is a peculiarly American dilemma of the 20th Century. It raises fundamental questions about "democracy" in schooling and the proper emphasis that should be placed on academic ability as opposed to social maturity and "adjustment."

COTTON MATHER, FOR EXAMPLE

Many European school systems single out the brightest pupils early and speed them along to university programs as quickly as their abilities permit. This was the system in colonial America when Cotton Mather, the famed Puritan author and clergyman, entered Harvard at age 12 in 1674.

The 20th century brought a new concept of mass education in America. Few would challenge its necessity, but it brought problems. "After 1900, when the ideal of mass education began to take hold in the U.S., the practice of advanced or individual placement almost disappeared from our college admissions procedures," according to David A. Dudley, director of admissions at the Illinois Institute of Technology.

In its effort to educate everybody, the American secondary school had little time for the exceptional student. "Too often," said the Ford Foundation, "the able student is prevented by the 'lock step' from progressing as far or as fast as his abilities will permit. Too frequently the result is boredom, loss of momentum and serious waste of time in moving toward intellectual and professional objectives."

The Ford Foundation decided to do something about such students. In 1951, 420 high school students around the nation—most of whom were 15 or 16 years old and had just finished their sophomore or junior years—left home for college. In rigorous examinations, they had won Ford scholarships to 11 U.S. colleges and universities, including Yale, Wisconsin, Columbia and Chicago. They were the vanguard of 1,350 students in the next three years who received $3.4 million in tuition and expenses from the foundation to test the theory that a year or two of secondary education could be profitably skipped by carefully screened students.

The results were astounding to many conservative high school principals and teachers. The Ford scholars quickly became the academic leaders in their colleges. Most were in the top half of their classes, even as freshmen when the adjustment to college was greatest. As sophomores a large group of the young students took a special liberal arts test designed by the Educational Testing Service. The test was also given to a large sample of normal-age college seniors and graduate students. The Ford students "demonstrated that they had a better grasp of the basic concepts of a liberal education than a large body of American college seniors and first-year graduate students," the foundation reported.

While this and other exhaustive testing and scrutiny of grades seemed to prove the academic readiness of the young students, a tougher point to demonstrate was the "maturity" or social precocity of the "Fordies," as some older students labeled them.

A team of Harvard and Yale doctors and psychiatrists, as well as the associate director of the College Entrance Examination Board, evaluated the underage students' emotional adjustment to college. Their psychiatric problems, drop-out rate, dating and other factors were measured against a carefully matched group of controls—normal-age students of similar backgrounds and intelligence. The conclusion of all the evaluators was that the Ford scholars adjusted as well to college life as the control group of comparison students.

The greatest problems came at schools such as Yale, where the underage scholars were segregated in special dormitories (one was nicknamed "the nursery" by regular students). But the schools soon recognized that they were acting like

over-protective parents; when the Ford students were treated like all others, they adjusted quickly.

Most of the Ford scholars went on to graduate study, aiming at careers as college teachers or in professions such as medicine. But even those who entered the job market at 19 or 20 years of age had no apparent difficulty. Some entered military service with Reserve Officer Training Corps commissions.

The foundation concluded that early college admission "under the proper circumstances . . . represents a promising approach to the problem of enabling the very best students to realize their full potential."

The experiment has had an impact, but it was less than revolutionary. The schools accepting the Ford scholars all continued to leave the door open to underage freshmen without high school diplomas. At least two dozen other schools followed suit. But there is still scant encouragement of early admission and even less financial backing.

Columbia will admit "six or seven" young students this fall who have completed the junior year of high school. One is a Rochester, N.Y., boy who "will be challenged only by the very best we have at the university," says Erwin Glikes, assistant director of admissions.

Mr. Glikes expresses the reservation about early admission that is echoed by countless admissions directors. "The Ford Foundation experiment was a success on paper but I've heard it said that something very valuable was lost for these young students," he says. "Perhaps the thing lost was the time for reflection, growth and intellectual adventure as an undergraduate."

Columbia insists that the small number of underage students it now admits meet rigid standards. One is that they come from a secondary school that can't provide a "full and challenging" program. Wisconsin similarly tries to limit its half-dozen or so yearly admissions of young students to those from academically impoverished schools.

THE SHIMER APPROACH

Tiny Shimer College in Mt. Carroll, Ill., is one of the few schools unafraid of early admissions. About one-fifth of its freshmen class of roughly 200 students don't have high school diplomas. Shimer, an unorthodox school that stresses a core curriculum of liberal arts for all students, was once run by the University of Chicago, Ralph Hough, director of admissions, says, "Many of the faculty consider our early admission scholars the pace-setters."

The University of Chicago was one of the first proponents of early admission under Chancellor Robert Hutchins three decades ago. It still admits 15 or 20 underage freshmen in its class of 700 each year, but "We don't make any distinct recruiting effort for them," says Margaret Perry, associate director of admissions. She adds, "After Sputnik stimulated increased interest in secondary education, there's been less need for early admission."

Educators almost uniformly agree that high schools are beefing up curriculums. "We now get freshmen who've read Locke, Hobbes and Rousseau," says Miss Perry, who also teaches English at Chicago. Prof. Howe at Wisconsin notes with some amazement that high school grads "now come here who have read the Odyssey and Greek plays and can discuss them at a reasonably high level."

One of the most important changes in many high schools is the Advanced Placement Program begun in the early 1950s as another Ford Foundation-financed experiment. The concept is to provide college-level courses in the high school for bright students. The courses are taught by qualified high school faculty members, using texts and course outlines approved by the College Entrance Examination Board, which administers the program. Students take any of the 12 courses—in subjects ranging from American history to physics—while carrying the normal high school course load.

Students who pass tough tests after taking these courses are admitted to most U.S. colleges with advanced standing and often college credit for the work done. About 42,000 students in 2,800 high schools took the May 1967 exams, a huge increase from the 1,200 students in 104 schools when the program started in earnest in 1955.

CAN HIGH SCHOOL EQUAL COLLEGE?

The Advanced Placement Program, despite its growth, isn't a complete answer to educating precocious youngsters. It's actively pushed in only 15% of the nation's 20,000 high schools, notes Paul Kelly, director of the board's Southwest

regional office. More importantly, the question remains whether any high school "enrichment" program can equal the stimulus of college. "I don't think the same kind of motivation exists in high school as on a good college campus," concedes another board official.

Nevertheless, educators—high school principals in particular—are loath to consider any major expansion of early college for nongraduates of secondary schools. "Many principals feel it shows up the inadequacy of their school to send off their best sophomore or junior students to college," says Prof. Howe. "And many feel that the universities are full of vice and godless beatniks."

If so, it may well be that it is the principals who must be educated before the fullest opportunity can be given to the small but important group of youngsters who could benefit from early admission to college.

The debate over early admission will clearly continue. As the Ford Foundation puts it, "The risks of entering college early have been the subject of much popular concern, and properly so. But too little thought has been given to the risks run by an able student in an unchallenging environment in *not* entering college early."

[From the Wall Street Journal, Aug. 15, 1967]

"A Better Chance"—Program To Get Slum Youth to Prep School Scores Success

WHAT'S NEW AT SCHOOL

(By Albert R. Hunt)

Hanover, N.H.—Raymond White, a 14-year-old from Marshall, Va., is spending the summer studying English and mathematics. But unlike many other teenagers in summer school, Raymond not only chose his course voluntarily, he actually likes it.

For he is one of 66 boys at Dartmouth College's A Better Chance, an eight-week session designed to help youngsters—mostly Negroes—from economically and educationally deprived areas.

Unlike those in Upward Bound, the U.S. Office of Economic Opportunity's big academic and recreational program, these boys won't return to their old environments in the fall. Instead, they'll enter some of the best private prep schools in the country.

The youngsters at Dartmouth, aged 13 to 17, and those in a similar program at Williams and a co-ed session at Carleton College, view this summer as a real shot to escape the deprivations and lack of opportunity so evident in urban and rural ghetto life.

Raymond, a shy but intense boy, wants to be a physicist, but doesn't believe his hometown ever produced anyone in that profession. "I never thought I'd want to study in the summer, but this is a real chance to get ahead," he says.

The ABC program began at Dartmouth three years ago after talks between the college's president, John Dicke, and several prep school educators. Since Dartmouth had nebulous plans for instituting some program for disadvantaged youngsters, and the prep schools were seeking a more diverse student body without sacrificing academic standards, the ABC summer course seemed a possible link.

ABC functions under the Boston-based Independent Schools Talent Search Program, which works with community leaders and educators to recruit the teenagers. Officials say they seek the type of youngster who won't make it unless pulled out of his present educational and social environment. "We avoid taking winners and the trend is toward riskier kids," says William D. Berkeley, executive director.

Much of the initial financing came from the Rockefeller Foundation and the prep schools, which provide scholarships for most of the boys. But subsequently the major support came from the OEO, which spent $1.5 million on ABC last year.

The program's initial success made it seem worth the money. Of the 575 ABC boys and girls in the first three years, almost 95% matriculated to prep school, and officials estimate 90% of those will be graduated. Four other colleges have started ABC summer sessions, and more than 100 independent schools have joined the program.

NOT ONLY "SAFE KIDS"

Early returns on college entrances are also encouraging. Last year 14 ISTSP students entered college, and this fall 40 more will go to such institutions as Harvard, Yale and California Institute of Technology. But, as Mr. Berkeley

emphasizes, not all go to big name schools. "I'd be very displeased if all were going to the prestige schools because that'd indicate we're only taking safe kids."

Despite the good start, ABC apparently became one of the domestic casualties of the Vietnam war earlier this year. The OEO, which sponsored 250 youngsters last summer, announced it couldn't take on any new youngsters this year, although it would continue to support those already in prep school.

Two of the colleges—Mount Holyoke and Duke—dropped their ABC programs this summer, and the three remaining schools had to take on far fewer students than planned. Thus the number of ABC participants dropped to 160 from 375 last year.

So ABC officials are looking for new ways to shore up the program. They are seeking new means of support and broadening the program to include good public school systems, as well as the independent schools. And though many qualified students were turned down, the summer's sessions are more intense than ever.

Academically, ABC concentrates almost exclusively on English and mathematics. Students are in school about four hours a day; usually only eight or ten are in each class, maximizing individual attention.

Though most of the students have extremely bad educational backgrounds, faculty members say they are quick to learn. "These kids are hungrier than most," says one instructor. David Rice, an English professor at Dartmouth this summer and at Choate School during the rest of the year, says, "My ninth grade class here is a great deal brighter than some of the regular ninth graders at Choate."

Along with the academics, ABC attempts to acquaint the students with prep school life. Each small group of seven or eight eats breakfast and dinner together with its tutor, and students take turns waiting on the tables. And the students obey a list of regulations.

SOCIAL ADJUSTMENT

But perhaps the most difficult—and important—adjustment is social. Sam Topp, from Farmville, Va., will enter his third year at Wilbraham Academy in the fall, and is at Dartmouth to take some advanced courses and assist the new students. He says that at first some of the prep school boys were offensively naive. They'd make Negro jokes and really expect me to laugh."

Larry Barr, an honor student at Tabor Academy, agrees and says the best way to handle this is to "straighten them out right away."

But they don't want favoritism. Chuck Minor, a junior at Andover Academy, resents that some teachers "seemed to bend over backwards to help me sometimes." And Larry Barr says one of the most encouraging signs at Tabor was when he started losing some of the class and club elections later in the year.

Probably the greatest proof of the program's success is the comparison of the poised articulation of a Sam Topp or Larry Barr with the general uneasiness and lack of confidence exhibited by most of the new boys.

But the summer sessions aren't without problems. During the first week, Dartmouth officials were faced with a lot of homesickness and a few serious situations. But officials argue that with the type of youngsters involved, problems will and should exist. They emphasize most have proven to be solvable.

The real problem is money. "There's no lack of talent or willingness, but there is a great need for more money," says one official. This is why the OEO cutbacks were so hard to take. "There are both qualified kids and places in independent schools that aren't being filled" says Mr. Berkeley.

Nevertheless, the program isn't exactly at a standstill. A $130,000 Rockefeller Foundation grant allows Dartmouth to explore the expansion into public schools. Last year Hanover took ten ABC boys and the Andover, Mass., school system will do the same this fall. Officials believe any real expansion lies here, since private schools only educate about 2% of students and have limited scholarship funds.

The major financial concentration now is on corporate foundations. ISTSP has already received some promising commitments, including major gifts from the Esso and Sears-Roebuck foundations.

But even if private donors come forward in greater numbers, officials contend real growth will require the massive resources that only the Federal Government seems able to command.

Unquestionably, in time of war a nation must hold its nonessential domestic outlays to a minimum. And for some of the Federal poverty projects, one might welcome the cutbacks, war or no. But the ABC program does not appear mis-

managed, and it has already proved its effectiveness. Indeed, it appears to be a genuinely regrettable casualty of war.

This is one of several articles on new developments in education. The intent is not to be comprehensive but rather to point up that, in this area as in others, intelligent change is both essential and often extremely difficult to achieve.

[From the Wall Street Journal, Aug. 21, 1967]

HUMANITIES: GETTING A "BIGGER PICTURE"

WHAT'S NEW AT SCHOOL

(By David P. Garino)

CHICAGO.—Until last year, Adrienne Coyne had never seen the inside of the Art Institute here. "Now," she says, "I can't stay away from it."

Like many teen-agers of late, Adrienne has felt the influence of a popular, potentially far-reaching innovation in high school curricula—the humanities course.

There is little doubt the course's popularity is growing. A survey of 7,237 high schools by the North Central Association of Colleges and Secondary Schools shows that 1,200 schools offer a humanities course, in contrast to only 47 in 1960, as reported in an Office of Education Study.

More schools will introduce the programs this fall. And the courses are proving durable—only 0.8% of schools have discontinued them, an impressive statistic when compared to the 6% that have dropped another innovation, honor study halls. Some experimentation in the humanities has been done on the elementary level.

This resurgence of the humanities, which trace their roots to classical Greece, was nurtured by the stress put on science and mathematics after the Russians launched Sputnik I in 1957. Following that historic feat, America's educational system tended to shunt the humanities aside.

Now some educators, while careful not to depreciate the importance of science, emphasize that more is needed to make the complete man. And, they reason, a humanities course that integrates music, art, history and literature is by definition essential for the full human being.

Much of the impetus for humanities study comes from Socrates' dictum "Know thyself" and this philosopher's admonition that the unexamined life is not worth living.

Study of the humanities "impels man to ask the questions: Who am I? Where have I come from? What is the purpose of life? What can I do to become and remain an effective, responsible member of society?" explains Charles Keller, former history professor at Williams College, Williamstown, Mass., and a pioneer in the humanities movement.

UNDERSTANDING THE "WHYS"

Even though high schools teach individual courses in art, music, history and literature, integration is considered vital. Music and art, for example, were not developed in a vacuum, but reflect the spirit of their times. Moreover, the usual art and music courses are geared to performance—making a vase or playing an oboe, for instance—and not to understanding the "whys" and "wherefores."

By taking the humanities, hopefully the student will perceive the "bigger picture." For instance, Greek architecture, "Oedipus Rex" and democratic government stem from Greek philosophy. At Ann Arbor High School, after reading Sophocles' tale of the ill-fated king, students listen to Stravinsky's opera, "Oedipus," to learn how ideas and characters can be translated into music.

Although content and organization differ somewhat, humanities courses aim primarily at making the student aware of the past and of the interrelation between ideas and actions. A typical test question might be: "Show there is a link between Greek culture and Western civilization by discussing their respective political ideologies." Students of the humanities handle such questions easily, teachers report.

Central to the course's theory is that students are not given "easy" answers. "This throws them for a loop at first when they find out they're not expected to

parrot things back," Ben Calacci, English teacher at Willowbrook High School, Villa Park, Ill., declares.

"We get students to ask basic questions to which there are no final answers. Some of these kids think they know everything at this age but they get shot down right and left," another teacher chortles good-naturedly. Since the course stresses development of critical attitudes, if a student can defend an opinion with cogent reasons, the teachers won't tell him: "You're wrong."

In theory, at least, the course does not restrict itself to imparting some sort of vicarious experience: Creativity is sometimes spawned. Two Ann Arbor students produced a film on existentialism that is highly praised by their teachers. The absurdity of life and man overcome by his environment is neatly illustrated in one sequence that has a man teetering in a small boat that eventually overturns.

At times the course explores a single theme, such as justice. Students can formulate their own concept of justice after watching two films, "Les Miserables" and "The OxBow Incident" and after reading from the works of Plato, John Milton and John Marshall.

Although not intended to produce practical results per se, the humanities do foster such by-products. Many teachers contend the course helps students excel in college. For not only are they introduced to the arts, but their minds are disciplined to rigorous thinking. Besides making a person a "better consumer of music," the course noticeably improves the performances of bands and choruses, Dr. C. A. Childs, director of music for the Des Moines public schools, observes.

The humanities make use of another innovation—team teaching, which is almost a necessity as not many one-man humanities instructors are walking about. Some teachers, by pooling their backgrounds in art, music, history and literature, say that initially they learn more than the students.

Seminars and class discussions form the course's backbone with—theoretically—teachers and students in constant dialog. When instructors present differing viewpoints and debate each other, students can be "turned on," many teachers say.

When humanities classes first appeared in high school curricula, critics proclaimed that immaturity would prevent teen-agers from handling the subject matter. But the students seem to be responding well, though as humanities are concerned with the "quality of life," measuring success is rather difficult, almost like trying to photograph an invisible object.

EVIDENCE OF SUCCESS

Nevertheless, impressive circumstantial evidence can be paraded forth to show that the course is "taking." For one thing, many schools must limit enrollments because of demand overtaking crowded classrooms. And then, a common remark is: "The course was the best one I had in high school." More than one student has found "a whole new world was opened up."

"I had never before done independent study out of class on my own," remarks Adrienne Coyne of Marywood High School in Evanston. "I'd always had good good grades but never had to work for them."

Speaking along similar lines is Stuart Rupke, a straight-A student at Ann Arbor: "Most importantly the course encouraged me to think and analyze critically, rather than to rely on rote learning."

Former football players send teachers postcards from the Louvre. "Although whether it's only for effect, I don't know," admits Walt Oberlin, coordinator of secondary education at Traverse City High School in Michigan.

It might be expected that some parents would object to schools' teaching such a "frivolous" and "impractical" course. Not so, excepting a few murmurs. In some communities, moreover, parents have urged the schools to venture forth into the humanities.

Some parents have noticed remarkable changes in their children. "This is the first time we have been able to really talk to them," they remark. No educator calls the humanities a panacea, but esthetics and "great ideas" can doubtlessly spur intellectual development .This might be particularly relevant in dealing with the much vaunted "communications gap" between generations.

Despite the apparent glowing aspects of these courses, not even the staunchest proponents gloss over significant problems. What material to exclude and include presents enormous questions of judgment. Possible subject matter is almost limitless.

Charges that a humanities course is bound to be superficial must be seriously considered. Prof. Keller warns that care must be taken to avoid making hu-

manities just a survey course. He advocates "dealing with a few things in some depth and with some understanding rather than a superficial contact with practically everything." Change in the 20th century can be grasped, he asserts, by studying two plays—Thorton Wilder's "Our Town," set in the turn of the century, and Leonard Bernstein's "West Side Story," set in contemporary Manhattan.

Another major difficulty is that teachers qualified to teach in this integrative situation are in short supply. Team teaching itself can throw up formidable barriers: Personality clashes may occur and planning sessions are time-consuming. Also, some administrators are hesitant to tie up resources by assigning four or five teachers to one course.

"DO NOT ENTER"

A complaint that bothers many educators is that humanities aim mainly at the above-average student. Some schools hoist a warning sign in front of the classroom door: "Do not enter unless you are prepared to do hard work." Some schools are thus constructing special courses for the average and below-average pupils. Many educators even argue that the non-college student needs exposure to humanities more than the teen-ager who will continue his formal education.

Lake Forest High School in Illinois makes its humanities course non-credit so that no one has to be "weeded out" and the students can work at their own pace. Although some sleep or read newspapers periodically, this wide spectrum of students produces invigorating discussions, James Morgan, program director, says.

Government too has taken a somewhat belated interest in the humanities. In 1965, for instance, Congress brought into existence a Naitonal Foundation on the Arts and Humanities.

Underlying this concern for the humanities, of course, is the strong prospect of more leisure time in the future for most Americans. The complete man, it's felt, will be better equipped to deal with this extra time, whether he devotes it to himself or his society. Science and technology can provide man with many of the wonders of his age, but the humanities would seem essential to understanding them and controlling them.

This is one of several articles on new developments in education. The intent is not to be comprehensive but rather to point up that, in this area as in others, intelligent change is both essential and ofen extremely difficult to achieve.

[From the Wall Street Journal, Aug. 24, 1967]

THE NONPROFESSIONALS—CLASSROOM AIDES HANDLE MANY ROUTINE CHORES FOR TEACHERS

WHAT'S NEW AT SCHOOL

(By W. Stewart Pinkerton, Jr.)

Lillian Tuskey doesn't take attendance any more in her first grade classroom in Ithaca, N.Y. In San Bernardino, Calif., Elka Ellison has given up grading multiple choice tests for her tenth grade students. And in Bay City, Mich., Rita Bishop hasn't collected milk money from her third graders in over a year.

It's not that these three are shirking their duties. It's just that they, like thousands of other teachers bogged down by duties unrelated to the art of instruction, have turned these chores over to a new but increasingly familiar face in the classroom: The teacher aide.

All told, some 80,000 teacher aides are at work in U.S. schools today, doing everything from unbuckling galoshes to assisting with reading instruction. This compares with 10,000 seven years ago. And educators figure the number will reach 175,000 by 1970.

Most often, the "nonprofessional" has some sort of formal education beyond high school. These aides usually work only part time, generally for less than half of what regular teachers earn; some work for nothing. But whatever their qualifications, educators strongly contend their presence not only frees the teacher from burdensome routine but also raises the level of teaching. The assistants themselves are often able to help pupils previously overlooked by harried teachers; and in poverty areas, the indigenous teaching aide often bridges a communications gap between the students and middle-class teachers.

Educators agree that teachers have far less time to devote to their craft nowadays, what with swelling enrolments and a shortage of qualified teachers in many subject areas. Public school enrolment is expected to reach 46.5 million by 1975, up about 8% from 43 million in the fall of 1966. Although the number of classroom teachers is scheduled to increase by about 10% over the same period, to 2,087,000 from 1,793,000, the National Education Association and other professional organizations claim pupil-teacher ratios are "still way too high."

Whatever the case, there's no doubt existing teaching talent can be stretched a good bit further. "Teachers have been saddled with a great number of tasks that waste their time or at least interfere with the performance of duties more commensurate with their professional training," declares Robert H. Anderson, a professor at Harvard University's Graduate School of Education. "They get stuck wiping noses when they should be teaching," he says.

A study done some years ago by the public schools of Bay City, Mich., is widely cited by the proponents of this point of view. It showed elementary teachers spent between 12% and 18% of their time on clerical type activities and between 21% and 69% on activities that didn't require professional competence.

MORE TIME FOR TEACHING

When teacher aides were introduced in the school system, teachers spent an average of 23% more time on activities closely related to instruction. This included 144% more time on lesson planning and 80% more time on counseling. The teachers also spent 48% less time on activities not related to instruction.

Also, some educators see the trend toward auxiliary teacher help as a useful device for reducing the insulation of the "self-contained" classroom, or, as some call it, the "self-contaminated" classroom. "We've got to get away from the old idea of one teacher alone in a room with 25 students," argues George Gameson, chairman of the committee on teacher education for the California Teachers Association. "A teacher working alone in a classroom can fake it if she doesn't know her material well, but when she's working with a colleague, she's got to be on her toes."

However, some professionals are skeptical of the push for auxiliary help. They suspect some proponents are only seeking a more sophisticated image for their craft; that they want to assume the role of a "master teacher" supervising a diverse supporting cast, in much the same manner that a doctor in a hospital supervises interns and other assistants.

Those teachers who've had auxiliaries in class are generally enthusiastic. Richard Von Grabow, a 10-year teaching veteran at San Grogonio High School in San Bernardino, Calif., explains why. Last year, in a tenth grade course in Western Civilization, Mr. Von Grabow had a clerical aide in class keep the roll book, type up stencils and maintain the bulletin boards, among other things. He estimates this saved him about three hours a week of time he was then able to devote to planning studies and conferring with other teachers. He also found he had time to read course material at home, "instead of having to sit up half the night scoring tests."

Beyond pure clerical help, auxiliaries often are able to reach students who normally wouldn't get personal attention. In Ithaca, N.Y., for example, the school system has been using a group of teaching aides for the past two years with what one official calls "outstanding success." Last year there were 37 aides, mostly housewives, who worked in some 17 schools for $1.75 an hour.

AN AIDE WHO REALLY AIDS

One of them, Barbara Cotts, herself a mother of four, works mornings at the St. John Elementary School assisting Lillian Tuskey with her first grade class. Mrs. Cotts, who has a bachelor's degree in home economics but no formal teacher training, usually arrives at the school about 20 minutes before classes begin. She greets the children, takes attendance, collects lunch money and distributes art materials while Mrs. Tuskey prepares her morning lessons. All this helps, of course, but Mrs. Cotts' biggest contribution, say school officials, has been the work she's done with a group of what Mrs. Tuskey terms "non-verbal" students. "They were the ones who would always answer 'yes,' 'no' or 'maybe,'" explains Mrs. Tuskey. "They really couldn't even speak."

Last March, Mrs. Cotts set up some chairs in a corner of the classroom and worked with the youngsters for about 45 minutes each morning while Mrs.

Tuskey worked with the other children. Mrs. Cotts got the children studying birds, animals and other science topics. She took them on special field trips to the library and the Cornell University bird sanctuary—something the children had never seen before. Soon, the children's interest began to awaken, say school officials, and by spring they began to talk and even laugh.

The Berkeley Unified School District in Berkeley, Calif., has taken to using teacher aides to reduce communication blocks in poverty areas. The only requirements are that the aides be in a low-income level, live in attendance districts of the school in which they work and have a child already enrolled in that school. There are no educational requisites. The aides are paid $2.25 an hour with funds from the Office of Economic Opportunity and from Title One of the Elementary and Secondary Education Act. Last year there were 40 such aides in two schools. This fall there'll be 60 in four.

The aides work as part of a teaching team in each room, although the aide can't work in the same grade level as her child. They help with reading instruction and serve as sort of a cultural bridge. In this way, explains Jerome H. Gilbert, principal of Columbus-University Laboratory School, the high polarization between the slum and the middle-class school atmosphere is reduced for the pupils. And the aides get something out of it, too. "By bringing parents and teachers together we give the parents some insight into how their children learn. This helps the whole community," he says.

In St. Louis, Mrs. Elise Schweich, a well-to-do housewife and world traveler, recently began a "cultural enrichment program" for disadvantaged children in seven St. Louis schools. Along with six other women, many of whom are faculty wives from Washington University, she visits a school about twice a week to give talks on the various foreign countries she's visited, bringing along interesting souvenirs the children can see and touch. The talks are usually coordinated with the social study or geography assignments for the children.

Some educators contend this type of volunteer auxiliary isn't as effective as a regular teacher aide as schools can't always count on continued help. But Mrs. Schweich's program has gained wide acceptance in the area and is now supported by Federal funds.

SOME PROBLEMS

Despite such achievements, the use of non-professionals in the classroom has created some problems. Chief among them is the resistance by some teachers who look upon auxiliaries as interlopers who threaten to "dilute" the quality of classroom instruction. Part of this is simply getting teachers used to the idea of working with other adults in the room, says Gordon Klopf, dean of the faculties at Bank Street College of Education, New York. "It requires a whole new way of working in the classroom," he contends.

Mr. Klopf explains that in one New York City school a male aide recently went to work in a classroom predominantly made up of Puerto Ricans. The aide could speak Spanish well; the regular teacher couldn't. The children naturally gravitated to the male aide instead of the teacher. "It takes a pretty strong teacher to adjust to the fact an aide might get more response from her pupils than she will," he says.

Laws long on the books impede the wider use of nonprofessionals in some states. Although Illinois recently passed legislation that allows school boards to hire aides for the first time for "nonacademic duties and functions" (such as playground supervision), it still requires at least one teacher to be present in every classroom. This includes such things as study halls, where a nonprofessional could easily serve in a custodial function.

It's clear that some of these old molds need altering. Says Grant Venn, an associate commissioner of the U.S. Office of Education, "Only when the classroom teacher becomes the nucleus of a group of professionals and paraprofessionals who work with him in educating children, only when he is looked upon as the key professional person in the education of children, utilizing and coordinating the talents and contributions of a supportive staff, will the schools be able to provide all children with the education they must have to be contributing members of society."

This is one of several articles on new developments in education. The intent is not to be comprehensive but rather to point up that, in this area as in others, intelligent change is both essential and often extremely difficult to achieve.

[From the Wall Street Journal, Aug. 28, 1967]

TEACHING TEACHERS, WITHOUT "COURSES"

WHAT'S NEW AT SCHOOL

(By Gregory A. Schirmer)

"It's a far and desperate cry from Education 114 and Prof. Winters' lectures on 'The Psychology of the Adolescent.' I have met the adolescent face-to-face; obviously, Prof. Winters had not."

—"Up the Down Staircase."

EVANSTON, ILL.—From all appearances the quiet, shaded campus of Northwestern University, strung out along the shores of Lake Michigan here, is "a far and desperate cry" from the inner-city classroom described in Bel Kaufman's best-selling novel about the experiences of a young teacher in a New York City high school.

But in a three-story gray frame building here one of the nation's boldest attempts to bridge the gap between education school and classroom is being made.

Called the "tutorial-clinical approach to teacher education," the Northwestern program eliminates one of the most fiercely defended and bitterly criticized landmarks of professional education—formal education courses. In their place, the tutorial-clinical program offers practice teaching—with a difference.

The program, begun in 1965, has of course drawn opposition, chiefly from professional educators. But it has won more praise than criticism, and its assumption that education schools must rely more heavily on guided experience to better prepare future teachers has been widely accepted.

"We have eliminated the education courses, but not their contents," says B. J. Chandler, dean of the education school and one of the tutorial-clinical program's chief architects. Tutorial-clinical students attend no education courses. Instead, they enroll in special seminars, known as tutorials, which combine weekly two-hour informal discussions with closely observed teaching experience.

A BROAD EXPOSURE

Off-campus experience starts in the sophomore tutorials, when students are exposed to a broad sampling of different schools. In junior and senior tutorials, students are assigned to one school where they spend half of every weekday as student teachers. In contrast, most education schools require no student teaching until the senior year.

The tutorial-clinical student's academic work is planned by the university department involved, not by the education school. Northwestern's English department, for example, determines how much English a prospective English teacher must study. Also, the tutorial-clinical programs frees the student for more concentrated study in his chosen academic field. A typical tutorial-clinical program for a secondary school teacher allows 60 credit hours for the student's academic major, compared with 48 credit-hours in a typical program of formal education courses.

The key to making the field work more meaningful than usual is the "clinical professor," a secondary or elementary school teacher who joins the university faculty part-time to direct the tutorials.

The clinical professor has three responsibilities. First, he advises the cooperating teachers where Northwestern students practice. Second, he sits in on the practice teaching sessions and directs the two-hour weekly seminars, where students are exposed to the methodology covered in ordinary education courses. Third, he continues teaching his own school classes. "The clinical professor is really a rare bird," observes Dean Chandler. "He has to be a master teacher."

Dean Chandler, a soft-spoken 46-year-old Southerner with a doctor of education degree from Columbia University's Teachers College, has engineered many of these new concepts. In 1961, five years after joining Northwestern, he headed a faculty committee formed to find ways to improve teacher education. "We concluded that a patchwork approach wouldn't do the job," the dean recalls.

Based on the committee's recommendations, planning staffs from the education school, the university and cooperating schools in the Chicago area built the framework of the tutorial-clinical program. In 1964 Carnegie Corp. gave the

school $125,000 for planning and operating expenses, and the program was launched the following year. (The traditional program, complete with education courses, is still offered.)

The inadequacies of formal education courses provided much of the impetus for the original study at Northwestern and the resulting program. "We knew that a lot of these education courses were just dead wood," says Dean Chandler.

The shortcomings are several. First, it's argued, methodology simply can't be taught in an ivy-covered classroom, removed from the field. The only way to learn how to teach, according to Dean Chandler's argument, is to go out and try it. Second, some critics, including James B. Conant, the Harvard educator, contend that much of the material presented in education methods courses is duplicated in courses on educational psychology, required in most educational schools. And formal education courses are thought to be boring and repelling to many brighter students.

A MAJOR HURDLE

State certification requirements present a major hurdle to widespread acceptance of the tutorial-clinical program. These requirements specify the education courses that must be completed before a person can teach. In Illinois teachers must have 16 semester-hours of professional education courses, including courses in educational psychology, teaching methods and history of education.

The strongest supporters of state certification requirements, not surprisingly, are those who defend the traditional, course-work approach to teacher education. They contend that certain methods and principles of teaching can best be imparted to students in lectures and textbooks.

Dean Chandler won't quarrel with the concept of certification, but he does object to the use of rigid course requirements. "You can't tell how good a teacher will be by adding up the courses he's had," the dean says.

So far two states agree with Dean Chandler. In 1966 Illinois approved the program and agreed to certify any of its graduates recommended by the university. The state says it's convinced that the material presented in the regular required education courses is adequately covered in Northwestern's tutorial sessions. Shortly thereafter, New York, after an on-the-spot study, also agreed to certify the program's graduates.

The program probably won't be tested in other states until 1969, when the class that started with it in 1965 begins looking for jobs. Dean Chandler says the university will recommend tutorial-clinical graduates for certification in all states. "That's all we can do," he says. "After that, it's all up to the states."

Certification requirements aren't the only snag. One frequently expressed reservation is that the clinical professors, many of whom don't have Ph.Ds, won't be readily accepted in the university community. Some faculty members are bound to object to giving these teachers full professoral rank, it's said, and complications are sure to arise about promotions since different criteria must be used to judge the progress of clinical professors than that of academic professors.

Tutorial-clinical advocates won't give much ground on this point. They insist that it's necessary to give clinical professors all the benefits of professional status, including a comparable salary, to attract high-caliber teachers. Dean Chandler says there has been no resistance among the Northwestern faculty to its clinical professors. The education school has eight of them on its staff for the coming academic year (about one for every 12 students), he says, and all are ranked as assistant professors.

Overall, criticism of the program has been surprisingly subdued, the dean says. "Of course there are people who say we've abandoned professional education completely and sold out to the liberal arts schools." He adds with a slight smile, "But I haven't been ostracized yet or read out of the party."

The reason the program hasn't drawn much criticism is that most educators agree with its underlying ideas, says Don Davies, executive secretary of the National Education Association. But, he warns, getting these ideas translated into workable programs in other schools is a slow process. "If I were Northwestern, I'd be more concerned about being ignored than being criticized."

To date, only a handful of education schools—including those at the University of Minnesota, Michigan State University and Stanford University—has experimented with programs reflecting the tutorial or clinical approach. But interest in

Northwestern's program is high. Dean Chandler says that occasionally as many as two or three investigating teams from other universities will be on campus the same day studying the program.

STUDENT REACTION FAVORABLE

Student reaction to the program has been favorable, the dean adds. The first year it was offered, 48 of the incoming 100 students selected it, and about half of the two following freshman classes have chosen it. In a report to the education school faculty, the school's student advisory board said most students would prefer a single program, relying completely on clinical experience in place of education courses. The students added that they would support any new approach "as long as it is in the direction of teaching more people and fewer subjects."

Because it aims to teach "more people and fewer subjects," Northwestern's program has generated much enthusiasm—and of course some criticism—among professional educators. And though the full impact of the program won't be felt until its graduates take their place in the nation's classrooms, few educators would deny that the tutorial-clinical approach is a significant step toward what's to come in teacher education.

This is one of several articles on new developments in education. The intent is not to be comprehensive but rather to point up that, in this area as in others, intelligent change is both essential and often extremely difficult to achieve.

[From the Wall Street Journal, Sept. 7, 1967]

A YEAR OF PRECOLLEGE STUDY AND TRAVEL

WHAT'S NEW AT SCHOOL

(By George Melloan)

LUGANO, SWITZERLAND.—At the sleepy Italian village of Varese not far from here wheelhorses of the local Communist Party gathered for a quiet celebration of past and present glories.

But they had visitors, a pack of American youths just out of high school led by an ebullient young teacher named Ian David Mellon. Soon the quiet meeting became a political debate, with the Americans asking questions and the Italians happily airing their political philosophies, wondering all the time, no doubt, where these youngsters had dropped in from and why.

The answer was that the youngsters were experiencing a rather novel form of education that has developed in the last few years at a private school here called The American School in Switzerland. With the ink still fresh on their high school diplomas, they were taking a year's post graduate course at TASIS before enrolling in college. And under the TASIS program, most of the year was to be spent not in the classroom but traveling around Europe poking into political meetings, coal mines, government offices, private households and countless other places.

"TASIS has two campuses, Lugano and all of Europe," says Mr. Mellon, who is director of the post graduate program.

FIRST A LECTURE, THEN A TRIP

Mostly the students are studying economics and politics. They get preparatory lectures and read books, newspapers, magazines and pamphlets in their classrooms and library at a converted Italian-style villa here. Then they go out and interview Europeans, seeing where and under what conditions they work, experiencing the sights and smells of the small villages, tasting the local foods and spending nights as paying guests in European houses.

Once they did a sort of "Gallup" roll in Como, Italy, competing on who could guess how an Italian election would go. The winner, who came surprisingly close, was treated by Mr. Mellon to a free meal at a Lugano restaurant. Another time they interviewed French chicken farmers about the effects of competition from U.S. poultry. On another trip they studied the attitudes and living and working conditions of Munich policemen.

Although the program at TASIS is in many ways unique, it represents the application of several ideas that have been gaining acceptance among educators

in the U.S. One is post high school study, which is advocated by such prominent academicians as Yale President Kingman Brewster as a time for some youngsters to "find themselves" before entering college. Another is overseas study, which has spread widely at the college level and is now beginning to draw recruits from the high school and post high school age group. The third is the expansion of the old "field trip" into a formalized style of education, where the students spend much more time "on location" learning their subject. Sociology majors go to live in the slums, business administration students spend summers taking some of the hurdles at IBM and GE, and budding archaeologists go out to dig.

"What we are trying to do is lift politics and economics out of the textbooks," says Mr. Mellon. "We want to show the students that Europe is something that is alive, not dead. We're trying to talk about Europe as it is today, not about how it was the wellspring of Western democarcy. We try to be as provocative as we can be, to destroy their complacency, to light a fire under them and get them to start asking questions."

There can be little doubt that Mr. Mellon and his youthful faculty, which is drawn from Europe as well as the U.S., usually succeed in this goal. One of the highlights of the TASIS year is a trip to Russia. It comes during spring vacation and is optional, but about 75% to 80% of the students choose it in preference to sunnier voyages to places like Greece. Most of the TASIS students, who have lived all their lives in a cold war atmosphere, obviously find the Russian trip an unforgettable experience.

Last spring, a traveling reporter happened upon some TASIS students in a Moscow hotel lobby. Among them were Ruthie Bowman of San Antonio, Penny Spitler of San Diego and Margie Haas of Columbia City, Mo. They had been visiting Soviet schools, "palaces of young pioneers" and youth clubs, talking to Russian students. Here are some of their reactions:

Penny: "I asked one student what she believed in. She thought a moment and then she said, 'I believe in culture.' "

Ruthie: "One of them told me, 'We believe in the future,' as if to say, 'We're poor now but we know it will all get better.' "

Penny: "I tried to take a picture of an old woman sweeping the street but she came up to me and started arguing with me in Russian. I was never so embarrassed."

Ruthie: "The students told us that they wouldn't buy the clothes in the state stores, so the state got designers to make better-looking clothes. But by the time they went on sale, they, too, were out of date."

Penny: "They were amazed when we told them we had done manual labor. They said, 'But you're rich.' I said I worked as a waitress and some of the boys here worked in construction jobs. I said we did it because the pay was good. But I could tell they didn't believe us."

Margie: "I asked one of them if they ever disagreed with the government on anything. He said, 'No, we usually agree with our government.' I said, but can't you think of anything that you don't agree with? He said, 'Well, perhaps it could do a better job of raising the standard of living.' I asked, anything else? He said, 'Well, maybe the foreign policy could be better.' He could only think of two things and those were not very specific."

A NEW RELEVANCE

The benefits of this kind of direct contact are unmistakable, as can be seen from further talks with some alumni of the TASIS program who are now going to college back in the states. Kneeland Taylor, a tall, serious young man who is now majoring in international relations at the University of Pennsylvania, says, "Everything I was learning seemed to have relevance. You got a lecture on something and then you went to see it. I had always learned before because there was an exam coming. Learning became a new experience."

Adds Carol Bradley, now majoring in history and government at Smith College, "This taught you to think. You don't have to think in high school or as a freshman in college. Then you go to a sophomore seminar in college and you've forgotten how."

There are, of course, some problems. The biggest is cost. Tuition, board and fees at TASIS for the post graduate academic year total $4,050. To this must be added over $700 for transatlantic travel and $250 or more for the optional vacation period trips, not to mention the usual incidentals. This means that the experience

usually is limited only to youngsters with well-heeled parents. TASIS expects to develop scholarship programs to get some students with moderate means. It will broaden in an ethnic sense this fall by welcoming its first Negro and an Arab.

Another problem is that the quality of overseas travel-study programs varies broadly. "This whole field presents a rather formless picture with programs ranging from excellent to outright fraudulent," says a spokesman at the Office of Education in Washington. Some are merely travel tours disguised as educational programs.

Lily von Klemperer, head of the counseling division at the Institute for International Education in New York, adds that overseas study at the high school and post high school level is "somewhat of a burning issue" at present. "There is more demand than there are programs of real educational value. There are, of course, some good programs, and exposure as such can often be booked as essential experience. On the whole, however, responsible educators have good reason to caution parents about looking very carefully into programs before they let their children participate."

JUST BEING THERE

Even where the programs leave a bit to be desired, however, they often have value. One high school graduate who came to Europe for a six-week summer language program at a French university didn't think highly of the facilities or the instructors, but adds, "One can learn so much from observing people in their environment."

Some students find that even the good programs aren't what they expect. TASIS has had some near rebellions from girls who came over expecting a genteel European finishing school and found themselves touring steel mills and chicken farms.

Most educators agree that just after high school is a good time for youngsters to have an experience that will stimulate their minds, increase their sense of self-reliance and give them a chance to mature emotionally. There is no doubt that most of the good programs do that. They do it so well, in fact, that some of the students experience a shock when they are forced into the more prosaic, restrictive environment that confronts a freshman on many American college campuses. "Going to college was a tremendous letdown," says Mr. Taylor.

But he and other alumni agree for the most part that TASIS was a highly valuable educational experience. There is often one interesting fringe benefit. "I developed much more respect for the United States," says Mr. Taylor. "By being over there I also got to see how great it is."

This is one of several articles on new developments in education.

[From the Wall Street Journal, Sept. 13, 1967]

"LEARNING PRESCRIPTIONS" AIM AT WEAKER AREAS

WHAT'S NEW AT SCHOOL

(By Elliot Carlson)

QUAKERTOWN, PA.—Last fall, nine-year-old Jeffrey Cordas was far behind his third grade classmates in his ability to cope with fractions and elementary geometry. But his teachers considered him well above average in multiplication and division.

How would you rate Jeffrey in math?

This question is all-important in the numerous schools that group youngsters into slow, average and fast classes according to their skills. As is clear in Jeffrey's case, a pupil's abilities within a single subject are often far from uniform: The placement question becomes difficult to answer.

Instead of trying to fit Jeffrey into a clear-cut category, his teachers at Richland Township School here took a different tack. They did away with the conventional classroom approach to teaching mathematics and instead introduced a new teaching system, which is gaining favor across the country. The system's somewhat forbidding title is "Individually Prescribed Instruction," or IPI.

Put simply, IPI is a method of evaluating daily each child's work and making—on the basis of these evaluations—individually tailored assignments. The student

moves at his own speed and has a hand in directing his own learning process as well. The teacher spends most of her time diagnosing her pupil's needs and preparing the assignments, called "learning prescriptions" in IPI jargon.

According to its proponents, IPI allows for vast differences of skills within a particular subject—something teachers had long suspected existed but often weren't able to grapple with. "No longer can a child simply be considered good in one subject and lousy in another," observes an educator familiar with the program.

Other educators, however, are less than enthusiastic about IPI. The program is quite costly, and students who have had a year of IPI haven't out-performed their contemporaries in achievement tests. Moreover, the teachers themselves may rebel at the volume of paperwork IPI requires.

Nonetheless, acceptance is growing. IPI, developed in 1963 by the University of Pittsburgh's Learning Research and Development Center, will be used this school year to teach mathematics, and in some cases reading and science, in about 27 elementary schools in 7 states; last year it was used by 11 schools in 5 states.

The U.S. Office of Education, which is paying for the teaching method's development, believes IPI is a success. "My guess is that within two or three years IPI will be at a stage where it can be introduced into any school in the country that wants it," says Richard Louis Bright, associate commissioner of research.

STRANGE PATTERNS

Richland's experience illustrates how the new process works. Last fall, all students from grades one to three took a lengthy series of tests designed to determine their strengths and weaknesses in math. The tests yielded strange patterns that, according to the teachers, cast doubt on how well the youngsters had mastered the previous year's lessons taught under the old system.

In Jeffrey's case, "We found that he didn't know some areas of fractions and geometry that are normally learned in the second grade," recalls Jane Pfaff, his teacher. "He probably would never have caught up—we simply wouldn't have found out about it." At the same time, the tests found Jeffrey ahead of his class in multiplication and division.

Armed with the test results, Miss Pfaff wrote a "prescription" of the work sheet pages she thought would help Jeffrey understand fractions. Then, with a batch of classmates, Jeffrey paid a visit to a library containing 5,000 printed work sheets prepared by IPI researchers at the University of Pittsburgh.

Jeffrey's trip to the library is an important part of IPI, Miss Pfaff believes. It gives him a sense of responsibility and participation in his education, and keeps him from becoming bored, she says.

Back at his desk, Jeffrey worked by himself on the sheets, checking with Miss Pfaff only when he found himself stuck. His work was scored daily by a teacher's aide. After several days, he too a "post-test" to see if he'd reached third grade level in fractions. Jeffrey passed the test, and went on to another area of mathematics, returning to fractions several times during the school year.

Despite the commotion caused by students drawing worksheets from the library while others work, Richland teachers insist that IPI works well. "Children are spurred by seeing themselves progress. They can see themselves climbing up a ladder," says Miss Pfaff.

She cites Jeffrey as an example. By June, Jeffrey was doing fifth grade work in fractions, and was on a par with or ahead of his class in other math areas. "Under traditional instruction, he would never have worked up these levels in one year," she says. Now, as he enters the fourth grade, Jeffrey begins his second year of IPI. Richland officials, pleased with IPI, have decided to extend the technique to the sixth grade.

Not everyone is so pleased. While conceding that there are "positive things" about IPI, Wayne A. Smith, assistant dean of Temple University's college of education, says he has strong reservations. "The very nature of IPI tends to emphasize getting the correct answer rather than the critical thinking process used to arrive at that answer," he argues.

Mr. Smith also objects to the heavy reliance on work sheets. "Some children learn better orally, visually or by using all the senses. In IPI, all the learning goes on inside the prescribed work sheets," he says.

Critics observe that so far IPI-trained pupils haven't scored any higher on standardized achievement tests than have other students. Advocates of the new technique reply that the tests are geared to traditional methods of instruction and so don't give a fair picture of IPI achievements.

Another trouble, according to Miss Pfaff, is that IPI "presupposes a pretty conscientious teacher." She notes that the new method involves a great deal of planning, evaluating the students' records and writing prescriptions, which often results in a very long teaching day. While enthusiastic about IPI herself, she fears that teachers who aren't highly motivated may find the added paperwork "boring."

IT IS EXPENSIVE

One criticism on which both sides agree is that IPI is expensive. Currently, adding IPI to a school raises costs per pupil about $40 a year; nationally, the average cost per student is about $575 a year.

At Richland, school costs soared $70,000 above normal outlays last year. As with most schools using IPI, the Office of Education picks up the tab for the extra expenses. Researchers concede it may be several years before IPI expenses can be lowered to within range of most school budgets.

John Bolvin, associate director of Pittsburgh's Learning Research and Development Center, argues that IPI's flaws will, in time, be outweighed by its advantages. "It could make possible the year-round school which, in our mobile society, is the direction schools eventually have to take," he says. "Under IPI a child entering a new school can start right in without experiencing any gaps."

Whether IPI can do this remains to be seen, but as Jeffrey's experience shows, at least some pupils can make strides that they would not have made in a conventional class. The important thing right now, researchers stress, is that IPI represents a fledgling attempt to allow for individual learning rates among pupils of the same age—an effort which, they say, is long overdue in the historically hidebound American classroom.

This is one of several articles on new developments in education.

[From the Wall Street Journal, Sept. 22, 1967]

PROJECT DISCOVERY VIA THE FILM LIBRARY

WHAT'S NEW AT SCHOOL

(By Jim Hyatt)

TERRELL, TEX.—For many students, audio-visual education is a projector locked in the principal's office, a handful of outdated films and a bunch of bored teachers who use the movies for a coffee break.

Not here. The 150 teachers and 3,200 students in this small (pop. 15,000) North Texas community have films and equipment at their fingertips. Each classroom in the 12 grades has its own screen, 16mm and filmstrip projector, and portable table. Each of the five campuses has its own film library. Altogether, Terrell's school system has access to equipment, films and filmstrips worth more than $600,000.

The investment is due to Project Discovery, an experiment in audio-visual saturation sponsored by Bell & Howell Co., a manufacturer of film projectors, and Encyclopaedia Britannica Educational Corp., a film distributor. The two companies set out in 1964 to answer some key questions about broad-scale use of audio-visual materials. Are films used mainly to kill classroom time? Do films interrupt the lesson or contribute to it? Would students use films for outside study and research? Is the equipment reliable?

REMARKABLE RESULTS

Terrell's schools and three elementary schools, in Shaker Heights, Ohio; Daly City, Calif., and Washington, D.C., were picked for the program. The film and equipment have been in use here for two full school years. Scientific data haven't been compiled so far, but the broad results seem remarkable. School attendance has improved. Teacher turnover has declined. Circulation at the high school library doubled in a year. Achievement levels in some classes rose as much as two years.

"Even though we did it for research in the beginning," says Terrell's Superintendent Grady Hester, "Project Discovery is a way of life with us now. Our faculty can't think in terms of teaching without it."

Terrell didn't step into Project Discovery overnight, however. The faculty and administration spent the 1964–65 school year reviewing the curriculum. Thousands of films and filmstrips were previewed.

The administration here has tried to eliminate inflexible rules about film use. "The teacher is the best judge of what to use," says one official. Thus, the system doesn't require teachers to order films far ahead, or to return the film by a certain time. With such flexibility, teachers have begun to broaden use of the materials. One fourth-grade instructor used a filmstrip to teach manners, then found the captions were good examples of punctuation. A film about a fox delights first graders; older students find the story full of adjectives, their subject for the day.

An Ohio State University study of the five elementary schools in the program found that during the 1965–66 school year 127 teachers used films and film strips 8,337 times. Terrell's elementary teachers used 55% of the films and 70% of the filmstrips. In addition, the 12-grade Terrell system used more than 9,000 films and filmstrips during the 1965–66 school year.

One civics teacher uses two projectors at once, to contrast American and British government, for examples. Some teachers use as many as three different films or filmstrips in one lesson.

Students have been trained to use films outside of class, too. Terrell's library has private viewing-rooms for study. Pupils earning a "projectionist's license" may take the equipment home. One high school freshman, confined to his bed for several months, completed biology, physics and chemistry courses by using films.

The sponsors insist the project isn't a rigidly scientific experiment because there are no control groups for comparison. While most teachers and students subjectively feel achievement has increased, other factors could be at work—Terrell's new buildings, the new curriculum or the new enthusiasm of teachers.

Few school systems, of course, have assumed the high cost of outfitting themselves in the fashion of Project Discovery. A typical film costs $90, and the easy-operating projectors used here retail at $755 each. Once authority estimates that Texas ranks 50th in the nation in its use of audio-visual materials, with less than 1% of the state's schools owning their own film libraries.

One film manufacturing executive says that while the nation's schools probably spend 75 cents per pupil a year on audio-visual programs, a Project Discovery would cost $14 or $15 per pupil initially. Indeed, most schools fall far short of the optimum inventory: A projector for every classroom. And they probably don't even approach the standards drafted by the National Education Association's department of audio-visual instruction. The guidelines call for an elementary school to have a 16mm projector for each 10 teachers, a filmstrip viewer for each three teachers, a library of at least 500 films, and one filmstrip per student. School district, the guidelines add, should spend at least 1% of the average per-pupil cost a year on maintenance and replacement of audio-visual supplies. Capital expenditures are extra.

Spending for such materials is rising, partly due to the influx of Federal funds from the Elementary and Secondary Education Act of 1965. "Without Federal money, we'd all be a dead duck," concedes one equipment executive who estimates that equipment purchases probably jumped 400% last year.

INDICATIVE TREND

School Management magazine surveyed school spending for audio-visual purposes in 1966 and concluded that the sum rose from $97.6 million in the 1962–63 school year to $187 million in the 1965–66 school year. The figures are considered low, due to the nature of the survey sample. But the trend is indicative of the national pattern. The average school district, the magazine added, spent $1.91 per pupil in 1962–63 on audio-visual instruction, compared with $3.98 per pupil in 1965–66.

Experts concede that Project Discovery "is a little bit like heaven" for a school district and conclude that the average school has to set its sights a little lower. Administrators, they insist, must learn to "swing" a little to get the best usage out of a limited budget. Too many schools still keep the equipment entirely out of student hands, and require teachers to order films a semester or a year ahead.

"A teacher in a big school system of 150 buildings might have to wait four or five years to get a particular film, if she lives long enough," says one critic.

But he believes Project Discovery and similar programs are "getting at the problem of nothing happening in the classroom." He argues, "Films aren't going to make good teachers out of mediocre teachers, but they can make average teachers more effective. And make school a little more interesting for kids."

This is one of several articles on new developments in education.

[From the Wall Street Journal, Oct. 3, 1967]

STIFF LESSON FOR "FLEXIBLE SCHEDULING"

WHAT'S NEW AT SCHOOL

(By Roger Rapoport)

TROY, MICH.—Until two years ago the high school in this Detroit suburb was a typical American secondary school. Each student was directed by bells through an identical series of six 55-minute supervised class sessions five days a week.

A student spent as much time in class for a typing course as he did in physics (275 minutes weekly for each). A chemistry student performed his experiments as part of his regularly scheduled chemistry class. All 30 students in a history class would be present in a discussion of the battle of Bull Run. And if a student wanted to read a little Balzac on the side, he had to do it on his own time after the French class had ended.

But then administrators of Troy High School began to wonder if the average student needed to spend as much time studying how to type 60 words a minute as he did learning about gravity forces. Would the chemistry student be better off if he could work on the hydrochloric acid experiment on his own time outside a scheduled class? Wouldn't history students discuss General Custer more freely if there were only 15 students in class instead of 30? And if a student felt like reading Balzac, couldn't the school cut back classroom time and give him more free time to pursue his interest?

The Troy administrators decided to give it a try. So they joined more than 1,000 high schools across the country that have switched to a system of "flexible scheduling" in the past few years. Student schedules were based on combinations of 15-minute modules. Bells were eliminated and class lengths were varied from 30 minutes to 75 minutes, depending on the demands of the course.

INDEPENDENT STUDY

Required classroom time was cut back. A student would now attend history class for about 150 minutes a week instead of 275. He'd get one hour-long lecture a week with a hundred students and attend two 45-minute discussion sections with 14 other students. Chemistry class time was reduced and laboratories were left open for experiments during free time.

The switch was envisioned as a chance for the student to do independent study, set homework at his own pace, develop new interests and heighten his own sense of responsibility.

Some skeptics quickly noted that while a student might actually be in class for five hours on Monday, his flexible schedule might give him only 1½ hours of class on Tuesday. They felt that in having his direct supervision reduced by 50% a poor student might well waste his free time.

But the proponents of the plan, led by high school principal Joseph Bechard, mapped out "flexible scheduling" with top-flight educators, conducted in-service training for teachers and worked to insure a smooth transition. They were confident they could make the new system work. "I didn't see anything wrong with the plan," says superintendent Rex Smith.

However, lately, the flexible plan has triggered a furious controversy. Nearly half of the school's 70-man teaching staff complained the program prompted truancy, vandalism, bad study habits and general laziness. Many of them secretly voiced these charges to Superintendent Smith who in turn tried to fire Mr. Bechard and revert to traditional scheduling.

But the school board overruled the superintendent and put the principal on a 16-point probation for a year. They also modified several controversial features

of the program. Mr. Bechard has now resigned. His successor, Clyde Paterson, says he will continue the system at least this year. "With some modifications it is a good system," he says. "I plan to review it with the faculty and then make a decision for next year."

Most of the problems were not prompted by defects inherent in the theory of flexible scheduling. But administrators have learned that a rush to implement the program, excessive unscheduled time, a failure to tailor the program to the individual student, an inadequate building—and local politics—all can create practical problems.

Former principal Bechard frankly concedes: "It's more difficult to run this kind of school. There aren't many principals who've been this route before. I learned as I went along." In retrospect, he thinks insufficient time was spent preparing teachers to handle the new system. He feels more "in-service training and preparation of teachers to handle the larger and smaller classes" is needed.

Perhaps the biggest source of conflict was excessive unscheduled time. Under the Stanford University flexible system that Troy uses, the average school leaves about 25% of the day free for a typical student. But Troy attempted to leave over 50% free. Moreover, Troy originally didn't require students to attend any classes.

Critics charge this resulted in halls full of wandering youths, excessive absenteeism and damaged school property. "Complete freedom" at Troy has resulted in "chaos," complains Mrs. Dorothy C. Perry, chairman of the social studies department. "We have abandoned the parental role and have told the child, in effect, 'anything goes.'"

The high school administrators concede that "some students did not adjust well" to the new privileges handed them in the system. So the school moved during the first year to a computerized system to keep a close watch on attendance. (The IBM cards of truants are turned in by teachers and a master list is printed out.) Now the parents of students who skip attendance are notified and students who are chronic truants are suspended.

RESTRICTIONS FOR SOME

In several cases, according to Mr. Bechard, the former principal, "the police picked up a couple of kids who were skipping school." For these students and about 200 others who failed to adjust successfully to the new system, a "restricted program" that includes intensive counseling, minimal unscheduled time and stringent attendance regulations has been adopted. Moreover, Troy High increased the overall amount of schedule time this year. Some courses that had met for 45 minutes three times a week now meet for 45 minutes four times a week.

Another serious problem, which remains largely unresolved, is an inadequate building. Some have charged that vandalism results from letting students spend free time in unsupervised classrooms. The school needs more areas where the students can go during their unscheduled time.

Also, it appears that political in-fighting is behind much of the conflict. "Some of the teachers were unhappy at the switch to flexible classrooms because it demanded more of them than traditional scheduling did," contends one administrator.

For all the hangups, it appears that modifications could alleviate many of the problems raised by flexible scheduling. The system clearly has much to offer. A random sampling of students shows they are overwhelmingly in favor of the system.

Seventeen-year-old Laureen Drake who took 8 classes as a junior, finds the flexibility promotes learning because you "don't have to be a slave to your schedule."

Says 19-year-old Bill McConnell: "Before, when you went to class you were just a number, the teacher would make us all open our books and listen to him read. Now if you're slow and need help, they don't just go past you, they help you out."

Many parents concur, Mrs. Winifred Findlay, whose 18-year-old daughter Susan graduated last June and is going to Eastern Michigan University in the fall, is excited by the way students audit courses for the fun of it. She says, "When Susan's friends knew a good lecture was coming up in biology, they would tip her off and she would go listen in during an unscheduled period."

The program appears to have encouraged more Troy students to go to college. In 1965, 35% of the graduating class went to college, but after a year of flexible

scheduling in 1966, 50% went. Allen Evans, 18, who graduated Troy in 1966 after the first year of flexible scheduling, has just finished his freshman year at Michigan State University at Oakland. He figures that "the program was a big help in adjusting to college. My college schedule works much like it did at Troy."

QUESTION OF ATTITUDE

English teacher Bruce Parkinson, who graduated from traditional Troy High School in 1962, thinks that "the students' attitude is much better these days. They seem more anxious to tackle subjects in all different areas." Mr. Parkinson teaches one 120-student lecture and nine 14-student sessions. He says, "There are less discipline problems in the small sections. We can get more out of each student."

Most schools that have tried the system have had more success with less controversy than Troy. Standord University Professor Robert Bush, a co-founder of the Stanford flexible system, says "only two or three" of the 50 schools serviced during the past year "had serious troubles. We're surprised that we haven't had more trouble and lost more schools. And usually we find troubles result from a political problem or a problem of student behavior."

Mr. Bush observes that the number of schools getting into flexible scheduling is "growing geometrically. We're doubled our serving to 100 schools this year and we had to turn away at least as many applicants. We just didn't have the capacity."

As more schools get into flexible scheduling, though, they might well keep Troy's experience in mind. The system can and does work well, but like any new method it is strewn with pitfalls. With proper planning and wise use of the plan there's no reason why a high school student can't profit from a little less supervision.

This is one of several articles on new developments in education.

Senator RANDOLPH. Now, Mr. Foltz, as we explore rather quickly some subjects with the panel, I am thinking of the coordinators of the Federal-State programs, those people who think in these terms. Now, under title I, of our Elementary and Secondary Education Act, we have had testifying in reference to that act and the amendments which are now pending witnesses who have come before us who have spoken about title I, title III, but especially in title III. These programs, the responsibility for the programs, is a matter of concern to them. They have a feeling, some people, that the project selection through fundings should be placed in State educational agencies.

TITLE III ESEA-STATE PLAN CRITERIA

Now, I want to know, do you think this should be done? Is there a merit in such a proposal? And whether the State plan would be subject to the inclusion of criteria, clearly requiring that attention be paid to, as you will recall, the seven major purposes of title III as it is now written, and second, to assure fairness, the State plan itself be written by a broadly representative committee or commission as in title I of the Higher Education Facilities Act of 1963.

I recall yesterday that there were witnesses who indicated—not yesterday, but the day before, there were witnesses who indicated that to do this at the State level, there would be more political pressure than there would at the Federal level and yesterday we had witnesses who felt that this was not a fear, a threat. Would you discuss this, please?

Mr. LOVENSTEIN. I do not know, Senator, about the political pressures but let me enlarge on the brief statement I did make in refer-

ence to title III of ESA. I want to say that our relationship with the U.S. Office of Education has been very cordial. We have had no disagreements on title III proposals. I do not think we have disagreed on one single project that has been submitted through the Department to the U.S. Office.

Now, as I understand, and you are aware of the fact, I am sure, the U.S. Office has the opportunity to have specialists in the field review these projects. We have one person in our West Virginia department who spends half time on title III proposals. We could not begin to take over the responsibility of this title. As I pointed out, if a change is made, we ought to tool up for it because we presently are not equipped to carry on the responsibility that the U.S. Office does at the present time in handling title III proposals.

Senator RANDOLPH. Well, here we have now not a conflict but difference of viewpoint as expressed yesterday and today about the program at the more local, State level as against the Federal level and I am very happy to have your contribution to the discussion, Mr. Lovenstein.

TEACHER SHORTAGE

While you have been talking, Mr. Lovenstein, and others here have perhaps sensed it, even voiced it, in West Virginia I am told that we will have a need for 700 teachers that we do not now have. Is this correct?

Mr. LOVENSTEIN. I do not know about the number, Senator, but we do have a need for many more teachers than we presently have.

Senator RANDOLPH. Well, there is a shortage, is there not?

Mr. LOVENSTEIN. Oh, yes, sir; quite a shortage.

Senator RANDOLPH. Just while we are thinking, what is the situation in Ohio and Pennsylvania? Do you have that problem?

Dr. SHOEMAKER. The teacher shortage is almost universal, Senator, and in many areas, particularly the science, math, vocational areas, is the shortage seemingly acute.

Senator HILL. I notice Dr. Rose shakes his head in agreement. Is that correct, Doctor?

Dr. ROSE. It is critically short everywhere but particularly in the Appalachian region.

Senator RANDOLPH. That is why I was going to come to that point. Is it percentagewise greater? Is this shortage of teachers greater in Appalachia, and why?

Dr. SHOEMAKER. The answer is very simple. They train them in Appalachia and then we hire them in other sections of the State as they actually have had some years of experience. The matter of the dollar sign one place in terms of a higher salary pulls people out of the other section, from one section to another.

Senator RANDOLPH. This is a realistic look. We do have good teacher training colleges in West Virginia and you are very correct about this salary differential, because I know teachers train in West Virginia and jobs waiting for them in West Virginia, and yet they can go to another State, even an Appalachian State, and receive approximately a thousand dollars more a year for teaching the same subject matter. Now, this is a problem. I simply mention it here today because it is a matter of a realistic look at it.

REASONS FOR SHORTAGE

Mr. FOLTZ. In your own State, the University of West Virginia exports more than two-thirds of the teachers it trains outside of the State and it is not only, according to NEA and other people who have been surveying the reasons for teachers leaving, salary. It is also a matter of very small districts, not sufficiently well-equipped, communities in which—that do not provide some of the services that teachers would like to have provided for them.

Senator RANDOLPH. You mean housing? You mean recreational facilities?

Mr. FOLTZ. Housing, recreation, cultural.

Senator RANDOLPH. Cultural advantages, is that what you mean?

Mr. FOLTZ. Yes, sir. And we are beginning to think in our advisory committee that salary may not be the primary problem, that it may be some of these other factors in the school districts in which they might serve in Appalachia.

Dr. SHOEMAKER. This is how we found it, Mr. Foltz. When salaries have—we are right on the river line there and when salaries go up on the other side, the flow ceases. When the salaries have achieved a level, then the flow over onto our side of the line ceases.

Senator RANDOLPH. You are speaking of the Ohio River specifically.

Dr. SHOEMAKER. Yes, sir.

TEACHERS SALARIES

Senator RANDOLPH. Let us think of Marietta for just a moment. Are the salaries higher in the Marietta public school system than in the West Virginia school system in Wood County at Parkersburg?

Dr. SHOEMAKER. They were, but when salaries move up in the Parkersburg area, which is one of the places I mentioned, then the flow stopped. I think that many of these people would like to stay in their own areas if they were able to do so with pride and with sufficient help financially to do so.

Senator RANDOLPH. What is your comment, Mr. Lovenstein, on that?

Mr. LOVENSTEIN. I think that salary is the primary cause. These other things are factors, but when it comes to the final decision, salary is the primary factor that influences the decision.

Senator RANDOLPH. Thank you.

Mr. Celio?

Mr. CELIO. About the city situation in Pennsylvania, I agree with what has been said about the Appalachian region of our State. They go where the big salaries are, better salaries, but when ESEA was implemented 2 years ago, Philadelphia needed 1,000 teachers. With the ESEA and Teacher Corps programs they have been able to reduce this to 500 with the aid of teachers aides now and retraining of teachers, but they still need help. They need 500 teachers today, certificated teachers.

Senator RANDOLPH. Then, within Appalachia the problem is severe and throughout the country it is also acute. This would be true. And we do find upon examination, Senator Hill, you have given attention to this matter, as have others who serve under you in the committee, the salary structure indicates that there are so many other jobs where

the so-called starting wages or salaries are $2,000 or $3,000 more than the starting salaries of teachers, that we just have a problem. And I am glad that we give our attention to it even in this cursory way, not in depth this morning, although we may follow it through with some questions asked of you.

OE PROGRAM ADMINISTRATION GUIDELINES

Now, there is another—I do not want to—there is another area, I think, that is of major interest to you gentlemen, certainly to us. How these programs are administered through the Office of Education. I think that later today—I have not actually read the testimony that will be given but I have checked it enough to indicate that we may have one or two persons that would give an example of how the program is seen from the local school district point of view.

Now, from the vantage point, the guidelines that you understand, issued by the Office of Education, title I, have any of you had any problems? I believe, Mr. Lovenstein, you say you have not. Is there any indication that you have had problems?

Dr. SHOEMAKER. With title I, sir, you mean?

Senator RANDOLPH. Yes.

Dr. SHOEMAKER. No.

Senator RANDOLPH. Any guidelines that have been issued, have they been causing trouble?

CONSTRUCTION RESTRICTION IN TITLE I

Mr. CELIO. We think there is a little restriction on construction in title I. Again as I said, in the Appalachian region, I think we need to be a little more flexible in that 10-percent restriction. A good many of the ESEA programs could not be implemented because they did not have facilities to do the job and did not have places to put these people. If they brought in a teacher or teacher aide and wanted to go out into other types of programs, they had to rent a facility, get into a church basement, et cetera, et cetera. I think there ought to be a little more flexibility on the construction in the title I program.

Senator RANDOLPH. In title I, need is in the criteria. I want to be sure of this. But in title III, need is not one of the factors, if you want to differentiate.

Yes, Mr. Lovenstein.

Mr. LOVENSTEIN. In connection with this construction in title I funds, it is true that the guidelines say 10 percent, but this is not binding.

Senator RANDOLPH. No; there is a flexibility.

Mr. LOVENSTEIN. There is some flexibility. But you have to take this into consideration. Suppose you have a need for construction and you spend 50 percent of your title I funds for construction. Then you are depriving the many children who need other kinds of services from getting that kind of assistance. This is the reason why I suggested that construction ought to be made a separate title or a separate bill. The need is great. I want to emphasize that the need for construction is truly great.

Senator RANDOLPH. I do recall that the Office of Education I believe has suggested to State departments, Mr. Lovenstein, that in the title I projects that have this component of greater than 10 percent allocated

for construction equipment, that there be a very rigorous review by the State agency before approval is given for funding. Am I correct? I think that is true.

Mr. LOVENSTEIN. Yes, sir; that is correct.

Senator RANDOLPH. So there is construction equipment authority and equipment authority that we have contained, of course, within the statute. But neither the statute nor the Committee report, according to the information that I have and recall this morning, would seem to justify any interpretation of congressional intent that would go much beyond this figure that we are discussing.

Take, for example, the case of the program established for deaf children. I think all of us can agree that equipment costs greater than the 10-percent figure—well, it is heavily there. I think we would say that.

Again, the case of a breakfast program being started initially in the school system. This could scarcely be done without, we know, the investment for what, stoves, equipment? And further, the program that seeks to lower the pupil-teacher ratio might very well require the provision of additional classroom space. You have discussed that here this morning.

So would you like to address yourself to these points I have raised rather quickly, if you feel there is something you might want to say?

S. 2235

Dr. SHOEMAKER. Senator, one item. I have before me S. 2235 dealing with Title III and I am particularly concerned and interested in title III applications.

Senator RANDOLPH. You refer to the legislation I have introduced?

Dr. SHOEMAKER. Yes, sir.

Senator RANDOLPH. Yes, sir.

Dr. SHOEMAKER. I know particularly in the Appalachian area and in other rural areas or States, one of the problems is the ability and skill and time to prepare properly organized proposals.

Senator RANDOLPH. You have talked about the paperwork, someone has.

Dr. SHOEMAKER. I am speaking of more than just paperwork. I mean the matter of planning and organizing. Such areas do not have sufficient personnel within the individual systems to do this type of thing.

Senator RANDOLPH. But counseling and substance is not available, is it?

Dr. SHOEMAKER. It is not, and our universities can't provide this. We have Ohio University in our Appalachian section which tries to help. I am speaking in support of the concept in S. 2235 providing through the States assistance in the preparation, counseling, and technical assistance in the preparation of plans and materials in terms of the ESEA.

RURAL AREA NEEDS

Senator RANDOLPH. This is especially true of the rural area; is it not?

Dr. SHOEMAKER. Yes, sir, many of our cities have excellent research staffs but our rural areas do not have the type of administrative personnel and supervisory personnel to do this.

Senator RANDOLPH. I introduced this as a bill, but I am going to offer it as an amendment to the Primary and Secondary Education Act we are now considering. I hope that it will have support. It is gratifying to know that you agree with the purpose of the proposal.

I have placed in the record of the hearing a copy of that bill and also the comment that I made at the time I introduced it.

TITLE V ESEA

Dr. SHOEMAKER. If I may add one more comment, we especially appreciate the fact you propose to add this service through strengthened State departments of education and the local education agency. I especially appreciate that.

TITLE III IN APPALACHIAN COMPARISON

Mr. FOLTZ. I would like to add a comment to that. We have some figures from the U.S. Office of Education that indicate that in the four regions of the country, South, North, Middle, and West, the South which contains all but two of our Appalachian States submitted under title III of ESEA, 50 percent less of the proposals and got 50 percent less projects funded than any other region in the United States. This is due to lack of technical assistance. I sat in the room, Mr. Chairman, at the University of Alabama one evening with six out of the seven people in the entire State of Alabama who really had proposal writing capability. Think of the limited number of schools they can serve. Just seven people are not enough. They need a lot more technical assistance.

Senator RANDOLPH. I appreciate your comment on this legislation. I do believe the Subcommittee on Education looks with favor on it and I hope we can incorporate it.

INNOVATION UNDER TITLE III

You speak here of title III again, Mr. Foltz, I would like to have you talk for a moment to the particular needs of the Appalachian communities who are involved in, I call it to some a spectacular program of interstate cooperation. I wonder if you feel that some proportion of title III funds to the Commissioner for what I call innovative programs—new programs—programs of promise—how about the Appalachian region? Could you do something that would be, you think a rather breaking through, giving a new look?

Mr. FOLTZ. I think in part, title III has done something that is quite useful to the region. It has enabled a number of our small school districts that are unable to provide the kinds of special and innovative services for themselves to band together and be able to provide them to all the different districts as a group. This has helped our region considerably.

INTERSTATE COOPERATION IN REGION

We have several instances in which there is a melding of the State department, the colleges, universities, and the school systems, all working together under title III. There is one involving Concord College

in southern West Virginia, which is working with a number of school districts in that area. There is another one that is in North Carolina that involves the Western Carolina College and several other school districts. There is a third in Kentucky, with Morehead State University, working with 18 school districts and the State department. They are using computer-assisted instruction in rural school districts, piped in from the west coast over telephone lines, which is working extremely well with rural Appalachian children. I think that title III is helping very much in this regard in Appalachia and I hope that it will continue to help even more.

Senator RANDOLPH. Mr. Foltz, I am going to try—I am not sure how successful I shall be—I would like to have the thinking of the Panel. I think we should reserve some of these funds under title III for just this sort of innovative program that I am thinking of. I believe a certain proportion of them—at least we can work toward that end.

I am wondering how, in the Appalachian region, we have been involved in people—just not the teachers, just not the members of the boards of education. Have you been attempting to draw in citizens in the area to help in some of these programs?

ADVISORY COMMITTEE

Mr. FOLTZ. I think that our advisory committee is perhaps a good representative of this. We have a representative from the AFL–CIO from the region. We have a representative of the American Federation of Teachers in Chattanooga; we have the chairman of the board of Princes Coal Co.; we have a very able individual who is working for Kaiser Aluminum Corp. In each of our States, we are forming advisory committees and even subregional advisory committees. One of our best ones is again in West Virginia in the subregional level. It is headed by a physician, Dr. Nathaniel Hale, who I am sure you probably know.

Senator RANDOLPH. Yes, sir.

Mr. FOLTZ. So we are indeed involving as much as we can the active lay public.

Senator RANDOLPH. Thank you very much.

INNOVATION UNDER TITLE III

Mr. LOVENSTEIN. Mr. Chairman, I would like to comment on the statement you made a minute ago about reserving some title III funds for these types of innovative programs. Let me raise a word of caution. So far as West Virginia is concerned, we have programs now in "hold" position under title III that we are not able to fund because of the lack of appropriations. So I would suggest that if this set-aside is made, it be made when there are sufficient funds available to take care of the present projects.

OEO PROGRAM TRANSFERS

Senator RANDOLPH. I think that is a good work of caution, Mr. Lovenstein, for us to have.

Mr. Lovenstein, before I end, and only one or two more questions, I would like to ask you how many WestVirginia community action

agencies are operating now Headstart. You mentioned Headstart Day. How many boards of education? And you have advocated, of course, the transfer of the Headstart program from OEO to the Office of Education. I believe you have done that.

Mr. LOVENSTEIN. I do not know whether I can answer the total number, for there is a tendency at the present time to consolidate some of the countries into larger areas or regions for submitting community action programs.

HEADSTART

Let me go back and review a minute. Two years ago when the Headstart program started, as you recall, Mrs. Hulett C. Smith was the chairman of the Headstart program for West Virginia. We involved every county school system in West Virginia in a Headstart program that first year and it operated quite successfully. Now, the reason I raised the question in my presentation, we are getting further away from this cooperation between the school systems and I think we are losing something by not coordinating the Headstart program in the public school systems, especially now since we have the Follow-Through program on a pilot basis. If this is to be continued, as I understand it is, then it seems to me that we ought to have the operation of these programs in the county school system. When these children go from Headstart into the first grade, through the third, which as the grades involved in Follow-Through, then we would have a continuous record of the program needs for helping these children.

The reference which I mentioned in my prepared statement, as you probably know, was to Raleigh County, where they have had some six or seven of their Headstart programs closed because they did not meet health or fire regulations. They are holding some of these classes in inadequate facilities, with poorly trained people trying to conduct the classes, and I am concerned about the children who attend such classes.

Senator RANDOLPH. Mr. Lovenstein, I appreciate your discussion on this point. I am not just sure in my own mind—I have been reading the mail that comes to us from many sources on this problem of Headstart. I have a feeling, at least a partial feeling, that to transfer this program to, let us say, a so-called old line agency in the Government, to use that expression, may not be best. I am not sure, because this program is for the low-income people. It is a part of an antipoverty program. And that emphasis on helping the poor children, we might lose that if we came into a larger agency, just to use the word "larger agency."

Mr. LOVENSTEIN. This might be true in some places, I don't know. I am just saying from our experience it can best be done with the county school systems.

Many of the counties have operated Headstart programs out of title I ESEA funds.

Senator RANDOLPH. That is right.

Mr. LOVENSTEIN. In trying to compare the results of those programs against those operated by OEO, we think—maybe I am a little prejudiced—we think we do a little better job.

COST OF EDUCATION—STATE COMPARISONS

Senator RANDOLPH. Mr. Foltz, I have one final comment. Yesterday, we were talking in colloquy with witnesses about the cost of education in the various States, the percentage of the tax dollar that is committed to public education, one State against the other.

Now, I have something, Mr. Lovenstein, I want to talk with you about as well as the other members. I have asked that the transcript of that testimony be boiled down for me and I am going to read it very quickly.

CALKINS QUOTATION

We have Mr. Calkins of Cleveland, who was discussing this cost of education in various States. Now, I would like for you to listen very carefully, if you would, to this comment of Mr. Calkins: "It is rather shocking that a child who graduates from high school in Senator Javits State"—that would be New York—"will have spent on his education half as much as the child who graduates from high school in Senator Randolph's State and three times as much as a child who graduates from a high school in Mississippi. This is not because the people of West Virginia or the people of Mississippi value education less than the people of New York. To the contrary," said Mr. Calkins, "they value it more. In New York, 4.9 percent of personal income represents the expenditure for elementary and secondary education. The West Virginia figure is 5 percent."

Now, that is greater than New York. In Mississippi, it is 5 percent. So on a percentage basis, the people of Mississippi and West Virginia, in the Appalachian region, because in Mississippi, some counties will be included under the extension of the act, on a percentage basis the people of Mississippi and West Virginia care more about education than the people of New York. But they are able to provide their children with an education which is in one case half as costly and in the other case, one-third as costly.

What is your comment? If any is necessary.

Mr. FOLTZ. My previous job, Mr. Chairman, was doing a study of the Office of Education for the House Education and Labor Committee. We went over a great number of formula for allocation of funds under title 1 and other titles under the Elementary and Secondary Education Act. One of the ones that I think they are probably still dealing with over there, and I am sure you have under consideration over here, is one which involves an ability effort index, as it is called—ability to pay and how much effort the State itself and its local education agencies are making. Your comments, I thought, were directed to that.

Senator RANDOLPH. Yes.

Mr. FOLTZ. I do think there is a need, particularly insofar as our region is concerned, to recognize the ability and the efforts that are made and perhaps design a new education formula.

Senator RANDOLPH. Thank you very much.

50 PERCENT OF NATIONAL AVERAGE FORMULA COMPONENT

Mr. LOVENSTEIN. That is one of the reasons why, in my previous statement, I recommended that 50 percent of the national average be

used for the allocation of funds. This would help to correct that situation.

Senator RANDOLPH. Yes.

Dr. ROSE. Mr. Chairman, it is toward this end that I directed my preliminary remarks in this testimony and this is the point of equal educational opportunity. I do want to say that what you gentlemen have done has helped us a great deal. But we are still lagging far behind. I do think that with this comprehensive planning, I know that a great deal of pressure is on all of you to make all of the economies that you possibly can in this session of Congress. But I think it will be a false economy if we cut from our education budgets these tremendous resources that we need at this time to provide equal educational opportunity in this country.

Dr. SHOEMAKER. If I may comment on that, it is not a problem only of today, but many of the educational problems of the city do not grow out of the educational problems in those cities, but grow out of the problems of the people who move into those cities from areas that have not had the advantage of education that will let them participate within this type of city life and in this economy.

Senator RANDOLPH. You are saying if the slums were replaced by high-rise ghettos, the problem is still there?

Dr. SHOEMAKER. The problem is still there.

Mr. CELIO. May I make a comment to that last item raised here recently, your item about the cost containing the formula.

I think another thing has to be thought about here. It costs more to run a program in the States that have a little more fluency, also.

Senator RANDOLPH. You will have to forgive me. Will you repeat that?

COST FACTOR IN EDUCATION

Mr. CELIO. I think we also have to consider the fact that it costs more to run a program, an educational program in these States that have a little more affluence. So when we revise a formula to give a little substance to the other States that do not have these resources, we must face the fact that it costs more to run a program in New York City than it does in a little town in Pennsylvania.

Senator RANDOLPH. That is true.

Mr. CELIO. So this is not a total factor.

Senator RANDOLPH. I remember Senator Kennedy of New York was involved in a discussion of this matter yesterday.

Senator Kennedy, I am glad you have come in. I feel you know at least one witness here.

Senator KENNEDY of New York. Yes, I do.

Senator RANDOLPH. Would you wish to make a comment?

Senator KENNEDY of New York. I understand we have a live quorum, so I do not want to keep any of my colleagues. I think this is so worthwhile to focus attention now on the problems of the cities and so much of it has come from what I think some of these gentlemen just mentioned and probably talked about earlier in the hearings, the fact that we are all so dependent upon one another and the fact that these problems are so interrelated, that I think the efforts all of these gentlemen are making are most worthwhile. For whatever that is worth, you

will receive my full support and I commend you, Senator, for having these hearings and insuring that we are going to call these witnesses. I think their testimony is going to be extremely valuable to the members of this committee and going to be extremely valuable to the Senate itself when we come to the consideration of this bill.

Could I say also just one personal remark, that I am happy to see Dr. Rose, whom I have known for some period of time, and whom I have worked with on various occasions on different matters, and say that I am delighted to see him as well as the other gentlemen, but I know that he represents one of the great institutions in the United States, the University of Alabama, one of the finest universities. So I think we are very fortunate in having him up here as well as these other gentlemen, a number of whom I have met. Thank you, Mr. Chairman.

Senator HILL. Mr. Chairman, we are having a live quorum. Like Senator Kennedy, I am going to have to leave.

But before I go, I want to commend these gentlemen on their very fine, enlightening statements before us here this morning.

Dr. Rose gave great emphasis to planning. I could not help but recall the words of the Book, "where there is no vision, the people perish." We see that so much today. You have brought us a most timely message here today and I would strongly commend each of you.

I am happy to have been here to hear this very fine testimony.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. Thank you, gentlemen, we will take just a 5-minute recess before the other Panel comes.

(Short recess.)

Senator RANDOLPH. Mr. Hanley, Mr. Dispanet, Mr. Nutter, and Mr. Cassel. If you will come forward, we will go out of agenda order here.

Before you begin, Mr. Hanley, I know that the schedule of Representative Hechler is a busy one. I appreciate his coming over today, perhaps especially with Superintendent Nutter here, you might like to greet him, Representative Hechler, I shall be happy to have you do it.

INTRODUCTION OF SUPERINTENDENT NUTTER, BY THE HONORABLE KENNETH HECHLER, A U.S. REPRESENTATIVE FROM THE FOURTH CONGRESSIONAL DISTRICT OF THE STATE OF WEST VIRGINIA

Representative HECHLER. Thank you, Senator Randolph. I particularly want to greet all the members of the Panel, especially one of the most dedicated and imaginative superintendents of schools in West Virginia, Mr. Olin C. Nutter, of Huntington, who has some 23,000 students under his jurisdiction.

Senator, we have talked many times about educational problems. I hope that when Mr. Nutter and the other gentlemen testify, they will not be sparing in their remarks about Congress and the necessity for early funding of some of these programs, because this means so much in the planning and carrying out of the programs and getting sufficient time. I am especially pleased that Mr. Nutter and these other gentlemen are providing grassroots information on the subject which is so vital to the subject under consideration.

Senator RANDOLPH. Thank you, Representative Hechler. This matter of not only planning, but authorizing and then funding, if gotten soon enough, the programs can move forward with continuity. This is important and I appreciate your particular attention to this subject as the members of the panel will present testimony today.

PANEL CONSISTING OF OLIN C. NUTTER, SUPERINTENDENT OF SCHOOLS, CABELL COUNTY PUBLIC SCHOOL SYSTEM, HUNTINGTON, W. VA.; GREY M. CASSELL, SUPERINTENDENT, POCAHONTAS COUNTY SCHOOLS, MARLINTON, W. VA.; WILLIAM J. HANLEY, OF ERIE, PA.; VERL SNYDER, U.S. OFFICE OF EDUCATION; AND R. S. DISPANET, SUPERINTENDENT, MORGAN COUNTY SCHOOLS, BERKELEY SPRINGS, W. VA.

Senator RANDOLPH. Mr. Hanley, you are president of a company that is building a road we are interested in getting in, running down from Pittsburgh through West Virginia. Are you familiar with that?

Mr. HANLEY. Yes; I am.

Senator RANDOLPH. It will allow you to get more quickly to Charleston one of these days.

Mr. HANLEY. It is a very necessary road, incidentally. The road to Pittsburgh is a killer.

STATEMENT OF WILLIAM J. HANLEY, ERIE, PA.

Mr. HANLEY. Mr. Chairman, my name is William J. Hanley. On my extreme left over here is Mr. Olin Nutter, the superintendent of schools from Cabell County, Huntington, W. Va. Next to me here is Mr. Grey Cassell, superintendent of schools from Pocahontas County, Marlinton, W. Va. On my right is Mr. Raymond Dispanet, superintendent of schools of Morgan County, Berkeley Springs, W. Va.

Your subcommittee has been good enough to invite me to appear and to hear me as a businessman—a private citizen—a taxpayer. It is my understanding that the hearings on this bill have been lengthy; that you have heard the testimony of Government officials, budget administrators, legislative counsel, educators. You have further heard from scholars, educational specialists and administrators, educational organizations, and lobbyists, now heard the eloquent speakers and I warn you, you are going to hear a small businessman now, so do not expect any eloquence.

I appear before you as a plain ordinary businessman. I understand that in this respect my appearance is unique. Your counsel informs me that no other businessman has been so invited. I am, therefore, doubly grateful to you for this opportunity to be heard.

Before I go into my statement any further, I think I had better turn the mike over to Mr. Grey Cassell and let him tell you as a schoolman at the local level the story as he sees it and allow the other two gentlemen to go after that and then I will finish my statement, if that is all right with you.

Senator RANDOLPH. Yes, that is fine. Mr. Cassell, if you will proceed.

STATEMENT OF GREY M. CASSELL, SUPERINTENDENT, POCAHONTAS COUNTY SCHOOLS, MARLINTON, W. VA.

Mr. CASSELL. Thank you, Mr. Chairman, members of the subcommittee. First, I would like to express to you, Senator Randolph, our gratitude for your help during our disaster of the flood and also the fire. I am sure I convey the feelings of all the people of our community and thank you again for us.

Senator RANDOLPH. Thank you again for mentioning the problem which occurred there. I think the cooperation of many people has helped with at least temporary solutions. I suspect we are almost slots in a way here in our office in Washington. We have been hunting quonset huts for Pocahontas County. I do trust that your facilities will be in being as quickly as possible, the programs there are being carried on which you want to be.

Mr. CASSELL. Yes.

As you know, Pocahontas County is in West Virginia, strictly a rural county with a land area of 943 square miles and a population of less than 10,000 persons. Most of the county is made up of farm and forestry land. The average age of the farmer is 57 years and he is reluctant to devote extra taxes to support school programs.

Senator RANDOLPH. Have you had some bond issues defeated recently?

Mr. CASSELL. The latest bond issue was in 1955. I am just a new superintendent there and we hope to have one started this next year.

Most of the things have already been said in this hearing. I will just go briefly through mine. I am sure you need some extra time.

Senator RANDOLPH. Yes; just touch the points that you feel are important.

Mr. CASSELL. The passage of the Elementary and Secondary Education Act has certainly helped us in administering new programs. We appreciate what Congress has done and I feel we cannot overemphasize this point, that the Congress has helped the U.S. school people in developing new programs. If the 1967–68 funds are cut back, however, then some of the things we have implemented will have to be cut out also. One of the things I would like to mention there would be teacher aids. We have employed teacher aids in our community which involve a few more people and get them involved in the school program. Therefore, they support schools.

Senator RANDOLPH. Yes, we have had testimony here, Mr. Cassell, earlier in the hearings, about the value of teacher aids. You know, there were some people who felt they might be part of a fringe that the teacher might resent. But the testimony indicates that it is rather extensive. I hope you will read it in the hearings which will be printed, all of you gentlemen, about the value of the teacher aid program. It seems to have a good response.

Mr. CASSELL. Ours is very valuable and if we have to cut back funds, we will, of course, have to cut some of the teacher aids out. Then, of course, they migrate to the cities where they cannot find employment because of lack of employment in larger cities anyway.

We, in West Virginia, are appreciative of the assistance which has been received from the Elementary and Secondary Education Act.

Many new machines and teaching materials have been purchased, however, demanding that x amount of money be spent by the end of the fiscal year without the necessary time to plan has resulted in frustrations and lack of full utilization of resources. Planning must be done over a longer period of time. Better planning will reduce the possibility of duplication of services.

COMPREHENSIVE PLANNING GRANTS

I would like to reemphasize what Dr. Rose said. The amendment to permit comprehensive planning grants will enhance the educational planning in the county and this is one of our basic needs. You don't win the battle unless you plan the attack. This is what we need to do, plan the attack. More money should be appropriated for this particular category in order to secure consultants for the local level. One of the statements made before in the hearing was that one of the gentlemen says there might not be six or seven people in the State of Alabama to write up programs. I do not know that much about Alabama, but we do have capable people in West Virginia who are capable to write up these programs, but they do not have the time. I think this is true all over the country. We need the time to write the programs.

The State and local level should do this planning and not the Federal Government.

TEACHER CORPS

I feel the Teacher Corps program is a good one, however, it is not reaching the rural areas of West Virginia due to the fact that the students must report weekly to the respective college handling the program. Distance and time will not permit this in our State, in this program particularly, the student must report back to the college weekly. In a rural area like we have, that is almost impossible.

Rural areas in this country are in desperate need of teachers and they should be incorporated into the Teacher Corps program as well as the more affluent urban area.

HANDICAPPED CHILDREN

Handicapped children—more must be done for the handicapped child. Recent studies have shown that a great deal of talent is lost because we do not have the proper facilities to administer to the needs of these handicapped children.

We do not have a special education class in our county due to the lack of space. Only 20 percent of the title I funds last year could be used for construction. This should and must be changed because you can't innovate unless you have some place to perform the innovation.

The Headstart program in our county is a very successful one, and from what I understand all over the State of West Virginia, primarily because we do not have a community action program in our county. We do operate a very successful Headstart program.

Senator RANDOLPH. How many children are in it, sir?

HEADSTART

Mr. CASSELL. Sixty-five. But in some of the 1967 pretraining sessions, the leaders of Headstart or OEO were making statements that this is not an educative process. Now, if child growth and development under supervision is not an educative process, I say we should abandon Headstart. I say it is an educative process. Any time we bring children together under supervision by an educated person, it is an educative process. If the parents need to be educated, Senator Randolph, I feel they should be educated in adult classes and not in with preschool children.

VOCATIONAL EDUCATION

One of the basic problems with vocational education in the rural areas is the lack of funds promoting quality programs. More money should be appropriated to build up the rural areas vocationally and keep the people from migrating to the urban areas. This is not going to solve the enormous problem of unemployment, but it will help. It will help keep some of the young people in the rural areas.

The passage of the vocational amendment will allow experimentation of programs in order to find the best approach to the many problems of vocational education.

P.L. 815 AND 874

Public Law 815 and Public Law 874 should be passed and funded as soon as possible. The guidelines for Public Law 815, stating that no aid will be given to Federal impacted areas unless there is a certain percentage of growth, should be changed.

The year before last, Senator Randolph, we could not qualify for construction money under 815 because we lost three children in our total enrollment.

BUILDING NEEDS

In conclusion, I say to you that funds should be provided according to needs and not according to ratio. Where are the needs the greatest? In the rural areas of West Virginia, our greatest needs are new buildings to carry out new programs. We need more and better trained teachers in order to provide the children the facilities they need. This means additional funds for teacher training programs, more inservice programs for teachers during the summer months. All programs should be funded at least 3 years in advance in order that concerned educators can sit down intelligently and work out the plans for these programs and not worry whether or not a program is going to fall by the wayside.

Again, I thank you for the opportunity to make this presentation.

(The prepared statement of Mr. Cassell follows:)

PREPARED STATEMENT OF GREY M. CASSELL, SUPERINTENDENT, POCAHONTAS COUNTY SCHOOLS, MARLINTON, W. VA.

Mr. Chairman and members of the subcommittee, I wish to express to you my sincere thanks for the invitation to make this presentation.

Pocahontas County in West Virginia is strictly a rural county with a land area of 943 square miles and a population of less than 10,000 persons. Most of the county is made up of farm and forestry land. The average age of the farmer is

57 and with his low income he is reluctant to vote extra tax levies for better schools.

Our school population consists of 2,100 youngsters grades 1–12 and out of this number 930 qualify as economically deprived. All 2,100 qualify as educationally deprived due to lack of proper facilities and shortage of qualified teachers to meet the needs of curriculum development and vocational programs.

The passage of the Elementary and Secondary Education Act has enabled our county to develop programs which otherwise would not have been feasible due to our lack of funds. We developed our first speech program through the public schools by use of Title I funds. Teacher aides were employed to relieve the teachers of clerical duties in order to give them more time to teach.

If the 1967–68 funding is cut back, then some of these aides will have to be discharged and seek employment in the over-crowded cities where employment is already difficult to find. It is self-evident from the recent riots that more must be done about the education of our young people instead of cutting back on programs.

We, in West Virginia, are appreciative of the assistance that has been received from the Elementary and Secondary Education Act. Many new machines and teaching materials have been purchased, however, demanding that "X" amount of money be spent by the end of the fiscal year without the necessary time to plan has resulted in frustrations and lack of full utilization of resources. Planning must be done over a longer period of time. Better planning will reduce the possibility of duplication of services.

The amendment to permit comprehensive planning grants will enhance the educational planning in the county and this is one of our basic needs. You don't win the battle unless you plan the attack. More money should be appropriated for this particular category in order to secure consultants for the local level. The state and local level should do this planning and not the federal government.

TEACHER CORPS PROGRAM

I feel the Teacher Corps Program is a good one, however, it is not reaching the rural areas of West Virginia due to the fact that the students must report weekly to the respective college handling the program. Distance and time will not permit this in our state. Rural areas in this country are in desperate need of teachers and they should be incorporated into the Teacher Corps Program as well as the more affluent urban area.

HANDICAPPED CHILDREN

More must be done for the handicapped child. Recent studies have shown that a great deal of talent is lost because we do not have the proper facilities to administer to the needs of these handicapped children.

We do not have a special education class in our county due to the lack of space. Only 20 per cent of the Title I funds last year could be used for construction. This should and must be changed because you can't innovate unless you have some place to perform the innovation.

HEADSTART

The Headstart program in our county is a very successful one, however, in the 1967 pre-training sessions for Headstart, many persons in charge were stating that this was not an educative process. If child growth and development under supervision is not educational, then I believe the Headstart program should be stopped.

I believe the Headstart program is an educational process and should have the best prepared teachers and aides available. If the parents need to be educated, this should be conducted in adult education classes and not through experimentation with their own and other peoples children in a pre-school class.

VOCATIONAL EDUCATION

One of the basic problems with Vocational Education in the rural areas is the lack of funds to promote a quality program. More money should be appropriated to build up the rural areas vocationally to keep the people from migrating to the urban areas. This is not going to solve the enormous problem of unemployment but it will help. It will help keep some of the young people in the rural areas to stimulate growth and at the same time care for the senior citizens.

The passage of the Vocational Amendments will allow experimentation of programs in order to find the best approach to the many problems of Vocational Education.

TITLE III—FEDERALLY AFFECTED AREAS

Public Law 815 and Public Law 874 should be passed and funded as soon as possible. The guidelines for Public Law 815, stating that no aid will be given to federal impacted areas unless there is a certain percentage of growth, should be changed. Facilities must be provided whether you have a growth in enrollment or a loss of enrollment. In Pocahontas County we do not qualify for financial aid for construction of facilities due to the fact that we lost enrollment, however, we still must provide facilities to children of government employees.

In conclusion, I say to you that funds should be provided according to needs and not according to ratio. Where are the needs the greatest? In the rural areas of West Virginia our greatest needs are new buildings to carry out new programs. We need more and better trained teachers in order to help the people break the bonds of poverty and illiteracy. This means additional funds for teacher training programs. More in-service programs for teachers are needed during the summer months.

All programs should be funded at least three years in advance in order that concerned educators may sit down and make intelligent decisions and not have to worry about whether a program is going to fall by the wayside.

Again I thank you for this chance to say a few words to the decision makers of tomorrow.

Senator RANDOLPH. Thank you, Superintendent Cassell.

Pocahontas County, Senator Kennedy, as you know, because you are familiar with our State and are interested in it—and I am grateful as all of us are—Pocahontas County is somewhat similar to my home county. They are contiguous and characteristic of that rural life.

I have listened to your testimony very carefully, Mr. Cassell, the points you stress. You discuss the Teacher Corps program and when you speak about this report weekly being made to the respective colleges, this is a problem with our distances in the State. We have recognized that. I have been in touch with Marshall University on this point to see what we can do. It is in process and I hope to have a report later this week—well, not this week, but early next week. So that suggestion you have of modification of that weekly report with the respective college handling the program, I am trying to help you with that situation, because I believe it is valuable.

Mr. CASSELL. Thank you.

FACILITIES NEED

Senator RANDOLPH. You speak about the need for the facilities, that to innovate, we first have to have the facilities in order to do the job. I like that expression in connection with our handicapped children program. Now, Headstart in West Virginia is a worthwhile program.

While Mr. Lovenstein is still here, you have said there are some 60 children in Headstart in Pocahontas, this rural county.

Mr. CASSELL. Yes.

HEADSTART

Senator RANDOLPH. What, Mr. Lovenstein, would you say is the approximate figure that has been in the Headstart program in the 50 counties, total?

Mr. LOVENSTEIN. Under OEO or ESEA?

Senator RANDOLPH. Let's combine it for the moment.

Mr. LOVENSTEIN. I think about $6,500—no, $3,500.

Senator RANDOLPH. Would these children have been from the lower income families or would there have been a sort of mixture?

Mr. LOVENSTEIN. Primarily from low income.

Senator RANDOLPH. Thank you. I do endorse the Headstart program. I think West Virginia is one of the States in which it has been especially effective. Certainly when people talk about it not being part of an educational process as some people have, I cannot agree. It is important.

VOCATIONAL EDUCATION

Vocational education—you have heard that discussed by panel members earlier today. I think it is very important that in West Virginia, we give attention to this type of quality program. It is that. So in the rural areas, we need the vocational guidance program that we now have in the more urban areas.

You speak about the funding and about the needs being very great in the rural counties. I thank you very much, Mr. Cassell.

I am going to ask Senator Kennedy if he has any questions or comments to make here.

Senator Kennedy, I am breaking in between the witnesses. I did not do that earlier today because you come in quickly, you have to go out and I want to give an opportunity for any others that may be in the same situation.

Senator KENNEDY of New York. Thank you, Mr. Chairman. I am very interested in the testimony and I was very interested in your comments, Mr. Chairman, because I think they are very pertinent.

I think that it is essential that this program be a success in West Virginia. After all, I think it was President Kennedy's visit to West Virigina that was the stimulus for a great number of the programs that now exist.

Mr. CASSELL. Yes, sir.

Senator KENNEDY of New York. That is why I was particularly anxious to come by and pay my respects to the chairman who has done so much on this subcommittee. Given leadership on the committee on the direction which the States should take in the field of education, which is important to making the kind of progress we want to make. I was very impressed with that. I want to give my attention as long as I can to hearing those who have been dealing with the programs in the States themselves. Thank you.

Senator RANDOLPH. Thank you, Senator Kennedy. We are in continuing debt and memory of the leadership of the former President in this field. We are very happy that here in the Senate—I say this and I want it on the record—that both Senators Kennedy of New York and Massachusetts are carrying on in this committee.

I would like to take just a moment to say that the former President, when a Member of the Senate, was a member of the Labor and Public Welfare Committee, Senator Robert Kennedy, is a member of this committee; Senator Edward Kennedy is a member of this committee. Their continuing interest which was begun at an early period is not only gratifying but very wholesome and helpful.

Mr. Hanley, if you will proceed.

Mr. HANLEY. The next superintendent we will hear from is Mr. Raymond Dispanet.

STATEMENT OF R. S. DISPANET, SUPERINTENDENT, MORGAN COUNTY SCHOOLS, BERKELEY SPRINGS, W. VA.

Mr. DISPANET. Mr. Chairman and members of the subcommittee, I wish also to express my very deep appreciation for this honor and privilege of appearing before this committee and express some views which I have.

I am R. S. Dispanet, superintendent of schools in Morgan County, the Eastern Panhandle of West Virginia, another small rural county in West Virginia, about 100 miles northwest of the Nation's Capital. I have served in this capacity for about a quarter of a century now. I cite that only to say that I have been involved for some years in school administration. And, of course, my first obligation here has been continuously that of striving for better and better educational opportunity for children, opportunities consistent with the various talents of children and with the aspirations of their parents and the people of these communities.

A controlling and limiting factor of critical proportions has been the lack of adequate support, a constant effort in scaling down from the program needed to the program possible causing each dollar available to purchase the maximum in solid educational opportunities—this has been a solemn obligation.

West Virginia and Morgan County have been encouraged with the professional and intelligent leadership which has caused them to make greater and greater financial effort. In both areas, significant progress has resulted. Yet we still remain below the national average in the area of financial support.

I should say here, however, that a full measure of devotion and a high level of dedication by the professional people and lay people cooperatively has partially closed the gap, in my opinion.

The Congress is to be commended, and I wish to thank the Congress, for the substance in the matter of Federal aid to education. I commend you further for this solemn attempt to evaluate carefully the operations of the programs which you have caused to be initiated.

In this connection, we appreciate the opportunity to give our views.

With the advent of certain Federal aid for the support of schools, a new enthusiasm has been breathed into our school system. It has been a real shot in the arm to weary school systems struggling with the problem of offering equal educational opportunities to all children regardless of background from which they come.

VOCATIONAL EDDUCATION

For example, the Vocational Act of 1963 has sparked a statewide interest in educational programs for the—a segment, heretofore, largely disadvantaged and discriminated against, especially in our State. This title should be continued and extended, especially in the area of making possible key instructors and the construction of facilities required with modern equipment. West Virginia is getting a good start in this area, will do what it can locally, but much Federal aid will continue to be needed if this program is to reach its full potential.

It will be very necessary for the Appalachian agency to be continued to assist West Virginia in meeting the general matching requirements for funds under the Vocational Act of 1963. Only through this arrangement has the growth we have made been possible.

ESEA TITLES I AND II

Title I and title II of the Elementary and Secondary Education Act have been a real lifesaver in our attempt to meet our obligations to all children and youth in West Virginia. These funds have ignited the greatest movement in inservice training of teachers, innovative planning and individual instruction I have ever seen happen in a school system. By supplying additional needed equipment and materials, by supplying the possibility for additional specialized personnel, and by the emphasis on planning these titles are revolutionizing the spirit and performing answers of school personnel at all levels. And I might add that people see and approve the results.

These titles should be funded at original levels and funding guaranteed for a term of years to encourage and facilitate long-term planning.

TITLE III

Title III is making possible curriculum development centers. I am, of course, familiar with the one in the eastern panhandle. This center is supplying specialized consultant services, sponsoring a number of innovative programs in the area, and is making very significant contributions to educational progress in the counties represented. I would certainly recommend that it be continued.

TITLE VI

Title VI is making a good start. We are very hopeful for the start and the help it will give to the educationally handicapped. West Virginia, as you know, has been struggling on a statewide basis under an educational program to get underway an adequate program for these children and has done a good job and made a good start. We are hopeful now that the inclusion of title VI in our effort in West Virginia will get that program really going.

NDEA TITLE III

NDEA, title III has been a vital force in the updating of educational materials and equipment in target curriculum areas and the addition of industrial arts to the list of eligible courses was certainly a very wise decision on the part of the Congress. This area has long been neglected and must be approved to provide mechanical skills and prevocational training to the large segment of our school population which represents interests and skills in this mechanical area.

The Teacher Corps funded as the Senate wisely saw fit to do, should be approved by the Congress. West Virginia needs this program.

Headstart should be continued and its administration transferred to the U.S. Office of Education. Its emphasis should be on educationally disadvantaged as well as economically deprived. Cooperative op-

eration with local school systems whereby both could share in making this experience available to all children should be made possible.

Any extension to additional people or additional target areas in any title should be accompanied by the necessary funds which are thereby obligated. Additional obligations should not further reduce present support of present programs.

REDUCTION IN RESTRICTIONS

Any reduction in restrictions, regulations, and limitations that could be effected would be very desirable in all Federal programs.

To review a few brief suggestions follow: Much good has already resulted from these various Federal acts in the system of education in West Virginia. I would suggest that we keep them moving, increasing instead of decreasing the appropriations, refining and simplifying administration. I would suggest early funding—that has been suggested before, but it is very important—early funding and continuous commitments in order that personnel in these areas might have the stability that these programs will not end soon or will not be handicapped by decreased appropriations by any Congress, but that will be a continuing operation thereby lending great stability.

I would like to reemphasize the emphasis shifting from the equally deprived children to the educationally deprived. The educationally deprived group would largely include economically deprived. But the economically deprived class financing would not necessarily include the large number of educationally deprived children.

So I would like to suggest a shifting of the emphasis in that direction: Again, cut the redtape, thanks for the money, keep it coming.

Thank you very much.

(The prepared statement of Mr. Dispanet follows:)

PREPARED STATEMENT OF R. S. DISPANET, SUPERINTENDENT, MORGAN COUNTY SCHOOLS, BERKELEY SPRINGS, W. VA.

Mr. Chairman, members of the subcommittee, I wish to first express appreciation for the honor and privilege of appearing before this important Committee.

I am R. S. Dispanet, superintendent of schools in Morgan County, West Virginia, small sparsely settled rural county in the eastern panhandle of West Virginia, about 100 miles north west of the Nation's Capitol. The area of this County is 235 square miles and the school enrollment is 2100.

I am serving my 25th year as a county superintendent in two different West Virginia counties, having served 17 years in Hardy County previous to coming to Morgan. I served last year as President of the West Virginia Education Association and previously as President of the School Administrators of the state.

I cite the above solely to say I have been involved in school administration for a quarter of a century and, of course, my first obligation was to continuously strive for better and better educational opportunities for children and youth consistent with the various talents of the children and with the aspirations of people of these counties. A controlling and limiting factor of critical proportions has been the lack of adequate support. A scaling down from the program needed to the program possible causing each dollar available to purchase the maximum in solid educational opportunities has been a solemn obligation.

West Virginia and Morgan County people have been encouraged by the professional and intelligent lay leadership to make greater and greater financial effort and both have made significant progress. Yet we remained and still remain below the national average in this area of support. I should say here that a full measure of devotion and a high dedication to the task by professional school people and lay leaders has partially closed the gap.

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With the advent of certain Federal Aid for the support of schools a new enthusiasm has been breathed into our school system. It has been a real shot in the arm to weary school systems struggling with the problem of offering equal educational opportunities to all children regardless of background from which they come.

The Vocational Act of 63 has sparked a statewide interest in educational programs for the mechanically talented, a segment heretofore largely disadvantaged and discriminated against. This title should be continued and extended especially in the area of competent instructors and construction of facilities with adequate modern equipment. West Virginia is getting started and will do what it can but much Federal help is needed.

It will be very necessary for the Appalachian Act to continue to assist West Virginia in meeting the general matching requirement for funds under the Vocational Act of 1963.

Title I and Title II of the Elementary Secondary Education Act have been a real life saver in our attempt to meet our obligation to all children and youth in West Virginia. These funds have ignited the greatest movement in inservice training of teachers, innovative planning and individual instruction I have ever seen happen in a school system. By supplying additional needed equipment and materials the possibility for additional specialized personnel, and the emphasis on planning these titles are revolutionalizing the spirit and performance of school personnel at all levels. And I might add that people see and approve the results.

These titles should be funded at original levels and funding guaranteed for a term of years to encourage and facilitate long term planning.

Public Law 874 has been necessary and will continue to be necessary to support operation and construction in impacted areas. The level of support for this purpose should not be reduced.

Title III ESEA is making possible a Curriculum Development Center for the eight eastern West Virginia counties. This Center is supplying specialized consultant services and sponsoring a number of innovative programs in the area and is making a very significant contribution to educational progress in these counties. I recommend that it be continued.

NDEA Title III has been a vital force in the updating of educational materials and equipment in target curriculum areas and the addition of Industrial Arts to the list of eligible courses was a very wise decision. This area has long been neglected and it must be improved to provide mechanical skills and prevocational training to the large segment of our school population that represents interest and skills in this area.

The Teacher Corps funded as the Senate wisely saw fit to do should be approved by Congress. West Virginia needs this program.

Head Start should be continued and its administration should be by the U.S. Office of Education. Its emphasis should be on educationally disadvantaged as well as economically deprived. Cooperative operation with local school systems whereby both could share in making this experience available to all.

Any extension to additional people or additional target areas in any present title should be accompanied by the necessary funding obligated. Additional obligation should not further reduce present support of present programs.

Any reduction in restrictions, regulations and limitations that could be effected would be very desirable in all Federal programs.

It has been my pleasure to talk to you and again I thank you for the opportunity.

Senator RANDOLPH. Mr. Dispanet, off the record.

(Discussion off the record.)

Senator RANDOLPH. Mr. Dispanet, I appreciate your testimony. I do know of your 25 years of service, I knew you when you were in Hardy County, before you went to Morgan County. We are very grateful for the suggestion that you made today. We are appreciative of your contribution as a member of the panel. Thank you, Mr. Hanley.

Mr. HANLEY. We will now hear from Mr. Olin C. Nutter, superintendent of schools of Huntington, W. Va.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

STATEMENT OF OLIN C. NUTTER, SUPERINTENDENT OF SCHOOLS, CABELL COUNTY PUBLIC SCHOOL SYSTEM, HUNTINGTON, W. VA.

Mr. NUTTER. Senator, I would like to have my statement placed in the record and say just a few words off the cuff.

You being from West Virginia like myself, knowing the problems of West Virginia, I think we are a rather unique State in our ability to actually put into effect all of these Federal programs. I think West Virginia probably has done about as good a job as any State in the Union in involving the total school system, because we have been able with practically every one of the Federal programs to involve the total school system.

CONSISTENCY IN FUNDING

We have had good testimony here today from the Appalachia group that has covered very well the problems that are confronting all of us in developing a proper educational program with our local funds and putting these Federal funds into the local funds and trying to get the job done.

Now, I want to testify mostly from the point of view of operating a fairly comprehensive school system: more than 23,000 children involving 110,000 people, about 1,100 teachers. I want to let you know that it is highly important that some of the things that have been said here today in some way be recommended. The main thing is that we have time to do planning and we cannot do planning effectively if we do not know something about appropriations. When appropriations come to us, as they do now, it is mostly for any school system clear across America to do the job effectively and certainly Congress is not getting full value for their dollar expenditure.

Senator RANDOLPH. What you are saying is a lesser amount of money which you could count upon year by year would give you a better program than the so-called up and down moneys. Is this correct?

Mr. NUTTER. We need to know where we stand and we need to know how we stand in order to be effective in our planning.

PROGRAM INNOVATION

There are many other things that I could say about the program, but all of them would be just about the same as other superintendents have testified here in the last 5 or 6 days, as this group this morning has. The program has been most effective in our school system in Huntington. While it is only about 5 percent of our total operating budget, it has brought us many innovative programs. We are operating under practically all of the Federal programs that are in existence. We do not pass up any opportunity in the Huntington and Cabell County school systems to secure Federal funds if they are available no matter how difficult it is to get them.

I would like to say this one thing: I think there would be a much better public relations on the part of the overall general public, too, if we superintendents and we principals and teachers that talked to our public and in some way let them know that these funds that are being appropriated are coming through on time and that these services are going to be rendered instead of having to wait until the last

minute to try to find out what is going to happen. A good example of that is the Office of Economic Opportunity trying to run Headstart. I feel that a great deal of bungling has taken place in that program, for the simple reason that responsibility is not fixed. If the schools are responsible for the education of children, they certainly should have the responsibility of this preschool child. I refuse to accept the program or to accept the operation of the program—our board did—unless we had full control of it. That has been a very difficult problem clear across America this year. Many school systems in your State, Senator, have not operated satisfactory Headstart programs this year because of this conflict of interest.

We have about 600 children in this program in Huntington and it is an excellent program. But it needs straightening out.

There are many other things that I might say, but most of them are covered in my remarks in my paper and because of the press of time, I appreciate this opportunity to see you again and to testify. Since we are old D and E friends.

(The prepared statement of Mr. Nutter follows:)

PREPARED STATEMENT OF OLIN C. NUTTER, SUPERINTENDENT OF SCHOOLS, CABELL COUNTY PUBLIC SCHOOL SYSTEM, HUNTINGTON, W. VA.

(The Cabell County School System serves 23,000 students in 58 schools. The county seat is Huntington, West Virginia. Approximately 80% of the sudents reside in Huntington. The remaining 20% live in suburban and rural areas of the county. The poverty index used for Title I, E.S.E.A. appropriations is 11% based on the income factors of $2,000.00 per year)

Mr. Chairman and members of the Education Subcommittee of the Senate Committee on Labor and Public Welfare, I am Olin C. Nutter, Superintendent of Schools, Cabell County Public School System in Huntington, West Virginia. I appreciate this opportunity to present testimony for this committee regarding educational appropriations for fiscal year 1968.

The Elementary and Secondary Education Act as passed by the 89th Congress was a milestone in the history of American education. Never before have so many people of good will been concerned with the welfare of all children in America. Since the inception of Title I of the Elementary and Secondary Education Act—the so-called "poverty" title—a concentrated campaign has been carried out all over the country to bring quality education to millions of children heretofore neglected. However, after the Senate came out so strongly for a new formula for allocating money last year based on a $3,000 income level instead of a $2,000 level, many of us have been disappointed that the final compromise seemed to call for no increase at all. Significant amendments were added which we thought would enable local school administrators to plan for the next year with some degree of certainty, but these amendments have not as yet been implemented.

The Elementary-Secondary Education Act has enabled us to make greatly significant changes in the achievement and attitudes of under-privileged children in the Cabell County Public School System. Since the beginning of our project in January, 1966, approximately 3,000 students of our total enrollment of 23,000 have been directly affected by supplementary programs offering to them special remedial and corrective reading classes, guidance and social services, and the opportunity to learn in an environment filled with new and interesting equipment and materials. These materials are being used by teachers specifically trained in the techniques of giving individual attention to such educational needs. Title I school social workers have begun to bring a better understanding of the goals of our local schools to the lower income families.

We are highly appreciative of grants made available to us during the past year and a half. However, we feel that in using the low income factor of $2,000 annual income, we are providing only a fraction of the services needed. It is our understanding that the Federal Government recognized $3,000 as a minimum income in other programs with similar purposes. It is also our understanding that the 1966 amendments to the act raised the low income factor to $3,000. Even if this proposal is implemented, it will not increase greatly the number of students

benefitting from the program. Our surveys indicate that areas eligible for Title I programs would be approximately the same under either the $2,000 or $3,000 factor. Once the school attendance area is identified as eligible, the attempt is made to provide a program for all educationally deprived students regardless of economic status. Under the present system our funds are spread too thinly to provide maximum benefits from project design.

While it is true that 3,000 students have been directly affected in the local project, the weakness is that these students are affected for only one, two, or three hours a week by special instruction and services when, ideally, they should receive these services daily. During the initial fiscal year of 1966 we provided teacher aides and after school study and enrichment programs for students. Reduction of appropriations for 1967 forced discontinuance of these very worthwhile services. This reduction also curtailed expansion of our much needed professional staff. This forces a difficult decision as to whether we shall provide all eligible students with a watered down program or provide a much smaller number of students with a complete program.

Optimistically, we established reading, guidance and social service centers in all eligible attendance areas. We staffed many of these centers on only a part-time basis, trusting that once Congress funded their authorization, we could raise this skeletal force to an alequate level. I urge that the distribution level factor be at least 50 percent of the national per pupil expenditure if this is greater than 50 percent of the state average per pupil expenditure. Students in those states which spend less than the national average are already penalized in their educational opportunities. While I do not advocate taking money from any student, I do believe that increased appropriations should consider the need for providing more nearly equal opportunity for all students.

You realize, of course, that planning by educators is severely retarded due to the fact of funding being so late. At the local level during the past year we received several assurances that final allocations for the 1968 fiscal year would be made late in May or early in June so that personnel could be employed and the summer could be used for appropriate planning for projects. However, once again we have received only the assurance of a continuing resolution which restricts us to the allocation of last year for budget purposes, and when the cost of increased salaries and extended school terms are computed, severe restrictions are placed on even maintaining the same quality program as during the 1967 fiscal year. This also places us in a difficult position for locating qualified personnel at this late date even if allocations are increased.

Another serious handicap to the operation of our present program is a lack of physical facilities. While we are utilizing all available space, such as auditorium stages, storage rooms and even corridors, we feel that the success and effectiveness of the project could be greatly increased by additional funds being allocated and earmarked for remodeling and construction of additional classrooms, counseling offices and other needed space. Faced again this year with at least a 10 percent reduction of funds as compared with the 1966 allocations, we find it impractical even to consider remodeling or adding needed space. The Elementary and Secondary Education Act has enabled us to provide services and programs which, through highly desirable, have been impossible to achieve prior to passage of this act. We feel our expenditures have been wise, that our program has been effective, and that we have been able to experiment, innovate, and initiate imaginative and needed changes in our educational approach throughout this county which would have been impossible without this assistance.

We must not be content with educational practices that are tired, outmoded and outdated. We must weigh and assess all that we do, keeping the durable and sound and forsaking the obsolete and weak. We are moving; we are progressing. We feel that we have demonstrated that *money can* solve many of our educational problems. We are pleased that this committee is studying the issue very carefully. We urge that you give every possible consideration to increasing allocations through this act.

I am grateful for the privilege of testifying on this most vital legislation, Mr. Chairman and members of the Committee, I thank you.

DAVIS AND ELKINS COLLEGE

Senator RANDOLPH. That is true. Thank you very much.

I failed to mention that I should not be too provincial, but Mr. Celio who was here testifying from Pennsylvania just had to be at

Davis & Elkins College, and also Mr. Lovenstein, who gave excellent testimony this morning is always a Davis & Elkins man. So at least four of us were in the room at one time. I am very gratified that you are here.

I have read your statement prior to your discussion of its points of interest and it stresses that you have given here to comprehensive planning is very encouraging.

I like what you said, "we must weigh and assess all that we do, keeping the door open and sound and forsaking the obsolete and weak."

HEADSTART

I think in a very particular way, the educator here can do a job that no one else can do. I want to compliment in that matter and take only this opportunity to say that perhaps in the past year—and I am not attempting to argue the OEO Headstart activity as against the OEO under educational direction—that there were certain guidelines laid down for the OEO by the Congress and this may have caused some of the difficulty and failure of the program to be as effective as it might have. We certainly will keep in mind what you have said, Mr. Nutter. Thank you.

COST OF ADMINISTRATION OF TITLE I

Mr. Hanley, you had in your statement the subject of the cost of administration, title I.

Mr. HANLEY. Yes, sir.

Senator RANDOLPH. As you phrased it for fiscal year 1968. I think the administration requested $1.2 million to fund it. I have had a member of the staff checking and I am advised that the budget estimates for the Bureau of Compensatory Education, which administers that program, and that portion of the administrative overhead of the National Center for Educational Statistics, which can be allocated to title I costs, is about $1.6 million.

Now, I think that one could say that the Federal costs of administration of this program would be about one-tenth of the amounts for the program operation. As you know, the act itself, as it is now written, restricts State expenditures for the operation of the program to 1 percent of the moneys received. Now, that would be about $75,000.

Would that be right? For the small States. It would be for the small States. I do not have available the dollar amount of each school district that represents the local administrative costs in title I, but I would assume that as in the other programs, these are mostly absorbed by the local school systems in their own budgets. I imagine so. Although in the case of larger systems, I believe it would be permissible where it is necessary to hire certain supervisory personnel—that is my own feeling—and the salary costs of such personnel, I think, could be—I have not looked into this very carefully—be charged the moneys in title I, because I believe it is part of a school system program under title I that is necessary to be carried forward.

I just wanted to make that comment, Mr. Hanley.

Mr. HANLEY. My reference was to page 916 of the hearings of the Committee on Labor and Public Welfare, part 2, chapter 46. That was my reference, the facts under that.

But another thing that puzzled me very much on this, but Mr. Lee has explained it shows here that in May 1967, the report of the budget of fiscal year 1966 estimated. As a businessman, I could not walk into a bank and take my last year's financial statement estimated. They would throw me out the front door. But here it seems to be an accepted way of life.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. You have a point.

Mr. HANLEY. There are many things about politics not understood.

Senator RANDOLPH. That is printing.

Mr. HANLEY. I was thinking of Jesus at the river, trying to divide a loaf of bread and the fishes. If anyone had a job similar to that, you have that job. I sympathize with you, really I do.

HOUSING FOR EQUIPMENT

But as a businessman, every fact set forth in my statement, I firmly believe, and I found out firsthand. I went to these places. I saw these schoolyards, I saw these playgrounds, I saw these building, I saw thousands of dollars worth of equipment lying on a desk unguarded becaue they did not have space for it. There is a telegram from one of the men I would like to have part of the record.

Senator RANDOLPH. Yes, I want that in the record, sir.

(The telegram referred to above follows:)

HAMLIN, W. VA., *August 7, 1967.*

WILLIAM J. HANLEY,
Roger Smith Hotel,
Washington, D.C.:

William J. Hanley with Superintendent Olin Nutter and Superintendent Raymond Dispanet appearing before congressional committee Friday, August 11, in behalf of building program to house equipment purchased with Federal funds. We have much equipment without storage facilities. Need storage space if proper and reasonable. Your help would be appreciated. Hanley's address is Roger Smith Hotel. He or Nutter may contact you. This is for your information.

W. B. VANHORN,
Superintendent of Schools,
Lincoln County, W. Va.

Mr. HANLEY. I know you are in a hurry, but there is much meat in what I have to say in this statement.

Senator RANDOLPH. I am going to commend this statement. I have gone through it rather hurriedly. But I am going to ask, and I know this will be done, the members of the subcommittee will read it, sir.

Mr. HANLEY. I will be available at any time to go through any detail of this project.

Senator RANDOLPH. Mr. Hanley, Mr. Nutter, Mr. Cassell, Mr. Dispanet, and also Verl Snyder, we are happy to have you present.

What is your title now, Verl?

Mr. SNYDER. I hate to say it. I am with the U.S. Office of Education.

Senator RANDOLPH. Yes; I remember that you had come over to that organization, but I felt this morning it was not improper for you to sit here with your West Virginia associates.

Mr. NUTTER. We still want him.

Senator RANDOLPH. Gentlemen, we are grateful to you for having come here.

Off the record.

(Discussion off the record.)

Mr. HANLEY. If there is anything I can do to prove the facts of this statement, we are ready and available.

Senator RANDOLPH. Thank you.

(The prepared statement of Mr. Hanley follows:)

PREPARED STATEMENT OF WILLIAM J. HANLEY, ERIE, PA.

Mr. Chairman, my name is William J. Hanley. Your subcommittee has been good enough to invite me to appear and to hear me as a businessman—a private citizen—a taxpayer. It is my understanding that the hearings on this bill have been lengthy; that you have heard the testimony of government officials, budget administrators, legislative counsel, educators. You have further heard from scholars, educational specialists and administrators, educational organizations, and lobbyists. I appear before you as a plain ordinary businessman. I understand that in this respect my appearance is unique. Your counsel informs me that no other businessman has been so invited. I am, therefore, doubly grateful to you all for this opportunity to be heard.

But let me say at the outset: I am interested in this bill and its proposed amendments, not only from a business viewpoint, because one of the businesses in which I am engaged, manufactures pre-fabricated structures suitable for classroom use, but also because I am a taxpaying businessman—interested in how the Federal Tax dollar is spent—interested in education and its progress in America because in it lies the hope of the future for your children and mine—and, indeed, in our country's role in world leadership in the destiny of the free world.

With this understanding, then, gentlemen, I hope you will give proportionate weight to the views of a businessman. One lone businessman engulfed in a sea of sophisticated and erudite testimony, study results, analyses, and so forth! But let us face facts: Education is a business—government is a business—and these fields of endeavor should be run like a business! Our nation was founded on free enterprise and has prospered on the free enterprise system. How many businessmen have testified before you and similar committees of the Congress and have said: "If I ran my business like you run the government I would be bankrupt."

As a businessman—as a parent—as a taxpayer I wholeheartedly support this bill. Its purpose—federal assistance by educational grants to the states for underprivileged children—is noble. The legislative intent could not be more clear. But the machinery of the legislation is so restrictive—so limiting—so ensnarled in bureaucratic red tape—that what began as a forceful piece of legislation—has become a listless, empty and fruitless force in education programs at the state and county level. The administrative and policing aspects of the legislation, as presently written, are so cumbersome—so burdensome—so restrictive—that they have robbed the Act of its true meaning and purpose.

Gentlemen, the purpose of the Act and its proposed amendments are lucidly clear: Space, personnel and equipment. Educational facilities throughout the country are crowded to over-capacity, taxing the present systems, programs and plans. The adding of any new educational programs—for whatever purpose—pre-supposes the availability of space. In the pursuit of my business interests I have come in close contact with the grass roots of our educational system. I have met and talked with state, county and city school officials. I have visited the schools—the classrooms—the playgrounds. I am talking from actual experience—not statistics culled from an educational journal. In these contacts I have visited schools whose physical plants would not exceed in total real property value the sum of thirty thousand dollars. Yet in these same overcrowded, outmoded, dilapidated facilities I have found sophisticated, up-to-minute electronic audio visual devices costing in the neighborhood of twenty thousand dollars—staffed by teacher personnel untrained—and, in one case, fearful of using them.

Gentlemen, this simply doesn't make sense. It doesn't make good educational sense and it doesn't make good business sense. We are putting the cart before the horse. In similar instances, and in somewhat more suitable plant facilities I have found much equipment and no skilled teacher or instructor personnel available to operate them. Finally, in some instances, I have found the plant facilities,

the personnel and no equipment. The problem, then, as I see it, resolves itself into three salient points: Space, personnel and equipment—and in that order of importance.

Let us take a common sense approach and look at the legislation and the proposed amendments. We have an Act which permits the granting of Federal funds to state educational agencies for their use in the education of the underprivileged. During the last Congress, I understand around one billion two hundred million dollars were appropriated for this purpose. This sum represented a significant portion of the total Federal expenditure—slightly less than one per cent—but with the promise of a continuing program—and continued appropriations for this important purpose.

Yet, as a businessman, I am troubled with the vast administrative and bureaucratic expense in the administration of such a program. Just how much of the Federal dollar reaches the underprivileged child at the state level. I have studied the Notes and Working Papers concerning the administration of Programs prepared by the Committee and I fail to find comprehensive financial data reflecting the ratio of Federal administrative dollars to Grant dollars received by recipients. I wonder if one of the professional staff members could assist me in locating such figures. I would be keenly interested in such data and I'm sure the committee member would wish to take such statistics into consideration in their deliberations in the final drafting of the proposed amendments. Would such assistance be available to me, Mr. Chairman?

With this additional information available to me and with the knowledge that I offer this criticism and suggestions constructively on the proposed amendments, I would like to point out to the Committee a few of the many problems involved in this program as related to me by state and local school officials. They are:

1. Bureaucratic manipulation of funds has created mountains of correspondence on trivia; red tape has run wild.
2. Top level administrators have little, if any, knowledge of the actual conditions in areas where they have the power of acceptance or rejection.
3. The categorical delineation of allowable expenditures has reached the pinnacle of gross inefficiency.
4. The workability of funds—available under the Act is in direct discord with the established and unchangeable fiscal year of all boards of education.
5. For no logical reason, competitive education programs have been established to be implemented by the same peripheral group.

Solutions for the above problems are not simple, but they *can* be accomplished.

1. All expenditures should be made by dedicated full-time career educators. Men who have earned the right to administer local educational affairs; these men are your local school superintendents. You seldom hear of the irritating and often baseless clamor of indignant parents and aroused parent-teachers organizations reaching state level. Never Federal level. But, you will find a never-ending series of gripes and bad publicity being poured onto the shoulders of the sincere and overworked school superintendent. His life is a sorry lot; never in all my experience has my heart gone out to such a sincere group of dedicated men. They are the backbone of our education system; the conscience of our nation, states, and citizens should take inventory and discover for themselves that it is their school superintendent who makes their particular quality of education good or bad. My conviction is so great that you will soon see ex-school superintendents on my payrolls. I am a businessman who must make money and not a government agency which can sweep waste under a rug. If education were managed in a businesslike manner cartons upon cartons of red tape would be sent to the city dump. There should be more leeway in the hands of the local educators; if the local school superintendents have reached that level in their careers they are obviously equipped to make many decisions which are now left to clerk-typists in Washington.

2. Top level personnel decisions will be ended if school superintendents handle their own local decisions.

3. Categorical delineations of funds seriously hamper the school superintendent in the effective management of his organization.

4. On this issue, availability of funds, the alignment of two distinct phases of operation must be established:

a. To be successful any education program must have duration; a five-year program with guaranteed minimums would solve the problem. This would allow school superintendents to project a long-range effective program. Nec-

essary space, whether it be remodeling, leasing or new buildings, could be negotiated and arranged for. Once space was available, new teachers could be hired and trained without the worry of a year-to-year teaching contract. The necessary supplies and equipment could be purchased if and when needed. This obvious schedule would supply the logical vital needs in true chronology and eliminate millions of dollars in sheer waste. To emphasize this point, you must realize the needs are, space, personnel, then equipment, in that precise order.

b. The absolute fiscal year of all school operations is July 1 to June 30. It would be impossible for schools to operate efficiently on any other schedule. Let us review the funds-availability picture during the first year operation of this program. The bill was passed in July; signed November 15 and the money did not become available until March 15. This allowed the school superintendents only three months and sixteen days to either find an accepted use for their allocation or to lose it. Can you visualize the bedlam and mountains of requests for acceptance which flooded all education departments? Can you visualize the huge quantities of unneeded items which were purchased out of sheer desperation? Can you visualize the mountains of special equipment standing around, unguarded, in countless small schools? Why is it unguarded? Quite simply—no space is available where such valuable equipment might be put under lock and key for future use. How many small rural schools have new electrical equipment with insufficient electrical service to operate the equipment? Why did such a disastrous waste of money occur? Again, the answer is simple. Either the school superintendents sent in requisitions they were certain would be approved or lose their allocation as they did not have time to comply with the endless red tape involved in convincing those higher up. While school superintendents are the most conservative group of administrators I have ever met, they have been forced, over the years, to operate on hope and faith. Countless times each year they expose themselves to expenditures on the "hope" that the money will be there when the project commences. In their mind and in their heart they did not feel they were wasting money as they hoped the Gods of Destiny would, sooner or later, make space available for them to efficiently use this equipment.

The remedy for this apparent waste is also simple. By whatever action is necessary, even a Presidential decree, we should make certain that funds for education are available for twelve months. Also, eliminate rush demands from all offices where immediate explanations of expenditures are required with threats of loss of allocation if demand is not answered immediately. Such top level inefficiency is inexcusable. As any well-organized administrative group handling the snail's pace routine of long-range school planning should know at least ninety days before necessary the exact and full extent of their operational functions. If they are not capable of projecting ninety days in advance they should not be retained. Limitations on expenditures at local level does not enable local purchasing agents a reasonable period of time to announce invitation to bid so as to be assured of getting the most for the taxpayers' money. In many cases they cannot get the best product for the tax dollar.

Education is a science. The administration of education should not be diluted and become a hybrid of the Department of Health, Education and Welfare. Health and welfare are compatible. They can function as a team. But education, with its explosive growth potential should be a department operating as a unit and under its own name. Eventually the annual cost of education will reach astronomical heights. If such is the case why do we now allow it to suffer the inefficiency of tripurpose failings?

The real and urgent need in education in America today is, as above: space, personnel, and equipment. Obviously, if our education system is to keep pace with the population increase, we must maintain a steady rate of growth in these three areas. Education must be reorganized and managed as a big and successful corporation would be managed.

5. Also, by what stretch of the imagination has "preschool" entered the education field under the Office of Economic Opportunity, and established itself as a direct competitor to our national education program? A survey of costs of "preschool" should show a loss of millions of dollars on duplicate administration costs.

Because it has been adequately covered in previous testimony, before this Committee, I will not dwell on the point of matching appropriations to authori-

zations, which is so vital for the success of the program. My experience in this area has been that local school administrators are hamstrung with these impossible and sudden changes in appropriations after the original authorizations are made public. In this regard, I urge you to use the available funds where they will do the most good. Keep within the limit of the available money. I strongly recommend before any attempt is made to expand the services offered under the Elementary and Secondary Education Acts that we immediately stop all forward diversification and catch up with the programs as they are written. Any further projects undertaken will merely further dilute the funds available, diminishing those projects now underway to the extent that eventually all programs will become ineffective.

I had less than one week's time in which to come to Washington to present my views in this matter. Therefore, Mr. Chairman, I would very much welcome the opportunity of extending my remarks in this record by submitting to this Committee further findings for your consideration before the submission of your final draft to the full Senate.

When, and only when, those in charge of making the Education Act work realize and apply sound business principles to the implementation of this Act, will you notice an upward trend in its efficiency.

I thank you, again.

Senator RANDOLPH. We had previously welcomed Dr. Carstenson of the Farmers Union. We are delighted to have him proceed as he wishes at this point.

STATEMENT OF BLUE A. CARSTENSON, ED. D., ASSISTANT LEGISLATIVE DIRECTOR, NATIONAL FARMERS UNION

Mr. CARSTENSON. Thank you, Mr. Chairman, I will make my remarks very brief. I would like to submit my statement for the record. I do hope that in the coming year, Congress will pay more attention to the matter of appropriations and full appropriations and full funding, and especially earlier funding.

I would like to call attention to the whole business of reallocating of State quotas. I think that you might well do something similar to the work that was done on the older Arms Act by this committee to reallocate formula.

The only other comment I would like to make is that I could feel that approximately one-third of the title III money ought to be kept at the Federal level to disseminate information as well as to file in the gaps of research that have not been done or that are of a nationwide basis. We keep rediscovering the wheel over and over again in the various States and the various universities and their should be more emphasis on this dissemination of information and the research that is being developed.

We also hope that the Office of Education will look more carefully at the private profitmaking corporation contracts that they are letting.

Senator RANDOLPH. Thank you, Dr. Carstenson.

(The prepared statement of Dr. Carstenson follows:)

PREPARED STATEMENT OF BLUE A. CARSTENSON, ASSISTANT LEGISLATIVE DIRECTOR, NATIONAL FARMERS UNION

The Farmers Union supports federal aid to elementary and secondary education because farmers recognize that our children's education must have highest priority and that our local communities and states do not have the tax base to support adequate schools in many of the communities and states in our country.

Many farmers are being taxed to death by the highest property and sales taxes in history. These taxes are still inadequate to meet the needs of our chil-

dren's education. Farmers and retired people are among those who are being asked to bear the disproportionate share of the cost of education. Many of our giant corporations, technology and research corporations pay little for the large amount of educated talent they use.

In general we support the House passed Elementary and Secondary Educational Bill which is before your Committee. We do feel that some modifications are in order. However, they are minor when compared with our major complaint about federal aid to education legislation. The various bills before your Committee call for nearly twice as many dollars of federal aid as the Administration has requested or Congressional leaders of either party is contemplating funding. We urge that Congress as a whole talk less about authorizing and concentrate on appropriating more. Farmers Union women have already carried this message about full funding to each congressional office in their fly-in earlier this summer. We will continue to give our firm support for full funding for federal aid to education.

At our last National Farmers Union Convention in March, we passed the following resolutions after lengthy Board and Committee consideration and discussion:

NATIONAL FARMERS UNION CONVENTION RESOLUTIONS ADOPTED MARCH 1967

Every American child is entitled to as much education as he wants and can usefully absorb.

This is a basic principle. It is basic to the American way of life and it is basic to the future of the United States as a Nation.

Great strides were taken by the previous Congress, but there are further strides to be taken if this principle is to become a reality. They include: (1) Substantial Federal aid to schools which serve large numbers of culturally disadvantaged children from low income areas. (2) Expanded opportunity for vocational training in agriculture and home economics at the high school level and other skills related to job opportunity, including work-study programs. (3) Further development, through assistance of the Federal Government, to promote Area Vocational-Technical Schools for out-of-school youth. (4) To expand the comprehensive assistance embracing scholarships, expanded student loans, and work-study opportunities for junior college and college students.

We urge the appropriation of additional Federal funds to further the establishment and growth of community junior colleges to provide a minimum of 14 years of free education. Such colleges should be within commuting distance of any student.

The Nation, as well as the states, counties and local districts should be used as a base for educational support.

Federal aid should be provided for the construction of all public educational facilities where local or state funds are not available to insure this opportunity. All adults should have an opportunity to participate throughout life in meaningful educational programs.

We favor "cabinet status" for education. In the current reorganization of various branches of education, and looking toward autonomy in the Executive Branch for education, we oppose any effort to lower the status of vocational agriculture.

All Federal and state aid for elementary, secondary, college and graduate level education, and adult education should be completely safe-guarded to preserve local control.

We do not support the amendments offered by the minority which were defeated in the House. We do favor some delegation to the states of the research and demonstration funds under Title III. We feel that part of research and demonstration funds, perhaps one-third, should be retained with the U.S. Office of Education funding projects of a national character inter-state or inter-university nature, limited private research, and areas which might generally be neglected by state research programs.

The funds retained by the U.S. Office of Education should also be used to demonstrate and spread the research and demonstration projects developed by the various educational research and demonstration projects. Today we spend too much of our educational research dollar "rediscovering the wheel." There is no need to "rediscover the wheel" in each of the fifty (50) states. Quite often research in one area can be translated and adapted for other areas of the country. This should be a function of the U. S. Office of Education. The spread of information about education was one of the original aims of the Office of Education. If

all research and demonstration programs are given to the states then this function could be lost to OEO (Office of Economic Opportunities) for lack of funds.

We raise questions about the large amounts of money going to private profit motivated educational research outfits. While there have been some spectacular achievements by private research projects, we feel that there would be much greater results if there was a built in tie with an educational institution or system through which the results can be channeled and tested. Public educational institutions or systems should be encouraged to include sub-contracts on their proposals for the services of computer and other special services available from private profit making corporations rather than so much direct contact with private groups.

We support amendments such as those included in the Morse Bill to strengthen and reenforce state departments of education.

We support Title II in the Morse Bill calling for Federal funds for innovative and exemplary programs or projects in Vocational Education. Some people complain about the lack of creative approaches in vocational education. To achieve this creativity there is need for more flexible and experimental authority for vocational education.

We believe that this experimental program in vocational education could be used in many areas including vocational agriculture, an area which we believe must be strengthened and modernized if young farmers are going to have the training necessary to remain in agriculture. Agricultural vocational education should remain an important part of vocational education.

We support the Hartke Amendment to expand and improve adult education in the public schools not only at the elementary school level (which this Committee approved last year), but also at the high school and vocational education level.

We strongly support local control of our elementary and secondary education system.

In summary the Farmers Union supports greatly expanded Federal aid to education. We do so because we value education and at the same time we know that further increase in sales and property taxes in many rural areas will seriously cripple or eliminate many farmers.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. Thank you for appearing for your organization.

I want to announce that our hearings will resume on Monday at 10:30 a.m., and the witnesses that we had hoped to hear today are rescheduled for that opening session on Monday or Tuesday. We will stand adjourned. Thank you very much.

(Whereupon, at 1:05 p.m., the hearing was recessed, to reconvene at 10:30 a.m., Monday, August 14, 1967.)

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