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GOVERNMENT

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HEARINGS
BEFORE THE
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 8660 and H.R. 9065

A BILL TO PROVIDE FOR SPECIAL PROGRAMS FOR CHILDREN
WITH LEARNING DISABILITIES

HEARINGS HELD IN WASHINGTON, D.C., JULY 8, 9, AND 10, 1969

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*



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151	2. The second part of the book is devoted to a detailed account of the political and social conditions of the United States at the present time.
152	3. The third part of the book is devoted to a detailed account of the economic conditions of the United States at the present time.
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CHILDREN WITH LEARNING DISABILITIES ACT OF 1969

TUESDAY, JULY 8, 1969

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon Roman C. Pucinski, (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Ford, Bell, Quie, Dellenback and Ruth.

Staff members present: John F. Jennings, majority counsel; Martin LaVor, minority research assistant; Alexandra Kisla, clerk.

Mr. PUCINSKI. The committee will come to order.

We are happy to have our witnesses here this morning to testify on H.R. 8660 and related bills dealing with children with learning disabilities. I have a brief statement I would like to make this morning to set the tone for these hearings.

It is quite apparent that as we approach the end of the 20th century we find man increasingly concerned with unlocking the secrets of his uniqueness and his humanity.

The study of man as a special being and the development of his potential for intellectual growth are engaging the interest of people in dozens of professions—from economics to psychopathology.

All of us know that a very large measure of cognitive human development takes place in the classroom. Children are taught to learn and, through the learning process, are impelled to carve a unique place for themselves in our complex and competitive society.

Significantly, however, in the sheer weight of numbers of students added to our classrooms each fall, we have encountered a phenomenon that multiplies more rapidly than we have thus far been able to prevent it—the phenomenon of the learning-disabled child.

There was a time when children who had difficulty learnings were shunted aside or described as “incorrigible” by teachers and parents alike.

Teachers often devoted their time to good students—and good usually meant submissive and capable of rote memorization. Anyone not classified in the “good” category was dismissed as mentally deficient or a discipline problem.

We will never know the devastation these ignorant judgments made on the lives of children who were unable to defend themselves.

With our evolving sensitivity to the countless factors which determine human growth, the child who is having difficulty learning is no

longer written off as lazy, stupid, or merely defiant. We now know that his inability to learn may be related to a variety of perplexing maladies.

His brain may have been slightly injured at birth, causing real—but often minimal—interference with his ability to perceive letters, colors, and figures as other children do.

He may have impediments to speech and to sight—impediments so slight they may go undetected for years, but which nevertheless prevent his participating to the full extent of his actual intellectual ability.

These handicapping disabilities have a variety of names. Names like dyslexia, a term used to describe any or all forms of reading disorders. Names like aphasia, which describes the impairment of the power to use or understand speech.

There are other names like minimal brain dysfunction, or MBD, as it is commonly used, which means a slight irregularity of the brain's ability to function.

These and multiple other terms describe the plight of the children affected, but techniques to combat these disabilities successfully have not yet been put into use in our country. Recent studies now being published and evaluated indicate there is a great need today to reach children with these learning disabilities.

Their needs are not being met to any significant extent. Not on a national level and surely not on a local level.

Learning disabilities may be slight or overwhelming, but they can no longer be merely consigned to the skill, temperament, or the time of individual teachers in random classrooms throughout America.

The statistics on the extent of the problem, although incomplete, are nonetheless startling.

It is estimated that one child in seven in above average school districts has serious reading disorders, traceable to learning disabilities, emotional problems or instructional deficiencies.

Reading disorders among the poor or disadvantaged youngsters range as high as one child in four, and may be even higher in specific school districts. Of the handicapping conditions listed by the Children's Bureau, visual impairments affect approximately 12.5 million school-age children between the ages of 5 and 17 at the present time. Many youngsters suffer multiple learning disabilities.

The Bureau estimates that there are 5,400,000 emotionally disturbed children in our American schools; 3,270,000 children have speech impediments; and 2,720,000 are mentally retarded.

In all the definitions of what constitutes impediments to learning, there is a single, consistent element.

This element is that the learning disabilities are usually characterized by a significant discrepancy—usually 2 or more years—between the level where a child is expected to be functioning and the level where he is actually functioning in one learning situation or another.

That is why this subcommittee is meeting here this morning. We have legislation under consideration which will, I firmly believe, help to improve the quality of life of these learning-disabled children, while at the same time giving them the attention and assistance they need to flourish as adult human beings, capable of earning their own living unimpaired.

We need trained teachers, a lot more of them than we have now.

We need the brightness and enthusiasm of young teachers. We need the maturity and patience of teachers with long experience.

A very long time ago, a wise man observed that: "We cannot stand pointing our finger to the heights we want our children to scale. We must start climbing and they will follow."

With that thought firmly in mind, the subcommittee would like to welcome Dr. James Gallagher, Associate Commissioner of the Bureau of Education of the Handicapped of HEW and his Deputy, Dr. Edward W. Martin, Jr.

We also have with Dr. Gallagher, Dr. Albert L. Alford, Associate Commissioner for Legislation, who is here with us this morning and before I call upon Dr. Gallagher, I wonder if I may ask my colleague, Mr. Quie, to add to anything that I might have said this morning.

Mr. QUIE. Thank you, Mr. Chairman. I think you have set the right tone at the beginning of these hearings which is important. We now move into the area of learning disabilities. A good constituency has developed in a number of categories of the handicapped, be it mental retardation, cerebral palsy, or deaf and blind. We have also given strength through the Federal legislation to the Bureau of the Handicapped in the Office of Education.

I think it is important now that we do, as the chairman indicated, move into the area of learning disabilities and have programs specifically designed for it. A number of the school systems refuse to admit that there is a means of reaching people with learning disabilities. They tend to consider them as undermotivated or believe something is wrong with the families. Some parents must find the remedy to their child's problem outside of the school resulting in little being known about the handicap.

They may read something into the symptoms that aren't there. The same thing could develop with fly-by-night operations which could take money from parents but not bring them the results or benefit they ought to have.

I think that putting the Office of Education, through legislation, specifically into the area of reaching the children with learning disabilities is the next step that could be tremendously beneficial to the young people who could otherwise go through their formal school years and end up without an adequate education. Through research and training of teachers, we could find the answers at an early age and the children could develop the potential that they really have.

Mr. PUCINSKI. Mr. Bell?

Mr. BELL. Mr. Chairman, thank you.

I don't have a comment except to say that I think this is a very vital field we are moving into. I want to compliment the chairman for his action in this area. Aid to the handicapped started some years ago and we are belatedly moving into the area where we can consider those who are handicapped with disabilities that aren't quite so apparent.

I am very anxious to hear the comments of Dr. Gallagher.

Mr. PUCINSKI. Mr. Dellenback?

Mr. DELLENBACK. I haven't had a chance to read this statement as yet, so I don't know what you are going to say in your testimony. But I can say that I am as concerned as the chairman and the other members of the committee about aid in this particular area.

The question in the back of my mind after looking at our bills is whether or not we want to create another problem to do this particular thing. I have been one of those who have not felt that, every time a special narrow need arises, we should create a new division, a new department, or a new program to meet this need. Instead, I feel that, if the problem is to be taken care of, we must assign responsibility for allocations to various existing programs.

I intend to look to OE to do this particular thing.

So I hope the witnesses and others to follow will direct at least part of their comment not only to the need, but also to whether the need should be met by the creation of a new categorical aid plan or whether it should be met by broadening present legislation, or whatever else fits between these edges.

So, I say only, Mr. Chairman, that I hope the hearings will bring forth testimony not only as to the need to do something, but also as to the best way to achieve it, because there are several alternatives, as I see it.

Thank you very much, Mr. Chairman.

Mr. PUCINSKI. Mr. Ruth?

Mr. RUTH. I have no comments, Mr. Chairman.

Mr. PUCINSKI. Dr. Gallagher, I suggest that you proceed in any manner you wish. I think we have set the stage and tone for these hearings and we are most happy that the administration sent a representative here to discuss this problem. We are very anxious to have your testimony.

We will at this point make a part of the record H.R. 8660 and H.R. 9065 and a summary of H.R. 8660.

(H.R. 8860 and H.R. 9065 and summary follow:)

[H.R. 8660, 91st Cong., first sess.]

A BILL To provide for special programs for children with learning disabilities

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Children With Learning Disabilities Act of 1969".

SEC. 2. Title VI of the Elementary and Secondary Education Act of 1965 be amended—

(1) by redesignating part "E" of such title as part "F" and redesignating sections "611" through "615" as sections "612" through "617" respectively; and

(2) by inserting after part D of such title the following new part:

"PART E—SPECIAL PROGRAMS FOR CHILDREN WITH LEARNING DISABILITIES

"RESEARCH, TRAINING, AND MODEL CENTERS

"SEC. 611. (a) The Commissioner is authorized to make grants to, and contracts with, institutions of higher education, State and local educational agencies, and other public and private educational and research agencies and organizations (except that no grant shall be made other than to a nonprofit agency or organization) in order to carry out a program of—

"(1) research and related activities, surveys, and demonstrations relating to the education of children with learning disabilities;

"(2) professional or advanced training for educational personnel who are teaching, or preparing to be teachers of, children with learning disabilities, or such training for persons who are, or preparing to be, supervisors and teachers of such personnel; and

"(3) establishing and operating model centers for the improvement of education of children with learning disabilities, which centers shall (A) pro-

vide testing and educational evaluation to identify children with learning disabilities who have been referred to such centers, (B) develop and conduct model programs designed to meet the special education needs of such children, and (C) assist appropriate educational agencies, organizations, and institutions in making such model programs available to other children with learning disabilities.

In making grants and contracts under this section the Commissioner shall give special consideration to applications which propose innovative and creative approaches to meeting the educational needs of children with learning disabilities, and those which emphasize the prevention and early identification of learning disabilities.

"(b) In making grants and contracts under this title, the Commissioner shall require that—

"(1) to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served, whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation of such students; and

"(2) Federal funds made available under this title will not be commingled with State and local funds.

"(c) Payments pursuant to grants and contracts under this section shall be made in accordance with regulations promulgated by the Commissioner.

"(d) For the purposes of this section the term 'children with learning disabilities' means those children who have a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations. Such disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia. Such term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, of emotional disturbance, or of environmental disadvantage.

"(e) For the purpose of making grants and contracts under this section there are hereby authorized to be appropriated \$12,000,000 for the fiscal year ending June 30, 1971, \$20,000,000 for the fiscal year ending June 30, 1972, and \$31,000,000 for each of the succeeding fiscal years ending prior to July 1, 1975."

[H.R. 9065, 91st Cong., first sess.]

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"(1) research and related activities, surveys, and demonstrations relating to the education of children with learning disabilities;

"(2) professional or advanced training for educational personnel who are teaching, or preparing to be teachers of, children with learning disabilities, or such training for persons who are, or preparing to be, supervisors and teachers of such personnel; and

"(3) establishing and operating model centers for the improvement of education of children with learning disabilities, which centers shall (A)

provide testing and educational evaluation to identify children with learning disabilities who have been referred to such centers, (B) develop and conduct model programs designed to meet the special education needs of such children, and (C) assist appropriate educational agencies, organizations, and institutions in making such model programs available to other children with learning disabilities.

In making grants and contracts under this section the Commissioner shall give special consideration to applications which propose innovative and creative approaches to meeting the educational needs of children with learning disabilities, and those which emphasize the prevention and early identification of learning disabilities.

"(b) In making grants and contracts under this title, the Commissioner shall—

"(1) for the purposes of clause (2) of subsection (a), seek to achieve an equitable geographical distribution of training programs and trained personnel throughout the Nation, and

"(2) for the purposes of clause (3) of subsection (a), to the extent feasible, taking into consideration the appropriations pursuant to this section, seek to encourage the establishment of a model center in each of the States.

"(c) Payments pursuant to grants and contracts under this section shall be made in accordance with regulations promulgated by the Commissioner.

"(d) For the purposes of this section the term 'children with learning disabilities' means those children who have a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations. Such disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia. Such term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, of emotional disturbance, or of environmental disadvantage.

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H.R. 8660—SUMMARY OF CHILDREN WITH LEARNING DISABILITIES ACT OF 1969

This bill amends Title VI (Education of Handicapped Children) of the Elementary and Secondary Education Act to provide a new program for children with learning disabilities.

Under this new program the Commissioner of Education may make grants to, or contracts with, institutions of higher education. State and local educational agencies, and other public and private educational and research agencies. These grants and contracts must be for (1) research, (2) professional training, or (3) model centers providing testing, model programs, and assistance to educational agencies in making such model programs available. Twelve million dollars is authorized for Fiscal 1971, twenty million dollars for Fiscal 1972, and thirty one million dollars a year for Fiscal 1973, 1974 and 1975.

For the purpose of this new program, "children with learning disabilities" are defined as children having a disorder in one or more of the basic psychological processes involved in understanding or using language, spoken or written, which disorder manifests itself in imperfect ability to listen, speak, read, write, spell, or do mathematical calculations. This term does not include children with learning problems which are primarily the result of visual, hearing or motor handicaps, of mental retardation, of emotional disturbance, or of environmental disadvantage.

H.R. 8660 also provides that students enrolled in private schools must participate in all programs under Title VI, including this new program for children with learning disabilities. The present law requires such participation in the State grant program but not in the regional resource center or deaf-blind center and service programs. H.R. 9065 does not contain this provision.

STATEMENT OF DR. JAMES J. GALLAGHER, ASSOCIATE COMMISSIONER, BUREAU OF EDUCATION FOR THE HANDICAPPED; ACCOMPANIED BY DR. EDWIN W. MARTIN, DEPUTY ASSOCIATE COMMISSIONER; DR. ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION; DR. FRANK WITHROW, DIRECTOR, DIVISION OF EDUCATIONAL SERVICES; AND DR. JERRY MINSKOFF, COORDINATOR, UNIT ON LEARNING DISABILITIES

DR. GALLAGHER. Before I start, Mr. Chairman, I would like to introduce on my left, Dr. Frank Withrow, Director of the Division of Educational Services, and Dr. Jerry Minskoff, coordinator of our Unit on Learning Disabilities.

I would also like to say that since before I came into Government, I spent 13 years as a professor at the University of Illinois. So, it is no surprise to me—

MR. PUCINSKI. I knew there was some very significant redeeming feature about you.

DR. GALLAGHER. So, we are not surprised to see that the chairman is exerting leadership in the area of the handicapped.

I would like to read the testimony because it does include a number of points that the administration would like to make, Mr. Chairman.

I am pleased to testify on H.R. 8660 and H.R. 9065, which would provide educational services, teacher training, and research for children with specific learning disabilities.

While the term "specific learning disabilities" is relatively new, the problems it represents are not. When we knew little about medicine and pathology, a child was either sick or healthy. The more we learned, the more we subdivided "sick" into a multitude of specific diseases and disorders.

Similarly, the more we learn about children who are educationally ill, the more we can identify specific problems. Thus, a child who in past times was labeled "dumb" or "lazy" now becomes identified as a child with specific needs requiring specific treatment.

There is no question that the problems of children with learning disabilities are among the most severe problems we have faced in the field of education. It has been conservatively estimated that from 1 to 3 percent of our Nation's school population suffers from one or more specific learning disabilities serious enough to require special educational intervention. In round numbers this is a range of from 500,000 to almost 1,500,000 children.

In its first annual report (Jan. 31, 1968), the National Advisory Committee on Handicapped Children selected, from among a number of areas needing development, specific learning disabilities as one of four current and crucial issues. The Advisory Committee defines this population as follows:

Children with learning disabilities means those children who have a disorder in one or more of the basic psychological processes involved in understanding or using language, spoken, or written, which disorder may manifest itself in imperfect ability to listen, think, speak,

read, write, spell or do mathematical calculations. Such disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental asphasia. Such term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, of emotional disturbance, or of environmental disadvantage.

The present bills incorporate this definition in essentially this form. The National Advisory Committee on Handicapped Children has advised us that they feel the term used to identify these children in legislation should be "specific learning disabilities."

While there may be advocates of other terminology, the point we would make is that the use of the word "specific" will indicate concern with a narrow range of handicapped children, not with just any child who is having trouble in school.

Awareness of the specific learning disabilities of children is growing rapidly, and is associated with our growing abilities to identify more precisely the troubles children have with learning. For years there have been children who have been failing in school or under-achieving. Sometimes we have identified them as retarded, and placed in special programs if they were available.

In other instances, the children were described as lazy, or slow or even stubborn and noncooperative.

It was particularly easy to fail to understand the nature of the problem presented by these children, because so frequently the problem is discrete and narrowly focused, and the child's other abilities are normal or superior. This increased the possibility of parents' and teachers' feeling that the child just wasn't trying.

Diagnostic tests and sharper observation by teachers and others trained in the area of specific learning disabilities, are now making the discrete learning problems identifiable to a much greater degree.

The legislation proposed comes at a time of rapid growth in this area. Many local, county, and State education administrations have attempted to provide in spirit, if not in monetary means, a vehicle with which to establish classes for the learning disabled.

Latest information available to us suggests that more than 14 States have legislation under which children with specific learning disabilities are served. Much of this specific legislation is quite new, being passed within the last 5 or 10 years.

In addition to the great interests on the part of major colleges and universities and new divisions within existing professional associations—all of these are combined to show a great current interest in the problems of these particular children.

These two bills suggested here propose programs of support for research, training, and model service programs. We note that the bills do not propose a broad program of support for services to children in the schools.

In this connection H.R. 8660, in section 611(b) 91 requires the participation of private schoolchildren in programs receiving grants under the proposed legislation. As this program is not one of basic support to public schools where such stipulation is commonly found, we

are not sure that it is applicable for a program of research, training, and experimental programs such as is proposed.

Our feeling is that that approach is consistent with the present stage of development of knowledge in this area, and by "that approach," I mean the emphasis on research, training, and development of model programs.

In an evolving area there is necessarily a variety of theories, opinions, and approaches to the providing of an appropriate education for these children. Similarly, various methods of training teachers are being developed and such exploratory efforts should be encouraged.

Current law authorizes the Bureau to serve handicapped children who are defined as "mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education and related services."

This definition is found in title VI of the Elementary and Secondary Education Act, in our teacher training and research authorities, and in related acts.

Under these authorities we have supported activities designed to benefit children whose specific learning disabilities might be classified as "other health impaired." This means primarily those children who could be diagnosed as neurologically impaired or brain injured.

It is our feeling that this limitation, while a necessary result of the statutory definition, is not educationally sound. The focus on children with specific learning disabilities should be educational rather than neurological and should be concerned with how the child processes information as he attempts to learn in school.

What can he do? What can't he do? How can the material be presented so that he will be able to respond to it effectively? These are the questions which face the educator and which must define the problem.

At present, professional opinion includes mild neurological injury as a principal cause of specific learning disabilities, but does not want to rule out other causative factors which may not be clearly identified as neurological injury.

A practical problem associated here is that definitive neurological diagnosis is not always possible for such minimal problems. The conscientious physician may not give a clear and unequivocal diagnosis on such a child. Given the usual medical clearances, which are routine procedures for school and special program admission, children should not have to forego specialized instruction on the basis of a medical category that experts report to us is very hard to determine with certainty.

In summary, Mr. Chairman, the needs of children with specific learning disabilities require an expanded response from the education community. There is a need for a great deal of additional research into the problems of identification, classification, and treatment of these children.

Methods of instruction must be explored, and teachers and related specialists trained. Pilot activities exploring a variety of treatment models, special classes, tutorial programs, individualized instruction through specially designed media, preschool programs, et cetera,

should be developed across the Nation, so that the school systems will have a sound basis on which to build broader service programs.

We are already making progress in some of these directions under current authorities. H.R. 8660 and H.R. 9065 would provide additional authority to support training and research activities in this area, and would provide a new program of model service centers.

However, we are faced with an inflationary situation in which the Government must exercise extraordinary restraint in recommending new expenditures. The primary activities in this area should be in the development of personnel and in research activities as we noted, and we feel we can continue progress in these dimensions under current statutes.

In lieu of the approach in H.R. 8660 and H.R. 9065, we would recommend broadening the definition of the handicapped to include specific learning disabilities. It is not necessary to have a new grant authority because of the existing training and research authorities in Public Law 85-926 and Public Law 88-164 as amended.

Consequently, we do not recommend enactment of H.R. 8660 and H.R. 9065.

Thank you, Mr. Chairman, for this chance to comment on these bills and for your continuing interest in the well-being of handicapped children.

Mr. PUCINSKI. Dr. Gallagher, I agree with your statement that we have serious inflationary problems.

But this legislation does not provide any funds until fiscal 1971. Hopefully, by then, Vietnam will be behind us and maybe the interest rates will be brought down and maybe there will be tax reform so that we will have a more equitable distribution of the Nation's wealth.

Because we do not have an immediate problem in terms of budget and appropriations, setting budgetary considerations aside, I want to talk to you now as a professional man.

Do you really believe that you have enough authority within the existing bills, even if we were to broaden the definition of handicapped to include specific learning disabilities, to conduct the kind of research that you said we need in this program?

I admire and congratulate you for your statement. This is a new field, but one that has been too long neglected. As I said in my statement, we have no estimate on how many millions of children who have been denied any education simply because we didn't understand the nature of their problem, youngsters who could have been made very meaningful and productive citizens in later years.

Aside from budgetary considerations, which are not relevant right now as we are not setting anything for 1970, we are talking about 1971 and thereafter, do you feel that just the simple change that you have recommended will address itself to the major problem confronting several million youngsters of this country?

Dr. GALLAGHER. That is a very pertinent question, Mr. Chairman. I can respond to you, I hope, both as a professional man and as a representative of the administration.

In terms of the budget restrictions, this would prevent us from moving into the model service centers portion of the bill, because we do not have authority for model service centers.

In terms of the research and training authority, it is our position that we do have existing authority.

When you ask if that would be sufficient to place specific learning disabilities under the handicapped definition the answer would be that it would have to be accompanied by additional appropriations, I would think, in order to solve the professional job that you desire.

Mr. PUCINSKI. But, you see, the very thrust of your basic proposal in the opening part of your statement that we broaden the present legislation to provide for specific learning disabilities, it occurs to me that unless we have some special legislation identifying this problem, because of attitudes that have been developed over the years by people in your shop and all the way across the country, the youngster with the defective eyesight, the youngster with the defective hearing, the youngster with the visible handicaps as we have known them over the years will continue to get the main thrust of attention.

Of course, I would not begrudge that child that attention. I want him to receive it and I am a strong advocate of this assistance. But I feel, Doctor, that unless we specifically identify this new area and address ourselves to a program specifically designed for this area, we are going to continue to see this problem treated as a low priority item.

It is much easier for a local State legislature or a local State city council or a local school board to talk to their constituency about visible handicaps.

It becomes more difficult to try to explain to your constituency that there are youngsters who for special reasons, transpose letters and read backward, and who suffer various other learning disabilities that we are only now beginning to perceive.

Whether we offer an amendment to existing laws, it would still seem to me that we ought to have a program specifically designed for this problem. Otherwise, it is going to be overlooked as it has been overlooked through the years.

In my judgment, if there was sufficient authority in existing law, we wouldn't be having these hearings today.

Dr. GALLAGHER. Your point is well taken, Mr. Chairman. Various areas of the handicapped have developed at different times and some categories are more well developed than others. It would be our position that by including specific learning disabilities in existing handicapped legislation we would hope to provide sufficient support for them along with the deaf, blind, and mentally retarded, et cetera.

Your points are still well taken.

Mr. PUCINSKI. Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

If we went ahead with this legislation—I know you don't recommend the legislation, but would you suggest instead of using the term "children with learning disabilities" that we use the term "children with specific learning disabilities," but use the same definition?

Dr. GALLAGHER. Yes; use the definition that is included here.

Mr. QUIE. When you say you already have authority, it is not necessary to have a new grant authority because of the existing training and research authorities in Public Law 85-926 and Public Law 88-164, as amended. Are all of these included in the handicapped?

Dr. GALLAGHER. All of the children who would be included under the definition in this bill?

Mr. QUIE. Yes.

Dr. GALLAGHER. No. The truth of the matter is that we don't really know what the answer to that question is in quantitative terms. If you took a group of youngsters who would now be in a class in the State of Illinois, of 10 children, you could probably get a positive neurological findings on five of them.

Another five, you probably couldn't find anything or it would be ambiguous.

So, a number of children are already included in learning disability programs in the States that would not fall within the current definition of "other health impaired." That is why the definition would have to be expanded to include these children.

Dr. MARTIN. What we are saying is we have the kind of grant mechanisms, we can make grants to teacher training universities and grants for research, and with the recommended change we would be able to make those kinds of grants for these kinds of children; that is, if you change the definition of handicapped to include the words "specific learning disabilities," but we already have the mechanisms of distributing the support.

Mr. QUIE. So, you are not then opposed to a bill which would amend these two laws?

Dr. GALLAGHER. No.

Mr. QUIE. But rather than just opposing legislation, you want legislation that would change the definition so you would be able to provide the training for teachers and for research in areas of specific learning disabilities as well as the handicapped that are defined here.

Dr. GALLAGHER. That is correct.

Mr. QUIE. How close are we to the budget recommendations, through the authorization in both Public Laws 164 and 926? I see for 1970, there is an \$18 million for P.L. 164 and \$55 million for P.L. 926.

Dr. GALLAGHER. In the area of research, it would be a request appropriation of \$14.1 million and an authorization of \$18 million and in the training area it would be an authorization of \$55 million and a request of \$29.7 million.

Mr. QUIE. So, there is ample authorization in both of those two.

Dr. GALLAGHER. In training, not in research.

Mr. QUIE. You would have to have additional funds.

Would there be an opposition to increasing that authorization in the administration?

Dr. GALLAGHER. Yes.

Mr. PUCINSKI. At this point, if the gentleman will yield?

Mr. QUIE. Yes.

Mr. PUCINSKI. I believe that we ought to bring before us these faceless individuals in the Bureau of the Budget. I would like to meet these people. I would like to meet the people who make these decisions. I would like to see who they are and what their thinking is, what their background is, and why they take these positions.

We have a tendency here in the legislative branch of Government to just take at face value statements such as that made by the distin-

guished witness before us today. Dr. Gallagher is obviously limited by directives from the Bureau of the Budget.

If it is agreeable with the committee, I would like to call representatives of the Bureau of the Budget. I would like to get their thinking. I think their views are important as long as the Bureau of the Budget has now become the key agency of Government.

Mr. QUIE. Don't say "now become." It has been for a little while.

Mr. PUCINSKI. I am not suggesting it has done this under the present administration, because we have had the same problems in the last 20 or 30 years in all administrations. But I believe, if it is agreeable, we ought to start bringing these Bureau of the Budget people here.

As long as they are going to be a fourth branch of government that has veto power over everything that everybody does, it would seem to me we ought to know who they are.

Mr. QUIE. I am for it.

Mr. DELLENBACK. If there is any cooperation that we can give you from our side, we are certainly willing to do it, Mr. Chairman. I think the point you make is sound, and that their role is significant. I think while we are exploring not only this bill and this issue, but other ones from time to time, we ought to be calling these people as witnesses before us.

Mr. PUCINSKI. All right, very good. Counsel will be so instructed.

Mr. QUIE. If you are successful in that, let's get people who veto vocational education funds down here.

Mr. DELLENBACK. That is one of the critical ones. It is not just this program.

Mr. QUIE. What about title VI of P.L. 89-10? If we change the definition of handicapped there, would this be acceptable?

Dr. GALLAGHER. This would allow those youngsters who fit this definition to participate fully in title VI; yes.

Mr. QUIE. What would be the reaction of the various organizations of handicapped children to such a move, because we now have a \$29.25 million request for funds out of \$206 million authorization, 14 percent?

Would the associations for the mentally retarded, the deaf and blind, crippled children, then look at their money being diluted so their children get less money than before? What would we run into?

Dr. GALLAGHER. I think there would be a kind of ambivalent reaction. They would be happy that other parents who had handicapped children would be getting some needed service. I think from the purely personal standpoint, many of these organizations have fought so hard for the limited gains that they have made in the area of mental retardation, or the deaf, or the blind, they might feel rather envious that another group of children is going to be drawing at the same limited source of funds.

So, I would think we would get some negative response on that.

Mr. QUIE. What was the result of adding new categories to the training of teachers? It started out in 1958 with a law just for the training of teachers for mentally retarded and this expanded to other handicapped groups.

Dr. GALLAGHER. The negative reaction was limited, but the reason for that was at the same time that these other categories were included, that the total amount of funds available went up rather sharply.

We are now in a situation where the training funds are not going up and the research funds are not significantly increasing. So, we are in a very different kind of situation.

As long as you have increased resources, you aren't going to get a negative reaction. But if you have the same amount of resources and you are bringing a new population in, then you are going to get some kickback.

Mr. QUIE. Another analogy we could use is title III of the National Defense Education Act. At one time there were substantial appropriations and we then included new categories.

Finally, I guess we compromised in conference to include industrial arts and put it 2 years ahead so we wouldn't have any worry about money.

Now that hit down to zero funding. Is there any danger of going in that direction, of adding new groups to title VI of ESEA?

Dr. GALLAGHER. I sincerely hope not.

Dr. MARTIN. We have the problem with the fact that this legislation and the great interest in the area of the handicapped has just happened at a time where the other kinds of budget constraints have been very great. It is an unfortunate coincidence that the authorizing legislation has hit in the last 3 years right at a time of great pressure on the budget so that 14-percent authorization for title VI is a very low one.

I would assume that the 14-percent appropriation of the authorization level probably is as low as any other program other than the zeros that you mentioned.

So, there is the problem that with the costs going up, the number of children served this year will be slightly reduced. The number of teachers trained will be slightly reduced and additional new responsibilities will create certain problems.

Mr. QUIE. In the past we have run into this problem and we have worded our amendment so that there would be no money for a new category in the appropriation at the previous year's level, but that the new category would be able to share in the increases in appropriations.

Do you think this would be more acceptable? I am asking these questions and I would like to have some of the other group react to that one, too.

Dr. MINSKOFF. I am sorry.

Mr. QUIE. Would there be more of an acceptance by the groups of the handicapped children who have a specific interest, if we amended title VII of ESEA to include the specific learning disabilities, but provided only that they would be sharing in the money over and above that appropriated at the present time? We will say over and above \$30 million.

Dr. MARTIN. You wanted some of the professional and lay groups to answer that question.

Mr. QUIE. Is there any opposition in the Department if we would do it that way?

Dr. GALLAGHER. I don't think so. Because this bill now would start in 1971, anyway, would it not?

Mr. QUIE. Yes.

Dr. GALLAGHER. So, I don't think there would be any opposition. The youngsters who are eligible under our other health impaired would be still eligible and participating.

Mr. PUCINSKI. Do I understand that what you are saying is that you have no objection to this legislation, if there were the sort of caveat written in that no funds can be drawn for this program out of other funds? It could become operative only if there were new funds furnished for this particular program?

Is that what you are saying, Dr. Gallagher?

Mr. QUIE. I was talking about the situation where we have the same budget request as last year's appropriation—\$29,250,000. So, the learning disability group will not be able to share in that \$29,250,000, but any appropriation above that, then they would share.

Dr. GALLAGHER. What was being discussed, I think, was the current authorities rather than the new authorities that we proposed here.

Mr. QUIE. We have no trouble with current authorities; \$206 million. We have a long way to go.

Dr. GALLAGHER. As long as the appropriations do not go up, I think we can summarize by saying that we would have some problems with other groups of the handicapped, because of the additional burden it is going to put on them with the limited money available.

Mr. QUIE. Because you would have to take money away.

Dr. GALLAGHER. That is true.

Mr. QUIE. We would prefer not to take money away, especially when the appropriation request is the same level as the appropriation for the 1969 fiscal year.

Dr. WITHROW. I think it is worth while to remember that the \$29.25 million is really reaching a very small group of the other handicapped at this time because, as you know, if there are 5 million handicapped children, you divide \$5 million into 29.25, it just doesn't come up to very much money on a per-day or per-year basis.

It has been our experience in the projects that it takes an expenditure of somewhere between \$200 to \$300 per child to get a project going. This is assuming that the State and local area are putting in a great deal of money also in this area.

Per-capita cost is quite high for education of this kind of child or any other handicapped child.

So that I am sure that unless we had additional appropriations, we would have some flak from the other areas of the handicapped.

Mr. QUIE. Mr. Chairman, I had some strong support from my district, especially from the Rochester, Minn., public schools. Mr. Warren Zimmerman, director of title I program in the public schools, has written me a letter of his support for this legislation. I would like to have that made a part of the record.

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

(The letter referred to follows:)

ROCHESTER PUBLIC SCHOOLS,
Rochester, Minn., June 19, 1969.

HON. ALBERT H. QUIE,
House of Representatives,
Washington, D.C.

DEAR MR. QUIE: I am sorry that I was unable to come to Washington to testify and convey our opinions about H.R. 9187. If this letter can serve as a next best answer, please feel free to use it.

Here in Rochester, we have worked with countless numbers of students in our Reading program who were diagnosed medically as having severe cases of dyslexia and these students have learned to read with good reading instruction provided by the public schools. In my opinion, to label them dyslexic only impedes the process of doing what we know need to be done but we lack funds and trained reading teachers to do the job adequately.

I hope the bill you are introducing will provide these kinds of services to the public schools and will insure that educational diagnoses and educational problems be handled in educational institutions.

If this bill becomes a reality, I would appreciate a note from you as to how we might apply for a grant in order to start a diagnostic center in this part of the state. Should medical people be needed to diagnose certain types of brain injured children, we would have a world renown resource for this in the Mayo Clinic.

If I can be of further assistance in any way, please feel free to contact me.
Yours truly,

WARREN W. ZIMMERMAN, *Director.*

MR. PUCINSKI. Mr. Dellenback?

MR. DELLENBACK. Thank you, Mr. Chairman.

Dr. Gallagher, I interpret those, both your formal testimony before this committee and also your response to the questions that both the chairman and Mr. Quie have asked you, as recognizing the seriousness of the problem to which these particular bills, H.R. 8660 and H.R. 9065, are addressed.

Am I correct in this?

Dr. GALLAGHER. Yes; you are correct.

MR. DELLENBACK. I further interpret your testimony as talking about not whether there is a need to do something more than is being done in these areas, but rather about what it is that we best can do legislatively to reach the goals of serving these handicapped.

Again, am I correct?

Dr. GALLAGHER. Yes.

MR. DELLENBACK. I interpret you then further as saying that, in your opinion, we can better handle it by taking present authorization legislation and amending it rather than creating a new category of aid.

Am I correct in this?

Dr. GALLAGHER. Yes; that is essentially correct. Actually, there would be a new category, but it would be included in existing legislation.

MR. DELLENBACK. But instead of creating a new category which would of necessity—

Dr. GALLAGHER. We would be creating a new category, but not a new authority. The category of specific learning disabilities would expand the existing population of children under the definition of handicapped. But we would not be then getting a new legislative authority.

MR. RUTH. Would the gentleman yield?

MR. DELLENBACK. I will be glad to yield.

MR. RUTH. Did you say that you did advocate an amendment to the present bill?

Dr. GALLAGHER. Yes.

Mr. RUTH. To the present existing law.

Dr. GALLAGHER. Yes; that is right. We have existing training and research authority in the area of the handicapped.

Mr. RUTH. But you did advocate amending this?

Dr. GALLAGHER. Yes.

Mr. RUTH. You haven't spelled out what amendment you would recommend?

Dr. GALLAGHER. Specifically, it would be an amendment of the definition of handicapped children. The handicapped children in all of the Federal legislation now is fairly standard and is reproduced in the testimony.

What the amendment would do specifically would be to include these children. So, a term "specific learning disabilities" would be added to fit all of the other terminology of deaf, blind, crippled and so forth.

So, these children would be added to the children who would be eligible for training and research funds under the 88-164, as amended.

Mr. RUTH. You feel that by amending this present law to this extent that you gain just as much as you would by enacting this legislation?

Dr. GALLAGHER. This would enable them to participate in the existing training and research.

Mr. QUIE. Would you yield?

Mr. DELLENBACK. I yield.

Mr. QUIE. I have difficulty understanding what you mean by that, because I thought you wanted to amend the present law for handicapped children and children with specific learning disabilities so you define handicapped and specific learning disabilities?

Dr. GALLAGHER. No, Mr. Quie. What we are proposing here as an amendment would be to change the language of the definition so that in addition to—it is on page 4—to say that handicapped children are defined as mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed or crippled or other health impaired the term "specific learning disabilities" would be inserted somewhere in there and this would make these youngsters then eligible for the provisions of that law.

Dr. MARTIN. We think there should be a subsequent clarification of what that term means, using the language that is in the bills before the committee.

Mr. QUIE. So, you would have another definition of a definition.

Dr. MARTIN. In a sense, yes; because of a new term.

Mr. DELLENBACK. Both Mr. Ruth and Mr. Quie have jumped ahead on one of the questions that I was going to make or request I was going to make of you.

May we ask you then, Dr. Gallagher, to submit to us specific language of proposed amendments on either 88-164 or 85-962 or 89-750 or 89-10 or whichever one or more of these present pieces of legislation such amendatory language should go into?

Because if you are going to suggest that it be done this way instead of by new bills, you can be of great help to us by giving us the benefit of draftsmanship and suggestions.

So, may we request, Mr. Chairman, that this be received from the Department and be considered by the subcommittee?

Dr. GALLAGHER. We would be pleased to do that. That definition is the same in all of the handicap legislation.

(The information referred to follows:)

SUGGESTIONS FOR INCLUSION OF SPECIFIC LEARNING DISABILITY IN CURRENT AUTHORITIES

We would suggest that the words "and children with specific learning disabilities" be added to the statutory definitions listed below, following the phrase "crippled or other health impaired children who may by reason thereof require special education". We would suggest that this definition be placed in the following legislation:

(1) Section 614 of Title VI, of the *Elementary and Secondary Education Act* (P.L. 89-10) which section defines the term "handicapped children" for that title.

(2) Section 4 of Public Law 90-538, *The Handicapped Children's Early Education Assistance Act*.

(3) Section 1 of Public Law 85-926, *Grants for Teaching in Education of Handicapped Children*.

(4) Section 302(a) of Title III of Public Law 88-164, the *Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963*". (The above recommendations for changing the definition in Public Law 85-926 would carry with it an automatic change affecting the definition in Title V of Public Law 88-164)

(5) Section 2(4) of Public Law 85-905, *Instructional Media for Handicapped Children*.

(6) Section 103(a) (5) of the *Elementary and Secondary Education Act*, 1965 (Public Law 89-10).

(7) It should be noted that the definition of handicapped children as changed in Title VI of ESEA, would also affect Title III of that Act.

(8) In section 108(6) of the *Vocational Education Act of 1963* (as amended by Public Law 90-576).

Changing the above listed statutes would provide a consistent definition in each place where handicapped children are so defined in Federal Education statutes.

In addition to rewording these definitions, the Sub-committee may wish to include an additional definition of the term specific learning disability, such as that proposed in HR 8660. This definition would appear in Title VI of ESEA and be referenced in other Acts.

Mr. DELLENBACK. May we have your suggestion as to which pieces in presently existing legislation that change should be made as the other half, then?

Dr. GALLAGHER. Yes.

Mr. DELLENBACK. Because my staff in checking on this had come out before that we had 85-926 as one public law, 88-164 and 89-750 which is in effect title VI.

Dr. GALLAGHER. There are others.

Mr. DELLENBACK. If there are other pieces of legislation, I would appreciate also getting those. So, you will supply this to us.

Dr. GALLAGHER. We will be pleased to do that.

Mr. DELLENBACK. I don't mean to chew at this too hard. When I opened my questioning I talked in terms of categorical aid versus broadening definitions, if you will. If I interpret correctly what you are really saying to us, you don't want to set up another narrow category which would have its own line-item authorization or its own line-item appropriation.

Aren't you talking about broadening definitions so that the grants could cover a broader scope of training and application than at present, rather than creating a new narrow category?

Dr. GALLAGHER. The category is there and it is there in a number of States. These youngsters have fallen through the cracks. That is really what the situation is. They have not been identified as clearly and as definitively as other handicapped children.

The increasing sophistication of our ability to measure children's problems have now brought to the surface this group of youngsters. However, it has brought them to the surface after the legislation and the definitions have been proposed for these other kinds of handicaps.

What we are really proposing then is just to allow these children to participate along with the other handicapped children in the benefits of handicapped legislation.

Mr. DELLENBACK. I don't mean that. But we have a fundamental question of legislation. I am sure that Dr. Alford has wrestled with us on other occasions and I would put the question to one or the other of you.

One of the concerns that some of us have had is that every time a new idea comes along we create a new category. We then create a whole authorization and a whole appropriation for that new category.

The question that we are really facing here in my mind is whether we do it within the framework of existing legislation or whether we do it by new legislation. Are we really suggesting creating a new category with its own authorization and its own appropriation? Or are we talking about the greater desirability of broadening definitions so that authorizations will cover broader areas than they now cover and appropriations will cover broader areas than they now cover? Within those broad definitions, there can be grants for one or the other of a series of purposes with the priorities established by the administrators or by the States rather than with the priorities established by the Congress in creating rigid authorizations and appropriations.

Dr. GALLAGHER. That is essentially correct. Dr. Alford wants to comment, too.

I would merely say that, in terms of the general point you are raising, the one issue that has to be dealt with is where is the need and why does this need exist, if there is existing legislation to take care of this problem?

That is where the stimulus comes for the special push on special issues. Whenever there is a special issue that arises, such as this area, which has had tremendous ferment over the last 4 or 5 years, then there is a great deal of impatience and skepticism on the part of the parents and the professionals in the field that this problem will be settled by fitting it into a broader definition.

Dr. ALFORD. I think your definition is essentially what we are doing. The problem is that you can define "category" in a number of ways. If we take the category of handicapped, we consider this as a category.

In effect, what we are recommending is broadening this category to include the learning disability.

Mr. DELLENBACK. But you are not, Dr. Alford, talking about creating a subcategory within the category, and that subcategory to have its own specific line-item amount to be spent on it?

Dr. ALFORD. No, it is only a definitional category within the broad category of the handicapped.

Mr. DELLENBACK. The problem is semantic. I want to get to the substance because we wrestled last year with vocational education.

One of the things that we decided there was desirable was to break down narrow lines that separated subcategories and leave all the areas of help that could be achieved within the subcategories, but put them in one larger broadened category with flexibility permissible within the broadened category.

I just want to be sure that this committee understands correctly what you are suggesting to us. You are suggesting again a broadened category with aid to be possible for this specific type of need rather than creating a rigidly defined subcategory within the broadened category and in effect achieving in my mind very little to increase flexibility.

I am correct, aren't I, then, in the way we are interpreting what you are suggesting to us a broadened definition which will permit putting aid where it is not now possible to put aid, but in so doing making it one of the permissible uses within a rather broad area of handicapped, if you will, rather than just taking again a narrow concept and sticking it somewhere within present legislation?

Dr. ALFORD. You are correct.

Dr. GALLAGHER. That is correct, because the allocation of funds then would be made administratively rather than by legislative fiat.

The real reason I think why this is such a difficult problem is under the more generalized authority is, do the needs of the specific groups get met? I think the reason why the specific groups are coming here to you today is that they have some doubts about that kind of a strategy.

Mr. DELLENBACK. If you will, my own concern is that as long as the decision is being made dollarwise, I don't see any greater likelihood that the needs of a specific category with which we are concerning ourselves here are going to be any more adequately met by creating a new rigid area than they would be by broadening the present definitions.

I say that because the Bureau of the Budget or whoever makes the dollar decision can still just refuse to appropriate or include any item for the narrow category if they feel that balanced off against other relevant needs it is of low priority.

Mr. QUIE. Would you yield?

Mr. DELLENBACK. Yes.

Mr. QUIE. I think vocational education is an analogy of another thing we ran into. We did broaden vocational education to include everything of a comprehensive program.

However, the act included training of teachers of vocational education as well, but they got left out in the cold.

So, the Congress decided to set up a special training program for vocational education teachers.

The Department, as John indicated, remains recalcitrant on that and won't put up the money or make the budget request. Maybe it wasn't the Department. Maybe it was the "faceless" people down in the Bureau of the Budget.

But, if there is specific legislation, Congress can appropriate money for that specific line item. The Appropriations Committee can also earmark it if they want to. You probably won't get some money for a new program unless you put something in for the specific learning disabilities.

It is more difficult if there is a law set aside. So, I say we do have a problem there, John, of funding it.

Mr. DELLENBACK. Mr. Quie, we are really off into committee discussion on this but we are also talking about the relationship between the Office of Education and the Congress on this.

My concern is there are more needs than are at present being met. Somebody is going to have to make the decisions of priority. Where should we apply the limited funds that are available?

My concern is that, when we have the Congress make this determination, we have said every time we create a new category that this new category is important. That means the only answer from our standpoint is full funding for all of the authorizations that we have passed.

But as long as we don't fully fund, then somebody is going to have to make the determination as to priorities within the authorizations that we have created.

Quite frankly, I am reluctant to see the Congress, without going back and restudying all of the programs, as we put each piecemeal new program on it, say, "But this one comes at the top of the list."

I think that this is part of the responsibility we have in the Office of Education. Unless we turn to you and say, "We are fully funding every program that we have authorized," we are forcing you to make determinations of priorities.

It seems to me that either we ought to have a reasonable degree of confidence that you can do it soundly or we ought to get rid of you, one way or the other.

May I ask one more line of questioning on this? I will have to do this, I suppose, carefully.

Do you feel that the needs, which are to be served, let's say under 89-750, title VI could, if there are no reasons of economic stringency involved, call for more than \$29,250,000?

Dr. GALLAGHER. Do I feel the needs would call for the expenditure of these moneys?

Mr. DELLENBACK. Yes.

Dr. GALLAGHER. Yes, indeed. The information that we have received from the State departments of education whom we have asked to tell us what their needs are have revealed that less than 40 percent of those youngsters fitting under that handicapped definition are really receiving specialized services now.

So that the total amount that would be needed to provide adequate special services as accepted by the professionals now would be substantially in excess of the authorization, to say nothing of the appropriation.

Mr. DELLENBACK. I have a little greater concern when Dr. Withrow made his remark about 5 million people involved and I see we have approximately \$30 million involved. That is about \$6 a youngster.

Yet the figure you threw out, Dr. Withrow, is that somewhere between \$200 and \$300 per youngster is really necessary from the Federal Government. That presupposes some additional local funds, so we are either talking about \$6 a youngster or we are talking about taking care of only one out of 40 or one out of 60 young people.

So, I assume, then, Dr. Gallagher, that you feel we could soundly spend more than the \$29,250,000.

If the Congress were to appropriate more than this amount, would you have any hesitancy about allocating it and assisting in the expenditure of these increased amounts?

Dr. GALLAGHER. No, sir.

Mr. DELLENBACK. So, you are not recommending to us that we increase the appropriation, but if the Congress were to do this, you and your department stand ready to assist in every way possible to see that those dollars are spent efficiently and effectively, and you feel they can be spent efficiently and effectively.

Dr. GALLAGHER. There is no doubt about that.

Mr. DELLENBACK. You wouldn't be at all disturbed if we were to appropriate these additional amounts.

Dr. GALLAGHER. I think that is a fair statement.

Mr. DELLENBACK. Thank you, Mr. Chairman.

Mr. PUCINSKI. Mr. Ruth?

Mr. RUTH. Thank you, Mr. Chairman.

I want to commend you gentlemen for two stands you have taken: Let's don't have some additional legislation if we can broaden the concept of present legislation and do the same job.

Is this correct?

Dr. GALLAGHER. Essentially.

Mr. RUTH. You are not for writing more and more bills?

Dr. GALLAGHER. No, sir.

Mr. RUTH. I wish we had more of those.

Secondly, you recognize the need for not increasing the budget at this time even though it is within your specific bailiwick.

Is this true?

Dr. GALLAGHER. Yes.

Mr. RUTH. I think this is fine.

I kind of feel like we are in the position of the Boy Scouts that wanted to lead the old lady across the street but she didn't really want to go.

We are trying to give you some money that you recognize we don't have to give you. I commend you.

Thank you, Mr. Chairman.

Mr. PUCINSKI. Doctor, you were talking about the amount of money that you now have for the current program of handicapped children.

Mr. Dellenback said you are spending around \$6 per child. That is not correct. The figures that we have, 2.7 million mentally retarded youngsters in this country, 3.27 million children with a speech impediment, and 5.4 million children who are emotionally disturbed. That comes out to somewhere around 11 million youngsters and some of them have dual handicaps, so that \$30 million that you now have has to be spread out somewhere around 11 million youngsters which comes out to less than \$3 a child.

We want to add to this another category of 1.5 million youngsters whose needs really are a great deal different than those of youngsters who are included under the present act.

The present law defines these youngsters as "mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children," health impaired, I underscore.

The youngster with a specific learning disability really does not fit into any one of these categories. He may be a perfectly normal, healthy, lucid child, but he has a specific learning disability that is very difficult to detect.

The reason that we are supporting this legislation is because quite properly we have discovered in recent years this phenomenon, which is not easily identifiable.

I would like my colleague, Mr. Dellenback, to seriously consider whether we would really be reaching this special category of youngster who really does not belong in the other definitions.

Furthermore, how could we possibly even consider trying to deal with this category of youngster within the framework of existing legislation, even if we appropriated more money. Whatever additional funds we appropriated for the present act dealing with handicapped children are still grossly below what we need. The gentleman himself said that even using his figures of \$6 a child, we need at least \$300 a child.

This country had better wake up to one fact: We are going to continue spending billions of dollars on public aid programs, on various programs dealing with social disorders, crime in the streets. We are going to see continued havoc and chaos if we don't address ourselves to problems of emotional instability in human behavior.

We are talking about \$30 million for title VI. We have no hesitancy in appropriating \$1 billion for title I, and the various other programs. We had better start thinking about priorities.

I know you have a problem, Doctor, you are here representing the administration. I don't want to try and get you to say something that you don't want to. But I would be certainly willing to accept your recommendation that we add to this bill the words "specific learning disability." I think that is a good suggestion.

In my judgment, I believe future witnesses before this committee will make an unequivocal case that we have to address ourselves to this new phenomenon. We can make real progress in treating learning disabilities by developing model centers, providing research grants, and professional training.

When we talk of the youngster with a specific learning disability, we are talking about, for the most part, a perfectly normal youngster who cannot be readily identified, but who does have a specific learning disability which impedes his progress in education.

MR. DELLENBACK. Will you yield?

MR. PUCINSKI. Yes.

MR. DELLENBACK. We are touching another issue. This isn't the time to debate it in great length, but the issue is what is the purpose of this subcommittee having hearings at all?

Why do we call witnesses before us? Do we call witnesses to play on them like an organ to get them to say what we have already made up our minds we want to say, or do we ask witnesses to come to ask them what they think about it? Are we going to argue with them to persuade them of our view or are we going to ask them, "Give us your opinion on this"?

You have raised a question to which we now ought to turn and put to Dr. Gallagher and his people. You have heard this question of

whether or not the present law as quoted on page 4 of your testimony—deals with a type of disability that is really alien to what this bill is reaching for. Should we, in effect, be following the suggestion of the chairman rather than trying to amend the definition to include something which does not properly belong there because one is physical and one is nonphysical? Or should we walk the road of broadening the definition?

Would you have further comment that you would give us in the way of advice on the point to which the chairman has just addressed himself? Are these subjects so alien that they don't belong within the same definition, or are they really so very close that we could better serve the problem by including them within the same definition?

I am not trying to tell you what you ought to say. I am very interested in which is really the proper road.

Dr. GALLAGHER. I think we are faced with an agonizing problem in terms of what you gentlemen have so eloquently stated in terms of the needs that are unmet. That is one of the things which is stimulating all of the interest and concern.

Our position is that we would like to see these youngsters included under the definition of "handicapped" in the training and research legislative authorities to provide services for them.

What has been recognized is that we are a long way in our society from providing adequate services for any of these youngsters. What we are dealing with today is a group of youngsters who have received less than most because their discovery has been late. Attention is now being focused on them where it wasn't focused before.

That is the issue that is involved and what we are discussing today.

Our position is that if we include these youngsters under current authority, and the fiscal future looks brighter than the situation does today, we would be able to provide more resources for these kinds of youngsters as well as all of the other kinds of handicapped youngsters.

Mr. DELLENBACK. Since the Bureau of the Budget by and large in the procedures, as I understand it, doesn't just reach off into the blue and make up these figures itself, does it turn to the Department and say, "Give us your recommendations" and then act on departmental recommendations?

From the standpoint of this category with which we are here concerned, would you be less apt to include in your request for appropriations figures which would be roughly in your mind or in your working preliminary thinking aimed at helping this category if it were included in this broad group definition, than you would be if we set it up as a special narrow category off by itself?

Dr. GALLAGHER. If this group had its own bill and its own budget, then that budget would operate independent of the allocations that would have to go to the other areas of the handicapped. From a practical standpoint, a new program and a new group of people, that gets inserted into a program where there are existing interests where the money is not increasing, but in terms of inflation it is actually going down, then there are very practical problems involved in providing major support for this new area when the interests of all of the old areas are really being brought to bear.

Mr. DELLENBACK. Would that apply equally well whether we established by legislation a new category or whether we broadened present

definitions to make it possible to cover this category within those broadened definitions?

Dr. GALLAGHER. No; because a separate authorization and a separate appropriation would be made for that.

Mr. DELLENBACK. But whether there would be a separate appropriation would, in effect, begin with your recommendations to the Bureau of the Budget, then followed by the Bureau of the Budget's action, and then followed by congressional action.

Dr. GALLAGHER. That is true.

Mr. DELLENBACK. I am back again to your action within that structure. Would you be more apt to recommend that there be included within the final appropriation, within the budget, funds for this particular category of need if we had passed a bill creating a new category, than you would be inclined to include money for this particular need if we merely broadened the definition and made it possible for you to use funds under a present existing statute?

Dr. GALLAGHER. If I understand your question, the answer is that, if there were a separate authority for this group, the recommendations for that group of children would be based more upon the specific needs in that area and would not be complicated by the interests and needs of the other areas of the handicapped that compete for the existing funds in the general handicapped legislation.

Mr. DELLENBACK. So, you would find less competition if we had a new category in your own determinations than you would find if we put it within this broadened category?

Mr. PUCINSKI. More competition?

Mr. DELLENBACK. They find less competition. Dr. Gallagher is to a degree saying something different to me because he is now arguing if we want aid for this particular category. He is arguing for a new bill.

Mr. PUCINSKI. Dr. Gallagher has answered all of my questions and I am going to quit while I am ahead. [Laughter.]

Mr. DELLENBACK. I am not trying to force him. I want to know which of these two things he is really saying, because he has now said two contradictory things to me.

Mr. PUCINSKI. What was that statement my colleague made here as I yielded to him and asked questions about bringing a witness over here and cross-examining him?

Mr. DELLENBACK. I think the cross-examination is very much in order. My statement, Mr. Chairman, was that we should not quit merely because we think that the last statement he made was subscribing to the view that we had already arrived at.

Mr. PUCINSKI. That is the name of the game.

Mr. DELLENBACK. I don't think it is the name of the game. I will be both facetious or serious, whichever you want to be on the particular matter, but I think the purpose of these congressional hearings ought to be to elicit the broadest, soundest, expert testimony we can get.

Mr. PUCINSKI. I agree.

Mr. DELLENBACK. I have heard Dr. Gallagher in effect in the last hour say two different things. One of them said he doesn't feel we ought to create a new category of aid. He thinks we ought to amend present legislation to broaden the definition. That is the theoretical argument.

The second practical statement which I have just heard him make is that if we really want to get money into this category for this par-

ticular help, then we had better create a new category because that is the best way to achieve it.

I would like to get Dr. Gallagher's answer to this.

Which are you really saying to us?

Dr. GALLAGHER. It seems to me that you, first of all, discussed the specific current situation. Then you created a hypothetical situation. I was giving the hypothetical answer to a hypothetical situation.

Dr. ALFORD is anxious to clarify. [Laughter.]

Dr. ALFORD. In this question you are really talking about terms of strategy—which approach would give you the most chance for extra dollars? I am inclined to think that we can give you no assurance that either one would result in an increase over the other.

I think I can say Dr. Gallagher and his staff would give equal attention to congressional directives, whether it came through the categorical approach or through the new definition we are recommending.

I think I would throw out to you that there has been a change in pattern in recent years. If we go back a few years, there was an assumption that by creating a new category you did have a better chance of getting the additional money. But one of the things that has happened is that the Bureau of the Budget now automatically strikes out all of the new programs.

One of the easy ways in budgeting is to say, "We will not fund anything new in the coming year."

Mr. PUCINSKI. This is the point I would like to make to the committee. With all due respect to this very distinguished witness before this committee, I am sure that Dr. Gallagher has tried to do the very best he could here this morning under very difficult circumstances.

If we could separate him from the Bureau of the Budget, and other considerations, and ask him as a professional man what his judgments are on this subject, we would probably get one set of answers. But he is an administrator. He has a responsibility. He is a member of a team. There is regulation. Whatever he says here must be cleared by the Bureau of the Budget.

We understand this. This is why I did not want to press him any further, because I know he has problems and other witnesses coming before the committee have problems. That is why I want the Bureau of the Budget here.

I think Dr. Gallagher has been perfectly frank. He said that within the framework of the recommendations of the Bureau of the Budget they would recommend that we merely add to existing law the words "children with specific learning disabilities." And then have the Department try to provide assistance to those youngsters within the broad framework of the law.

But he is a very honest and realistic man. He adds that when you do this you must be prepared that whatever programs there are for children with specific learning disabilities will have to compete against all the other existing categories in the law.

Each of these categories has some very persuasive spokesmen.

If some money should be diverted from the program for the blind to the program for children with learning disabilities you will hear an outcry all over the country.

Dr. Gallagher gave us a perfectly honest answer. He said, "I have to recommend to you an amendment of existing law, but I must caution you that, when you go that route, you are going to have to compete against eight or nine existing programs which now are trying to take care of 11 million children with a \$30 million recommendation."

That is the way I understand his testimony. I congratulate him for his complete candor and frankness.

Mr. DELLENBACK. I assume all of his testimony is both honest and frank. But I don't read him as saying quite what you just said, because I read him as saying—I think as a practical matter this is true, Mr. Chairman—there is a constant competition for the dollar. The question really is, Who is going to get the priority for utilization of limited dollars? Is it going to be done by this Congress?

Yes, ultimately it is our responsibility to act on it.

Is it going to be done by the Bureau of the Budget?

Yes, they do some setting of priorities on this.

But we are trying to cut through this and go back to the Department itself. It must be making choices. I am asking simply will that choice be any different if we have frozen the categories of statutory authorization than if we have given you a broadened definition?

Either way, Dr. Gallagher, your Department must make a choice of priority; if we give it to you in broadened definition, you must make the choice therein.

If we give it to you in a series of not two categories but of 17 categories, you still must make the choice.

My question to you is, Is it going to materially different whether we give it to you in one broadened definition and you make the choice within that in the administration of the programs, or whether we structure it in a series of narrow boxes and then give you the choice.

Dr. GALLAGHER. What we would have to do would be to make a recommendation and, within whatever restrictions that are imposed upon us by the Department, by the administration, we would try and recommend the limit possible to meet the needs of these youngsters.

So probably, like what Dr. Alford said, we would come out pretty much the same either way.

Mr. DELLENBACK. Then from the standpoint now of following down the chairman's acknowledgment that you are some of the Nation's experts in this particular area do you feel that the broad-scale needs of the disadvantaged could be better met in the allocation of resources if we give you the direct responsibility within a broadened definition than they could be met if we gave you a series of narrow categories?

Or, do you feel that their needs will be better met with the series of narrow categories?

Dr. GALLAGHER. I don't believe the needs as we have described them, and as Dr. Withrow has pointed out, are going to be met either way unless there are substantial increases in the area of appropriations.

Mr. DELLENBACK. Do you feel we can make a better allocation as among competing priorities if we give you a broadened definition to work under than if we give you narrow categories?

Dr. GALLAGHER. It will have the benefit of neatness and administrative efficiency. In terms of what the chairman has already stated, on a practical matter, the new group of children coming into the category are going to have difficulty competing, with whatever money is available.

I think that is the issue which is involved here.

Mr. DELLENBACK. So if we want then to have some new special aid given to this category, and if we want to set that priority up higher than the other categories, then we had better create a new program.

Dr. GALLAGHER. This would be the Congress' function.

Mr. DELLENBACK. Is this the answer to us, that that is the way to achieve it?

Dr. GALLAGHER. I am saying that if you wanted more resources applied to this group of youngsters, if you felt that this was necessary in order to get a beginning program underway, then that would be possible under the reasonable allocation of funds under existing authorities. Then this would be one way you could do it.

Mr. DELLENBACK. Is it the better way, more effective?

Mr. QUIE. If you would yield, all you have to look at is the International Education Act to find out how effective a separate category is. We passed a bill that we were very proud of. I imagine that Networks for knowledge and a few other programs are going to go the same way. The authorization bill passes but no appropriations are made.

Mr. PUCINSKI. The same logic then would apply to what Dr. Alford said. If the Bureau of the Budget is taking a hard unequivocal position that they will not fund any new programs, they are not going to allow any more money for this program whether we amend the existing law by inserting the words "children with specific learning disabilities" or whether we pass a new program.

But with a new program, we have a much better fighting chance to go before the Appropriations Committee, because it has visibility. However, if you bury it in the present law, and add it to the eight existing categories, as Dr. Alford said, their position is not to fund any programs.

You are not going to receive any additional money for this new program.

Dr. ALFORD. May I clarify that? I was referring to the fact that with a special new program they can automatically strike it out as we did in the past year. We don't know what would happen in this case. But since the Bureau of the Budget has approved our recommendation along these lines, we may be in a better fighting position to get more money from them through this new grouping.

Mr. PUCINSKI. We have three additional witnesses this morning.

Mr. QUIE. Let me make one comment. There is another means that can be used that we have not talked about, to say that a certain percentage of the money that is appropriated would be used for specific learning disabilities. They can't get around it.

Mr. PUCINSKI. H.R. 8660 provides that students enrolled in private schools must participate in all programs under title VI, including this new program for children with learning disabilities.

H.R. 9065 does not have this provision.

I wonder if we could obtain from you for the record the number of private-school children who are now participating in title VI existing programs.

Dr. GALLAGHER. Yes, sir.

(The information referred to follows:)

NON-PUBLIC-SCHOOL CHILDREN RECEIVING DIRECT SERVICES UNDER TITLE VI-A, ESEA, FISCAL YEAR 1968

	Total children	Non-public- school children		Total children	Non-public- school children
Total.....	53,738	13,054			
1. Alabama.....	1,994	45	28. Nebraska.....	229	3
2. Alaska.....	568	45	29. Nevada.....		
3. Arizona.....	849	59	30. New Hampshire.....	90	18
4. Arkansas.....	50		31. New Jersey.....	1,500	196
5. California.....	3,820	163	32. New Mexico.....	610	65
6. Colorado.....	1,006		33. New York.....	2,909	
7. Connecticut.....			34. North Carolina.....	4,637	17
8. Delaware.....	331		35. North Dakota.....	362	7
9. District of Columbia.....	167	42	36. Ohio.....	3,303	249
10. Florida.....	2,143	44	37. Oklahoma.....		
11. Georgia.....	5,747	162	38. Oregon.....	664	123
12. Hawaii.....			39. Pennsylvania.....	829	
13. Idaho.....	54		40. Rhode Island.....	114	
14. Illinois.....	1,362	136	41. South Carolina.....		38
15. Indiana.....	1,421	224	42. South Dakota.....	465	
16. Iowa.....	1,344	219	43. Tennessee.....		
17. Kansas.....	589	16	44. Texas.....	749	1
18. Kentucky.....	1,418	68	45. Utah.....	1,525	6
19. Louisiana.....	44	2	46. Vermont.....	12	
20. Maine.....	803	379	47. Virginia.....	63	1
21. Maryland.....	214	71	48. Washington.....	759	94
22. Massachusetts.....	5,308	367	49. West Virginia.....	8	
23. Michigan.....	1,314	65	50. Wisconsin.....	356	20
24. Minnesota.....	105	3	51. Wyoming.....	125	
25. Mississippi.....	1,772		52. Guam.....		
26. Missouri.....	1,387	137	53. Puerto Rico.....		
27. Montana.....	541	7			

¹ 6 percent of total children.

Mr. PUCINSKI. Gentlemen, we are very grateful to you. I think you have been very helpful to the committee. It is refreshing to have witnesses come before the committee and take on the members of the committee. You have done very well. I think this has been a very productive hearing.

STATEMENT OF WILLIAM C. GEER, EXECUTIVE SECRETARY, COUNCIL FOR EXCEPTIONAL CHILDREN; ACCOMPANIED BY FRED WEINTRAUB, ASSISTANT EXECUTIVE SECRETARY; AND DR. JEANNE MCCARTHY, DIVISION FOR LEARNING DISABILITIES, COUNCIL FOR EXCEPTIONAL CHILDREN, AND DIRECTOR, SPECIAL EDUCATION, SCHAUMBERG SCHOOLS, SCHAUMBERG, ILL.

Our next witnesses are Mr. William Geer, executive secretary of the Council for Exceptional Children, Mr. Fred Weintraub, assistant executive secretary and Dr. Jeanne McCarthy, division for learning disabilities, Council for Exceptional Children, Dr. McCarthy is also director of special education at the Schaumburg Schools in Schaumburg, Ill.

We are very pleased to have you here. I wonder if perhaps we can make much better progress if you would take your formal statements and put them in the record at this point.

You have heard the discussion this morning. This is something that you could not have anticipated in your statements.

If you wish, you may summarize your statements. You may want to read the statements in their entirety, but I don't think that will be necessary. I would much rather get your formal statements in the record and then perhaps have a chance for Mr. Dellenback and Mr. Quie and myself to spend the rest of the morning learning your thinking with regard to some of the problems that were raised this morning by the previous witnesses.

If it is agreeable with you, we will now put your statements in their entirety in the record at this point.

(The statements referred to follow :)

STATEMENT OF WILLIAM C. GEER, EXECUTIVE SECRETARY, THE COUNCIL FOR
EXCEPTIONAL CHILDREN

Mr. Chairman and members of the subcommittee, the Council for Exceptional Children on behalf of its 38,000 members involved in the education of handicapped and gifted children is pleased to have this opportunity to testify in support of H.R. 8660 and H.R. 9065, the Children with Learning Disabilities Act of 1969. We are joined in this statement by the Division for Children with Learning Disabilities, a division of The Council composed of 1,000 professionals engaged in the education of children with learning disabilities. The Council for Exceptional Children is appreciative of the efforts of this Subcommittee under the leadership of its Chairman for its past history in extending educational opportunities to handicapped children. We particularly commend the efforts of the Subcommittee last year in making possible the provision of vocational education services to such children.

Significant progress has been made throughout the nation in realizing the goal of providing equality of educational opportunity to all children. The efforts of the Congress have been a critical determinant in this regard. The Elementary and Secondary Education Act is considered by most, if not all, educators to be the great landmark act in the field of education. The efforts of this Subcommittee to extend the provisions of ESEA to the handicapped has had significant effect on stimulating the development of state and local programs. Statistics compiled in 1948 indicated that 15% of the handicapped were receiving educational services. Today the percentage has more than doubled. However, the fact still remains that 2 out of 3 handicapped children, are not receiving the educational services they need.

In 1963 in Public Law 88-164 the Congress defined handicapped children as:

Mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education.

While comparable state laws may vary slightly, the PL 88-164 definition has been the basic standard used throughout the nation. However, since the passage of PL 88-164 there has become an increasing realization on the part of educators of the handicapped that there are many children possessing a significant learning handicap, who also exhibit some uniformity of behavior but do not fall neatly into the existing definitions. Initially, because of the heavy interest in the neurological involvement of such children, a means was found to provide for program development in this area by stretching the label "other health impaired." While programs for these "between the cracks children" have grown, much professional and political debate has taken place as to the label for such a child and the scope of the problem. Professionals, depending upon their particular field of endeavor, have used such terminology as minimal brain dysfunction, neurologically impaired, dyslexia, developmental aphasia, learning disordered, etc. State laws vary considerably. The same child may be learning disabled in Connecticut, educationally handicapped in California, perceptually impaired in Idaho, brain damaged in Pennsylvania, and language handicapped in Texas. The First Annual Report of

the National Advisory Committee on the Handicapped (January 1968) bridged this problem by providing a definition that would be inclusive of children needing these special services and yet be specific enough to exclude a multitude of children having general educational achievement problems:

Children with special learning disabilities exhibit a disorder in one or more of the basic psychological processes involved in understanding or in using spoken or written languages. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic. They include conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental aphasia, etc. They do not include learning problems which are due primarily to visual, hearing or motor handicaps, to mental retardation, emotional disturbance or to environmental disadvantage.

The second problem was to come to grips with the scope of the problem. Certainly many parents feel that their child has a learning problem and is in need of some special assistance. Estimates as to the number of such children have ranged from 1% to as high as 20% or more. The size of the population to be served is a critical issue in determining the kinds of resources that can effectively be provided. The definition provided by the National Advisory Committee has attempted to control the population size so that the child is perceived as one in need of highly specialized services. There are many children who may need remedial instruction, more sympathetic teachers or some tutorial assistance who would not manifest the full behavioral and educational problems of the learning disabled child. While we encourage all efforts to make appropriate services available to all children, we agree with the focus of this bill which would limit its provisions to children having "learning disabilities." The National Advisory Committee has indicated that their definition would focus on approximately 1% to 3% of the school population. While this may be a conservative estimate it does provide a framework to which services can be addressed realistically.

In 1966 when the Association for Children with Learning Disabilities appeared before the Ad Hoc Subcommittee on the Handicapped to testify as to the needs of learning disabled children it was difficult for many to perceive learning disabilities as a field having a significant professional base. However, much progress has been made since that date. Today, more than 14 states have passed specific legislation authorizing or mandating the establishment of programs for such children. In addition, many states have under general authority allowed for program development. The literature in the field has expanded greatly. The major professional journals are increasingly devoting more attention to this problem, and there have evolved two major journals specifically devoted to the area of learning disabilities. Five years ago the only materials designed to meet the unique learning nature of the learning disabled child were developed and produced directly in the classroom. Today many of these materials as adapted by publishers as well as newly developed materials are being disseminated. The work of the Instructional Materials Centers Network and the ERIC Information Center funded by the Bureau of Education for the Handicapped has been significant in facilitating this dispersement and in promoting a keen interest on the part of private publishers.

During fiscal year 1969 the Division of Training in the Bureau of Education for the Handicapped made over one million dollars available to sponsor fellowships, institutes, and other training activities designed to train teachers and other specialists to work with learning disabled children. These funds made it possible to support 43 post masters fellowships, 140 masters fellowships, 18 summer traineeships, 20 junior year traineeships, 243 senior year traineeships and 458 special study institutes. In addition 4 grants were provided to college and universities to stimulate the development of training capabilities. Since the passage of PL 88-164 to provide for research into the learning nature of handicapped children there have been 8 research projects compiled which dealt specifically with the problems of the learning disabled child. There are 7 ongoing projects being funded under this program. Titles III and VI have made it possible to initiate a limited number of learning disability programs at the local school district level.

The question may be asked as to why with the present efforts being undertaken in the area of learning disabilities there is need for additional legislation. The proposed legislation will provide first, a recognition on the part of the federal government that learning disabled children exist, and in this regard

will express the intent of the Congress that efforts should be made to extend appropriate educational services to them.

Second, since existing authority has not clearly expressed this intent only minimal resources have been extended. Learning disabilities is a newcomer to the field of special education and thus has been forced to compete with other more established disabilities for a share of the resources. While we wish to see programs for the learning disabled child increase we concur with the National Advisory Committee that such increases should not be at the expense of other handicapped children. This legislation should afford learning disabilities the opportunity to develop to a point of equality with other programs for the handicapped.

Third, it appears that since learning disabilities is a new field, many interest groups have considered it to be fair game for exploitation. An article in the May 1969 issue of *Today's Health* pointed out that:

"Overanxious parents are being taken in by certain private reading 'services,' 'clinics,' and 'institutes' which make extravagant claims. While some appear to be doing a good job, many others are ineffectual, have poorly trained instructors, tend to exaggerate a child's difficulty, and offer facilities far less than those in up-to-date public schools."

Because parents have become frustrated by their inability to obtain appropriate services for their children in their local schools they have had to seek assistance from any resource available. The costs to the parent have been exorbitant and the heartbreak profound. Federal legislation providing for the upgrading of services for learning disabled children should aid in bringing a halt to the proliferation of disreputable programs.

Finally, it is our belief that assistance on the part of the federal government to develop programs for children with learning problems will provide great benefit not only to the child but to the field of education as a whole. The report of *The National Advisory Commission on Civil Disorders* pointed out:

"A 1963 survey of Chicago public schools showed that the condition creating the highest amount of dissatisfaction among teachers was a lack of adequate treatment of maladjusted, retarded and disturbed pupils. About 79% of the elementary school teachers and 67% of school teachers named this item as a key factor. The need for professional support in dealing with the extraordinary problems is seldom, if ever, met."

Many of these children if given proper diagnosis would probably fall into the category of learning disabled. It is very apparent that a child who for no fault of his own has not learned to read by the fourth or fifth grade and for whom the education system provides little hope will become a disruptive element in the classroom and the school. A 1965 survey of 277,649 juvenile arrests in California found approximately 55,000 youths evidencing learning disabilities and of the 5,470 juveniles remanded to California Youth Authority in 1966 approximately 20% possessed characteristics typical of the learning disabled child. If appropriate services can be provided to these children so that they can develop to their fullest then it seems as if there will be more opportunity for general education teachers to devote their efforts to the teaching process rather than to struggling with behavioral disorders in the classroom.

The Council for Exceptional Children enthusiastically supports HR 8660 and HR 9605. We would, however, like to propose a minor amendment and express several concerns from the field regarding the administration of these programs:

1. It is recommended that the bills be amended by the addition of term to qualify further the label "learning disabilities." The National Advisory Committee in their report used the terminology "special learning disability." Several states in their legal definitions such as Florida and Massachusetts have used the "specific learning disability." Either term we feel would make the Congressional intent clear that it is referring to a specific category of handicapped children and not any child with a learning problem.

2. Two years ago the Congress created the Bureau of Education for the Handicapped to administer and oversee all programs for the education of handicapped children. Persons in the field working with learning disabled children have often experienced being shuffled from one agency to another. We believe it is imperative that the Congress express its clear intent that this program is to be administered by the Bureau of Education for the Handicapped.

3. Learning disabilities is considered to be an integral part of the field of special education. Training programs for personnel in learning disabilities as well as research and school programs will for the most part be under special education administration. For this reason we urge that these programs be administered federally as part of a comprehensive national program for the handicapped, rather than as a separate entity.

4. As noted earlier in our statement the Office of Education is presently supporting under the category "other health impaired" programs for the learning disabled child. We have received considerable concern from persons in the field of learning disabilities that with the new authorization existing federal efforts may diminish. We would hope that the Congress will express its intent that the passage of the Children with Learning Disabilities Act of 1969 will not preclude funding of learning disabilities programs under existing authorities and that there will be no diminishing of present efforts.

It is our belief that the Children with Learning Disabilities Act of 1969 represents an appropriate vehicle for increasing federal involvement in stimulating the development of education services for learning disabled children. We have delayed long enough. It is time that acceptance be given to the learning disabled child as a legitimate handicapping condition and that procedures be created to extend educational services to such children.

STATEMENT OF JEANNE MCRAE MCCARTHY, PRESIDENT-ELECT, THE DIVISION FOR CHILDREN WITH LEARNING DISABILITIES, THE COUNCIL FOR EXCEPTIONAL CHILDREN

Mr. Chairman and members of the subcommittee, my name is Dr. Jeanne McCarthy, the president-elect of the Division for Children with Learning Disabilities, a Division of The Council for Exceptional Children. This year, half of my professional time has been spent in the public schools of Schaumburg District 54, a suburban area northwest of Chicago, as Director of Special Services. The other half of my time has been spent at the University of Illinois at Chicago Circle, developing a program for preparing teachers of children with learning disabilities, funded under PL 88-164. I am also a member of the Professional Advisory Committee of the Association for Children with Learning Disabilities. I am testifying this morning as a representative of CEC, and bring to you the professional expertise of the Division for Children with Learning Disabilities which has 1,000 professional members whose primary interest is the education of children with specific learning disabilities.

The purpose of DCLD is to promote the educational welfare of children with specific learning disabilities. In pursuit of this goal, the organization is dedicated to:

1. The improvement of teacher preparation programs;
2. The improvement of special education programs in local schools;
3. The advancement of research knowledge;
4. Coordination with other divisions of CEC;
5. Coordination of efforts with other professional organizations.

The Division for Children with Learning Disabilities is pleased to testify in support of the Children with Learning Disabilities Act of 1969. The Division's statement will focus on the following points:

1. Information concerning prevalence, early identification, terminology, model centers, personnel training needs, and the necessity for the involvement of the Bureau of Education for the Handicapped in the implementation of the act.
2. The presentation of the historical elements from which the concept of learning disabilities has evolved.
3. The impact of new experimental evidence and new technology in the basic sciences on concepts of human learning and nonlearning, which demand innovative programs in the schools for implementation.
4. The importance of including learning disabilities in all legislation relating to the handicapped. The new bill should be an addition to existing programs, not a substitute for ongoing programs.
5. Needs of the field which are not being met through current legislation.
6. The ways in which the new bill would help to meet these needs.

THE NEED

It is estimated that HR 8660 and HR 9065 will benefit $\frac{1}{2}$ to $1\frac{1}{2}$ million American children with learning disabilities. Exactly how many children would be classified as learning disabled is still debatable. Past studies have produced widely ranging incidence statistics. There are presently several ongoing studies of incidence of learning disabilities among the American school population. While these studies will be helpful in planning, we already know that there are large numbers of children with specific learning disabilities in the public schools of every state who need the services provided in this legislation, if they are to become productive members of our society.

EARLY IDENTIFICATION

The importance of the early detection of learning handicaps cannot be minimized. Recent research indicates that specific learning disabilities, correctly diagnosed in preschool years, can serve as the basis for educational treatments, which in many cases prevent subsequent school failure. Unfortunately, the techniques for early identification are not readily available to most young children. Even in those settings where diagnosis is available, limited educational resources are available because of the absence of trained personnel. The remarkable recovery capability of brain-injured children, as contrasted with adults, lends a special urgency to the effort to identify less pronounced deficits in very young children. Specific learning disabilities remediated in young children would have a significant impact on the delinquency and dropout problem among adolescents. Increasing evidence indicates that many teenage social and behavior problems are byproducts of learning disabilities, rather than economic, cultural, or motivational deficits. Federal support is needed to implement a strong early identification program which requires skills beyond those found in most school systems.

MISUNDERSTANDING

New research implies that children's behavior is often a fulfillment of that which society, the school, or the family expects. Tragically, many children with specific learning disabilities have been misidentified as lazy, stubborn, or under-achieving. Such misdiagnosis (in the absence of widespread information regarding learning disabilities) has produced predictable patterns of greater laziness, stubbornness, and avoidance behavior on the part of children whose main difficulty is that of an undiagnosed learning disability.

DCLD recognizes the futility of adding categories of handicapping conditions to cover each specific variation in impaired learning. For this reason, DCLD believes that terms like "perceptual handicap," "dyslexia," "cerebral dysfunction," "developmental aphasia," etc. can be subsumed under the term "specific learning disabilities." As researchers and educators increase their efforts to understand and educate children with learning disabilities, DCLD feels that appropriate terminology can be introduced and agreed usage established. The term "specific learning disabilities" is restrictive enough to apply to this group of handicapped children without encompassing all school learning problems.

MODEL CENTERS

DCLD strongly endorses the concept of combined federal-state-local efforts on behalf of children with learning disabilities. Model evaluation and training centers which would be possible under HR 8660 and HR 9065 would provide the stimulation to other districts to develop similar programs, using local funds or funds from the state education agencies. In the three years of our demonstration program in Schaumburg, funded under PL 88-164, we have had a total of 1,329 visitors, from over 300 school districts in 23 states. Our demonstration center in Illinois has had a significant impact on programs in innumerable school districts, on many Title III projects, and on legislation being written in the states of Vermont, Georgia, Louisiana, Alabama, North Dakota, Illinois, Texas, and California. The value of such a model as a catalytic agent has been clearly demonstrated.

PERSONNEL TRAINING

The most critical area of need is for trained personnel. The thirty universities presently developing training programs with the assistance of the Bureau of Education for the Handicapped under PL 88-164 are woefully insufficient in number. Without persons trained to serve the child with learning disabilities in the classroom, clinic or community, our research efforts will continue to influence very few who need help. The most urgent need in the field of learning disabilities is for well trained leadership personnel who can develop sound programs which will help to prevent the "rape of the parents" which is too common at the present time. Because responsible educational agencies have not met the needs of these children, a variety of private facilities have developed which, in many cases, are very expensive and of questionable value to the children. These range from well-intentioned do-gooders to rank charlatans who are only interested in the profit to be made from these handicapped children.

BUREAU OF EDUCATION FOR THE HANDICAPPED

Of primary importance in this testimony is the fact that DCLD recognizes the Bureau of Education for the Handicapped under the leadership of Dr. James J. Gallagher as the agency in the government which has been, and can continue to be, the most effective force on behalf of children with learning disabilities. Through the specific efforts of Dr. Chalfant, Dr. Kass, and presently Dr. Minskoff, training program development has been stimulated in spite of the lack of substantial funding. This legislation will give the Bureau the means by which it can more effectively promote national efforts for children with learning disabilities. DCLD assumes that this amendment to Title VI will also be administered in the Bureau of Education for the Handicapped.

EQUAL OPPORTUNITY

Each year that a learning handicapped child is denied the services that are presently available to others, that child is being denied his right to equal educational opportunity. No argument, however well phrased, can avoid this conclusion. To the extent that failure of the Congress to act now deprives even one child of the utilization of his learning capabilities, Congress is derelict. The Children with Learning Disabilities Act of 1969 is a critical step toward assuring the parents of handicapped learners that Congress is as concerned about interferences in human learning as it is about impediments to our space technology, weapons research, and highway construction.

EVOLUTION OF LEARNING DISABILITIES

In order to put this concept in proper perspective, it seems wise to discuss the evolution of the concept of learning disabilities. Learning disabilities has emerged rather recently from a variegated background of research and theory. Although the early impetus of the published work of Strauss and Lehtinen with the brain-injured dated from the late 1940's and early 1950's, and the work of Orton and the dyslexia group dated from the 1920's and 1930's, the educational scene remained quite unruffled as late as the early 1960's. With the possible exception of some isolated research and practice in childhood aphasia and related language disturbances in such centers as Syracuse University, Northwestern University, Purdue, the University of Illinois, and Bellevue Hospital, activity in the area which we now call learning disabilities was largely subliminal, or limited to abortive excursions into new methods of remedial reading, or new approaches to psychiatric or child-guidance practice with children whose non-learning was seen as a hostile response to parental pressure or rejection.

Federal and state legislatures had not yet been bombarded by parental pressure groups to enact enabling legislation. Universities, with rare but notable exceptions, had no courses on the books to train personnel either to diagnose a learning disability, or to teach the child who had one. Nor were there any plants afoot to initiate such training programs. Even The Council for Exceptional Children, the professional organization devoted to the education of children with special needs,

at their annual convention in 1960 had not one program or paper which addressed itself to the topic under any of the various aliases which have been used to describe the child who cannot learn.

It is probably safe to say that in 1960 there were few public school classes for these children, except for remedial reading programs. In Illinois, in 1959 and 1960, we were able to bootleg services to a limited number of children by christening them "multiply handicapped." The most common combination of handicaps was educational retardation, emotional disturbance, and brain damage. Thus labeled, and documented, the public schools could legally initiate an educational program to teach them.

There were few parent groups organized to serve these children in 1960. The New York Association for Brain Injured Children, the California Association for Neurologically Impaired Children, and the Fund for Perceptually Handicapped Children were among the few in existence.

In a very few years since 1960, when all was relatively quiet on all fronts, until now, a great deal of progress has been made in all areas. Both federal and state legislation has been enacted to provide funds to train a limited number of professional personnel as well as to provide the structure within which public school districts may initiate services and programs in a limited way. At least 13 states now have within their education code a term which relates to learning disabilities. Parent groups have been organized at the national level, at the state level, and at the local level. There are now over 200 local and state affiliates of the Association for Children with Learning Disabilities. Some universities now have a sequence of courses leading to a Masters degree or a doctorate in learning disabilities. Thirty of these programs in 21 states are now being funded under P.L. 85-926, as amended. There are summer workshops or institutes in which a classroom teacher may enroll in order to upgrade her skills in meeting the needs of children with learning disabilities. Some of these are being funded under Title VI from grants to the states. Long established programs in speech correction are directing their students into learning disability courses at the university level. Guidance counselors, particularly at the elementary level, are looking at learning, or non-learning, as an essential part of their training and practice. Psychological diagnosis, as well as the training of clinical or school psychologists, has taken a decided turn away from an emphasis on the dynamics of psychosexual development to an emphasis on learning as a modifiable behavior, and on perception and cognition rather than concentrating on emotional responses to environmental pressures. The total involvement of the field of medicine, whether in a positive or negative way, is everywhere apparent, whether it be in the obvious fields of endocrinology, obstetrics, ophthalmology, otology, or genetics. As a body of theory and research has developed over the past decade involving the child who does not learn, it seems apparent that strands from many disciplines are coalescing in the emergence of specific learning disabilities as a significant educational concept.

APPLICATION OF EXPERIMENTAL FINDINGS

Since late in the 19th century, clinicians have been aware of specific learning disabilities. Research efforts as early as the first two decades of this century revealed isolated and amazing facts about learning disabilities in humans and animals. However, evidence related to basic perceptual processes, motor abilities, and language had little impact on educational practices until recently. Research-to-classroom lags of 30 years are not acceptable in a society blessed with the communication capability of the United States. However, without need-specific research, training, demonstration, and dissemination, we will continue to have outmoded and ineffective instructional practices employed with a great number of children who have learning disabilities.

IMPLEMENTATION OF NEW TECHNOLOGY

The knowledge explosion has affected the science of human behavior as much or more than it has other scientific areas. The result of research on simulated intelligency, sensory deprivation, language stimulation, etc., has yielded new implications for the education of learning handicapped children. Yet the newer practices are not implemented because inadequate mechanisms exist to bring the new procedures to the local school system. Especially engineered classrooms,

computer assisted diagnosis and prescription, electronic and multisensory curriculum materials are among the innovative advances which are untested or unimplemented with children having learning disabilities because sufficient funds are not available for program research, model training centers and local in-the-field retraining of teachers.

INTERNATIONAL IMPLICATIONS

Specific learning disabilities research and retraining efforts were pioneered in Britain. Later, the Scandinavian countries assumed an international leadership role in work with specific reading and language impairments and congenital dyslexia. In recent years Russian researchers have published significant work in the area of brain-behavior relationships. However, the United States has the unique combination of philosophy, technology, and economy to lead the international scientific community into educational research, training, and implementation. Significantly, new knowledge concerning impaired learning in children of high potential is closely related to the question of maximum learning in all children. World leadership in the area of learning disabilities is akin to world leadership in learning ability. Support of H.R. 8660 and H.R. 9065 is support for the ideal that every person has the right to be educated to the fullest extent of his capability. Support also assures new opportunity for American scholars and specialists to move ahead in the task of identifying and nurturing human potential.

What meaning does all this information and activity have for you as you attempt to establish priorities on the limited funds available to you to disperse?

Very simply, it means that a category of handicapped children does exist for whom no legislative provision has been made. Parents, local school administrators, state educational agencies, and the Bureau of Education for the Handicapped have made strenuous efforts to serve these children within present legislation, but have been severely limited by the lack of appropriate and specific provisions within which these children can be served. As a consequence, they are being served under the rubric of "other health impaired," or "maladjusted," or "physically handicapped," or, as in California, under three possible programs: "educationally handicapped," "neurologically handicapped," and "aphasic." This lack of appropriate specific legislation is causing confusion and distortions as practitioners in the field attempt to fit children with learning disabilities into existing legislative categories.

The new legislation would clarify this confusion and serve as a model for those states which are attempting to design appropriate legislation for children with specific learning disabilities.

Only with specific and appropriate federal legislation will the $\frac{1}{2}$ to $1\frac{1}{2}$ million children with specific learning disabilities who are not being served be able to receive the specialized programming required by their handicaps.

It is very easy for me as a representative of the Division for Children with Learning Disabilities to support the three categories of programs authorized in the new bill:

1. Research and related activities, surveys and demonstrations;
2. Training programs distributed geographically in an equitable manner; and
3. Model centers for testing, evaluation, teaching, and dissemination.

It is very easy for me to support these programs because I have seen in our own district what the funds for the research and demonstration program have meant to the children who have been served, and to those other districts who have visited our program and received help in implementing similar programs in their own schools.

Let me share with you some of the exciting experiences we have had, which the Division for Children with Learning Disabilities would like to see happen to children in every district in every state in our country.

Mr. PUCINSKI. Would you like to summarize your statements?

Mr. GEER. We are quite agreeable to this process.

First, we do want to indicate our support of H.R. 8660 with conviction that it is necessary to give this group of children the viability which is necessary before adequate programing will develop further.

I would point out that 5 years ago when we were working on other measures that now have become law, we had the support of the leadership of the members of the Association of Children with Learning Disabilities.

At that time, they pressed us, and Mr. Dellenback will be particularly interested in this, that their definition ought to be in the legislation or else their children were going to be overlooked.

At that time, we said the same thing that Mr. Dellenback has been saying, we would prefer not to introduce a new category into this definition for fear that it will spread the funds so thin that no one will really get anything.

Let me point out to you that these people were very understanding. They did work to pass the legislation that was passed and at times played a significant role in it. They have not been belligerent but I believe here is a group of people whose children are growing up while we are talking about what kind of programs they should or should not have and as to whether they should be categorical or not, they indeed are a definable category under the definition that Dr. Gallagher gave a while ago and which we have in our own testimony.

I have seen some of these children through my 20 years of experience in this field as they have come to various authorities and asked for educational placement. The only thing that we have been able to provide for them was at times a rather misplaced status in a class for children with mental retardation.

Sometimes they have benefited to some extent from such a program, but now we have enough evidence to provide more realistic programming, and Dr. McCarthy is involved with some of these efforts. We know that here is a group of children that have defined themselves to us, because of the problems that they present. They are now calling upon the people who guide their destinies to provide them the education that they need so that these disabilities can be overcome. Although they are handicapped now, they will not be as handicapped or maybe not be handicapped at all if we can get the proper educational interventions through to them.

I, too, feel that there is a very definite business of priorities here. I feel that the money to fund entirely the educational measures before the Congress ought to become available. I think they can be secured without seriously impairing the Nation's economy.

For example, let's take our own field of the handicapped. If the overages paid in defense contracts to a single company were applied to our appropriations, they would be fully funded. That is the way the thing shapes up.

I think that as we are talking about this group of children who need now to be educated, citizens, Congressmen, administrators, and the country as a whole ought to begin to say, "Here is a priority that we will meet and that we will not be too concerned about the terms on which we meet it except that it must be met."

I have listened to the dialog regarding whether a definition in the existing Public Law 88-164, Public Law 89-750, and other measures would be the way to get at this, or whether this bill is necessary.

I, some years back, looked at a classification list of exceptional children in a report of the U.S. Office of Education. I think it was in the

1920's. One of the categories that was there then you would no longer recognize. It was open air classes.

I haven't heard of one of those for about 25 years now, because they were for tuberculosis, and asthmatic children. We have since learned that this is exactly what they did not need. It was not the cold fresh air, but it was a controlled atmosphere and it was medication.

Changes have taken place so that no longer are their hordes of children and young people dying with tuberculosis. Medical advances have wiped that out. We have no longer an educational problem with this group.

When I was growing up one of the most feared diseases was polio. It is very rare to see an active case of polio now and our educational problem here has all but disappeared.

I could name other categories. I would, however, remind you though that there are some that are coming into existence. Just in recent years there was a rubella epidemic. This Congress passed 2 years ago specific legislation for deaf-blind children who are largely the product of this disease.

The categorization of children takes place among children themselves. We do not categorize them. We, however, do have the responsibility of developing programs for them, for a time at least.

A bill of this kind we feel is essential in order that these children might have an even break and that the States might be encouraged even more than they already have been. Some 14 States have passed legislation in this area.

The other States have not, but would be encouraged to do more on this problem if adequate assistance would be brought from the Federal level to stimulate and to provide innovative programs to encourage them.

I believe that is all I would say at this time, sir.

Mr. PUCINSKI. Mr. Weintraub.

Mr. WEINTRAUB. I think if we look at the history of programs for the handicapped, we see a heavy dependence on law, particularly law in the legislative sense, to achieve a sense of equality or justice within the governmental framework.

Having traveled throughout the States, I cannot think of a program that has developed for handicapped children out of the desire of the administration, whether it be Federal State, or local, to do so.

During the recent hearings on the media center for the handicapped, Mr. Quie asked Dr. Gallagher "Do you think your position would be here today if we had waited for the administration to create it?" The answer was "No." It depended upon the Congress to say that this was a concern. And that from such concern, administrative agencies have undertaken the task.

I think when we face the question, as States and local school districts and the Congress are facing, of limited resources, it requires persons in your position who are much closer to the sense of the people, to protect the rights of a minority. Such as handicapped children.

We are not talking about millions of children. We are talking about a small group in terms of the total number of children in this country. If not you, then who will stop and say to the governmental structure,

"We think that resources ought to be devoted to helping this minority group."

We must depend very strongly upon the law, as opposed to the simple good will or desire of administrative agencies that are concerned with lights on football stadiums and other major concerns that school districts throughout the country face as to guarantee help to a group of handicapped children.

I think education has many real problems that they have to face. I think you people represent the only solution to this problem. The situation is the same in States, local districts, or here in Washington.

MR. PUCINSKI. Dr. McCarthy, the Council for Exceptional Children is involved with all exceptional children; the blind, the handicapped, the emotionally handicapped, and others. You, as I understand it, are in charge of the Division for Learning Disabilities.

Would you like to tell us some of your views on this.

DR. MCCARTHY. The Division is made up of those professionals who belong to the CEC, but whose primary responsibility and primary job and primary interest is in children with learning disabilities. We have approximately 1,000 members of the Division for children for learning disabilities.

I am testifying this morning as a representative of the professionals in the field who are working every day with children with learning disabilities.

For the past 3 years, I have been project director of a research and demonstration program in Schaumburg to provide services in the schools for children with learning disabilities. This has been funded under Public Law 88-164. It is one of the few demonstration research programs that have been possible under the existing legislation.

So, we have been living it. I think what I would like to bring to you today is the feeling of those people who are not in Washington, who are working with the parents, and teachers.

I don't represent the administration. I have no problems. I would like to be able to talk most specifically to the needs of the professionals who are in daily contact with the kids.

The Division for Children with Learning Disabilities is pleased to testify in support of the Children With Learning Disabilities Act of 1969. I especially would like to talk to the point of early identification, and model centers, because I think this provision in H.R. 8660 is critical.

If we do nothing with the new legislation, the possibility of model centers is going to go by the board. This is not possible under the present legislation even with the expanded definition.

I would like also to talk to the point of fragmenting services to children or starting a new category. Let's don't forget this is an amendment to title VI so that these children are going to be served under the same legislative title as all other handicapped children.

I would like also to summarize that the written statement does confirm and reaffirm all of the statements made by Mr. Pucinski, and those made by Mr. Quie and Mr. Dellenback.

Up to a point I was in complete agreement with the statements made by Dr. Gallagher. We would have to take exception to the last paragraph. Because of our extreme concern and our awareness—and

I quote Mr. Dellenback when he was quoting Dr. Gallagher—"If we want aid for these children, we must have it through this amendment to title VI; not through legislative maneuvers that will end up in no action for these children."

We need it now.

I would like to take a few minutes to try to share with you some of the excitement that we have found in our research and demonstration program in Schaumburg. There are very live kids. If they were a few blocks closer, they would be probably in your district, Mr. Pucinski, because we are not too far removed.

I think it is difficult to talk about kids with learning disabilities as you sit here in Congress. Let me introduce you to one. This was the most severely handicapped child that we ever had presented to us in our school in Schaumburg for service.

Let me introduce you to Stephen. Stephen's parents moved to Hoffman Estates, Schaumburg, in December of this past year. They had all of the medical records sent to us because they had been to other school districts that couldn't provide service for him. He had been diagnosed as autistic, mentally retarded, possibly deaf and aphasic.

Those are pretty serious labels to hang on a little kid only 6 years old. How much better it would have been if the people who had diagnosed him, had said, "We don't know what is wrong with him."

Stephen had no speech at all. He now has about 24 words. This is since last December.

The only way he had of communicating was with a loud pitched shriek. He walked up into our administrative offices and let go with a shrill shriek that put all of the stenographers on the ceiling.

At that time, he also had a peculiar fluttering hand movement and extreme temper tantrums. The parents had to keep him in a harness out on the street because he would dash across the street.

He didn't relate to anybody. He acted toward people as if they were things. He was so uncontrollable that even the harness was not enough, unless his dad was with him, he was the most hyperactive, difficult, child that any school district could possibly have. He couldn't follow directions.

You will notice from this picture they are playing Simon Says, which is a typical first grade activity. This is our primary learning disabilities, class. You will notice all the other kids know what they are supposed to do. Stephen was having problems, but he was trying. These pictures were taken in February. We had had him 2 months. He had no idea when we started where his hands or legs were. We call this an inability to identify body parts.

Because we have had the Federal funds to work with, we had two teachers that were willing to take on a kid like this. I called them and described Stephen. One of them said, "Well, I would hate to take that child on alone. But let me try it with Sandy," who is a specially trained speech therapist. We were able to send her back to school under Federal programs.

They started on their lunch hour to work with him. By the time they had him 1 month, they had shaped his behavior so that he could sit in a group and begin to relate with other people.

You will notice that he can't find his feet, but the other child is helping him and Stephen is accepting the help.

You will notice, also that he is working cooperatively. He is reading a book. He has selected one from a library. He is reading it with another child. He has begun to associate with other people.

We talk about needing equipment and materials, supplies, specially trained teachers, and medical centers.

As you notice some of the equipment in this classroom. We have carrels, teaching carrels, because we have found through research that some of these children need stimuli to be reduced so that they can study without extraneous outside stimuli impinging on them.

You will notice here Stephen has actually reached the point where he can sit down and do work without disturbing himself or the other children. There are, by the way, eight little children in this class. If it weren't for Federal funds, a district like ours could not afford such a small class. We are the fastest growing district and the fourth lowest in assessed evaluation in Cook County. We are poor and have all the problems, but we had some Federal funds so that we could set up a demonstration center.

These are the kinds of children we can serve.

You will notice in this picture, he is not only being able to handle himself, to sit in the classroom; it took us 3 months to get him into a classroom, but he is also accepting responsibilities for some of the chores and the tasks that the other kids have to do before they get ready to go home.

This picture is of the wrap-up party. They had a splash party for this particular classroom this year. There was a time at which anything new scared Stephen to a point that he would end up in a heap screaming on the floor. We were quite pleased that he not only went to the party, he was willing to put on his swimming trunks. He walked up to the pool by himself, and he jumped in, no fear at all. This was in a matter of 3 or 4 months.

You will notice his mother is helping him out but he is acting in this particular situation like most other 6-year-old kids.

We thought the delightful part about this was he not only got in once, but now he is ready to go back in again.

These are the kinds of services that we are able to provide when we can get the teachers and the reduced class size that we are asking you for authority to provide.

I would like to spend just a few seconds looking at some older kids because Stephen is picturesque and he photographs well.

In the article that you have in front of you in Today's Health magazine, there were some beautiful pictures taken. The photographer came out to our district to take pictures. As you look at these pictures, you will notice again that we can demonstrate the fact that a specially trained teacher is something we can't buy with local funds. We have a master's degree teacher who had been a trained teacher of the deaf in her bachelor's program. She became so intrigued with the learning problems of deaf children and the learning problems of normal kids that she ended up going back for her master's degree in a program funded under Public Law 85-926 at the University of Illinois.

Mr. PUCINSKI. What was wrong with the little youngster?

Dr. McCARTHY. He was diagnosed as autistic, mentally retarded, possibly deaf and aphasic. He is not autistic. He relates too well to other children. He is not mentally retarded. He is recognizing words at the third grade level now.

He is not deaf. There is no question. He responds to everything. We have decided that his basic problem is aphasia, more specifically apraxia. It is a type of learning disability that affects the muscles of the speech mechanism. His basic problem is inability to communicate with other people, which he then responds to with the frustration and the behavior that we were seeing.

This is a beautiful picture here because it says everything that any other series of pictures I could possibly show you does. This is a learning disability classroom, at the intermediate level. You will notice it could look like any other class of perfectly normal kids. However, Nancy has a master's degree in learning disabilities from the University of Illinois. She has had 3 years of experience teaching these kinds of children. The little boy on the right has been medically diagnosed as aphasic. He is an aftermath of German measles which any of our kids could have very easily. An EEG was done at Illinois Research Hospital which showed abnormal spiking activity in the brain and other central nervous system difficulties.

The year that Jimmy came to us, he had no speech at all. He was going to the Easter Seal clinic for help and they didn't suggest that he even be tried in a public school.

Because of the kinds of teachers we have been able to get with the funding under Public Law 88-164, we knew we could do something with him.

This year he has gone from no speech at all at 6½ when he came in to a regular fourth grade. This is after 4 years in our demonstration program. He is 10 years old. He reads at the fourth grade level. He is integrated into a regular fourth grade. He is only in this class part of the day. He speaks intelligently using reasonably mature language patterns.

We have not cured him completely. There are still problems. However, because we had the funds to employ a teacher with a master's degree in learning disabilities, and the model center in which innovation and experimentation could be encouraged, Jimmy has been able to receive the individual teaching that he required. That is one of the kinds of kids.

The boy in the middle was a very exciting young man because we first picked him up in kindergarten. Here is where we talk about the necessity for early identification. The first year that I tested him he had an IQ of 65. It would have been very simple to put him in a class with the mentally retarded. This is what has happened to many of our learning disability kids.

But the only thing I could say at that time was he didn't feel mentally retarded. Everything I was getting in the way of test data confirmed a functioning level of 65.

Instead we put him in our learning disabilities program. Every year we have worked intensively with David. This is the middle one. His IQ went up the first year from 65 to 77, the second year it went up to 83 and this year it was up to 94. David no longer falls within the

range of the mentally retarded. This is a child that I am reasonably sure if we didn't have the kind of program and facilities and push that we are asking for for all other districts in the country, David would have ended up costing the public a great deal more per year for the rest of his life in the population of the mentally retarded than he has cost us.

The boy on the left is very much like Jimmy, no speech at all, until he was 6½. His speech patterns aren't as deviant as Jimmy's. But Jeff was first described by his first-grade teacher as a very nervous child on medication. He had a severe and unique speech problem described as telegraphic speech. It was very difficult to understand.

His IQ was above average but his hyperactive behavior caused so many problems in the kindergarten that he had to be sent home. Although a neurological examination and EEG were essentially negative, the neurologist stated, "his anxiety, hyperkinetic behavior, and extreme distractibility certainly put him into the diagnostic category of minimal brain dysfunction. * * *"

After 2½ years in the program, at 9½ he is ready to be placed in a regular fourth grade with the academic and behavioral skills necessary for successful achievement with normal children.

These are the kinds of kids that we need to do these things for.

Mr. QUIE. What programs were these funded under?

Dr. McCARTHY. 88-164; research and demonstration. As far as I know, there are four such programs in the United States in the public schools.

Mr. QUIE. Back here in your testimony, it seems to me you are awful close to Dr. Gallagher with what you want to have done in the end. You say you want to make certain that this is administered under the Bureau of Education for the Handicapped. So there isn't any question that it comes under the same Bureau. You say you want to urge that the programs be administered federally as part of a comprehensive program for the handicapped rather than a separate entity.

My question is whether people who are interested in children with specific learning disabilities would have an affront to be called handicapped.

Mr. GEER. I doubt that they do. I think the people that I am in touch with are quite willing. In fact, they feel their children are handicapped. This is the true designation as long as they have these disabilities.

Mr. QUIE. Then in your fourth point, you said you received considerable concern from persons in the field of learning disability that the new authorization or existing Federal efforts may diminish.

You must mean as you said in the early part of your testimony, a child in Connecticut may be learning disabled; in California, educationally handicapped; in Idaho, perceptively impaired; in Pennsylvania, brain damaged; and in Texas, language handicapped.

What you are saying is you want to make certain that the funding you are able to get now from other programs, Federal programs, be continued for the children with learning disabilities. But you want to have this special input for the training of teachers, for research, and then the model centers.

So, you are not asking at this time to be thrown in 89-10, title VI, funding programs for learning disabilities, but to make certain that we have the personnel, the research, and the new ways of doing it and then the model center so you can demonstrate.

Mr. GEER. Actually, what we feel is that there have been few children when have been benefited under the existing programs for the handicapped. We feel that the same emphasis should continue there pointing to a time when we will pull everything back together again.

But for a period of a few years, how many years it will take I don't know, we need to give learning disabilities an opportunity to develop programmatic areas, conduct research, and be certain that personnel are trained, without the thought, "Well, we are going to have to take this little slice of the pie."

Mr. QUIE. As I see our responsibility here in the committee, it is to devise a bill and whether we follow Dr. Gallagher's recommendation, administration's recommendations to the letter, or follow the bills that have been introduced; it is going to take legislation. There has got to be a bill passed in order to do it.

Mr. GEER. I think regardless of what course you elect to follow somewhere you must demonstrate the will of Congress that these children will be cared for and this has to be substantiated.

Mr. QUIE. If it was a question or the danger that if we follow too closely this legislation we would end up with nothing at all, it would be preferable to go the route which Dr. Gallagher recommended than to have nothing at all.

Mr. GEER. If you choose either/or, yes. I don't think this is a necessary choice, though.

Mr. PUCINSKI. I want the record to show that I don't accept that assumption.

Mr. GEER. If we had full funding of all title VI programs, we wouldn't have this public hearing today.

Mr. QUIE. How can you say that?

Mr. GEER. \$29.5 million provides \$4.85 per child over the country. If instead of that you had \$300 million, \$400 million, then there would be enough to put some in the learning disabilities group much more than we are able to do now. We do have these categories now that are already established, have been here for years.

For example, the education of the deaf has been with us 150 years. The same way with education of the blind and the education of the mentally retarded, too, but it goes back about 20 to 25 years.

Cerebral palsy children are not an entity, but they began to get emphasis some 15 to 20 years ago. It has been a piecemeal approach. Here is one of the pieces that hasn't got into the meal yet. That is what we are talking about.

Mr. QUIE. With adequate funding, would this piece get into the meal of other health-impaired children?

Mr. GEER. I think the distinction has been made today rather adequately that outwardly three is not a great deal of health impairment. There is actually no specific sensory involvement that goes over all of these children. It tends to be a neurological manifestation of some kind with many of them.

I am convinced in my mind that with many of them it concerns psychological and emotional barriers of some type.

So I am not sure that that designation actually fits them, although in the past I have advocated that they go along under this until they have found out whether they could get programs or not. I have become convinced that there are interpretations through administrative practices and through legislative interpretations that sort of eliminate a lot of these kids under the term "other health-impaired."

Mr. QUIE. So the full funding wouldn't take care of your problem?

Mr. GEER. With this definition installed in it, it might.

Mr. QUIE. Oh, yes. It was my understanding with full funding you wouldn't have been here today. It seems to me you at least have to come here getting this change.

Mr. GEER. We wouldn't have any trouble getting this definition changed if there were plenty of funding, but you would find a lot of opposition to it by groups who are receiving programs for these children if we were to attempt at this point to merely redefine the handicapped child to include learning disabilities, but not put any more money into the works.

Mr. QUIE. What if we amended it so that not only you change the definition, but the new learning disabilities only shared in the money over \$30 million, we will say, in title VI, or over the amount that has been appropriated in the past on the other titles.

Mr. GEER. I guess there you would just be faced with which way you would prefer to have nothing, wouldn't you? As it stands right now—

Mr. QUIE. Either have nothing with the bill or have nothing with this.

Mr. GEER. Yes.

Mr. QUIE. I assume that you had the feeling and we did, too, that in 1971 we would be able to secure not only some additional budget requests for the disabled, but also, that the Congress would respond to provide the money.

Mr. GEER. That is my hope. I think we would like to see the legislation set up so that it is ready to implement new funds. I would not be so bold as to say there is only one way to do this. I think you can redefine it. I don't think Dr. Gallagher is saying two things awhile ago. There are two ways of saying the same thing sometimes.

Actually, though, in the game we are playing here, if you don't have money, either way you are not saying it at all.

Mr. PUCINSKI. I believe, Mr. Geer, that both Dr. McCarthy and Dr. Gallagher agree that you would have to have not only the addition of the definition in the existing act, but you would also have to have additional language setting up your model centers where apparently all the exciting things are happening in this field of learning disabilities.

Under the existing law merely adding the words "children with serious learning disabilities" would not provide the establishment of the centers.

Mr. QUIE. Both Dr. Gallagher and Dr. McCarthy I think made that point very clear.

Mr. GEER. It is somewhat similar to the Handicapped Children's Early Education Act that Mr. Quie sponsored last year. Sure there

was already some authority that could be used for that, but nothing really happened until that act was passed and until some money was appropriated for it.

So now there has been dozens of proposals, many more than could be funded, that I am sure the best have been selected and will be in operation within another year. That is an example of how you hit a target area at one time, get some money into it and get the job done.

Hopefully in the future sometime we will be able to merge these education programs in with title VI and Public Law 89-313 and others so we do have a unified single piece of legislation. But the Congress justifiably, I am proud of the way it works, it selects specific problems and works on them and does not let itself get carried away with everything.

It does pick out specific areas and works with them in other fields. I think this is one of the strengths of the Federal Government is that it can strengthen State and local governments where they need it most, through specific and sometimes categorical legislation.

Mr. PUCINSKI. Mr. Bell?

Mr. BELL. I have no questions.

Mr. PUCINSKI. Mr. Dellenback?

Mr. DELLENBACK. Thank you, Mr. Chairman.

Mr. Quie asked you, Mr. Geer, about the stand of some other groups, were we merely to amend the definition. You indicated, if I read you correctly, that probably some of the groups which have supported some of the special types of help that are given under existing legislation would oppose the suggestion that Dr. Gallagher made. Is that correct?

Mr. GEER. I think it is essentially correct. We have enough interaction as an organization with these other organizations to be aware of how they are thinking. The Council for Exceptional Children operates an interagency committee which is a forum for some 26 national organizations. We meet once or twice a year to consider what is going on in the field and what kinds of things should be looked into next.

There has been a kind of unspoken principle that has emerged among us. That is that if a category like the deaf or like the blind already have certain provisions made for them that no other group should go in and impinge upon what has already been gained.

But if we can amend and add to this in order that others may come in, this is quite acceptable.

For example, Public Law 85-926 first provided only for teachers or personnel in the education of the mentally retarded. But when Public Law 88-164, title III was passed, the effect of it was to amend Public Law 85-926 so that all of the handicapped were now brought under the personnel training provision.

The same thing happened only about 2 or 3 years ago when a program for films for the deaf was in subsequent steps made educational media for the deaf and then in subsequent steps educational media for the handicapped.

So, what we have been talking about has to some extent been accomplished in this kind of generous framework of these organizations but at the same time, preserving the principle, and I think it is a sound one, that as these groups gain ground for the children they serve, that their children should not be penalized in order to serve

other children, but rather that all the children are the responsibility of the society and they all should be brought in and none should suffer because some others are being brought in.

Mr. DELLENBACK. I am not sure that the analogy wouldn't hold from what you said that these other groups might support an attempt to add the phrase "special learning disabilities" to present definitions.

Am I correct in this? You think they would oppose the attempt to add that additional definitional phrase?

Mr. GEER. I think if I were to speak for them, and I don't have that authority, but if I understand how these people feel out of a meeting of some 2 months ago when this very thing was discussed, there is no opposition to this bill. No one has appeared, I am sure, before your committee to oppose it. These were the representatives of all the organizations we are talking about.

But if you were to redefine an exceptional child, and this means that money is to be divided thinner, then there would be trouble.

Mr. DELLENBACK. The thing that strikes me as we wrestle with problems like this is that really we are to a degree talking about, not whether there will be priorities established, but who is going to establish the priorities.

Right now, we look at the authorization versus the appropriation. We think if we could get anything like full funding of the authorization, then everybody would be covered and there would be no need to make choices of priorities. I am convinced it is merely a question of time. We could have full funding and in about 2 years we would again be struggling for priorities within the full funding level.

If I read this correctly, it seems to me that if we are going to talk about a choice of where the limited dollars are going to be spent, we have three essential choices.

One, the choice would be made by the Office of Education; two, the choice would be made by the Bureau of the Budget; or three, the choice will be made by the Congressional Appropriation Committee.

Formerly, it is made by the Congress. But it is really from a substantive standpoint made by the Appropriation Committees involved. If we create a new category, we are then saying the choice is between the present broad scale and the new. Neither will be fully funded, should be made by the congressional Appropriations Committees.

I read what you said as something very cogent along this line that you are telling us that this is the desirable place for it to be made initially after the programs have become established. I gather you are saying then, Mr. Geer, that they are standing on their own and they could perhaps be merged into a broader definition.

But initially, they should be established on their own and then after they are able to walk let them stand in competition.

Mr. GEER. That is the manner in which legislation for the handicapped has developed in practically every State which has a good program. That is the way it has been developing in the Federal program. I do think the appropriations committee has a solemn charge in its deliberations. We have talked with them about this, too, in our testimony to them, of examining what our priorities really are.

I don't think it is being unreasonable that we ask that our own children be educated before we become greatly concerned about whether we get to the moon or some other place or not.

Mr. DELLENBACK. You and I don't have much quarrel on this particular one. That is not the choice before us this morning.

Mr. GEER. It is a choice ultimately before the American people and the Congress, whether we will be operated by an establishment that continues to build and feed on our resources, when many of our children are suffering and are unable to even reach far much less the technical excellence.

Mr. DELLENBACK. In the classical political coverage, I am all right on that issue. But on this particular thing, may I put to you a question?

Let's assume that we leave the responsibility for allocating limited resources among this total group of handicapped to you by not setting up a special category. Let's just say you have the responsibility, Mr. Geer, we are going to make you the chief administrative officer.

Would you take a portion of the present limited funds and assign them to this particular area of need? Or would you first take care of all of the present areas of need and then reach for additional funds for this area of need?

Mr. GEER. I would insist, if I had this task, that no less be provided for children already in the program than already, and for this reason: It would not make good sense to interrupt the education of one child who already is on the road and start another.

Mr. DELLENBACK. So, it is not a case really of feeling that this is higher priority of need. It is a case of you would not stop that which was being done to insert.

Mr. GEER. This is a sounded principle. You do not tear up one school to try to start another. You destroy the whole thing in the process.

Mr. DELLENBACK. Had we talked to you in the middle of 1967 when the appropriation in this field was \$14,250,000, you would have said substantially the same thing: Don't tear up any of the existing programs, but we could add this one as a new program at that time.

Now, we have twice that much money in. You would say don't interfere with any of these programs, but add this as a new one.

Mr. GEER. Continue to build from time to time, yes.

Mr. DELLENBACK. If we weren't determined to do anything at this time but to put this off for 2 more years and appropriations would be maybe \$50 million at that time, you wouldn't then use any of that \$50 million for this program. You would use that \$50 million for what it was being used for and you would say add something new for this program.

Mr. GEER. Let's say it would be harder for this group to get in without being specifically defined and without being specifically cared for in some way.

Mr. WEINTRAUB. If I could just comment. I think there is an important principle which distinguishes the programs for the handicapped from many of the other Federal programs that the Federal Government finances.

We are not talking about supplementary programs. We are talking about purchasing basic educational services where each Federal dollar is determining whether a child goes to school or does not go to school in most cases.

I think when you are dealing in these terms and then \$29 million, for title VI is purchasing a certain amount of educational services for children.

If you increase that to \$50 million, you are simply purchasing more education services for more children. I think whenever you question that, "Well, could we reallocate, reset priorities?" it becomes a very difficult or impossible task to reset priorities when you are talking about a question of whether a child goes to school or not.

If it is a question of whether to provide him with an extra reading book or an extra social studies book or whether there should or should not be a film or should or should not be an extra teacher, then you can begin to talk about priorities.

The field of the handicapped has never approached, at least to this date, the stage in which it can really talk about those kinds of priorities.

Mr. DELLENBACK. But they do on the time, because unfortunately, even if we stay at the appropriation of \$29,250,000, there are new choices of priority that are going to have to be made next year.

Dr. McCARTHY in her example talked about youngsters who were not just given a 1-year shot in the arm, but you take every youngster in the program and he is going to have to be continued for a series of years, possibly all the way through his public educational program. It is like the economic opportunity grants. The question is do we go on taking care of those who have been put in the pipeline or do we stop at some stage and keep on taking new people in the pipeline.

Even a level of proportion in this field, without adding any new program, is going to force new choices of priority upon Dr. Gallagher and his people, because there are those already in the pipeline and the question is are we going to continue to do things to aid them, possibly at the choice of not adding any people in the beginning, or are we going to add new ones at the low level and phase out those at the upper level.

Dr. McCARTHY. Let me clarify one point: That is, we have found in our 3 years that we have been in this business in Schaumburg that learning disabilities is not a dichotomy. Kids don't either have it or not. Instead, learning disabilities are present in varying degrees in different children.

So, these are the most severely disabled. We have many other children who would be diagnosed as having specific learning disabilities who do profit from a very limited amount of special help. So, it isn't as if you are feeding all of them into the pipeline and they are going to continue.

We have had some dramatic successes where the children have been in the program for 6 months and have gone back into the classroom.

Mr. DELLENBACK. Unfortunately, not as many as we would like. Unless you say to us, Dr. McCarthy, that the program is being as fully funded as you would like it to be, then you are saying to us a choice of priority must be made.

Since you are not saying the former, you are saying the latter. Then we are back to the question of on what basis shall the choice of priorities be made and who shall make it, OE or the Congress?

I ignore the possibility of the Bureau of Budget making the choice.

Mr. GEER. Of course, in the final analysis, the choice is made elsewhere. It is made in a community where two children are being considered, one will have an education, one will not.

Mr. DELLENBACK. You see, but unfortunately, in one sense in this legislation, that choice isn't directly up to us. That is the type of battle in some degree we have fought in elementary and secondary title I and in these other sections where frankly, my own personal feeling is we ought to be taking some of the authority which we have placed in OE and moving it back to the local level.

That isn't our choice at the moment. The choice here is will it be made by OE or by the Congress. Personally I am in favor of wherever it can reasonably and soundly be done, shifting it back to the local level where they are in a better position to make the evaluative choices.

Mr. Chairman, thank you very much.

Mr. PUCINSKI. We certainly want to thank the lady and gentlemen for your testimony this morning.

Dr. McCarthy, you heard my statements earlier. You know where I stand on this. I would just like to ask one question of you because you seem to have had some success.

These model centers, you seem to put a great deal of confidence in their ability to develop new techniques.

This program that you had operating there, can that be repeated on any large scale around the country within the existing framework?

Dr. MCCARTHY. You might be interested to know that in the 3 years that we have had this program, we have had over 1,300 visitors from over 300 school districts in 23 States.

This means that groups have come, for example, from California. We have had groups visiting from Philadelphia. We have had them from all over the country, superintendents, assistant superintendents, and directors of special services. As people have fed back to me results, they have sent, for example, title III projects in to me for my reading over and as I have looked at them, I am amazed at how many elements from our program are showing up in other districts and in other States in the legislation that is now being considered in many States.

Our program, for example, has had a significant impact in the rules and regulations that have been written in Georgia.

Mr. PUCINSKI. How are they funding these, through their own local resources?

Dr. MCCARTHY. Some are title III, some are title VI projects that are being written at the local level and funded through the State agency. Some, of course, are being funded by State funds directly.

To answer your question, I think the model center idea is needed, because other districts, superintendents, need to go and see how it is really done and to talk to our superintendent and say, "What kind of problems do you have with this program?"

Mr. PUCINSKI. What kind of money are you talking about? What does it take to run and establish that center you have there?

Dr. MCCARTHY. Our budget for the total program of special services with kids with learning disabilities, that includes the nurses that do the health histories and speech correctionists, runs about \$250,000 a year.

Mr. PUCINSKI. For how many students?

Dr. MCCARTHY. We have had at any one time about 300 students.

Mr. PUCINSKI You have all been very helpful to us. Obviously, Mr. Dellenback has quite properly pointed out and other witnesses and members of the committee have, the committee is going to have to make a very difficult decision here, as to whether we want to move in the direction of just amending title VI, or whether we want to set up this special category and see if we can't give it the impetus we are talking about.

We are very grateful for your testimony and particularly grateful for giving us a capsule view of that young fellow.

Thank you very much.

The committee will stand adjourned until tomorrow morning at 9:45.

(Whereupon, at 12:34 p.m., the subcommittee recessed to reconvene at 9:45 a.m., Wednesday, July 9, 1969.)

CHILDREN WITH LEARNING DISABILITIES ACT OF 1969

WEDNESDAY, JULY 9, 1969

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Bell, Quie, and Dellenback.

Staff members present: John F. Jennings, majority counsel, Martin L. LaVor, minority research assistant, and Alexandra Kisla, clerk.

Mr. PUCINSKI. The committee will come to order.

I would like to introduce as our first witness our distinguished colleague from the Fourth District of Pennsylvania. Congressman Eilberg has been a champion of the handicapped, and will today testify on his bill, H.R. 10212, which is identical to H.R. 9065. Mr. Eilberg.

STATEMENT OF HON. JOSHUA EILBERG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. EILBERG. Mr. Chairman and members of the subcommittee, it is a pleasure for me to appear before you today to testify on the Children With Learning Disabilities Act. I believe all of us have known despair. But the agony and despair of the parent who has a handicapped child is something which we can never truly grasp in its fullest unless we have experienced the phenomenon ourselves. Unless we have experienced the situation where the child reaches out for help and we are powerless to assist, we cannot appreciate what it really means to be the parent of a handicapped child. I believe that, despite the growing sophistication of our culture and our civilization, the handicapped child too often remains in the backwaters of our concern. Parents and teachers turn for help to find the help that is offered is inadequate.

In recent years, we all know that there has been a growing awareness on the part of the Congress and the Nation of the plight of the physically and mentally handicapped child. Programs in some instances now exist both in the public and private sector which are designed to assist these children in leading as normal lives as possible.

Given this fact, we also realize only too well that America is statistically oriented and those children who have identifiable physical and mental handicaps can be found, categorized and sometimes helped.

It is because of this situation that the Children With Learning Disabilities Act is so necessary. The programs which this legislation would authorize to aid the child who appears normal in every way both physically and mentally, but who has some special learning problems which prevent him from fully grasping the learning process, are essential if we are ever to stop classifying these children as stubborn or lazy. A child who cannot recognize and understand written information presented to him but who can understand the same information when it is presented to him orally is not slow or stubborn. He has a learning disability.

One of the major reasons why I sponsored the Children With Learning Disabilities Act is because the definition of "handicapped" which we have been using is not accurate. This definition speaks only of medically determinable handicaps, but says nothing of the psychological and educational handicaps that a child might have while to all medical appearances he is normal.

The children who will be helped by enactment of the Children With Learning Disabilities Act are those whose parents and teachers have become frustrated in their attempts to teach them because the child's problem either was not diagnosed or was misdiagnosed. This failure to identify the child's handicap in educational or psychological terms has led to these children developing greater and greater problems in learning, in emotional adjustment, and it even has affected their later vocational placement.

The programs which this bill would authorize are not designed only to serve children in the poverty areas of the Nation. The assistance which this bill will make possible will be available not on the basis of the average annual income in a given area but on where the problems are. I do not want to be misunderstood. I have supported programs which are designed to help our disadvantaged citizens. I have sponsored legislation in their behalf and I will continue to do so. But I really do believe that too many of our educational programs have been overly directed to reaching the poor per se rather than reaching out to solve problems where they exist regardless of the economic condition of the persons in the area affected.

The programs which would be supported by the Children With Learning Disabilities Act will place the emphasis of helping these youngsters with learning disabilities where it belongs—not on fancy diagnostic labels, but on an analysis of the learning task and on the development of special teaching methods and techniques as well as materials which can be used to find the learning disabilities of the child, employ them and work around specific barriers to learning that he might have.

Coming to terms with these children in designing educational programs is going to help us learn more about education for every child. It is going to help us realize that children have individual learning styles and characteristics, and that we are going to have to pay more than lipservice to these individual differences. Educators should be able, and will be able through the assistance provided in this bill, to design individualized approaches to the learning tasks which face children.

We can make this possible by providing support for carrying out a program of support for research and related activities in the area of education of children with learning disabilities. We must use this research as the basis for programs of professional advanced training for people who are preparing to teach these children, and we must develop model centers for the evaluation and education of our children. These centers will in turn assist our State and local educational agencies in making more programs available to children with learning disabilities.

Mr. Chairman, I support all the activities which we have undertaken to help handicapped children. The Children With Learning Disabilities Act will enable us to help those children who have special handicaps which are not medically discernable but which nonetheless are at the same time serious. You and the other members of the subcommittee may ask how many children this bill will help. I only wish I could give you a concrete answer. But, I cannot. As stated in the first annual report of the National Advisory Committee on Handicapped Children, "The total number of children involved cannot be accurately determined until more adequate diagnostic procedures and criteria have been developed." This is what the Children With Learning Disabilities Act will do. Through enactment of this bill we can help to open the doors of educational achievement for at least 500,000 and perhaps 1½ million schoolchildren whose special learning disabilities have gone largely uncorrected because they have not been diagnosed. I appreciate the opportunities to have appeared before you today and expressed my views on this bill. I hope the subcommittee will agree with me and act favorably on this legislation.

Mr. PUCINSKI. I realize that you must leave to attend another meeting. However, all of us on the subcommittee would like to thank you for your fine statement on the Learning Disabilities Act.

I wonder if we can have Dr. McGrady and Mr. Clements, Mr. Jones and Mr. Dechowitz up here at the witness table. We would like to have Miss Shover and Mrs. Hodgson to join us also. I think it would be much better if we work as a panel today.

Dr. McGrady, you are the director, Program in Learning Disabilities at Northwestern University. Mr. Clements is a member of the Professional Advisory Council of the National Easter Seal Society for Crippled Children and Adults. And you are accompanied by Miss Shover and Mrs. Hodgson.

Mr. Jones, director of the Rocky Mountain Regional Laboratory in Greeley, Colo.

We will have the other members of the committee joining us. There are several committees this morning that are holding hearings. So, on a day like this, we have to share some time here and some time with the other committees.

Nevertheless, the record is the thing that counts because this is what the committee is going to be working with when we start marking up this bill and evaluating this legislation.

So, I would suggest that we proceed and as the other members join us don't let it disturb you.

Why don't we start out with Dr. McGrady. All of your statements,

of course, will go in the record in their entirety. If you wish to read your statement, it is perfectly all right. If you prefer to summarize it why don't we let you proceed in any way you would like, Doctor.

STATEMENT OF DR. HAROLD J. McGRADY, JR., DIRECTOR, PROGRAM IN LEARNING DISABILITIES, NORTHWESTERN UNIVERSITY, EVANSTON, ILL.

(Prepared statement of Dr. McGrady follows:)

PREPARED STATEMENT BY HAROLD J. McGRADY, PH. D., DIRECTOR, PROGRAM IN LEARNING DISABILITIES, NORTHWESTERN UNIVERSITY, EVANSTON, ILL.

The Children with Learning Disabilities Act of 1969 could prove to be an important milestone for the education of handicapped children in this country. The direct beneficiaries of the provisions of this bill would be the three and a half to four million school children in the U.S. who have specific learning disabilities. These children should be eternally grateful if such a bill were to be enacted into law. They should be grateful because they would then be more capable of living useful, happy lives and reaping the full benefits of our educational system.

Indirectly, the bill would benefit a far greater number of persons. It would help to relieve the unnecessary pressures on the millions of parents of these children: honest, confused citizens who have often been misled to believe that their sons or daughters were retarded, or emotionally disturbed, or had other conditions as the reason for their school failure. The bill would aid the millions of regular classroom teachers who must now struggle with such learning problems overtime, sometimes to the detriment of other class members, despite the fact that they have not been trained to deal with such disorders and may even feel that they have been failures as teachers because they could not "reach" a particular child.

But the greatest benefit will be to the country as a total society. If the intent of this bill is satisfied, these millions of youngsters of today will become well-adjusted citizens able to contribute to the total well-being of our society. If their needs are not met, if the learning disorders are not remediated, they will join the ranks of the maladjusted, the vocationally unfit—misfits in a society that has become terribly demanding educationally.

It cannot be overstated that our society is an extremely technical one. Survival of the fittest today is dependent upon an individual's level of education and development of academic skills. And the competition is fierce from nursery school up through post-doctoral education.

Many children have not been able to keep up with our increasing educational demands because they have specific learning disabilities. The outgrowth of learning disabilities is people with problems unsuccessfully attempting to adjust to the demands of society. Handicaps are socially determined, and this is a society in which the acquisition of academic skills such as reading, writing, spelling, arithmetic, oral comprehension, and expression has become a necessity. Those who do not reach adequate levels of educational achievement become frustrated in their attempts to get along in life. And the more intelligent these individuals, the more severe their frustration at not being able to succeed academically. One author, Lloyd J. Thompson, in a book entitled "Reading Disability—Developmental Dyslexia" (1966) has presented a hypothesis that Lee Harvey Oswald, the accused assassin of President John F. Kennedy, may have been dyslexic. Using excerpts from Oswald's writings, Thompson has concluded that he was one who "spelled 'by ear'—lacking a clear-cut visual memory pattern for words" (p. 136). Thompson reflects the following implication: "Assuming that he (Oswald) had a reading disability with the consequent years of frustration without understanding or help during his school years, 6-17, it might have been a fundamental factor in producing hostility and rebellion against society". (p. 134). We might add that the disorder could have been such that it deprived Oswald of ability to clearly comprehend the complex, abstract concepts of the society in which he became entangled, and eventually, swallowed up. We do not say that Oswald killed Kennedy because he had a learning disability; he was apparently a very disturbed man for many additional reasons, but who is to say his learning disorder was not a factor in his total disorder?

As speculative as this is it signifies the potential consequences of learning disabilities as they relate to man struggling for survival in a society where acquisition of academic competence has become a necessity. Truly, we cannot allow for such frustration to be built up if it is in our power to prevent it.

How many adults are there today in mental institutions, or institutions for the retarded who had *specific* learning disabilities that were undiagnosed—or misdiagnosed; untreated—or mistreated? No one really knows. What is more sobering is the realization that millions of Americans walk the streets today with the invisible handicap of a learning disability. They are not institutionalized—but they are imprisoned by their inability to learn. Their handicaps create barriers and limitations of many types in their lives. As a result, emotional problems develop, delinquencies occur, vocational success is less than they would have been otherwise capable of, their social lives are restricted, and so on.

An oft-quoted literary statement is "the mass of men lead lives of quiet desperation" (Henry David Thoreau). This is certainly true of the person with a learning disability. His life may be characterized by constant degree of frustration and desperation.

The Children With Learning Disabilities Act of 1969 would be of great service to these children, their families, friends and our total society.

In total, we must view an improved opportunity for these children as a benefit for the entire country, not only in terms of the direct benefits which have been noted, but in terms of what a gesture of this nature represents. Providing necessary assistance for children with learning disabilities represents a positive step in the promotion of the value of human life. As a nation it is unfortunate that we are often thought of as being materialistic. Our science and technology, our business and financial successes are well-known. Any amount of money that we can spend for more altruistic purposes, to advance the well-being of our handicapped citizens, would be of help in improving our image. It is my understanding that we have been spending 30 to 40 billion dollars a year to fight the war in Viet Nam. In comparison with that figure, the ultimate appropriation of 31 million dollars per year for children with learning disabilities (less than one-thousandth of what we spend annually for the war) seems like a small token, considering the benefits to be reaped.

A civilization can be gauged by the way in which it treats its handicapped. We have advanced far from the days when handicapped children were taken out into the mountains to die. Our country has developed over the years comprehensive programs and services for other types of handicaps: mental retardation, deafness, blindness, emotional disturbance, speech impairment, and crippling conditions. And much still remains to be done in those areas of handicaps.

But we must now realize the importance of dealing with a more recently recognized type of handicap, the specific learning disability.

As we indicated earlier, handicaps are socially determined. What is a handicap in one society or time may not be a handicap in another society or time. Several years ago the man with a high school education was considered well educated and capable of doing quite well in our culture. Today it is desirable that he receive education or training even beyond the high school, and professional training usually requires education beyond the baccalaureate degree. Thus, the demands of society have created handicaps. We have created a need for people to acquire more advanced levels of verbal-academic skill.

In addition, our medical advancements have contributed to the changing nature of handicap. In some instances medical treatment and/or scientific knowledge have been used to prevent severe disorders. Knowledge of the results of certain drugs, such as thalidomide, or the effects of certain diseases during pregnancy, such as rubella, have led to preventative measures, thus reducing the number of disorders created by these conditions. Some handicapping conditions have been virtually eliminated, such as in the case of polio, which used to leave countless numbers of persons crippled if they were fortunate enough to survive the disease. Thus, the nature of handicaps changes over time. More serious disorders are being eliminated through prevention, or treated through educational services if they occur.

But the more subtle or minimal conditions leading to learning problems continue to occur and perhaps increase in number. Some children who formerly would have succumbed to the ravages of disease, or the effects of prematurity, or other similar conditions now survive, only to show the effects of varying degrees of disturbance to their neurological systems. The fact that children with

various learning disabilities manifest a higher incidence of prenatal and perinatal problems (such as lack of oxygen at birth, bleeding during pregnancy, prematurity, and toxemia) is well established. These children do not die at birth and they do not necessarily incur the obvious disorders of learning so well documented as types of handicap.

These children have been referred to as having minimal brain dysfunction and the report of Dr. Sam D. Clements ("Minimal Brain Dysfunction in Children" NINDB Monograph, No. 3, 1966) of Task Force I, provided a definition of the child with learning disability using as its base the notion that most specific learning disabilities are the consequence of minimal neurological dysfunction.

"The term 'minimal brain dysfunction syndrome' refers to children of near average, average, or above average general intelligence with certain learning or behavioral disabilities ranging from mild to severe, which are associated with deviations of function of the central nervous system. These deviations may manifest themselves by various combinations of impairment in perception, conceptualization, language, memory, and control of attention, impulse, or motor functions.

"Similar symptoms may or may not complicate the problems of children with cerebral palsy, epilepsy, mental retardation, blindness, or deafness."

Although this definition is valid and compatible with later versions, the general trend since that time has been to derive a more educationally relevant definition. The definition used in H.R. 8660 is such a definition and is essentially that used by the National Advisory Committee to the Bureau of Education for the Handicapped.

A more comprehensive definition was drafted at Northwestern University in a special study institute sponsored by the U.S. Office of Education in August, 1967, and directed by Dr. H. R. Myklebust.

"A learning disability refers to one or more significant deficits in essential learning processes requiring special educational techniques for its remediation.

"Children with learning disability generally demonstrate a discrepancy between expected and actual achievement in one or more areas, such as spoken, read, or written language, mathematics, and spatial orientation.

"The learning disability referred to is not primarily the result of sensory, motor, intellectual, or emotional handicap, or lack of opportunity to learn.

"Deficits are to be defined in terms of accepted diagnostic procedures in education and psychology.

"Essential learning processes are those currently referred to in behavioral science as perception, integration, and expression, either verbal or nonverbal.

"Special Educational techniques for remediation require educational planning based on the diagnostic procedures and findings."

These definitions indicate the trend in thinking regarding what we mean by specific learning disabilities. It has been defined and recognized as a viable type of handicap. Accordingly the Bureau of Education for the Handicapped has appointed a Coordinator of Learning Disabilities in its Division of Training Programs and has made some monies available for other aspects, such as research. But these appropriations have been extremely minimal in comparison with the need. Also, they have been made possible only through interpretation of the definition of handicap. The definition of handicap states that "A person shall be deemed to be handicapped if he is mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, emotionally disturbed, crippled, or suffering from any *other health impairment* by reason of which he requires special education."

As Dr. Samuel Kirk testified on April 27, 1966, before the Senate Subcommittee on Education, children with learning disabilities were interpreted as being included in the category of "other health impaired". Only through this judgment was it possible to begin the much needed training of teachers of learning disabilities. This movement has expanded greatly as we will discuss later.

The critical point that needs to be made here is a repetition of the point made by Kirk in those 1966 hearings. *The child with specific learning disabilities must be identified distinctly in the definition of handicap.* This can only be done without confusion if the term "specific learning disability" is inserted as an addition to the above-mentioned listing of handicaps in the legal definition of handicapping conditions. This will provide clear-cut identity and forestall the always-present possibility that a future administrator could "re-interpret" the handicaps implied by "other health impaired". Regardless of the consequences of H.R. 8660 and related bills under current consideration, we feel it imperative that all federal legislation currently concerned with the handicapped be amended as suggested.

The suggestion was a worthy one when proposed by Dr. Kirk in 1966. It is just as important today, but is now more feasible, because there are more trained and interested professionals available to implement the programs for specific learning disabilities. Furthermore, the series of committees and conferences mentioned above have created workable definitions of specific learning disabilities to be used as guidelines. This is evidenced by the fact that an acceptable educational definition of specific learning disabilities has been included in H.R. 8660 and its companion bills. In making this suggestion of amendment to current legal definitions of handicap, I have considered the opinions of many colleagues who also feel strongly that this is necessary.

Regardless of which definition of learning disabilities we use, it is only an abstraction of the true entity. We want to be certain that everyone is clear about which children are defined as learning disabilities. They are children with near average, average, or above average intellectual potential who are not learning despite an adequate exposure to the normal regimen of American education. We often define them by exclusion, saying what they are *not*, and it is important that we understand what they are not. The child with learning disability is not the following:

(1) He is not mentally retarded. As stated, his intellectual potential is at least normal. In mental retardation the child's learning disability affects all or most areas or types of learning. The M.R. child has a generalized learning deficit. As a result, he must work within a ceiling or limitation level pre-set by his handicap. In contrast, the learning disability child has a deficit in a specific area of learning.

(2) He is not disadvantaged. This is not to say that a particular disadvantaged child may not have a learning disability. Any of these conditions may occur in combination and a disadvantaged child may also have a learning disability. But a learning disability is not the result of disadvantage *per se*. The learning disability child needs a program different from the disadvantaged.

(3) He is not deaf, blind, hard of hearing, or partially sighted. These are examples of varying types and degrees of sensory deprivation. The child with sensory deprivation cannot restore his vision or hearing. He must be taught to compensate for his loss by using other sensory avenues more efficiently, in combination with whatever residual use he may have of the deprived sense.

(4) He is not emotionally disturbed as the etiology of his disorder. In other words, it is not a psychosis, or neurosis, or "emotional block" that is causing him not to learn. The child with learning disability may develop emotional or social problems; he may be aggressive, or withdrawn, or show other such symptoms, but in the case of learning disabilities these are only the result of the condition, not the cause. This is a most difficult diagnostic problem and needs further clarification through research. However, perhaps one of the best diagnostic techniques is to teach the child through special methods. If he responds to such special methods his emotional symptoms lessen. The proof of the pudding is in the learning that takes place, which in turn relieves the superfluous symptoms.

(5) He is not primarily crippled or with motor disorder. Children with severe motor disorders, such as cerebral palsy, are not learning disabilities *per se*. He may have concomitant learning disabilities as the result of his neurological disturbance, but the motor aspects of the problem should not be considered as being learning disability.

Diagnosis and identification, then, of learning disabilities children depends upon a one-by-one exclusion of the factors named above. These factors also cause problems of learning. They are also handicapping conditions, but they must be treated by the combination of special methods appropriate only to that particular disorder.

Children with learning disabilities must be treated differently from these other conditions. Although some techniques used for the above disorders may be applicable at some times, the management of learning disabilities children is unique and has its own principles, separate from other handicapping conditions.

The retarded child must be taught to live within his intellectual limits, and is usually taught at a slower rate than normal; the disadvantaged primarily needs to be exposed to experiences of which he has been deprived; the emotionally disturbed needs counselling and/or psychiatric treatment, rather than educational modifications *per se*; the sensorially deprived must learn to compensate for a lost channel of input of information; and the crippled must relearn some motor skills through various types of therapy and compensate for those motor activities which he will not be able to develop.

But the learning disabilities child is different from all of these. He is a child with normal or above potential. It is the goal of education for learning disabilities children to return them to regular classes. The major goal is to teach them *how to learn*. They must learn how to learn. Most "normal" children learn by almost any method of teaching. For example, most children will learn to read, regardless of the method used to teach reading. Thus, they will perform adequately in school and society if they are exposed to the normal variations in curriculum and teaching methodology found in American schools. This is not true of the learning disabilities child. He will not learn properly, except by the particular combination of techniques which correspond to the nature of his learning system, i.e., his psychoneurological makeup. This child must be taught individually, according to his assets and deficits. Thus, a basic principle for dealing with learning disabilities children is that each is unique and must be taught according to his own uniqueness. This is difficult for regular teachers to do. They are usually trained to use a particular method and attempt to march the class through this regimen. The child with learning disabilities will fail in such a situation. He must be treated specially by a special education teacher trained to work with learning disabilities children.

At Northwestern University we are engaged in the training of such teachers. We have a specialized program that differs from special education programs designed to train teachers for other types of handicaps. Northwestern was one of the first such program to be developed and now has one of the largest, if not the largest programs in the United States for training teachers of children with learning disabilities. This type of program has been developed over the past 20 years under the direction of Dr. H. R. Myklebust, one of the pioneers in the field. The growth of the program has been rapid, and has been influenced greatly by state and federal legislation. There is no doubt that such legislation has been instrumental in the growth of our program. At the state level we have mandatory legislation for children needing special education. This has created a vast market for our program and programs like ours in the State of Illinois. In addition the fellowships offered to students for academic year or summer training have been an aid. A limited number of such fellowships have been made available through the State Office of Public Instruction and the U.S. Office of Education. Without these fellowships (particularly at a private institution such as ours, where the tuition is higher than in the State schools) training programs such as this cannot exist. To illustrate the growth stimulated by the availability of fellowships and support money, our graduate program in learning disabilities has grown from 11 and 12 students in 1964 and 1965 to a current total of over 60 persons training to become teachers, supervisors or other professionals in learning disabilities. Our training programs are at the Master's and Doctoral levels. The need is great and many colleges and universities are attempting to develop adequate programs for training professionals in this field. It has been reported by Dr. Samuel Kirk that only four universities proposed programs in learning disabilities in 1964. By the fall of 1966 when the U.S. Office of Education held the Kansas Conference on Learning Disabilities, there were twelve programs funded for teacher fellowships by the U.S. Office of Education. Next year it is my understanding that over 30 programs will be so supported through the Training Division of the Bureau of Education for the Handicapped.

This is growth, but it nowhere near meets the demand. More than 100 universities and colleges have indicated that they have developed or are developing programs for training teachers in learning disabilities. Many more will need to be developed to satisfy the need for special teachers, supervisors and diagnosticians, and current programs need to be continually supported to allow them to provide necessary leadership in the field. It is our sincere hope that the Children With Learning Disabilities Act of 1969 will help considerably in accomplishing our goals. A start has been made. Whatever legislation results from these hearings, we feel strongly that it should be in addition to current provisions for children with learning disabilities, not a replacement for advances that have already been made.

This legislation would be extremely helpful in providing support for the needed manpower for learning disabilities through the fellowships granted to prospective teachers. A second provision of the bill will be just as important. That is the provision for model centers.

In our training program we are continually trying to link identification and diagnosis of learning disabilities to remediation and treatment. In essence this can only be done through demonstration. Teachers learn to teach and diagnos-

ticians learn to diagnose by observing exemplary teaching and diagnosis. In most instances this is now done through clinical practice and demonstration in our university facilities in combination with some experiences in the schools.

The time has come to increase the number of model centers for dealing with learning disabilities within the public schools. The ideal would be to have model centers where full-time staff committed to the school system and the community build a program which will work for that system.

Diagnosis and remediation of learning disabilities should not occur solely outside of the school. In fact, I believe it is best accomplished when it is an integral part of a school district's program. In this way the child's inability to learn can be viewed in proper perspective to the curriculum of his school; that is what learning he has been exposed to, and what learning is expected of him. Diagnostic-remedial centers within the schools aid the child and family by reducing the wasteful and often fruitless duplication of testing when the parents are forced to take the child from clinic to clinic to get a diagnosis, then find that remediation services are not available. Even when remedial help is available it is often patchwork in nature, and is not well coordinated or integrated with the rest of the child's academic experiences at school. Often the school and the clinic or tutor are working at cross purposes, leading to unnecessary expenses, duplication of effort, and even use of techniques that offset each other.

In addition, the follow-up for reevaluation of diagnostic findings and the continuing evaluation of remedial services is best handled within the school systems. There the child is being observed continually by many persons whose basic commitment is to that community, that school, and that child. This avoids much needless "passing the buck" about who will help the child. It is best, then, that diagnostic-remedial programs or centers be located as integral, ongoing activities of our schools.

All of this means an intense need for training personnel in our college and university programs. But it can be enhanced immeasurably by the development of model centers.

The ideal model center would be housed and operated in a school system with full-time staff devoted to its purposes. It would include definite liaison with a nearby university equipped to train teachers of learning disabilities. This would combine, then, the best aspects of an operating system with the benefits to be accrued from a university, where research would allow for the constant insertion of the latest techniques and methodologies into the ongoing program.

Some learning disabilities centers have been established under a variety of federal programs within the past few years. We have seen particularly good success with such programs in our Chicago metropolitan area. These programs have been very widely observed by persons from throughout the country who wish to set up similar programs. They have served as a strong impetus to the development of other programs, then, throughout the United States. The interest shown in such exemplary programs has been great. These are action programs where a total working system can be seen by others to implement. A model center can have wide influence for surrounding school systems and districts. It can serve as a useful practicing facility and as a mechanism for thorough, practical research in learning disabilities. Thus, we strongly support the need for model learning disabilities centers, as provided for in H.R. 8660.

Interest in learning disabilities has increased rapidly over the past few years. Training programs have increased in number; the number of trained personnel has increased rapidly; parent interest has heightened, as witnessed by the growth of the Association for Children with Learning Disabilities; and state legislatures are beginning to stimulate the growth of learning disabilities programs. But, there is a need for much research within the field. Operational definitions have been developed, but more specific details need to be identified for theory and practice in learning disabilities. Although there is much known about learning disabilities, so that it now represents an identifiable field within special education for the handicapped, there are many important questions unanswered. The need for research is paramount. And I firmly believe that the research conducted on specific learning disabilities will tell us much about learning in general and have a helpful effect on general education. But the goals of research should be to better understand the precise nature of specific learning disabilities, their identification and remediation.

There are currently only seven learning disability programs funded for training at the Post-Master's level by the U.S. Office of Education. Several of these are relatively new, so we are only beginning intensive research effort

at the universities in regard to learning disabilities. Much needs to be done to build, strengthen, and expand existing pioneer programs and develop further programs which demonstrate potential for such research.

As an example, I would like to cite several types of research that are being conducted at Northwestern University. Keep in mind that other university programs are also making such efforts, but I can only report knowledgeably about our own research.

One study, done under the direction of Dr. H. R. Myklebust, has attempted to define learning disabilities according to a formula (called the Learning Quotient) and discover the incidence of learning disabilities when so defined. This study supported by U.S. Public Health Service, also had as a major goal the identification of relationships between psychological and educational (behavioral) test findings and medical data, such as neurological, ophthalmological, electroencephalographic, and pediatric findings. The latter information is now being compiled in the final report, but I would like to comment here on the incidence of learning disabilities as seen in this study of nearly 3,000 third and fourth grade children in four suburban school samples. The Learning Quotient defines the child by comparing his actual achievement to his expected achievement. His expected achievement is based on his mental age, chronological age, and grade in school. The formula is

$$L.Q. = \frac{\text{Achievement Age}}{(\text{Mental Age} + \text{Chronological Age} + \text{Grade Age})/3}$$

This has been discussed in some detail by Dr. Myklebust in the book "Progress in Learning Disabilities", published by Grune and Stratton in 1968.

Using this formula the children were screened for possible learning disabilities through group achievement testing and then selected samples were tested intensively in individual clinical examination. This intensive evaluation defined a child as a learning disability if his achievement was less than 90% of expectancy in any one area of learning (e.g., reading, written language, arithmetic, etc.). Keep in mind the fact that all children with mental retardation, hearing or vision problems, basic emotional disturbance, or obvious motor handicap were eliminated from consideration as potential learning disability. They were considered as having other handicaps. Of the total sample of normal children, then (all having at least 90 IQ, according to testing), about 4 to 7 percent demonstrated learning disabilities in some specific area of learning. This may serve as a guideline for the present in estimating the number of learning disability children to be expected in such schools. It is these percentages which generate an estimate of 3½ to 4 million youngsters with learning disabilities in U.S. schools today. There is need now to further examine this method of defining specific learning disabilities, comparing it with other formulas that might be used, and relating it to eventual remediation procedures. (This, incidentally, was a good example of an instance in which research stimulated community action. Once these children were identified there was more awareness, and the schools developed more intensive programs for aiding such children.)

There is much that needs to be done in specifying the nature of sub-populations of learning disability children. This means further definition of the varieties of learning disabilities according to type of specific learning deficit and the effects of relative severities of such deficits or combination of deficits.

Research by Dr. Don A. Olson and me has indicated some important differences in severity between children referred to diagnostic clinics as compared to those who struggle in the schools, but are never considered problem enough to refer for such diagnosis. This research was sponsored by the U.S. Office of Education. As might be expected, we found that those referred to diagnostic clinics tend to have more severe or acute disabilities and more types of disabilities. They are also more generally the kinds of children more difficult to remediate. Thus, we assume that more intensive and comprehensive services will be needed for such children. This is only by way of saying that there are important differences in severity and type of learning disabilities that must be taken into consideration when planning services for the child. The more subtle learning disorders are those in which the child performs at average for his grade or age level, but not up to his known intellectual potential. A child with an IQ of 150, for example, who achieves academically at only average levels (as if he had a 100 IQ) has a learning disability. He is not achieving up to his true potential. His treatment is different from the child with 100 IQ who is performing only

at a 75 IQ level in a particular area. Details from such studies are critical to eventual development of appropriate treatment for these children.

Other research is underway to establish correlations between medical or organic factors and learning disorders. These include study of certain brain waves and their relationships to learning deficit. Such research is expensive and requires many highly trained personnel. But only through carefully controlled experimental effort can the true nature of learning and its disorders be discovered. We are also in the process of examining the relationship between endocrinological disorders and learning. Research of this type must be interdisciplinary and must be done with intensive commitment if it is to be successful. Research monies to be provided through the proposed legislation would be extremely beneficial in continuing such useful research.

The final research that I would like to discuss involves the longitudinal study of children with one particular type of learning disability—childhood aphasia. Several years ago I became interested in a group of such children who are characterized by their inability to comprehend oral language or to express themselves well orally. These were children who had been identified as having language learning disabilities at about the age of two to five years. My interest was in what they were able to accomplish as they were in the early school years. These children had either difficulty in comprehending or expressing themselves in spoken language. They had demonstrated normal intelligence through everyday behavior or competent mental testing of a nonverbal nature. Thus, they were children with language disorders, a specific type of learning disability. They were not children with primary emotional disturbance, mental retardation, or sensory deprivation, and each has had adequate opportunity to learn language. There was also some indication in each record that a neurological dysfunction of some degree was responsible or contributing to the language disability. In the definition of learning disability for H.R. 8660 the term aphasia is used as an indication of one type of specific learning disability. It is with this disturbance that we were concerned.

These children had typically been brought to our clinic at the ages of two to five years because they were not talking, or they were not talking and also had trouble "listening". In many instances the parents had been concerned about these children in terms of their language development for several months or even years. Unfortunately, in many instances these parents had been advised "don't worry, he will grow out of it". They were also told many tales of people who had not talked until late ages and who seemed to be doing well as adults. And so a general policy of doing nothing was often followed. One of my major beliefs is that concern for these children must begin early. It appears from my study of such children that the problems of language encountered in early childhood persist in early school age, adolescence, and adulthood. Oh yes, they learn to talk, to understand language but apparently their understanding and use of language is not as complete as that of their normal peers. The offshoot of childhood language and learning problems is that these children later develop difficulties in reading, writing, arithmetic, spelling, and other aspects of academic achievement. There is a strong implication from my longitudinal study that aphasic children have disorders of language that carry over into achievement at academic levels, particularly if they are not given early intensive treatment. I believe that this is true because childhood aphasia is a disorder of thinking. When one does not have mastery of language, his thinking processes will become modified and this will obviously affect all aspects of academics. What is just as evident, however, when we study such children over a period of years, is that they also develop behavior and social problems as a result of their incapacity to compete in a very verbal society.

When I studied these children at the ages of seven to nine years I compared them with a group of normal children. I studied them in terms of verbal ability and nonverbal ability. Verbally I evaluated their comprehension and expression of oral language as well as reading and written language. Also verbal memory was considered. Nonverbal functions included perception and memory for each of three sense modalities: audition, vision, and tactition. From this comprehensive analysis we determined some of the key characteristics of such children. The children with comprehension language difficulties manifested their debilitating effects during early school years. When compared with their normal peers the children with receptive aphasia were significantly poorer on many nonverbal and verbal functions. Receptive aphasia then appears to affect much learning

behavior, both verbal and nonverbal. Although their average IQ ratings based on nonverbal tests would still place them at the low average limit, there was wide variation among individuals. Expressive aphasic children, those who understood language well but had difficulty in oral expression, all performed within average IQ ranges on standard nonverbal tests. They were not, however, without their difficulties. They had specific problems in auditory memory, auditory discrimination, and sequentialization of information. They had trouble, for example, ordering words in written sentences, repeating sentences in correct sequence and in placing series of individual sounds in sequence to form words.

Both of the types of aphasic children were poorer than their normal counterparts in motor ability, indicating some relationship to possible neurological dysfunction.

All of this is by way of trying to summarize a few characteristics of such children as determined by my first look at them during school age. Subsequently I examined 25 of the 30 original population of aphasic children when these same children were at the age of 13 to 15 years. I likewise studied a similar number of the original normal population. As I have examined the results from this study, and I still have much of it to complete, I find many effects on academic performance as the result of these early language learning disabilities. Most of the aphasics who had comprehensive difficulties have had more severe problems getting along in school. All have received some outside special help such as learning disability teachers, or resource teachers, or tutors, or remedial reading teachers, etc. Many have been placed in special classes and some are even in special school. But many of them did not receive enough help of the proper kind.

Those who had good comprehension, but poor ability to express themselves, have succeeded in public schools, although some have been in special education classes. Most of them have received remedial reading and/or speech therapy.

What I have said to this point may sound somewhat pessimistic. Children who have had some training still failed to perform "normally" after several years of schooling. We believe that their abilities were more fully developed than they would have been, however. Also, we must point out that these children were identified and discovered at a time when diagnosis was a much more well developed art than remediation for such disorders. Many of them received little remedial help of an organized or intensive nature. It was often patchwork and tailored from whatever was available in a local community unprepared to deal with such problems. These children were in need of services that were not available and they needed them early in life.

We need much more controlled study of the affects of specific learning disabilities on overall academic functioning and social functioning. Today what we have is largely empirical in nature. There is an extreme need for further identification of the important variables in dealing with such disorders.

However, from my research I feel that we must move towards earlier identification of the specific nature of these children's learning disabilities. This means that some provision must be made for identification of certain types of learning disabilities prior to the current school age. If the move in American education is to provide more and more formal education down to the age of four or three years, this may help. As the child reaches school age, the early years must be devoted to careful identification and remediation of academic difficulties. As is often said in the case of reading, the early elementary years are used to "learn to read" after that the child "reads to learn". The early academic years must be used to establish proper learning strategies among children who need special help. As they pass through the elementary years into junior high and high school, we still must continue to remediate the residual learning disabilities, but often our emphasis will turn to guidance and counseling so that the person may learn to compensate and deal with unresolved learning difficulties. Thus, we feel that the pre-school years must emphasize early identification, and appropriate remediation; the early school years must emphasize the "learning to learn" aspects of performing academically; and later school years must be devoted to guidance and counseling for such youngsters. This is not to say that each of these various aspects is not of some importance at all age levels. But it seems that this kind of emphasis would be appropriate.

In this presentation I hope that I have given support to the intent of this proposed legislation to provide needed monies for teacher training, research, and model centers for children with learning disabilities. Learning disabilities cut across all social and economic levels. Help for learning disabilities children is help for every level of person in this country, in every region of this country.

It will be a benefit to more self-sufficient and productive citizens in our society. We have indicated a need for passage of such a bill, but we have also indicated a need for definition of specific learning disability as a type of handicap in all federal legislation dealing with handicap. My own preference is for the word specific learning disability rather than learning disability so that we do not confuse it with other more generalized learning deficits or deficits of learning caused by other conditions. Whatever the nature of the legislation, it must be for the ultimate benefit of the millions of children in this country who do indeed suffer from specific learning disabilities.

Dr. McGRADY. Thank you, Mr. Chairman. I would like to summarize briefly the statement that I have prepared for the record.

First of all, I would like to indicate that the benefit of the proposed bill would be great in this country. It would help to relieve unnecessary pressures on millions of parents of children with learning disabilities in addition to the direct benefit to those children.

It would help to relieve these honest rather confused citizens who have been misled to believe that their children are retarded or emotionally disturbed or have some other handicapping condition as the cause of their school failure.

Not only will this bill aid these people, but it will aid the children's peers and particularly the teachers who must attempt to teach these children, although they have not been prepared in special techniques.

I suppose the greatest benefit is to the total society because if the intent of this bill is satisfied, we will have many more well adjusted and contributing citizens to our society.

I don't think it can be overstated that this is a very technical society and survival of the fittest today is dependent one one's level of education and level of academic skills.

The competition is fierce from nursery school right up through postgraduate education. Many children have not been able to keep up with this increasing demand. These are the children with learning disabilities. Handicaps are socially determined and we have created such a need for academic skills that these children are now having much difficulty. They are the children who become maladjusted as a result of their frustration and inability to keep up academically.

I would point to one reference by an author, Lloyd Thompson, who even hypothesized that Lee Harvey Oswald, the accused assassin of John F. Kennedy, may have been dyslexic. He has used excerpts from Oswald's writings and points out some things that are very speculative.

But as speculative as this is, the significance is the potential consequences of learning disabilities in a society where struggling for survival means the need for academic competence.

We don't know how many adults there are today in institutions for the retarded or for the mentally ill, who might have had specific learning disabilities that were undiagnosed or misdiagnosed. Perhaps what is more important is that there are millions of Americans walking around on the streets today who have the invisible handicap of a learning disability.

These people are not institutionalized, but they are imprisoned by their inability to learn and their handicaps create barriers and limitations on their lives.

As a result, emotional problems develop, vocational success is less than would have been and delinquencies occur and so forth.

So, in total, I think we absolutely need to consider these struggling citizens.

In total, I think we should also view this improved opportunity for these children as a benefit for the entire country in terms of what this gesture would represent. As a nation, we have become thought of as materialistic.

Any amount of money that we could spend for more altruistic purposes to advance the well being of handicapped children would be of help in improving our image. It is my understanding that we are spending more than \$30 billion a year to fight a war in Vietnam. In comparison with that figure, the ultimate appropriation of \$31 million a year for children with learning disabilities (less than one-thousandth of what we spend annually for the war) seems like a small token considering the benefits to be reaped.

We are now at a point where we are able to deal with more subtle types of handicaps than in the past. The nature of handicaps in fact has changed and I have outlined this in my written text.

Perhaps a symbol of this change has been the evolution of definitions of learning disabilities. One of the first formal definitions was by Task Force 1, which Dr. Sam Clements chaired, and which definition has been published. This was a definition which largely indicated some of the minimal neurological implications.

Subsequently, definitions have evolved through the behavioral or educational type. A comprehensive definition was drafted at Northwestern University in a special study instituted in August 1967 and I have submitted that for the written record.

This evolution of definitions indicates the trend in thinking regarding what we mean by specific learning disabilities. It has been defined and recognized as a viable type of handicap.

Accordingly, appropriations have been made and funds have been made available. But the appropriations have been extremely minimal in contrast with the need.

Also, they have been made possible only through interpretation of the definition of handicap. And the definition of handicap states that, "A person shall be deemed to be handicapped if he is mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, emotionally disturbed, crippled or suffering from other health impairment by reason of which he requires special education."

In previous hearings before the Senate Subcommittee on Education, Dr. Samuel Kirk indicated that only through the interpretation of other health impaired were we able to begin training programs for training teachers of children with learning disabilities.

The critical point that I wish to make here is that the child with specific learning disabilities must be identified distinctly in the definition of handicap.

Regardless of what definition of learning disabilities we use, we must clarify some aspects of it. I would like to submit what he is not. This has been, I am sure, repeated often in other testimony and will be. But we must keep clearly in mind that he is not mentally retarded, that he does have normal or near normal or above normal intellectual potential. He is not disadvantaged.

This is not to say that a particular disadvantaged child may not have a learning disability. Any of these conditions may occur in

combination and a disadvantaged child may also have a learning disability but learning disability is not the result of disadvantage per se.

The learning disability child needs a program different from the disadvantaged.

He is not deaf, blind, hard of hearing, or partially sighted. These are varying types of sensory deprivations. He is not emotionally disturbed as the etiology of his disorder. We have often overstressed the etiological base being an emotional disturbance in children having learning disabilities.

He is not primarily crippled or with motor disorder. Again, children with severe motor disorders may also have accompanying learning disability.

Diagnosis and identification of learning disabilities depend on the exclusion of these above factors. Because these other factors also cause problems of learning, they are also handicapping conditions. But they must be treated by a combination of special methods appropriate only to that particular disorder.

Children with learning disabilities must be treated differently from these other combinations.

Although some techniques used for the disorders mentioned may be applicable at some times, the management of learning disabilities children is unique, has its own principles separate from other handicapping conditions. The retarded child must be taught to live within his intellectual limits and is usually taught at a slower rate than normal.

The disadvantaged primarily needs to be exposed to experiences of which he has been deprived.

The emotionally disturbed needs counseling and/or psychiatric treatment rather than educational modifications per se.

The sensorially deprived must learn to compensate for a lost channel of input of information and the crippled must relearn motor skills through various types of therapy and compensate for those motor activities which he will not be able to develop.

But the learning disabilities child is different from all of these. He is a child with normal or above normal potential. It is the goal of education for learning disabilities children to return them to regular classes. The major goal is to teach them how to learn. They must learn how to learn. Most "normal" children learn by almost any method of teaching.

For example, most children will learn to read, regardless of the method used to teach reading.

Thus, they will perform adequately in school and society if they are exposed to the normal variations in curriculum and teaching methodology found in American schools.

This is not true of the learning disabilities child. He will not learn properly, except by the particular combination of techniques which correspond to the nature of his learning system, for example, his psychoneurological makeup.

These techniques are not a part of the training for regular teachers and it is very difficult for regular teachers to deal with these particular children.

As a result, we have developed over a period of 20 years at Northwestern University a program for training teachers of learning disabilities. This program has been developed under the direction of Dr. H. R. Myklebust, who was one of the pioneers in this field. The growth of the program has been rapid and we have to say it has been influenced greatly by State and Federal legislation.

There is no doubt that legislation has been instrumental in the growth of our program and others.

To state this in terms of our own particular program, only 5 years ago we had 11 or 12 graduate students. Today we have over 60 training to be supervisors, teachers, and other professionals.

In 1964, Dr. Samuel Kirk noted that only four universities proposed programs in learning disabilities. By the fall of 1966 when the U.S. Office of Education held the Kansas Conference on Learning Disabilities, there were 12 programs funded by the U.S. Office of Education.

Next year, it is my understanding that over 30 programs will be so supported through the training division of the Bureau of Education for the Handicapped.

This is growth, but it nowhere near meets the demand. More than 100 universities and colleges have indicated that they have developed or are developing programs for training teachers in learning disabilities. Many more will need to be developed to satisfy the need for special teachers, supervisors and diagnosticians, and current programs need to be continually supported to allow them to provide necessary leadership in the field.

It is our sincere hope that the Children With Learning Disabilities Act of 1969 will help considerably in accomplishing our goals. A start has been made. Whatever legislation results from these hearings, we feel strongly that it should be in addition to current provisions for children with learning disabilities, not a replacement for advances that have already been made.

This legislation would be extremely helpful in providing support for the needed manpower for learning disabilities through the fellowships granted to prospective teachers. A second provision of the bill will be just as important. That is the provision for model centers.

In our training programs we are continually trying to link identification and diagnosis of learning disabilities to remediation and treatment. In essence this can only be done through demonstration. Teachers learn to teach and diagnosticians learn to diagnose by observing exemplary teaching and diagnosis.

In most instances, this is now done through clinical practice and demonstration in our university facilities in combination with some experiences in the schools.

The time has come to increase the number of model centers for dealing with learning disabilities within the public schools. The ideal would be to have model centers where full-time staff committed to the school system and the community build a program which will work for that system.

Diagnosis and remediation of learning disabilities should not occur solely outside of the school. In fact, I believe it is best accomplished when it is an integral part of a school district's program. In this way

the child's inability to learn can be viewed in proper perspective to the curriculum of his school; that is what learning he has been exposed to, and what learning is expected of him.

Diagnostic-remedial centers within the schools aid the child and family by reducing the wasteful and often fruitless duplication of testing when the parents are forced to take the child from clinic to clinic to get a diagnosis, then find that remediation services are not available. Even when remedial help is available it is often patchwork in nature, and is not well coordinated or integrated with the rest of the child's academic experiences at school. Often the school and the clinic or tutor are working at cross purposes, leading to unnecessary expenses, duplication of effort, and even use of techniques that offset each other.

In addition, the follow-up for reevaluation of diagnostic findings and the continuing evaluation of remedial services is best handled within the school systems. There the child is being observed continually by many persons whose basic commitment is to that community, that school, and that child.

This avoids much needless "passing the buck" about who will help the child. It is best, then that diagnostic-remedial programs or centers be located as integral, ongoing activities of our schools.

All of this means an intense need for training personnel in our college and university programs. But it can be enhanced immeasurably by the development of model centers.

I suggest that the ideal model center includes a program that works within a school system in cooperation with the university. Some of these have been developed and they have served as beginning models and they have received a great deal of interest on the part of people who are working in the area of learning disabilities.

The model centers have received many visitors from throughout the country. We have several of these in the Chicago suburban area and it seems we are constantly sending people to these programs to observe them.

So, the interest has grown rapidly over the years as much of this testimony, I am sure, will indicate. There are currently only seven learning disabilities programs funded for training at the post-Master's level by the U.S. Office of Education. Several of these are relatively new, so we are only beginning intensive research effort at the universities in regard to learning disabilities. Much needs to be done to build, strengthen, and expand existing pioneer programs and develop further programs which demonstrate potential for such research.

As an example, I would like to cite several types of research that are being conducted at Northwestern University. Keep in mind that other university programs are also making such efforts, but I can only report knowledgeably about our own research.

One study, done under the direction of Dr. H. R. Myklebust, has attempted to define learning disabilities according to a formula—called the learning quotient—and discover the incidence of learning disabilities when so defined. The details are in the record here.

I would merely like to indicate that this study of nearly 3,000 third- and fourth-grade pupils in four suburban school districts has gener-

ated an estimate of the incidence of learning disabilities at about 4 to 7 percent.

This is by a formula which is included in the record and the formula indicates the definition. Based on that definition, we came up with 4 to 7 percent.

There is need now to further examine this method of defining specific learning disability, compare it with other formulas, relate it to eventual remediation procedures.

I would like to mention that this is an example of how research has stimulated community action. Once these children were identified, there was more awareness and the schools developed more intensive programs for aiding such children. In this instance, a research program indirectly brought community action to bear on learning disabilities.

Some other research by Dr. Don A. Olson and me has indicated some differences in severity between children referred to diagnostic centers as compared to those identified in school systems alone and not referred to diagnostic centers.

The more subtle learning disabilities are those in which a child performs at average for his grade or age level but not up to his own intellectual potential. His treatment is different from the child who does not meet these criteria.

Other research is underway to establish correlations between medical or organic factors and learning disabilities. We are now working on some correlations between certain types of brain waves and learning deficits. This kind of research is expensive and it requires many highly trained personnel. But only through carefully controlled experimental effort can the true nature of learning and its disorders be discovered.

We are also in the process of examining the relationship between endocrinological disorders and learning. Research of this type must be interdisciplinary and must be done with intensive commitment if it is to be successful. Research moneys to be provided through the proposed legislation would be extremely beneficial in continuing such useful research.

The final research that I would like to discuss involves the longitudinal study of children with one particular type of learning disability—childhood aphasia, which does appear as one of the examples of learning disabilities in the definition of H.R. 8660.

Briefly, I am interested in what becomes of these children who we identify in early years as having learning disabilities. The offshoot of children with language types of learning disabilities is that these children later develop problems in reading, writing, arithmetic, spelling, and other aspects of academic achievement.

There is a strong implication from a study I have done with these children, following them from age 2 to 3 up through the age of 15, that these disorders carry over into problems of achievement at academic levels.

What is just as evident when we study these children over a period of years is that they also develop behavioral and social problems as a result of their incapacity to compete in a very verbal society.

As I have examined these effects, we have found some specifics about the different kinds of problems that they manifest. We will not go into those details. They are in the record. But we did find a history

of different kinds of learning disabilities which developed in progressive stages with these particular children.

Most of them continued to have some type of learning disability that needed help. Some of what I have found may be considered pessimistic. Children who had some training still failed to learn normally after several years of schooling. But we believe their abilities were more fully developed than they would have been, however. Also, we must point out that these children were identified and discovered at a time when diagnosis was a much more well-developed art than remediation for such disorders. They got what was available in the community. So, many of them received little remedial work of an organized or intensive nature.

It was often patchwork and tailored from whatever was available in a local community unprepared to deal with such problems. These children were in need of services that were not available, and they needed them early in life.

We need much more controlled study of the effects of specific learning disabilities on overall academic functioning and social functioning. Today what we have is largely empirical in nature. There is an extreme need for further identification of the important variables in dealing with such disorders.

I would say that the type of research needs are in terms of early identification, remedial techniques, and guidance for these children. I hope I have given support to the intent of this proposed legislation to provide needed moneys for teacher training, research, model centers for children with learning disabilities.

Learning disabilities cut across all social and economic levels. Help for learning disabilities children is help for every level of person in this country in every region of this country. It will be of benefit by providing more self-sufficient and productive citizens in our society.

We have indicated a need for passage of such a bill. My own preference is for the words "specific learning disability" rather than "learning disability" alone, so that we don't confuse it with other more generalized learning deficits or deficits of learning caused by other conditions.

Whatever the nature of the legislation, it must be for the ultimate benefit of the millions of children in this country who do, indeed, suffer from specific learning disabilities.

Thank you.

Mr. PUCINSKI. Thank you very much.

Dr. Clements, perhaps you would like to summarize your statement. We will then ask Dr. Jones to summarize his and the two ladies to add their own comments. Then we may have a discussion with the committee.

I might advise the witnesses that the members of the committee have a lot of questions to ask on this subject. So, perhaps we can limit ourselves to the summary of the statements which will go in the record. It will give us more time for a discussion of this legislation and some of the problems that we have on this side in trying to move this legislation.

(The statement referred to follows:)

STATEMENT OF SAM D. CLEMENTS, PH. D., FOR THE NATIONAL EASTER SEAL
SOCIETY FOR CRIPPLED CHILDREN AND ADULTS

My name is Sam D. Clements. I am a Clinical Child Psychologist and an Associate Professor of Child Psychiatry and Pediatrics at the University of Arkansas Medical Center. In presenting this statement, I am representing the National Easter Seal Society for Crippled Children and Adults of which I am a member of the Professional Advisory Council.

The National Easter Seal Society is most grateful for this opportunity to come before this Subcommittee and I am most pleased to act on its behalf in submitting testimony in support of House Bill 8660, authored by Representative Roman C. Pucinski of Illinois, and identical bills.

THE NATIONAL EASTER SEAL SOCIETY AND ITS LEADERSHIP ROLE IN LEARNING
DISABILITIES

The National Easter Seal Society is our nation's largest and oldest voluntary health agency dedicated to serving the physically handicapped through a variety of programs which include direct service, education, and research. Over a decade ago, the National Society became the first such organization to recognize the existence of a void in understanding and programming for a special group of difficult children who had long been neglected by the general professional community. The special needs of these children and their parents, unmet by proper or sufficient recognition and resource, presented a useful and provocative challenge to the National Society.

In addition to special national symposia and extensive public literature on the topic, the Society set in motion the activity which, in 1964, culminated in what is now known as the National Project on Minimal Brain Dysfunction (Learning Disabilities) in Children. This was an unprecedented event in which the pioneering spirit of the Society was combined in a collaborative project with the National Institute of Neurological Diseases and Stroke, then under the direction of Dr. Richard L. Masland; the Neurological and Sensory Disease Control Program of the U.S. Public Health Service, under the leadership of Dr. Clifford H. Cole; and in cooperation with the U.S. Office of Education. The National Project designated three Task Forces to investigate, present findings, and make recommendations relative to children with learning disabilities and this extensive national problem. The topics covered by the three Task Forces include terminology and identification factors; educational, medical, and health-related services; and research. The report of Task Force I on Terminology and Identification was completed and published in 1966 as Public Health Service Publication No. 1415. The Reports of Task Forces II and III are currently undergoing final editing, and are soon to be published by the U.S. Government Printing Office.

The foregoing comments serve to establish the deep and on-going interest maintained by the National Easter Seal Society in children with learning disabilities and in legislative action which would be of benefit to them.

SOME ASPECTS OF THE PROBLEM

Individuals who have specific areas of deviation in learning and behavior have most likely been present throughout the hundreds of generations which constitute the annals of mankind. It seems incongruous then that the concept of learning disabilities, as we know it today, has a history of less than a decade. As is true with any new development, this brief history is marked with its share of the battle-wounds of confusion and controversy. This, however, is a predictable consequence when a concept is so potent that it poses a threat to tradition, challenges the comfort of custom, demands a reevaluation of past efforts, and jogs us into new ways of thinking of and planning for children.

Although the concept of learning disabilities is totally new to the field of education, the child with learning disabilities is anything but new to the educational scene. Indeed, he has been a perplexing member of every classroom group since the beginning of formal instruction.

The clinical concern is for that large group of children and youth who are of apparent good intelligence, yet who fail to progress in academic skills at the expected rate. Not only do these children experience inefficiencies and disabilities in learning, but they exhibit behavioral differences which are a source of irritation and bewilderment to parents, teachers, and peers. Some of them are relegated

to the special education classroom designed and operated for the mentally retarded; others are retained in grade for a year or more in the belief that they will somehow "catch up;" some are tutored incorrectly or are in other types of training or remedial programs ill-suited to their needs and remain fixed in them for months on end with no appreciable gain in skills; most are passed along automatically with their age group through the mechanism of social promotion and are left to navigate alone the swift waters of the mainstream curriculum. Survival is rare, and dropping-out when legally able to do so offers what to them appears to be the only available life preserver. The uninitiated may refer to such children as: lazy; unmotivated; slow-learning; immature; emotionally disturbed; under-achievers, etc. Although such terms may describe certain characteristics exhibited by the individual child at a given time, they provide very little useful information about him, how he got that way, or of most importance, what can be done for him.

No array of exceptional children has fired the imagination of child care specialists as has the child currently designated by the compatible and overlapping categories of "learning disabilities" and "minimal brain dysfunction."

The term "learning disabilities" refers to the major, and certainly most devastating consequence of the condition, and is the one preferred by educators and others in the academic management of such children. The term "minimal brain dysfunction" is the medical diagnosis for the condition relating to its causes, and indicating certain limited alterations of behavior and intellectual functioning as a result of milder forms of central nervous system dysfunction and/or developmental deviation.

Over the years, four out of many definitions written to identify these children have surfaced and have become strengthened by widespread national acceptance. Two are from the National Project on Minimal Brain Dysfunction (Learning Disabilities) in Children; one from the Division for Children with Learning Disabilities of the Council for Exceptional Children; and one quoted by Mr. Pucinski from the National Advisory Committee on Handicapped Children of the U.S. Office of Education. All these definitions contain essentially the same ingredients, and when distilled, express the following:

1. There exists in the general population, a disturbingly large number of children who manifest varying degrees of deviation in learning and behavior.
2. These children possess average intellectual potential.
3. The deviations arise from subtle dysfunctioning or developmental variations within the central nervous system.
4. The symptoms compromise the child in his adjustment to home, school, and society.

The implication in all definitions is that early identification, proper evaluation, and the provision of appropriate medical, health-related, and educational programs of management are essential in order for the individual child to achieve the potential of which he is capable.

PROGRESS IN LEARNING DISABILITIES

Progress in the area of learning disabilities since its rather recent recognition as the newest category of exceptionality in children has been steady but painfully slow. Precision in diagnosis and the tools to make this possible are considerably ahead of available programs of service. The meager number of programs which exist for children with learning disabilities in the public schools of some states have concentrated on the children of elementary school age to the necessary detriment of the youngsters of junior and senior high school age who have known nothing but the bitter taste of failure and frustration throughout their years of schooling. Early detection with subsequent evaluation and programming and the promise it holds for the prevention of more serious problems later, is making a feeble beginning in a very few number of nursery school, kindergarten, and first grade classrooms.

One natural but inhibiting factor relative to progress in the area of learning disabilities, and a contributor to the national dilemma, is the matter of its uneven development across the country. In some states, medical and health-related groups have guided its growth; in others, educators and public and private schools have set the pace. In other sections of the country, parent groups have provided the leadership. The moral is apparent when we consider that progress has been slow and strained where any one of these groups has acted independently of the

others. That is to say, the most progress has been made in those communities and states where program development for children with learning disabilities has been seen as a joint responsibility of the total community.

House Bill 8660 has recognized these pitfalls to progress and provides the means whereby the barricade can be lifted.

CONTRIBUTIONS OF THE CONCEPT OF LEARNING DISABILITIES

It is worthy of note that a great number of clinical child workers believe that the concept of learning disabilities has contributed more to our understanding of deviant children than few others before it. Its impact has been strongly felt by all disciplines who work with and for children and youth. I cite but three of the major contributions of the concept of learning disabilities and its companion, minimal brain dysfunction:

1. *A Focus on Individual Differences Among and Within Children.*

The concept has forced action rather than lip service to the obvious variations in maturational readiness with which children present themselves for formal education at the age of six years. The refinement of unique styles of learning displayed by children is the direct outgrowth of work with children with learning disabilities, as is the development of individualized programming based on these learning styles. Increased acceptance of and classroom accommodation for individual differences in children and how they learn has been a valuable by-product of the concept of learning disabilities.

2. *The Need and Value of the Multi-disciplinary Approach to Exceptional Children.*

Children with learning disabilities have served as no other group to emphasize the fact that exceptional children, in the general sense, are a social issue, and hence, become the concern and responsibility of everyone. Their difficulties and their amelioration cannot be in the singular custody of a particular profession, be it education, medicine, psychology, or some other. Certain aspects of such children, to be sure, are more pertinent to specific disciplines at specific times in their growth and development. The child with learning disabilities has succeeded where all other exceptional children before him have failed, in that he has acted as a catalyst in bringing together such groups as parents, educators, child psychiatrists, pediatricians, pediatric neurologists, child psychologists, optometrists, language pathologists, social workers, occupational therapists, physical therapists, child development specialists, nurses and others, all willing to work as a team in helping to solve the many puzzling problems. The multi-disciplinary approach to diagnosis and treatment has reached a new level of inclusion and efficiency with children with learning disabilities, and a much better job is being done for them and their parents.

3. *The Implications for Education.*

Many implications and directions for the improvement of the education of all children have derived from clinical and research efforts directed toward children with learning disabilities. It is being demonstrated that this child will lead us toward bridging the gap which exists between regular and special education. He has enhanced our thinking of the physical environment which produces the optimal level of learning. He has challenged us to analyze the components of the tasks we are requiring him to learn and to design prescriptive teaching which will enable him to do so. Because of him we have been more willing to experiment with non-traditional instructional methods and materials. As a result, the entire educational sky has brightened with new hope and enthusiasm.

These adjunct contributions of the concept of learning disabilities, just dimly perceptible at the present time, could spread their light with appropriate legislative assistance,

SPECIAL MERITS OF H.R. 8660

House Bill 8660 appears as a well-constituted and inclusive approach to the widespread and long neglected national problem of children with learning disabilities. Several features warrant special attention.

It is especially commendable that this bill includes the possibility of financial assistance to private educational and research agencies and organizations for various programs in relation to children with learning disabilities. It is important to remember that the initial thrust in this area came from such groups,

including the National Easter Seal Society at a time when only minimal research funds were available for such undertakings as the National Project on Minimal Brain Dysfunction (Learning Disabilities) in Children, even though co-sponsored by several governmental agencies. The Easter Seal Research Foundation contributed substantially to this effort. It was and is in the private schools that many of the advances in this field have and are taking place, particularly with regard to diagnosis and appropriate remedial instruction. No child with specific learning disabilities in whatever educational setting, be it public or private, should be denied the special help he requires to become a self-actualizing and productive citizen.

It is exceedingly important that broadscale research on techniques and methods of teaching children with specific learning disabilities be undertaken, and that demonstration projects be established to provide guidelines for the various educational facilities. These children, numbering in the millions, represent an enormous factor for economic loss or for economic productivity for the United States. We cannot continue to afford the delinquency, emotional crippling, and financial waste which the neglect of these youngsters has produced. They are indeed special children in that they are readily salvageable, their potential is high, and they have been ignored or misunderstood for so long.

In the current professional market there are relatively few individuals prepared to evaluate and teach children with specific learning disabilities. Teachers must be trained to teach them, and psychologists, physicians, and others to aid in their diagnosis and management. It so happens that many of the methods developed for children with learning disabilities in special programs are applicable for use in the regular classroom. Experienced teachers need refresher courses which would enable them to work more effectively with those children with learning disabilities who of necessity must remain in the regular classroom.

Existing regional centers of excellence should be supported and reinforced in their efforts. In those areas where no such centers exist, House Bill 8660 makes provision for their establishment. These centers would then be staffed and designed to demonstrate the full range of diagnosis and remediation of children with specific learning disabilities, to train teachers and other professionals, and to serve as a resource for consultation to local school districts, and to other public and private educational and research agencies and organizations.

The bill under discussion is a giant step in these undertakings. We urge your favorable consideration.

STATEMENT OF DR. SAM CLEMENTS, MEMBER, PROFESSIONAL ADVISORY COUNCIL, NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, AND DIRECTOR, CHILD STUDY UNIT, UNIVERSITY OF ARKANSAS

Dr. CLEMENTS. Thank you. I would like to further identify the two ladies who grace our table this morning. Mrs. James Hodgson, whose husband is the Under Secretary of the Department of Labor. Mrs. Hodgson has spent many years providing services to children with learning disabilities in the Los Angeles area.

On my far right, Miss Joan Shover, associate director for the National Easter Seal Society for Crippled Children and Adults. It is that group that I represent today.

We are most grateful for this opportunity to come before you to speak on behalf and submit testimony in support of House bill 8660 offered by Mr. Pucinski.

Over a decade ago the National Society became the first such organization of its kind to recognize the existence of a void in understanding and programming for a special group of difficult children who had long been neglected by the general professional community.

I am speaking of the children with learning disabilities. It is through their efforts that our national project on minimal brain

dysfunction and learning disabilities came into being. This was a project with the National Society and the National Institute of Neurological Diseases and Stroke, U.S. Public Health Service and in cooperation with the U.S. Office of Education.

The topics covered in our task force report, which will be completed very shortly and published by the U.S. Government Printing Office, include some of the problems connected with the area of children learning disabilities such as terminology and identification factors, the education, medical and health related services currently available to them and outline specific research activities that need to be carried out in this area.

Although the concept of the learning disabilities is totally new to the field of education, the child with learning disabilities is anything but new to the educational scene. Indeed, he has been a perplexing problem in every classroom group since the beginning of formal education.

Speaking clinically, our concern is for this large group of children who are of apparent good intelligence yet who fail to progress in academic skills at the expected rate.

Not only do they experience inefficiencies and disabilities in learning, they exhibit behavioral conditions which are a source of irritation and bewilderment to parents, teachers and peers.

You will be hearing and have heard a great deal about definitions for children of learning disabilities and Mr. Pucinski quotes one in his bill.

Over the years, and learning disabilities as you know is less than a decade old, four out of the many definitions which have been written to identify these children have surfaced and have been strengthened by widespread national acceptance. One is from our national project on "minimal brain dysfunction" and learning difficulties of the council for Exceptional Children, the one quoted by Mr. Pucinski from the National Advisory Committee on Handicapped Children and the one quoted by Dr. McGrady just a moment ago out at Northwestern University.

The essential thing is that all of these definitions contain essentially the same ingredients. If we distill them, there does exist in the general population a disturbingly large number of children who manifest varying degrees of deviation in learning and behavior.

Second, these children do possess average intellectual potential.

Three, the deviations of the handicap arise from subtle dysfunctions or developmental variations within the central nervous system.

Four, the symptoms compromise the child in his total adjustment to home, to school, and to society.

In the past 10 years, since learning disabilities has been given national visibility, there has been progress. It has been steady. It has been painfully slow. Our present situation in the diagnosis of these children and the tools to make this possible are considerably ahead of the available programs of service. There are a number of programs available for these children in the United States. Several States have planned for them and maintained programs within the public school system and private school systems.

One of the major inhibiting factors, I believe, relative to progress, and which contributes to our national dilemma in this area, is the matter of its uneven development across the country.

In some States, medical and health-related groups have guided its growth in others, educators and public and private schools have set the pace. In other sections of the country parent groups have provided the leadership.

The moral is apparent when we consider that progress has been slow and strained where any one of these groups has acted independently of the others.

That is to say, the most progress has been made in those communities and States where program development for children with learning disabilities has been seen as a joint responsibility of the total community.

House bill 8660 has recognized these pitfalls to progress and provides the means whereby the barricade can be lifted.

I would like to mention briefly some other contributions of the concept of learning disabilities and the impact it has had among all professional groups and on the national educational scene.

I think you will find that many clinical child workers believe that the concept of learning disabilities and minimal brain dysfunction have contributed more to our understanding of deviant children than few other concepts before it.

As an example, it has made us focus in on the obvious variations in maturational readiness with which children present themselves for formal education at the age of 6 years. The refinement of unique learning styles displayed by children is a direct outgrowth of work with children with learning disabilities, as is the development of individualized programing based on these learning styles.

Increased acceptance of and classroom accommodation for individual differences in children and how they learn has been a valuable byproduct of the concept of learning disabilities.

Children with learning disabilities have served as no other group to emphasize the fact that exceptional children, in the general sense, are a social issue, and hence, become the concern and responsibility of everyone.

Their difficulties and their amelioration cannot be in the singular custody of a particular profession, be it education, medicine, psychology, or some other. Certain aspects of such children, to be sure, are more pertinent to specific disciplines at specific times in their growth and development.

The child with learning disabilities has succeeded where all other exceptional children before him have failed, in that he has acted as a catalyst in bringing together such groups as parents, educators, child psychiatrists, pediatricians, pediatric neurologists, child psychologists, optometrists, language pathologists, social workers, occupational therapists, physical therapists, child development specialists, nurses and others, all willing to work as a team in helping to solve the many perplexing problems created by this group of children.

From this group of children, we have learned many things regarding total education. It has been demonstrated that this child will lead us toward bridging the gap which exists between regular and special education.

These adjunct contributions of the concept of learning disabilities, just dimly perceptible at the present time, could spread their light with appropriate legislative assistance which we feel strongly there youngsters deserve.

Thank you, sir.

Mr. PUCINSKI. Thank you, Dr. Clements.

Dr. Jones, you have had some experience in the Rocky Mountain Educational Laboratory in developing some programs on this subject. Perhaps you would like to discuss those with us. Your entire statement will be in the record.

Perhaps you would like to tell us something about the successes you had with your program.

(Statement referred to follows:)

STATEMENT OF DR. WILLARD JONES, DIRECTOR, ROCKY MOUNTAIN REGIONAL LABORATORY, GREELEY, COLO.

TESTIMONY OF DR. WILLARD G. JONES, ROCKY MOUNTAIN EDUCATIONAL LABORATORY (RMEL)

Mr. Chairman, Members of the House Education and Labor Committee, the Rocky Mountain Educational Laboratory (RMEL) chose as one of its two major programs areas "Individual Learning Disabilities." For the past year and a half the staff and cooperating agencies have been engaged in a "pilot incidence study." This study was conducted to achieve two major objectives:

1. To determine the incidence and nature of problems among second grade pupils with individual learning disabilities (ILD) who are assigned for instruction to regular classroom teachers.

2. To provide the basis for development of further studies of pupils with ILD at other age and grade levels and to provide the basis for the development and testing of procedures and materials which would enable school personnel to alleviate problems confronting pupils with ILD.

Although this study will not be fully completed until August of this year, preliminary analysis of data reveals some interesting and valuable conclusions and suggests some strong inferences. The RMEL staff is well aware that the conclusion of this particular study will not reveal the answers to many questions which are relevant to aiding this substantial portion of the pupil population in our schools. It will serve as an entrée to the problem and support the need for the "Children With Learning Disabilities Act of 1969." The enactment and funding of such a bill would insure continued research, training of professional personnel and the establishment of operating model centers for the improvement of education of children with learning disabilities.

Definition.—The definition which guides the RMEL efforts closely parallels that provided in the Act under consideration here today:

"A child who has an individual learning disability, is one who, according to present measures of intelligence, should be capable of learning in a typical classroom situation, but who, for various reasons, is unable to perform as expected in the school situation. For purposes of this study the definition is limited to children of average or above intelligence who have problems in relating, integrating, mediating, or processing school related instruction in order to produce appropriate school-related achievement. RMEL excludes from its definition children who have severe emotional problems, severe cultural deprivation, or severe physical handicaps, which might also account for an individual being unable to perform in the classroom as expected. This definition also excludes children who are heard-of-hearing, or deaf, partially sighted, or blind, or have other problems which inhibit appropriate school performances."

Procedures.—In order to identify and elucidate the incidence and nature of learning disabilities among the pupil population, the laboratory was aided by three major groups of people. These groups were: classroom teachers, qualified and certified psychological and educational diagnostic testers, and medical practitioners. To facilitate classroom teachers in the identification of the pupil population, the laboratory staff developed an instrument which asked teachers to identify children in their classrooms who were having severe difficulty in learning and to complete a specific checklist of behaviors for the children identified. The RMEL staff developed this checklist by reviewing the salient literature and gleaned some eighty observable behaviors which more or less collectively had been agreed upon as being symptomatic of individual learning disabilities. This check-

list was critiqued by sixteen experts across the nation and their suggestions were incorporated. The instrument provides for the teacher a systematic and organized way of reporting information about pupils in their classrooms who are having severe difficulties in learning.

The staff, with expert consultants, identified a series of psychological and educational tests which had been found useful in the identification of children with learning disabilities. This battery of tests also included tests of hearing and the like in order to eliminate those children who were excluded by definition.

The laboratory staff selected fifteen qualified and certified diagnostic testers who would conduct followup testing of the pupils identified by classroom teachers. This phase of the testing was utilized to validate the judgments of the teachers as well as to reveal the varying patterns and profiles of learning disabilities found among the pupils in the target population.

The staff consulted members of the medical profession to establish a series of information collecting activities and examinations which were also thought relevant to elucidating the nature of the problems confronting children with learning disabilities. It was also arranged that selected children who had been identified, those who seemed to have the most severe problems, would be sent to Children's Hospital in Denver, Colorado, for this total examination battery.

Teacher screening and preliminary findings.—In the Spring of 1968, eighty classroom teachers were randomly selected to utilize the Classroom Screening Instrument in their second grade classrooms. This sample is at least statistically representative of the cross-section of the entire eight-state region in which the laboratory operate. The average number of pupils enrolled in the eighty classrooms with thirty, thus bringing the total population screened to approximately 2,400. Class enrollments ranged from twelve to forty-six. The eighty classroom teachers reported to the laboratory 478 pupils who were having severe problems with learning in their second grade classrooms. This number represents approximately 20 percent of the entire population screened. Examination of intelligence data of the pupils reported, indicate that thirty-nine of these children could be classified as slow-learners, bordering on mental retardation. Examination of related information reported by teachers and confirmed by a substantial number of home visitations indicated that approximately sixty pupils probably were experiencing learning difficulty because of severe cultural deprivation. Thus, it could be concluded at this point, which was confirmed in the next phase of screening, that approximately 16 percent of all children enrolled in the eighty classrooms involved in the study were confronted with some degree of individual learning disabilities which contributed to their inability to perform as anticipated in their classrooms. Another way of expressing this conclusion, is that five children in a second grade classroom of thirty are experiencing some kind of learning disability.

If one can generalize from these conclusions to other regions of the United States, and we feel this is entirely possible, we would predict that 550,000 second grade pupils are experiencing a learning disability which interferes with their school learning. If we can further generalize to other grade and age levels, we would predict that approximately four and one-half million children enrolled in grades kindergarten through grade eight in the public schools are experiencing a learning disability which interferes with their school learning. It would be foolhardy for us to predict the occurrence of learning disabilities beyond the age which children are compelled to attend school by law since we strongly suspect that many children who do have individual learning disabilities are also among the population of school dropouts.

Diagnostic testing and preliminary results.—Diagnostic testers were able to administer the full battery of psychological and educational tests to 284 of the pupils identified by their teachers as having difficulty learning in their classrooms. The inability to reach all pupils identified by teachers is accounted for because of time constraints, limited financial resources, the inability to contact pupils in the summer, and in a few cases refusal of parents or school personnel to have pupils participate. This attrition is considered to be random, therefore, noncontaminating to this study.

As verified by this level screen, psychoeducational testing, teachers utilizing the Classroom Screening Instrument developed by RMEL are able to identify pupils with learning disabilities. Further, they are able to provide helpful information to diagnosticians or school psychologists by completing the Classroom Screening Instrument checklist. Data is being analyzed by computer at the present time to explore relationships between the information provided by

teachers and information provided by psychoeducational diagnostic testing. To the degree that this can be achieved, school personnel will more efficiently and effectively identify children with learning disabilities, will be guided in their in-depth studies of individual cases and thus will expedite the recommendation of appropriate treatment or referral.

Through intensive and exhaustive examination of the data revealed by the various educational and psychological tests and sub-tests, the typical pattern of the learning disabled was found among the children tested. These children sometimes have been referred to as "scatter" children. Profiles of individual children's test results indicate wide variances of strength or weaknesses in learning abilities. These patterns are erratic and unpredictable. By way of example, many children are able to accommodate an auditory stimuli, but are unable to accommodate visual stimuli. Children of this sort would be able to learn from oral presentations in school, but would have great difficulty in learning from visual presentations. They would experience considerable difficulty in learning to read and to spell.

A number of children had problems of integrating or organizing information inputs which would cause them to be unable to perform well in spelling or sequencing numbers and would cause them to frequently reverse letters or numbers.

It was found that many children experienced the problems of integrating information which came to them in the form of both visual and auditory presentations simultaneously. This capability is exemplified in oral reading which requires the pupil to convert visual symbols to auditory stimuli, expressed vocally. These children would have considerable difficulty responding to what has been named "the multi-sensory approach" of instruction. This approach emphasizes the use of presentations which require two or more senses to be utilized in gaining a message or reinforcing a message. The "multi-sensory approach" for children who have both visual and auditory channels open is probably quite good, but for the children just described would undoubtedly cause confusion leading to frustration.

This phase of the study provides ample evidence that it is necessary to understand the nature of the problems confronting children with individual learning disabilities and to design programs which teach to their strengths, but also enhance their capabilities in weaker areas. It was found that a number of children who had at least one sensory channel open for learning strive to compensate for their disabilities through the uses of their stronger sensory channels—some are successful. We would speculate, however, that later in this child's school experience he would be confronted with certain types of learning which would require him to use weak sensory channels, and therefore, he would be unable to respond.

Medical examination and preliminary findings.—The laboratory staff identified those children who had the most severe cases of individual learning disabilities and referred them for a thorough medical examination to Denver Children's Hospital. This battery of medical examinations was administered to sixteen slow-learners, eighty-five children with severe individual learning disabilities, and nineteen children who could be classified as typical or normal in their development. The medical doctor coordinating the study, referring to both slow-learners and children with severe individual learning disabilities, stated:

"Of the 101 children receiving medical examinations, 100 percent of them had perceptual problems on an organic basis which interfered with their ability to learn as quickly as most children their age. There is no treatment that can be of benefit to them other than an altered educational program. (The term organic basis as used . . . refers to the fact that perceptual or learning disabilities are due to a deviation of the function of the central nervous system rather than to emotional or environmental causes)."

Medical evaluations revealed some emotional problems which were thought to be an outgrowth of a child's learning disabilities. Recommendation of the use of amphetamines and anti-convulsants were made based on clinical condition and EEG findings. In addition, the medical profession found the need for and recommended counseling of the child and his parents to insure appropriate understanding to facilitate consistent home management.

The information provided by teachers, diagnostic testers and the medical profession are presently being analyzed by computers in order to discover relevant and pertinent relationships. It is hoped that this analysis may provide the means for school personnel to reach a decision regarding appropriate educational treatment or referral of a child for medical evaluation and treatment.

Concluding remarks.—As indicated earlier in this testimony, the study being conducted by RMEL is only the beginning of what must be done to assist this substantial portion of the pupil population of the schools of this country. Additional substantive research and evaluation needs to occur. Materials and procedures must be developed and tested which aid children having particular profiles of ILD symptoms. At the present time various national authorities in the field of learning disabilities are in fact treating children with these disorders with considerable success. Few if any of these materials and procedures have been tested empirically to ascertain their productivity with certain types of children having learning disabilities. It is in fact the case that many of the materials and procedures are being misused by practioners in the field simply because they do not have an adequate knowledge or skill base to administer these procedures.

It is for these reasons that I respectfully urge that the Committee give favorable consideration to the "Children With Learning Disabilities Act of 1969" which would in fact provide a substantial beginning for continuing the necessary research, upgrading professional personnel, and providing operating model centers to improve the education of children with learning disabilities. I would urge also a long-term commitment to this problem and hope for a means to coordinate the efforts among the various centers established. This coordination would facilitate logical and expeditious research efforts, the development and testing of various programs designed to upgrade professional personnel and the exploration and evaluation of a variety of model centers. This coordination could facilitate early assistance to this substantial pupil population with learning disabilities.

It is ironic that as this Committee and the Congress turns its attention to this substantial and important problem, that the Rocky Mountain Educational Laboratory is one of the five laboratories which has been designed to receive no additional funds from the Elementary and Secondary Education Act of 1965 under Title IV. In fact, the Rocky Mountain Educational Laboratory will receive no funds after August 31 of 1969 to continue its important work both in the individual learning disabilities program and the occupational education program. Of course, the Board of Directors, as well as the staff, is hopeful that it can find a way to finance its continued operation from monies provided by Congress. Should committee members have the opportunity to support the continuation of the Rocky Mountain Educational Laboratory, I would urge you to do so. I would also urge your continued and esculated support of the "Educational Laboratory" movement and educational development as one of the prime ways to improve education in our nation.

In conclusion, I would suggest that the search for ways and means of aiding children with learning disabilities develop to their full human capacity and potential may be as complicated a problem as a search for a cure for cancer and equally important. As is the case with cancer the etiology or cause of learning disabilities is most often unknown. Further, treatments required will be many and varied. The effort required will be substantial, both financially and temporally.

I urge your favorable consideration to the "Children With Learning Disabilities Act of 1969" as a wise, important and prudent first step in aiding this substantial minority of children in our classrooms across this nation.

Thank you.

Dr. JONES. Mr. Chairman, the Rocky Mountain Educational Laboratory chose as one of its two program areas a program entitled "Individual Learning Disabilities." For the past year and a half we have expended our energy in attempting to conduct an incidence study in our eight State region of operation.

The purposes, of course, are in the material before you. But one is to determine the incidents and nature of problems among second grade pupils across this eight State region who are assigned for instruction to regular classrooms.

Secondly, to provide the basis for further studies of pupils with learning disabilities at other age and grade levels and also to provide a basis for the testing and development of procedures and materials which might ameliorate these problems.

This study will not be fully completed until August, but preliminary analysis of data reveals some interesting conclusions. We realize that this particular study will not give us all the necessary answers to working with the problems of the learning disabled.

The definition which has guided our efforts has been similar to that provided in the act before us today.

It excludes, for instance, the mentally retarded, handicapped, physically and emotionally and culturally deprived.

The procedures which we followed include the following: We called upon classroom teachers, qualified and certified psychological and educational diagnostic testers, and medical practitioners to aid us in this study. Initially, we developed an instrument which was to be utilized by classroom teachers on which they were to identify those children in their classrooms who had severe learning problems in their judgment. They were asked also to respond to a series of some 80 behavioral statements which had been more or less agreed upon as at least symptomatic of children with learning disabilities.

This instrument was created with the help of 16 experts across the Nation and their suggestions were incorporated where possible. This instrument provides for the teacher a systematic and organized way of reporting information about pupils in their classrooms who are having severe learning disabilities.

As a result of utilizing this instrument in some 80 classrooms, across our eight State region, these teachers—by the way they were randomly selected, and therefore considered to be representative of the territory involved—identified some 478 pupils who were having severe problems with learning in their second grade classrooms.

The total enrollment in those teachers classrooms was some 2,400. Thus, the teachers indicated that approximately 20 percent of the children in their classrooms were having some learning difficulties.

By examination of intelligence data, and also the data provided by teachers regarding cultural deprivation and supplemented by a substantial number of home visitations, some 100 of these children could be regarded as slow learners or culturally deprived.

We followed the teachers' identification by sending diagnostic testers to the field to administer a battery of tests that had been found useful in identifying the learning disabled in the past. These diagnostic testers were actually able to reach some 284 of the children identified. Some of the children could not be reached because it was summer. There were financial constraints, time constraints and in some instances, there was a parental or school refusal to allow the child to be tested.

We think we have an instrument, although it is early in its development, and must have further development, which will, in fact, enable teachers to help diagnosticians and school psychologists to identify children who are learning disabled. They will identify other kinds of children in the process, but they can be eliminated by the diagnosticians or the school psychologist.

Intensive examination of the data which in regard to this educational and psychological testing, indicates that the patterns found among these children are similar to those found by others; they have very erratic patterns of their development.

We feel that this phase of the study provides ample evidence that it is necessary to understand the nature of the problems confronting individual children and that individual learning disabilities can be handled by programs designed for those disabilities.

We would conjecture that a program which taught to the strengths of children but also enhanced their capabilities in weaker areas would be an appropriate model to test.

The staff of the laboratory identified those children who had the most severe problems in learning disabilities. These children were subjected to the administration of information collecting activities and examinations by the medical profession, housed at Denver Children's Hospital. These examinations which were given had been previously identified by lab personnel and the medical practitioners at Children's Hospital. They are indicative of children with learning disabilities.

The battery of medical examinations was administered to 16 slow-learners, 85 children with severe learning disabilities, and 19 children who could be classified as typical or normal in their development.

The medical doctor coordinating this study, referring to both slow-learners and children with severe individual learning disabilities, stated:

Of the 101 children receiving medical examinations, 100 percent of them had perceptual problems on an organic basis which interfered with their ability to learn as quickly as most children their age. There is no treatment that can be of benefit to them other than an altered educational program. (The term organic basis as used . . . refers to the fact that perceptual or learning disabilities are due to a deviation of the function of the central nervous system rather than to emotional or environmental causes.)

All of the information which I have reported to you this morning is being analyzed by computers to establish the relationships with what teachers can tell us to what educational and psychological diagnostic testers can tell us and to what the medical practitioners can tell us about the problem.

We do not have those results here today.

As indicated earlier in this testimony, the study being conducted by RMEL is only the beginning of what must be done to assist this substantial portion of the pupil population of the schools of this country.

Additional substantive research and evaluation needs to occur. Materials and procedures must be developed and tested which aid children having particular profiles of ILD symptoms.

At the present time, various national authorities in the field of learning disabilities are in fact treating children with these disorders with considerable success. Few if any of these materials and procedures have been tested empirically to ascertain their productivity with certain types of children having learning disabilities.

It is in fact the case that many of the materials and procedures are being misused by practitioners in the field simply because they do not have an adequate knowledge or skill base to administer these procedures.

I think I failed to indicate to you earlier that after eliminating the populations who were emotionally disturbed and culturally deprived, children having some disability in learning of varying degrees was approximately 16 percent of our population. Those who had severe

learning disabilities would probably be approximately 7 percent of that population according to this study.

It is for these reasons that I respectfully urge the committee to give favorable consideration to the Children with Learning Disabilities Act of 1969 which would in fact provide a substantial beginning for continuing the necessary research, upgrading professional personnel, and providing operating model centers to improve the education of children with learning disabilities.

I would urge also a long-term commitment to this problem and hope for a means to coordinate the efforts among the various centers established. This coordination would facilitate logical and expeditious research efforts, the development and testing of various programs designed to upgrade professional personnel, and the exploration and evaluation of a variety of model centers. This coordination could facilitate early assistance to this substantial pupil population with learning disabilities.

It is ironic that as this committee and the Congress turns its attention to this substantial and important problem, that the Rocky Mountain Educational Laboratory is one of the five laboratories which has been designated to receive no additional funds from the Elementary and Secondary Education Act of 1965 under title IV.

In fact, the Rocky Mountain Educational Laboratory will receive no funds after August 31 of 1969 to continue its important work in the individual learning disabilities program and the occupational education program.

Of course, the board of directors, as well as the staff, is hopeful that it can find a way to finance its continued operation from the moneys provided by Congress. Should the committee members have the opportunity to support the continuation of the Rocky Mountain Educational Laboratory, I would urge you to do so.

I would also urge your continued and escalated support of the "educational laboratory" movement and educational development as one of the prime ways to improve education in our Nation.

In conclusion, I would suggest that the search for ways and means of aiding children with learning disabilities develop to their full human capacity and potential may be as complicated a problem as a search for a cure for cancer and equally important.

As is the case with cancer the etiology or cause of learning disabilities is most often unknown. Further, treatments required will be many and varied. The effort required will be substantial, both financially and temporally.

I would like to summarize again and state I urge favorable consideration to the Children With Learning Disabilities Act of 1969 as a wise, important, and prudent first step in aiding this substantial minority of children in our classrooms across this Nation.

Thank you.

Mr. PUCINSKI. Thank you very much, Doctor.

Mrs. Hodgson, we are certainly very happy to have you here with us. We know the fine work your husband is doing. We are very happy it is a team effort in your family. You are making your contribution here this morning in legislation.

Would you like to tell us something about your views on this legislation?

STATEMENT OF MRS. JAMES HODGSON

Mrs. HODGSON. I did make a few notes. I will make them very brief.

I have had experience working in the clinic school at UCLA and I served as consultant to a college workshop during summer school and worked at San Fernando Valley State College in their reading development center.

My experience has borne out everything that the distinguished people present have indicated. I would like to address a few comments to the field of education and medicine. The fact that this is such an invisible problem makes it very hard for people outside of the field to understand. There is a widespread lack of recognition both in the area of public and private education.

There is inadequate training. There is a real problem of suitable private institutions which specialize, which you have already heard about, and there is a failure to recognize the importance of diagnosis.

We keep putting money into remedial programs which only confirm a youngster's sense of inadequacy because they are not using the right techniques.

Then we have the resistance of some pediatricians who feel that they need to await the feelings of parent and who don't really understand the need to recognize the problem early. They say, "Oh, don't worry, wait a while, the curtain will rise and the child will learn."

We have also medical authorities who do not accept the hypothesis of a mild degree of or a minimal dysfunction. Many neurologists do not accept this, although dyslexia has long been recognized as a medical problem. Of course the treatment is educational.

So, I feel that doctors and teachers and social workers need to learn how to talk to one another and how to work with one another. I think that when the tutoring steps are inappropriate, and when there are no results, a child's view of himself as a nonperformer in this world is really confirmed. And the chances of utilizing the wonderful self-fulfillment studies are nullified.

There is just no chance for this child. I think parents need counseling. They tend to be convinced that their child who seemed so able in so many ways is stubborn, lazy, and delinquent.

So, this is further support to the child's feeling that he is simply no good. He is a bum.

So much work must be done because parents are in never-never land. They don't know where to turn. There are no established lines even though the know-how is available. We know exactly what to do, yet, there are no channels that are well defined and standardized throughout the States.

I think that is it.

Mr. PUCINSKI. Thank you very much, Mrs. Hodgson.

Miss Shover, would you like to add to all this?

STATEMENT OF MISS JOAN SHOVER, ASSOCIATE DIRECTOR, NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS

Miss SHOVER. Yes, I would. Since our headquarters are in your city, I am sure you are familiar, but you may not know of our great interest for the past 10 years in this particular group of children.

Mr. PUCINSKI. We are talking about the National Easter Seal Society.

Miss SHOVER. That is correct. The society has 1,500 affiliates and its headquarters are in Chicago. It has for the past 14 years been very much interested in these children. The Easter Seal Society has always been a strong supporter of special education for all handicapped children.

In our network of rehabilitation facilities throughout the United States, we see many adults who are referred for rehabilitation services who have not had the special education that they need.

This means that rehabilitation personnel faces a difficult task in trying to rehabilitate these individuals so that many of them may later enter into some kind of employment and have happier and more useful lives.

The National Easter Seal Society was very pleased to be a very strong supporter for the establishment of the Bureau of Education for Handicapped Children in the Office of Education, and we are very pleased with the work of the Bureau.

Our concern is that they have had so little money to meet the needs which are so great. We think they could do much more for these and other handicapped children if they had more funds available.

Our projects are demonstration projects for these children primarily and they begin on the east coast and go right across the country from Maine, Rhode Island, Texas, and into the State of Oregon, where we have a special project at the hospital school at Eugene working with the university and the Department of Education.

One of the problems in special education has been the critical shortage of personnel. We have been very concerned, and beginning in 1966 we presented testimony before Congress which emphasized the needs for recruitment and training for teachers in special education.

Personnel is a very important ingredient in providing education for children with learning disorders. It is perhaps the key one. Therefore, we are extremely pleased to see that this particular aspect was given attention in your bill, Mr. Chairman.

Mrs. Hodgson has mentioned about the pediatricians. We are finding now that many of the pediatricians are ready, willing, and eager to do what they can to help these children, but often they become frustrated when there are no classes or no educational programs where these children can receive the services that they need.

One of the last things told to me before I left Chicago by Dr. Kunstadter, chairman of our Professional Advisory Council, was, "Please impress on the committee the frustrations the doctors are experiencing because of the lack of educational services."

If you have any questions we will be happy to try to answer them.

Mr. PUCINSKI. I am sure we have many questions. I would like to thank all of you for your contributions here today.

There is no question that this is probably the most sophisticated of all handicaps suffered by young children because it is so difficult to detect. While we have many ongoing programs now that deal with the various other known handicaps of youngsters, I think you all made an excellent point in the fact that we do need substantially improved and increased facilities for this particular aspect of the problem.

Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

Dr. McGrady, some of the others referred to it, too, but specially in your testimony you indicated that there was an increase now in the number of institutions that are doing work studies and the number of people who have received training, teacher supervisors, and other professionals.

Has it been the lack of money that more hasn't been done and it hasn't gone to these 100 universities and colleges or has it also been a problem in the legislation itself?

Dr. McGRADY. Certainly programs do not develop without money. That is the truth, I believe. I believe that legislation that would identify specific learning disabilities very distinctly would be an aid to the States which could then follow through in identifying specific learning disabilities as a population to be funded at State levels.

So, I think it is hard for me to separate legislation from funding because they are quite highly interrelated. But I think certainly we have to say that programs cannot develop without money and that the money that has come so far from various types of legislation has been most instrumental in the growth that has occurred.

Mr. QUIE. So, the problem would be the same as mentioned in the testimony given yesterday that the States may not recognize the learning disabilities or they may identify them with some other problem of learning disabled. Is that right?

Dr. McGRADY. For example, in the State of Illinois, our definition of specific learning disability is a subcategory of the maladjusted child. This is one example of what various States have done to allow for some services to occur.

But this has not been highly uniform and the terminology and method of designating these children is so varied from State-to-State that I find as I travel about the country talking in this State and that State or this institution or that institution I have to first prime myself as to what they call it in that State, even though we are talking about the same child.

So, this again is why a uniform terminology which obviously would be aided by legislation is useful.

Mr. QUIE. When you say that 4 to 7 percent of the children suffer from learning disability, are you sure you are not including any disadvantaged or handicapped children?

Dr. McGRADY. The study that I reported was in four suburban school districts in which we eliminated at the beginning of the study any children who had the types of basic handicaps that I indicated: mental retardation—they all had at least 90 IQ—no basic evidence of emotional disturbance; et cetera.

These were all eliminated before this percentage.

I feel as an addition to the statement of that rather bare 4 to 7 percent figure that this represents a wide degree of severity of specific

learning disabilities. I feel that the true hard core of what I call clinical learning disabilities, the ones who are referred to diagnostic clinics because they are not able to be handled in the schools properly, is even less than this. I can't give you a specific percentage, but this is something we have to zero in on more in our research.

Now we have some definitions to go with and some procedures to go with and we hope to do that if we can find the funds to do so.

Mr. QUITE. In your estimate, were these children of all grades?

Dr. McGRADY. These were third and fourth grade children in this particular study.

Mr. QUITE. Those in the Rocky Mountain are the second grade.

Dr. JONES. Yes.

Mr. QUITE. Doctor McGrady, you said these were children identified having language learning disabilities at about the age of 2 to 5 years old. Is this another study?

Dr. McGRADY. Yes, that was another study of my own. The first study that I mentioned, the incidence study, was under the direction of Dr. Myklebust at our institution. The study on the aphasic children was my own.

Mr. QUITE. Can all the learning disabilities be diagnosed at that early age? In the Montgomery County schools they don't want to do it until after the first grade. Johns Hopkins is doing that kind of testing at a later time than 2 to 5.

Dr. McGRADY. Of course, the time of diagnosis depends upon the type of disorder. These children were children who had difficulty in comprehending and expressing themselves in oral language. These are problems that develop at the stages when that is part of the child's normal development. He learns to speak and understand at very early ages prior to 2 and 3 years.

So, obviously, these problems develop at that time and must be identified at that time.

This population is one I am particularly interested in. A reading disorder which is another type of specific learning disability may not show up until the child gets to school. He may not have the kind of learning disability that was the language problem I was referring to there.

So, therefore, you could not identify it because it would not develop until the child reached that developmental stage. So, early diagnosis may be different for different kinds of disorders. Some children have reading problems because of this language disorder in early life.

I have some excellent examples of children who, as was said here, the physician said, "Well, he will grow out of it," when the children had some appearingly mild language problems at that age. Nobody really worried about it until later on when they couldn't read.

Other reading problems will not be picked up until school age.

Mr. QUITE. In your studies, have you found which of the learning disabilities tend to be hereditary and which are not? I read somewhere that this tends to be hereditary.

Dr. McGRADY. There is much literature on the hereditary aspects of aphasia. Certainly this is one of the causes of specific learning disabilities. But we have to state that there are many causes of specific learning disabilities.

Mr. QUIE. When you say, or one of you said, that you don't find this in any economic group of people, is there a tendency to be a greater amount of learning disability in the low-income people than in the higher income people? I could ask the question on the race of the people, too. I know it is very difficult to talk about that. We aren't too free.

Dr. McGRADY. This is a very important question. It is a question I don't believe anybody has really begun to answer with bare statistics. One could hypothesize that in lower income groups—and I would state it on the base of socioeconomic level rather than in terms of a racial issue here—that at lower social-economic levels, with health conditions not being adequate, that there would be more propensity towards learning disabilities because of the conditions which cause these disabilities.

Nutrition is being recognized as a very important cause.

So one could hypothesize that there will be a higher incidence of specific learning disabilities among the disadvantaged populations, yes. But we certainly would not say that every disadvantaged child has a specific learning disability. It is a subpopulation.

Mr. QUIE. Do you know if there are any studies going on now?

Dr. McGRADY. I am sure there are. I am afraid I can't recount any from my knowledge at this point.

Mr. QUIE. Dr. Jones, I would like to ask you some questions about the Rocky Mountain Educational Laboratory. This is one of the national R. & D. laboratories?

Dr. JONES. One of the 20, yes. There are R. & D. centers also which are university based. Most of the laboratories are nonprofit corporations.

Mr. QUIE. I have a problem understanding which ones they are because there are regional educational labs. This is not a regional educational lab.

Dr. JONES. Yes, it is.

Mr. QUIE. I can understand then why you are going to have a problem with funding. It has nothing to do with your ability to conduct research, but just the question of whether the regional educational labs are a worthwhile function or not.

There is substantial doubt in the Congress as well as in the Office of Education on that.

Is the study for which you were funded in your educational lab going to be completed in the end of August.

Dr. JONES. That is correct.

Mr. QUIE. So, if you were going to get any funds, you would have to ask for the funding of another project.

Dr. JONES. Probably that is the instance or continuation under existing financing, as a possibility.

Mr. QUIE. But you would have to prove the need?

Dr. JONES. Yes.

Mr. QUIE. In your testimony you indicated what you are doing and the kind of testing that has been done. What kind of successes have you found?

Dr. JONES. In terms of treatment?

Mr. QUIE. In terms of treatment, children who had learning disabilities but who don't have them any more or weren't able to assimilate the education in school and now are able to assimilate.

Dr. JONES. We have not been engaged in that aspect of the work. This is what we projected for the future to do based on this kind of information provided by the study so we would have a more logical sequencing of activities that made some sense at least in terms of the kinds of problems controlling children and the kinds of problems that we could try to remedy.

Certainly getting hold of the problem fast is a little smaller than trying to solve all of the world's problems in the field of learning disabilities.

So, we have begun to develop treatments.

An interesting thing we have found is that there are a number of children who do tend to compensate or overcompensate. Perhaps they are able to handle auditory input or can gain information from oral presentations, as it were, who have a very difficult time in gaining messages, input in a visual sense. Some of the those children we find are compensating pretty well and their school achievement looks good.

Our hunch is, however, that perhaps at some later date those same children will be compelled to use their weaker sensory channels to gain instruction or learning, whether it be schooling or external to schooling, which will inhibit them or at least well interfere with their ability to learn that sort of material.

Mr. QUIE. Then let's take each of these disorders that are identified as a learning disability.

What about the child that was identified as having problems with developmental aphasia. What would you do to correct that?

Dr. McGRADY. Of course, this is kind of a thing that would take a long time to discuss in some detail. So, I think I can only give a couple of basic principles at this point.

As I indicated, we view language as developing in various stages. First of all, we have to determine exactly which stage, which aspect of language has been affected, which aspects are not so affected, which aspects of other behavior are not so affected.

So, the whole crux or basis of any remediation is a careful evaluation of the child's assets and deficits.

Then, based on each individual child's profile, or circumstance, then you use what he has, so to speak. This is part of the definition of a learning disability. He has to have something to start with. He has to have this potential. You use what he has as a way of building up his learning while you then try to relate it to what he is deficient in.

This is only one type of example. I will give you an example of a specific child. We now have in our clinic a little girl who is 6 years old and came to us just struggling like heck in a kindergarten. We find that she has the equivalent of 120 I.Q. when you test her without verbal means. And she tests this way both on a Wechsler intelligence scale which is a commonly used scale and also she tests this same approximate way on the visual parts of the Illinois Test of Psycholinguistic Abilities.

Yet, in comparison, with this high I.Q., she turns out to be approximately 70 to 80 on anything auditory or verbal, a clear classic case of aphasia. This child could not possibly follow instructions in school.

We now have to go back and get back below her level and try to relate experiences one by one in a structured and organized way. We have to help her understand the particular meanings of words, phrases, and so forth.

So, what we do is do an analysis of different types of abilities and the different levels the child is at each of these abilities and work through the assets to the deficits.

I might say I am absolutely amazed after a month or two of remediation that this child is now going to be able in few more months to go into a regular classroom.

Mr. QUIE. What kind of a person gave that remediation?

Dr. McGRADY. Probably one of the best trained people in this country. We are fortunate to have Miss Doris Johnson, who is a well known expert in clinical teaching and remediation in this country. She has supervised this particular work.

I would refer you to a particular book if you want to read in full detail about this kind of approach. She and Dr. Myklebust have written a book entitled "Learning Disabilities: Educational Principles and Practices," which gives in excellent detail the remedial approach that we call clinical teaching.

This is what I meant in my statement that teachers learn to teach by being shown how to teach. It is very sterile to sit here in this room and talk about children. It is like the parent who said as she saw 20 people talking about her children, some of who had never seen the child and they sat looking at the reports and the scores and the profiles, and the parent said to one of them, "My child is not a piece of paper."

It is very difficult to discuss these remedial procedures without seeing the children. I wish you could all come to our institution or any like it and see what is being done. The proof of the pudding is in the fact that if you find the right key, if you unlock the secrets—we don't do this in every case—when you do see the child learn as a result of being taught in the right method for that child, that is the proof.

These methods are being made available through training programs that are developing and we just need a lot more.

Mr. QUIE. When you bring a person through the training program and they go out in the field as a teacher, how do they identify them?

Dr. McGRADY. This is another interesting question. What are the teachers called?

Mr. QUIE. Yes. I mean identify the teachers.

Dr. McGRADY. In Illinois, we call them teachers of children with learning disabilities which I think was perhaps the first State in this country to do that. But as I said, they call them different things in different States. They may be called a teacher of the brain injured or a teacher of the educationally handicapped.

Mr. QUIE. Are they specialists within the learning disabilities?

Dr. McGRADY. These various types of categories?

Mr. QUIE. Yes.

Dr. McGRADY. They generally tend to be different terminologies for the same thing. This is part of the problem. This is again why we would like to have a more uniform terminology nationally.

Mr. QUITE. If one child is identified as having dyslexia and another one as having aphasia, would you send them to two different trained teachers or would a teacher probably in your institution be trained to handle all of these areas?

Dr. McGRADY. Teachers in our institution would be trained to handle both of those problems.

Mr. QUITE. In the case of aphasia, is a speech correctionist any good at all?

Dr. McGRADY. It is very interesting that the people who work with aphasic children have evolved in many instances through the field of speech and hearing. My own particular background began in speech and hearing therapy.

So, there is certainly a connection here between people working in speech and hearing and working with aphasic types of learning disabilities.

I must say, however, that the typical training of a speech and hearing therapist would not qualify him to work with the gamut of learning disabilities. Some of them would be prepared to work with some kinds of aphasic children, but that would be entirely dependent upon the type of training program.

Mr. QUITE. I recognize that they couldn't handle all of the problems of learning disabilities. Say there was a trained teacher of children with learning disabilities, or we would have to say teacher of children with specific learning disabilities if we change this legislation, and say there are three or four speech correctionists, could those speech correctionists be of help to her?

Dr. McGRADY. Yes. In many instances, there would be more people than that involved.

Mr. QUITE. Who else and how do they bring in other people? You aren't going to be able to train enough teachers of children with learning disabilities to really do this job with the kind of money we have here combined with what the States are doing right now. Experts sometimes can bring other people in.

An exceptionally good teacher of the mentally retarded, blind or the deaf, can instruct other teachers who have certain capabilities to assist and do a pretty good job.

Dr. McGRADY. In a practical sense, this is what is happening today. We have mandatory legislation in the State of Illinois. So, we now have many people who are calling themselves teachers of learning disabilities who don't really have the full type of training to legitimately call themselves such. This is why the emphasis in teacher training in learning disabilities today has to be for leadership personnel, people who cannot only teach, but supervise and act as consultants to help people who have some of the necessary skills.

A person like a speech and hearing therapist with some further training. For example, we have many speech and hearing therapists who come into our program at the master's degree level for 1 year and come out as excellent clinical teachers.

People from other fields of special education can do this much more easily than someone who is not in this type of education at all.

So, it will be possible, if the present programs can develop more leadership personnel, to spread this out. We can't hope to in the few

programs we have, train all the teachers that will be needed in this country, particularly as you say, with the amount of money involved. It is just impossible.

Mr. QUIE. Thank You, Mr. Chairman.

Mr. PUCINSKI. Thank you, Mr. Quie.

Mr. Dellenback?

Mr. DELLENBACK. Thank you, Mr. Chairman.

Mrs. Hodgson, may I ask you a couple of questions about this comment that you made regarding the lack of parental involvement in education.

Is there anything that is done in your experience to help parents in this circumstance?

Mrs. HODGSON. Yes; In California, there is a California Association for Neurologically Handicapped Children, which had been organized and carried on by parents. Parents meet together, speakers are brought to them, so that they better understand the child's problem. They also work to establish legislation which they have done in California.

However, it covers only 2 percent of the school population. Of course, there is a much wider population involved.

Mr. DELLENBACK. Is this a State organization or is this a voluntary organization?

Mrs. HODGSON. I am not sure about that.

Mr. DELLENBACK. In other words, is the financing strictly voluntary contributions by those who seek membership rather than by State or Federal tax or local tax revenues?

Mrs. HODGSON. Yes. There is also a PTA-sponsored clinic in Los Angeles.

Mr. DELLENBACK. Why isn't there a larger membership in that organization. You say only 2 percent of the children are represented by the parents?

Mrs. HODGSON. No, the legislation which has been provided for classrooms for children with learning disabilities provides for classrooms covering 2 percent of the school population, so that there really aren't enough.

Mr. DELLENBACK. That is the education for the youngsters themselves?

Mrs. HODGSON. Yes.

Mr. DELLENBACK. I am interested in the parental involvement in this. It would seem to me that the knowledge of the parents and the involvement of the parents would be extremely important in bringing about real success in dealing with these youngsters, although we might ask that same question of one of the other experts involved.

Can this be done strictly, maybe we should ask Dr. McGrady I think, would your studies indicate that parental involvement not in detection, not in testing, but in remedial operations, be of major importance or must it primarily be done by experts in the school?

Dr. McGRADY. This varies with parents. Some parents are very perceptive. We find that some parents could tell us the problem a lot better than a lot of tests that we can do. But it is very difficult for a parent to just instinctively do the right thing for this child's learning disability.

If they did, the child would probably never end up in our clinic because they would automatically remediate it through what they did at home.

So, we do feel the parent has to be involved.

Mr. DELLENBACK. I am thinking not in the detection, but I am thinking in terms of ones you have tested and found a certain child who is in need of certain help, should the parent be involved in the remedial work?

Dr. McGRADY. The parent has to be a part of the remedial work, yes. But they can't do it alone. What they do at home has to be in conjunction with what you are doing in your clinic or school. Otherwise, you may be going at cross purposes.

Mr. DELLENBACK. In the work that you have done, in the work that your people do, is there effort made to get the parents deeply involved or do they do it primarily in the classroom with the trained teacher?

Dr. McGRADY. We try to get the parents involved, perhaps three different ways. One is that we get them interested in parent groups which help educate them about the kinds of problems their child has. The second way is that they are constantly observing and being counseled while the child is in the process of receiving remediation. They observe what is happening.

Then thirdly, they are given some instruction about things they can do themselves at home to help what can be done in a clinic or school only a few hours a day.

The child is at home more than he is at school. It is important that the parent have the proper knowledge and set the proper climate.

Mr. DELLENBACK. It seems to me that this basic point goes way beyond the narrow subject, however important, that we are talking about this morning.

The business of parental involvement in what happens in the classroom is extremely important. We find in dealing with the disadvantaged, as all of you are aware, that too many times the program is dumped just on the laps or on the shoulders of those who are in the schools and there isn't proper reinforcement in the home.

I would gather that the bulk of the work done in this field so far really has not had its primary emphasis on dealing with parents.

It has primarily been a case of dealing with what ought to be done in training teachers, and what ought to be done in conducting classes for the young people. I see for example that, in the bill itself, we talk in terms of research, surveys and demonstrating relating to the education of children. That could be broad enough to cover parents, professional or advanced training for educational personnel, which is dealing with the teachers, establishing and operating model centers to provide testing, developing and conducting model programs, and then making the model programs available to other children.

I don't see much direct thrust. In the hands of enlightened administrators, the program should include an emphasis on parental involvement. But I wonder how much really of a material nature has been done in this particular phase of the problem so far.

I would gather that most of the thrust so far has been in dealing with the training of teachers who with the testing would determine what youngsters are in need of help and then in dealing with the classroom with the youngster to work out techniques.

Only incidentally do we get into home involvement.

Dr. McGRADY. I would have to say that any training that goes on in our institution for teachers of learning disabilities is different from

general education teacher training. We teach them to interview and counsel with parents and deal with explaining these problems to the parents and what they can do and what they should do at home.

So, certainly part of a good teacher training program for children with learning disabilities includes dealing with parents.

Mr. DELLENBACK. As an important part of what they do?

Dr. McGRADY. As an important part of the activity and therefore it is part of the training and when the teachers are on the job they also do this because they do what they see done.

Mr. DELLENBACK. May I go back then to California, Mrs. Hodgson.

In your situation, while only a small percentage of the youngsters are involved, how much effort is made through the classroom to get the parents involved?

Mrs. HODGSON. My experience is with the pilot programs, working with Mr. Eugene Greenfeld in the Los Angeles school system. His direction from the department of special education was to have regular parent meetings with the children and have regular parent meetings without the children and send to the home a bimonthly bulletin with heartening reports on the children's activities.

This was intended to reinforce the parents' feelings of progress where the child is concerned. There was a feeling of freedom of communication between the teacher and the parents. They could visit at any time. They could telephone at any time. There was also a line of communication open.

Very careful reports were also exchanged with the doctor in charge.

Mr. DELLENBACK. So, you found your experience was that it was intensively done.

Mrs. HODGSON. Intensively done.

Mr. DELLENBACK. I am pleased to hear that.

Dr. Clements, may I ask you a few things? Your association to the degree that it relates to the National Easter Seal Society—and this applies to Miss Shover as well—goes way beyond this type of difficult or special problem.

Is that correct?

Dr. CLEMENTS. The children served by Easter Seals; yes.

Mr. DELLENBACK. We are here talking about an additional part or one part of the involvement.

Dr. CLEMENTS. Yes.

Mr. DELLENBACK. Part of the real difficulty that we face always in the Congress is sometimes we talk in terms of priorities. Sometimes we talk in terms of emphasis, whatever else you will. We don't have enough, no matter how astronomical the dollar is with which we deal on the Federal level. We cannot do all, really, that we would like to do.

Are you in a position, either of you, Dr. Clements, or Miss Shover, because of your background in the National Easter Seal Society, to make any comment on the position of this particular area of need in relationship to other areas of need with which you deal?

In numbers of youngsters involved, in the efficacy of the efforts made to help, whatever frame of reference you want to put it in, if you were charged with the responsibility of taking a limited number of dollars and applying them to different areas of need, what would you do with the relationship to this area of need in comparison with other areas of need?

Dr. CLEMENTS. I would like to divide that into two parts. I would like Miss Shover to comment with regard to the Easter Seal Society. Then I would like to make a few comments that are relative with regard to the clinical picture throughout the Nation and our experience in the State of Arkansas relative to our Department of Child Psychiatry at the University of Arkansas Medical Center, which serves children from infancy to age 18 throughout the State.

In our Child Guidance Clinic, our outpatient unit, which serves this group of youngsters, approximately 70 percent of our referrals are children with learning disabilities. We service approximately 700 new case workups per year. Seventy percent of these children are diagnosed as this group.

We serve all children who have any kind of emotional behavior or learning handicaps.

Mr. DELLENBACK. Would that embrace physical problems as well as others? Would it embrace the retarded, the disadvantaged, the sensory deprived, emotionally deprived, and the crippled, and so forth?

Dr. CLEMENTS. All of these children are referred for specific kinds of services to a clinic such as ours.

Mr. DELLENBACK. When you refer then to 70 percent, you mean 70 percent embracing all of these areas?

Dr. CLEMENTS. Seventy percent of the children that are referred to us fall into the category that is herein defined as children with learning disabilities.

Mr. DELLENBACK. But part of the remaining 30 percent embrace retarded, disadvantaged, emotionally disturbed, sensory deprived, and crippled.

Dr. CLEMENTS. Yes.

Mr. DELLENBACK. So you are referring across the board with 100 percent, and as much as 70 percent would fall in this classification?

Dr. CLEMENTS. Yes. We have had our staff really around this group. In the last 5 years we have added special educators to our staff, to serve as consultants throughout the school districts who have no service for these children. We have added language pathologists to our staff in the Division of Psychiatry, the occupational therapists, the people that work and have the know-how and skill to aid this group of children.

One method of combating the problem in our State, which as you know is a rural community, is using the medical center in Little Rock as a consulting agency. Our people go out to other areas within the State working closely with the public school systems to help them establish programs for this group of children.

We service as consultants then in quick training of people to come to some aid. We offer two graduate level courses in the summer for teachers trained specifically for these children.

A medical center offering courses in special education is almost unheard of. We have had to do it through our clinic in order to train the personnel to handle this group of children. Our professional and parent groups in Arkansas have made great strides in forcing, in a way, public school systems to begin programs for these children.

School boards do succumb to pressure and the parent pressure to establish resource rooms and self-contained classrooms or this type of child has paid off.

I am afraid they have had to take the money from other children who also need special education to maintain these learning disability units.

Mr. DELLENBACK. I am very interested in that statistic, however, because if this be typical and this says something about at least a somewhat neglected area, I don't know how typical Arkansas is, because one of the illustrations of the interesting nature of your State comes from the analysis of the last election when we noticed that the voters of your State voted for one party for their presidential nominee, another party for their Governor, and another party for their Senator.

Dr. CLEMENTS. We are a versatile group.

Mr. DELLENBACK. You have a broad range, at least politically.

To what degree is the experience of the 70 percent typical?

Miss Shover?

Miss SHOVER. I would not think this figure would be true for most diagnostic clinics. Dr. Clements is associated with an unusually well qualified staff and is in a facility that has become well known for providing superior services for these children. For instance, Dr. Clements and his team from Little Rock, Ark., have provided seminars in California and in a number of places in the United States. Because of the reputation they have established in providing services to children with learning disabilities, they could be said to resemble the Mayo Clinic in the medical field.

Mr. QUIE. That is in my district.

Miss SHOVER. But what I am saying is it draws to its clinic many children with learning disabilities because of its outstanding competency and reputation.

Mr. DELLENBACK. So that statistic might not be found throughout the United States.

Dr. CLEMENTS. Also, we have been permitted, and because of the nature of the services, we are able, although our medical center is a State institution, to accept patients in our group from out of State.

Mr. DELLENBACK. May we shift for a moment to the society itself?

What proportion of your budget, Miss Shover, annually is spent on young people with special learning disabilities?

Miss SHOVER. I do not have this figure available, but I can tell you of the millions of dollars that go into services provided by the Easter Seal Societies a considerable amount goes into services for these children.

There are many reasons for our interest, but primarily because of our concern for educational needs of handicapped children—also, because of the large number of parents who come to the Easter Seal Societies asking for help for their children.

Which group of children would you help if you had to make a choice?

Our feeling in Easter Seals is that special education is so very important to children who have special problems that we would try to avoid having to make a choice between handicapped children. Rather, we

would make every effort, as any parent would, to see that the children have the services that they need.

This year is the Easter Seal Society's Golden Anniversary and our theme is "Promise for Tomorrow," and we see children as the promise for tomorrow in this country.

I don't envy your position if you have to make a choice. I think it would be a very difficult one. We have a large number of parents who are concerned. We have a group of professionals who are willing to help if funds can be made available. We very much need your help and those of other Members of Congress in meeting the needs of these children.

Mr. DELLENBACK. I think everyone on this committee is deeply concerned and sees an area of need. If I might stay with your analogy for a moment, if you were a parent, and you had three children, all of whom had difficulties of one sort or another, and you were spending every available dollar that was in your budget to take care of those children, and all of a sudden, you had a fourth child, and a fourth child was added to the three, you wouldn't ignore the fourth child, but you would have to then allocate or reallocate your resources among the four instead of among the three.

Ideally, you would be able to continue doing for the three exactly what you were doing before or maybe doing more for the three than you were doing before, and get some additional resources to care for the fourth.

So, your first answer to us is, "That is not in any wise less than what we are doing for the three."

Miss SHOVER. That is right.

Mr. DELLENBACK. But let's now do something for the fourth one as well. But if the hard question is a reallocation of resources, what would you then say? Would you use a fourth of your budget on it? Would you use a 10th of your budget? Would you just throw it into a category and say we will put them all in together and as individual needs arise we will take care of each child's needs as it arises?

Miss SHOVER. If I were a good parent, I would work in every way to see that I obtained for my children what my children needed. I feel there must be a way. I can't believe that children shouldn't have in this country today the basic things that they need.

I am a little skittish about throwing a whole lump sum of money into a general category and saying, "All right, parcel it out." In the past, we found out when we did this with the Elementary and Secondary Education Act, that special education only received about 2.7 of the funds.

This worried us knowing that at least 10 percent of the children have handicaps and are in need of special education.

But I think, Mr. Dellenback, I would find some way to help all children, and we hope very much that you will be able to do so.

Mr. DELLENBACK. We appreciate your deep concern and I am sure that every member of this committee shares that concern. We are not really talking about the whether. We are talking the how. We are talking a tactic.

In yesterday's discussion, we were discussing the possibilities on the one hand of amending the law as these particular pieces of legislation provide; and on the other hand, not setting up this new category, but

rather altering the definition of the handicapped to include those with special learning disabilities.

These are all alternative choices that may look six of one and a half a dozen of the other on the surface. But it may have an impact of getting the dollars to this area of need.

This is why, Dr. Clements, your statistic becomes very important. If we were really talking about seven out of every 10 handicapped child being handicapped in this field, that would be one thing, but I almost can't believe that statistic nationally.

Is anyone of you able to give us a statistic that would be approximately accurate nationally as to, if we looked at the field of handicapped children, how many of them would fall within this category of children with special learning disabilities?

Dr. McGRADY. I am a little worried about that 70 percent statistic being misinterpreted, because we are talking about a selected population to begin with. These kids go to that clinic because somebody thinks they have a severe problem and apparently nobody, wherever they are, has been able to do anything about it.

So that heightens it to begin with.

So any of these percentages are going to be misleading. I can't off the top of my head quote a percentage of learning disabilities among the handicapped. We do get into some problems about where you take your cutoff points, and so forth.

But certainly, we can say with some feeling of security that at least 4 to 5 percent of all children, all schoolchildren, period, have some type of specific learning disability.

Mr. DELLENBACK. You wouldn't go as high as Dr. Jones with the 16 percent of the second grade class.

Dr. McGRADY. Again, you do have this problem of where you make your cutoff points and how you make your specific designations. This is a part of the need for continuing research so that we can be more universally agreed on this.

We still are pioneers in this. We don't yet have that kind of answer.

By the way, this is not unique to the specific learning disabilities. The field of speech and hearing has been funded and recognized for many, many years, and yet I know that right now they are in the process of doing an incidence study. This is being done at Colorado State University where I formerly was on the faculty. I know that when we began that study, it seemed rather odd to me that after all of these years we are still trying to figure out how many speech and hearing problems there were or are.

So, this is not unique. I don't think we have to be ashamed that we can't come down here with the specific statistic and say there are this many bodies in the United States that have specific learning disabilities. But we can come within a range.

Based on the research that I reported in the record here, I would say about a 4- to 5-percent figure.

Mr. DELLENBACK. Thank you very much. Thank you, Mr. Chairman.

Mr. PUCINSKI. I have one question I would like to ask any witness who wishes to comment.

We had considerable discussion yesterday as to whether or not the same purposes would be served if we merely amended the existing

act and added to the eight or nine categories in title VI now the additional category of children with specific learning disabilities.

The argument against that concept was that the very limited \$29 million that we now have for all of these other categories, aid to the blind and aid to the emotionally handicapped and aid to the retarded, aid to the crippled, and so forth, would be further diluted by adding this category to this.

As you know, though, Dr. Gallagher, when he testified yesterday, felt that the Department could go no further at this time in recommending that simple amendment.

Would you care to comment on that suggestion, and whether or not it would really address itself to the job that you have described here today, if we did it through that simple expedient? Dr. McGrady?

Dr. McGRADY. This is perhaps the touchiest, most critical specific issue about this bill. I feel a little trepidation about making a very concrete statement. But I suppose it is in my responsibility to do so.

We obviously feel that a bill such as this would provide more funding, more services to occur, if this particular bill or bills like it were to be passed, than perhaps any other way.

In my testimony, I have stated it both ways. And I think I would like to state it again that way, that I feel we do need this bill, and the absolutely positive yes on getting this bill passed so that we do have separate, identifiable funding for specific learning disabilities.

But I feel it may be wise in addition to that to amend the law and the present definition of learning disabilities.

Does it have to be an "either/or" decision is what I am asking?

Mr. PUCINSKI. As to your statement to Mr. Dellenback that there were cases where you had an overlap or dual handicap, you may have a youngster who is emotionally unstable and has also a learning disability or one that is perhaps sightless and has a learning disability. Do you feel that we ought to add this particular language to the existing law and then you feel we ought to further provide for special funding and special programs?

Dr. McGRADY. That would be my choice.

Mr. PUCINSKI. Is that generally the consensus of the panel?

Dr. CLEMENTS. Yes.

Mr. PUCINSKI. Thank you very much. You are all very kind for taking time out to come down here and discuss with us this very important subject.

The thing that always astonishes me is that a panel of professionals will come before the subcommittee—and you really are asking for peanuts when you consider a \$192 billion budget—and you say, "We want this legislation. It is important. If you give us \$12 million, we can do a number of things."

It really is amazing to me how a small program like this will get shunted to the side despite the fact that it could do so much good for so many youngsters and then the Government will spend \$1½ billion to develop an engine to send a rocket to Venus and Mars after we land our crew on the moon.

Yet a group of very distinguished citizens who come with a very humane problem and say, "All we want is \$12 million." This causes alarm.

I agree with you that there is something wrong with our priorities.

Mr. QUIE. Will the gentleman yield? I can guarantee there will be less sweat for this bill than the SST. [Laughter.]

Mr. PUCINSKI. I am with you.

Mr. HODGSON. I would like to add that parents need protection and that there is an enormous amount of private income going into very dubious means of helping these children. And I think that parents and citizens and taxpayers deserve to know through our good educational system where to turn in times of trouble.

Mr. PUCINSKI. I think you are correct. That is why I am hopeful that this bill can be moved out of the committee, and to the floor and be enacted. You know we have huge appropriation programs. When you go home, to the level of the citizen, you start looking for these programs. You don't find them.

The thing that always amazes me is how little you want and how much good that little can do. For that reason, it would be my hope that we can get these bills through.

Thank you very much. You have made a good report. I am hopeful that this record is going to be persuasive and convincing to the rest of the Congress for this bill.

We thank you.

Our last witness is Mr. Fred Dechowitz, executive director of the American Association of Workers for the Blind.

Mr. Dechowitz, we are going to have a quorum call here in about 5 minutes. I had hoped that you would have joined this panel. I invited you earlier. But why don't you come up and join us. Your entire statement will go in the record at this point.

(Statement referred to follows:)

STATEMENT OF FRED DECHOWITZ, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF WORKERS FOR THE BLIND

Mr. Chairman and members of the Subcommittee, I appreciate this opportunity to testify in support of H.R. 8660, H.R. 9065, and related bills to establish a specific program in the Office of Education for the education of children with learning disabilities.

In addition to representing the American Association of Workers for the Blind, the national professional membership association of workers and educators of blind persons, I am also speaking for the American Foundation for the Blind, the national voluntary research and consultant organization in the field of services to the blind, and the National Federation of the Blind, a major national membership organization of blind persons. All three organizations wholeheartedly endorse enactment of this legislation.

As you know, a child with a learning disability is a handicapped child who can benefit from special education procedures provided in school programs by appropriately trained teachers and other specialists. Unfortunately, it appears that the various Federal programs designed to provide urgently needed assistance in the education of other types of handicapped children do not encompass children with learning disabilities, whose need for such assistance is also urgent.

We believe that the bills you are considering will meet this urgent need in an effective way. The legislation provides for research and demonstration programs to improve prevention, detection, and educational techniques for children with learning disabilities. It provides for training requisite personnel and for the establishment of model centers on a geographically equitable basis. In effect, the proposed legislation establishes a comprehensive initial program for assisting a too-long neglected group.

From our own experience as organizations interested in programs for the education of children with severe visual handicaps, deafness and blindness, and blindness in combination with other handicapping conditions, we know that ade-

quately financed, skilled special education procedures from the earliest age feasible are vital in preventing complicating emotional problems and future dependency. We can confidently predict that similar systematic procedures for the education of children with learning disabilities will prove equally effective for them. Our greatest concern for the effectiveness of special education programs for all types of handicapped children continues to result from the great disparity between authorizations developed after careful study by this Committee and the actual appropriations. We hope that the appropriations process will one day soon take cognizance of the great need in education programs for handicapped children which are going unmet as a result of small appropriations with costlier welfare programs at a later date the predictable result.

In closing, Mr. Chairman, I should like to express the appreciation of the organizations of and for the blind which I am representing today for the sympathetic interest this Committee has demonstrated in programs for the education and rehabilitation of the handicapped. We respectfully urge your favorable action on legislations to improve the education of children with learning disabilities.

Mr. PUCINSKI. I think we can just go right into questions because there are some questions that I want to ask you. I know Mr. Dellenback probably has some also.

In the current bill aid for the blind is included. The question came up yesterday that if we added this category to title VI and did nothing else and we had to further dilute the \$29 million that we now have for ongoing existing programs, including aid to the blind, what would be the reaction of organizations like your own which obviously would have to suffer some diminution in the amount of money available for existing programs?

STATEMENT OF FRED DECHOWITZ, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF WORKERS FOR THE BLIND; ACCOMPANIED BY IRVIN P. SCHLOSS, WASHINGTON REPRESENTATIVE, AMERICAN FOUNDATION FOR THE BLIND

Mr. DECHOWITZ. Let me first introduce Mr. Irvin P. Schloss, who is the Washington representative of the American Foundation for the Blind.

Mr. PUCINSKI. Mr. Schloss is an old friend of this committee.

Mr. DECHOWITZ. He is also prepared to answer that specific question.

Mr. SCHLOSS. We would be seriously concerned about dilution of existing programs for the existing types of handicapped children covered in the program as a result of just adding specific learning disabilities to the definition.

At the same time, it wouldn't provide enough in the way of services for these children with specific learning disabilities. We believe that a bill like H.R. 8660 at this time in history is urgently needed as a target approach to the problems of children with specific learning disabilities, with specific authorization of programs, specific authorization of appropriations.

I think it would serve another purpose in focusing very much needed public interest and professional interest on the needs of children in this category.

We would definitely recommend enactment of the legislation you are considering rather than simply amending the definition.

Mr. PUCINSKI. Mr. Quie?

Mr. QUIE. Thank you.

I expected you would feel that way. But I was wondering about the feeling of the people who testified before you and my own feeling in the matter, that now there is some money going for the children with learning disabilities. They bring them in under other health problems. And if we amended the definitions so they wouldn't have to twist it some to include them, and at the same time enact this legislation, would you have any opposition to that?

Mr. SCHLOSS. No, sir, not at all. I think this would be quite satisfactory. But I think the organizations we are representing would also very definitely like to see the enactment of this legislation with its specific authorizations.

A good analogy would be, for example, the specific program of services in centers for deaf-blind children where that type again of target approach was urgently needed even though those children were already within the scope of the definition.

I think the same thing would happen here.

Mr. QUÉ. We had the legislation providing only for the training of teachers of the mentally retarded. You didn't mind expanding that to include training of teachers of all of the handicapped, did you?

Mr. SCHLOSS. Not at all. We built on at that time. And we have found that all of our groups working together, even though we have specific, let's say, more specialized needs in the different categories, our overall needs and purposes are the same. There is no question about that.

But at certain times it becomes quite obvious that a given program to really get it started needs this specific target type of legislation.

Mr. QUÉ. Just as there has been help for the blind and there has been help for the deaf, you needed specific legislation for the deaf-blind because this is a group who sometimes were left out of either, and you didn't know which one to put them into.

The reason for this legislation now is to give the identity to it, not only in Federal legislation, but to the various States. So, you would use that as an analogy for the same reason.

Mr. SCHLOSS. I think the same thing would happen for the specific learning disabilities both for the State Departments of Education and local educational agencies and State legislatures and municipal governments as well.

Mr. QUÉ. That is all I have, Mr. Chairman.

Mr. PUCINSKI. From what we understand from your testimony, there are cases where a youngster may be blind, and would qualify for assistance under the existing act. But that same youngster may also be suffering from a learning disability.

Under the present law, he would not be eligible for assistance if he only suffered a learning disability, unless in some specific community they stretched the point and used the broad language, other health problems. If I understand you correctly, then you are urging the enactment of this legislation as a specific target program to deal with the youngsters with learning disabilities and you are also suggesting that we could include this category in the existing act at the same time so that they could deal with the youngster who is blind and has a learning disability.

Do I understand you correctly?

Mr. SCHLOSS. That would be correct. We would hope now that children with the traditional existing handicaps that are already covered who also have learning disabilities would get the help they need.

The question is whether there are adequate personnel. We think the legislation you are considering today would help provide the proper type of personnel who could serve as resources in programs with other children with other types of handicaps who also happen to have specific learning disabilities.

Our purpose in appearing before you is to emphasize the support of organizations of and for the blind for this specific legislation.

Mr. PUCINSKI. It is also very encouraging to have your organization here to help us evaluate some of these projects. You have always been very helpful in the past. I am very grateful to you for coming down today to join in urging passage of this legislation.

Mr. Dechowitz, we are very grateful to you and also to you, sir, for your help. Thank you very much.

The committee will stand adjourned until 9:30 tomorrow morning. Our first witness will be a spokesman for the Bureau of the Budget.

(Whereupon, at 12:08 p.m., the subcommittee recessed to reconvene at 9:30 a.m., Thursday, July 10, 1969.)

CHILDREN WITH LEARNING DISABILITIES ACT OF 1969

THURSDAY, JULY 10, 1969

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:50 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Bell, Quie and Dellenback.

Staff members present: John F. Jennings, majority counsel and Martin L. LaVor, minority counsel, and Alexandra Kislak, clerk.

Mr. PUCINSKI. Mr. Nathan, the committee will come to order, and I think we will proceed. I know you are very busy. The other members will be joining us shortly.

There are about four committee meetings this morning. That is the way it is around here.

I want to welcome you to the committee. I am glad to see that there is a living being named Richard P. Nathan. I think some of us get the impression that there is a big computer down at the Bureau of the Budget and that there aren't any human beings there who work with these problems.

I am very happy to have you here to prove that there are really people there. Perhaps we can get some idea of how you operate from the statement that you prepared.

So, your statement will go in the record in its entirety. You are welcome to read it. We will begin now and will keep trying to assemble as many members as we can. It is a rare occasion for the committee to have a member of the Bureau of the Budget staff as a witness.

We would like to welcome you and I want to thank you and Mr. Mayo for making yourself available to this committee. The Bureau of the Budget plays an important role in all legislation. Every time the administration people come before this committee, and submit a statement, they say, "This has been cleared with the Bureau of the Budget." It occurs to me that a hearing really cannot be complete unless we do hear from the Bureau of the Budget.

To that extent we welcome you here.

**STATEMENT OF RICHARD P. NATHAN, ASSISTANT DIRECTOR AND
DIVISION DIRECTOR OF THE HUMAN RESOURCES PROGRAMS
DIVISION, BUREAU OF THE BUDGET**

Mr. NATHAN. I am a live one and I am happy to be here. The Director indicated that he had talked to you. He told me to say that he thought I was the appropriate person to come in response to your request and to give you his regards.

I will go through my statement. It is not very long. It makes points that we feel are important.

My name is Richard Nathan, Assistant Director of the Bureau of the Budget, and also Director of the Human Resources Programs Division of the Bureau of the Budget. I would add here that I have been at the Bureau for 6 months, having been appointed by Director Mayo when he became the Director. Prior to that I was a staff member of the Brookings Institution in Washington for 2 years.

The Human Resources Programs Division in the Bureau reviews the budgets of the Departments of HEW, HUD, Labor, VA and OEO. So, we have a broad area to cover.

First, let me say that, just as you have indicated, it is not common practice for the Bureau of the Budget to testify on matters of program substance. Expert witnesses from the responsible agencies are more qualified to provide full and detailed information on program structure and operations, in many of the areas of purview of your subcommittee.

You have made a request that we testify on these two bills and although it is unusual, since you asked us to do it and called the Bureau, we felt that we should respond.

The two bills are H.R. 8660 and H.R. 9065, which would authorize Federal support for educational services, teacher training, and research for children with "specific learning disabilities."

I will try to be responsive to your questions and to comment on presidential policies in the area of grant-in-aid policy which are pertinent.

The Department of Health, Education, and Welfare has developed and already presented to you a position on the pending bills. The Bureau of the Budget has reviewed that position and concurs in the Department's view that the additional authorizations are not necessary.

This position was taken by Dr. James Gallagher, Associate Commissioner, Bureau of Education for the Handicapped who appeared before your subcommittee on Tuesday, July 8.

Let me comment here briefly on our legislative coordination procedures. These procedures date from President Harding and we are operating now under President Johnson's directive, which President Nixon and his staff indicated we should continue to operate under.

Federal agencies send to the Bureau of the Budget proposed testimony and reports they wish to submit to congressional committees on pending legislation. The purpose of these procedures is to enable the White House and the Bureau to determine the relationship of proposed legislation to the policies and priorities of the President. It also provides an opportunity for other interested agencies to present their views on policy and fiscal questions raised by proposed legislation which may affect their responsibilities. We circulate the bills and tes-

timony that are sent to us to other agencies in order that there will be coordination in the Government.

There is continuous and frequent contact among the agencies, the Bureau and the White House on all major legislative issues.

Within the Bureau, proposed agency testimony and reports are referred initially to the Bureau's Office of Legislative Reference, which it not under my purview. This office then transmits the reports for recommendations to the divisions of the Bureau and the offices within the Bureau which are responsible for the programs affected by proposed legislation.

In the case of the two bills pending, one of which you have introduced, the proposed testimony was sent to my division. That is why I am here. I am also the only Division Director in the Bureau who is also an assistant Director.

There are four statutory assistant directors of the Bureau.

Let me turn now to the specific of these two bills.

Dr. James Gallagher pointed out in his testimony that the problems of children with learning disabilities are severe. He stated that research, training and development of model service programs were the next steps to lessen this problem. He also stated that it is not necessary to have additional authorizing legislation because existing statutes are sufficient.

The Bureau agrees on all these points made by Dr. Gallagher. We agree with HEW that the Office of Education has broad authority to carry out the research, training and development of model-service programs which Dr. Gallagher cited. Laws relating to the education of the handicapped include Public Law 85-926 for training teachers and Public Law 88-164 for support of research and demonstration programs.

The Cooperative Research Act of 1957 authorizes the conduct of "research, surveys and demonstrations in the field of education" without limitation as to the groups or fields to be covered. The Education Professions Development Act, Public Law 90-35, authorizes a wide range of Federal support for training and retraining of educational personnel.

These statutes form an adequate base for Government actions relating to children with specific learning disabilities.

Moreover, as the committee is aware, HEW has recommended amending the statutory definitions relating to the handicapped which are now incorporated into Public Law 85-926 and Public Law 88-164 so as to refer to "specific learning disabilities". This would clarify HEW's authority, if the committee believes this would be desirable. We concur on this recommendation.

The Bureau of the Budget, as of course you know, is involved in the broad decisions as to the overall activity for Federal agencies. But it is the departments which are primarily responsible within specific budget targets which the President sets for the mix of activities in their area.

The Secretary of HEW has primary responsibility for determining the amount of expenditures for education as compared with health. Likewise, he determines the amount for education of the handicapped as compared with college student aid, and he must determine the

amount for "special learning disabilities" as compared with education of the mentally retarded and the deaf.

I would be happy to discuss our actual procedures in the 1970 Nixon budget review if that would be helpful to the subcommittee.

Finally, let me turn to broader questions of administration policy having to do with the reform of the grant-in-aid system. A major reason for the administration's position on the two bills before the subcommittee is that we are endeavoring to reduce the specificity of grant-in-aid categories and rely more heavily on broader and more flexible authorities as presently exist for the education of the handicapped.

The administration is vitally concerned that Federal grant-in-aid programs operate effectively and with responsiveness to the varied needs of States and localities.

In his April 30 message on improving administration of Federal programs, the President said:

As grant-in-aid programs have proliferated, the problems of delivery have grown more acute. States, cities, and other recipients find themselves increasingly faced with a welter of overlapping programs, often involving multiple agencies and diverse criteria. This results in confusion at the local level, in the waste of time, energy, and resources and often in frustration of the intent of Congress.

The President has pledged to "streamline" the administration of Federal programs, not only for efficiency and economy, but to improve delivery, that is to improve our capacity to convert the good intentions of the National Government into good results at the State and local level.

The President has expressed his view that the best way to facilitate progress in dealing with social problems is not by adding new organizational and procedural burdens to those of States and localities, but rather by finding better ways to perform the work of the Government by giving latitude in major purpose areas to the officials that must deal with the problems.

The magnitude of the problem that we have in this area is demonstrated by the Catalog of Federal Domestic Assistance Programs. The OEO catalog describes 581 domestic assistance programs in 47 Federal departments and agencies. It takes 600 pages merely to set forth brief descriptions of all these programs, and some in Congress contend that the listing is incomplete, and that the definitions are too broad.

On April 30, the administration proposed the Grant Consolidation Act which would authorize the President within strict limits as to congressional intent, to merge overlapping Federal grant-in-aid programs. This bill would be patterned after the Reorganization Act authority.

Related steps to reform the machinery of the Federal Government for managing domestic programs have also been taken. The administration has established common regional boundaries and regional office locations for carrying out the business of the principal domestic agencies of the Federal Government outside of Washington. Parallel steps are being taken so that decisionmaking will be decentralized to a greater extent to Federal officials in these newly conformed regions.

The Urban Affairs Council and the Office of Intergovernmental Relations were established, in large part, to improve program implementation and coordination.

The administration has proposed legislation, substantially similar to that incorporated into H.R. 514 (Elementary and Secondary Education Amendments Act of 1969) as reported by the full committee and passed by the House. This act would consolidate several education grants into a broader measure for support of the States for school services. I think that is a good step and we were glad the committee moved in that direction.

Summing up the administration's concern about improved implementation and coordination of domestic programs, the President said on April 30:

In the administration of federal programs, one of the principal needs today is to improve the delivery systems: to ensure that the intended services actually reach the intended recipients, and that they do so in an efficient, economical and effective manner.

These are areas I wanted to cover; the way in which the Bureau operates, the position by HEW, that we agree with, on the bill that you have introduced and the bill that Mr. Perkins has introduced on "special learning disabilities," and the broader purposes of the administration in the area of grant-in-aid reform.

If we draw out from this background some points which are relevant for this hearing, they would be three. One, that we should not proliferate grant authorities, adding to the already great complexity of the broad Federal program structure, especially in this case where we already have sufficient authority to deal with problems of "specific learning disabilities."

Two, we should employ broader purpose authorities in lieu of narrow purpose categories so that there is flexibility to respond as conditions and needs change.

And three, we should develop governmental decisionmaking methods so that we can identify key goals and improve our capacity for converting governmental policies into program results. I have in mind here the Urban Affairs Council and the regional boundaries changes.

I hope this is helpful. I would be happy to answer whatever questions I am able to answer about the bills, the Bureau, or the President's policies in this area.

Mr. PUCINSKI. Thank you very much, Mr. Nathan, for giving us this bird's-eye view of how the Bureau operates and arrives at its conclusions.

There is no question that you have a tough job. Obviously somebody has to do this work.

It is my understanding that the former Director set up a resource planning staff in your Bureau for the purpose of interagency trade-offs. I am told also that this has been somewhat changed now. And the present administration has downgraded this group. It is in the fiscal analysis staff office now, which is crisis-oriented.

At the same time, you have upgraded the intraagency staff, the program evaluation staff.

How can you expect to set national priorities within this kind of an operation if you don't have the interagency trade-offs? What is the rationale there? I think it is pertinent to this bill.

Mr. NATHAN. Director Mayo is the better person to ask that question since he has the overall responsibility for the deployment of and assignment of staff.

I would say in part the answer is that different people came in. We have some very good economists in the Bureau who do take a broad look and do analyze for the Director and for his assistants, the trade-offs and implications of various major policy directions.

I would add to that that the Urban Affairs Council, which the Nixon administration set up, has as one of its purposes looking broadly at the activities of the Government in the domestic public sector to take into account the trade-off's among the domestic programs.

I am not in a position to comment in detail, but there are some plans which are being very seriously considered in the White House to strengthen this mechanism. I think your point is well taken, that we need to have that kind of analysis. The President is very aware of this.

Mr. PUCINSKI. The reason I have asked that question, when Commissioner Allen appeared before the Senate, he was asked by Senator Pell about the education of the handicapped, I was wondering what your views are with regard to the earmarking of funds for the handicapped.

Do you think they should be retained in the bills that we report out? What are your views?

Mr. Allen, the Commissioner of Education said: "That is one that you can debate, I guess. I rather think we found in New York State that we have made more progress when the funds were earmarked. As you may recall, in New York, about 5 or 6 years ago, we abandoned the earmarking and under the pressure for funds for many other things"—that is what you talked about here a moment ago—"I think the program for the handicapped suffered. I think you have to give special attention to these needs."

It would occur to me then, that Dr. Allen strongly endorses categorical programs. He is the head of this department. I was wondering to what extent did the Bureau of the Budget seek out his particular thinking on this bill.

It seems to me that in the view of his reply and his basic philosophy, this legislation would be highly appropriate.

Mr. NATHAN. I am aware that Commissioner Allen said that. And I think that the point here is that we do have a category for education of handicapped children.

We have several major authorities that provide different kinds of assistance; classroom aid, research, teacher training and I could go through the sections of the relevant statutes, if you would like to do that.

But I would comment on Commissioner Allen's statement by saying that it doesn't seem to me that that is the question. The point that I make on page 9 of my testimony is that we should rely on broader purpose authorities, which it seems to me we have for handicapped children. We have authority that gives us flexibility in dealing with

the education of the handicapped. The issue here is not whether we should have earmarking. The issue is whether we should add in two areas additional and separate authority for the special problems that you are concerned about for research and model programs.

It seems to me it is a different question.

Mr. PUCINSKI. Mr. Nathan, let's assume that Congress after extensive hearings decides that there is a very serious problem with regard to the training and education of youngsters with learning disabilities.

So, we put together H.R. 8660 and the other legislation to deal with this problem. And the Bureau says—

Well, yes, we need this legislation. There is a problem. We have a million and a half youngsters or more in this country with this problem. This is a problem that we have discovered to a greater extent in the last 3 or 4 years.

However, we don't think that you have to have a separate program. We now have a program in title VI dealing with handicapped children.

And you say that whatever we want to do to help children with learning disabilities, we can do within the framework of the existing legislation. That is your position.

We have some 12 million youngsters in this country now who are being benefited to a greater or lesser degree within the framework of existing legislation in title VI. But you say, "We are not going to have categorical funding for these programs; we want to centralize these things, we want to try and get away from proliferation of programs and grant authorities."

Why is it, then, that in 1969 the appropriation for all of those existing programs was \$29.25 million, and in 1970, you don't ask for a cent more money?

I am not quite sure I understand your rationale. You say we are going to add 1½ million youngsters with a very serious problem and we need to train more teachers and we need model service programs and we need other things to deal with this problem. But you contend we are going to add it to the existing program. H.R. 8660 is therefore not necessary. But on the payoff, you don't provide one penny more to deal with this problem.

What is the rationale there?

Mr. NATHAN. The amount for classroom assistance is \$29.2 million. You are right. The total amount of funding in the 1970 budget for the education of handicapped children is \$85.8 million and that figure is the same figure that was proposed by the Johnson administration. We made no change.

Mr. PUCINSKI. I am going to tell you right now you are talking to one Member of Congress who is just as severe in his criticism of the Johnson administration as I am of the Nixon administration in failing to meet these needs.

The fact that we have had a change in political party has not changed my thinking. As a matter of fact, I have been more critical of the Johnson administration because the Johnson administration had a public commitment. I am not aware of any similar commitment by this administration.

What I am trying to find out now is that we have proposed legislation to deal with the problem and you in the Bureau of the Budget say we don't need it, you have existing legislation, you can do it within

the framework of what you have. But then you don't give us one penny more for this program. That is the point I am trying to make, Mr. Nathan.

Mr. NATHAN. As I indicated in my testimony, the decisions as to how much within HEW is allocated to the major areas, that Secretary Finch has responsibility for. Within the education area, the major programs that Commissioner Allen has responsibility for, those decisions are made by the agency. Really that is a question that you would have to discuss with them, although we are very happy to have your views as we work with them when the budget is developed.

But the budget process, as you understand, involves a series of steps whereby the President and the Budget Director give allowances or targets based on broad fiscal policy considerations and broad priority decisions to the major agencies.

Then the agencies propose to us how they would develop their budget.

Mr. PUCINSKI. But you don't have an adequate interagency staff anymore. I think you and I are in agreement that you phased it out. You say there is some talk about bringing it back in.

The fact of the matter is that here we have a recommendation from the Bureau of the Budget, a negative recommendation, a "do not pass" recommendation, on a problem that is not being funded elsewhere.

You mentioned in your statement that Dr. Gallagher said that he can handle this problem within existing legislation. You said on page 3—

He stated that research training and development of model service programs were the next steps to lessen this problem. He also stated that it is not necessary to have additional authorizing legislation because existing statutes are sufficient.

I should like to point out to you that when Dr. Gallagher appeared before this committee, he did advise the committee that with regard to setting up model centers, he does not have the authority in the existing legislation.

The mere addition of the words "children with severe learning disabilities" to the present categories in title VI, would permit the training of these youngsters under title VI and the further dilution of the funds available. But it would not permit the establishment of model centers and in H.R. 8660, the establishment of model centers is the main thrust of the bill.

There had been witnesses who testified and there will be other witnesses who will testify pointing out that many exciting techniques are being developed in these model service centers.

Mr. NATHAN. The language of the law, as I have it here, is that the authorities for teacher education, recruitment, research, and innovation, which would include the model centers, are available for seven specific handicaps which are enumerated in title VI of the act. The law goes on to say that these funds can be used for other health impaired who by reason thereof require special education and related services.

In our discussions with the agency, and we have had considerable because we raised this question when this matter was before us, they have looked at their statutes and authorities and assured us that all of

the things which are envisioned in this legislation can be done. They agreed that the important purpose here is to think about children who have handicaps. No children would be ineligible for the kind of assistance which your bill envisions because the authority isn't available.

Mr. PUCINSKI. Mr. Nathan, I want to yield to my colleagues. I have several questions that we will come back to.

One final question at this point, though, to conclude this particular aspect of our inquiry: There are seven basic, major categories in existing legislation, each of them with very severe problems; the mentally handicapped, the emotionally handicapped, the blind, the deaf, the crippled, youngsters with other handicaps. There are some 12 million youngsters altogether, some of them having more than one handicap.

I really can't understand how in good faith the Bureau of the Budget can say, "We have these seven categories which are now covered by title VI and for which we have appropriated \$29 million. We are now going to add another category, children with learning disabilities." This bill, H.R. 8660, calls for training teachers. This bill calls for developing techniques. It calls for establishing model centers in order to move forward with the problem.

What do you suppose those who are interested in the problems of emotionally disturbed youngsters, mentally retarded youngsters, the blind, the deaf, the crippled, what do you suppose those people will be saying about ongoing programs, if we try to take some of the money from ongoing programs in order to fund this additional category that you want to add to title VI?

What is the rationale?

Mr. NATHAN. It seems to me that you have to make a distinction, Mr. Chairman, between authority questions and funding questions. The bill raises an authority question in the case where we are saying, based on the language that I read, that our information is new authority isn't needed.

You have discussed with the agency, and the agency witness is the appropriate person to discuss this with, what plans they have, and are developing as we look to the 1971 budget to deal with this broad range of problems which affect children.

I agree that there are serious problems in this area. I understand why you are very concerned about them.

The funding questions, it seems to me, can be separated out and are questions of allocation within HEW and within the Government broadly. As you indicate, we have to make these hard choices.

We work with the agencies and they make the initial determinations of priorities.

Mr. PUCINSKI. You draw a distinction between an authorization bill and an appropriation bill. Perhaps we ought to adopt the policy that the Bureau of the Budget will not be consulted on authorization bills.

In other words, why not let the agency go ahead and develop its formula and policy based on its own best professional judgment of needs and then let the Bureau of the Budget come into the picture when we get down to the appropriation process. You will then have to make decisions whether or not you want to extend the tax dollar in this direction or the other direction.

Wouldn't that make sense, as a logical followup to what you said here, as long as the Bureau of the Budget draws a distinction between authorization and appropriation?

Mr. NATHAN. What has happened is, ever since President Harding, all the Presidents, including President Nixon, have given the Budget Bureau responsibilities for coordinating legislation to be certain that the positions which departments take on legislation, reflect the principles and purposes of the President and the results of coordination among the agencies—and there are many instances in which this is necessary—where more than one agency is involved in a legislative item.

This is a decision that has been made by the President. We are staff to the President. These are functions which are important and the Presidents for quite a long time have assigned them to the Bureau to perform.

Mr. PUCINSKI. I don't think you want this record to show that Mr. Nixon is taking this country back to Harding's time, do you? [Laughter.]

Mr. NATHAN. I won't worry about that.

Mr. PUCINSKI. Mr. Bell?

Mr. BELL. I have no questions, Mr. Chairman.

Mr. PUCINSKI. Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

First, Mr. Nathan, I think you did extremely well both in the answers to the questions and prepared testimony that you presented to us.

First, I understand you are not opposed to the dividing of aid for education into categories to the extent that Commissioner Allen indicated he supported it, that aid to the handicapped ought to be separate from the general aid to education.

Mr. NATHAN. Yes, sir, very true.

Mr. QUIE. But you feel that within the groups of the handicapped, they all ought to go together in one piece of legislation for a specific purpose. We have added the other handicaps to the mentally retarded in the case of training teachers or added the other handicapped to the deaf in the case of caption films. You feel that children with learning disabilities ought to be added to the authority that we have for the other handicaps?

Mr. NATHAN. That would be consistent with the purposes of the administration, to support and work for broader and more flexible authority to deal with major purposes of the Government. So, I would say yes.

Mr. QUIE. But we still have categories for the handicapped besides the handicapped being separate from general education.

I have here, and I see the chairman of the committee has also, a listing of the various programs providing grants to States under title VI: education for the deaf-blind children, recruitment and information, educational media for the handicapped, personnel training, research and demonstration, training and research in physical education and recreation and then the preschool education. I understand you would include children with learning disabilities in this list.

So at this time, you are not asking for a consolidation of these programs into one, but those separate categories can remain with separate authorization for each one, is that right?

Mr. NATHAN. That is not the question. The question is whether in the case of specific learning disabilities they should be included in this instance in the two titles that apply, teacher education and recruitment and research and innovation.

Our position on the question before the subcommittee is that the seven specified handicaps plus the general category ought to be amended in such a way that specific learning disabilities is part of the authority to act in those two areas.

I would say that as far as what our policy would be if the issue were changes in the structure of the other programs, that we are not prepared at this time to take a position except to cite the department's position, which has already been expressed to you on these two bills.

Mr. QUIE. When the appropriation runs less than 50 percent of the authorization, there is undoubtedly sufficient authorization for the children of learning disability if there was going to be any increase in 1970.

But this bill doesn't ask for any money for 1970. So, it is really a moot question of whether the administration would agree to any additional money above the \$29.25 million in title VI or any of these others.

Neither this bill nor any other recommendations ask for the change in the budget request for 1970.

The question then comes in 1971 whether there is ample authorization or not. In title VI where there is an authorization of \$200 million and another \$10 million for the regional resource centers, undoubtedly there is enough here.

The one area where we have some problem for 1971 will be the research and demonstration program, Public Law 88-164, in which the appropriation request or budget request is 78 percent of the authorization.

And if we add to that an additional substantial group of children, the children with learning disabilities, we may not have enough authorization.

Would there be any objection or would there at least be an open mind to increasing the authorization for 1971 for this one area of research and demonstration?

Mr. NATHAN. I am not in a position to give indications of how we would feel on that matter, because we just completed for the Budget Director the preview of the 1971 budget showing him what the major issues are in relation to different possible fiscal conditions.

In the fall, based on this analysis, the Budget Director will be giving allowances to the agencies and it is at that point that the agencies have to make decisions on how they want to allocate their resources.

So, it is early in the process and the important first steps in getting the kind of decisions made that would respond to your question, Mr. Quie, are decisions that are made by the agencies.

Mr. QUIE. You said in your testimony that the agencies or the departments make the decision for the mix within the authority and then the Budget Bureau fits this into the total budget. Is that correct?

Mr. NATHAN. What actually happens is we give them an allowance in the summer, based on our preview. This is coordinated with the Council of Economic Advisors and the Treasury, so it takes into account the economic outlook and it takes into account anticipated revenues.

The President and the Budget Director then set—actually, I think at this point to be correct it is the Budget Director who gives allowances to the agencies and then the agencies make their proposed budget to us indicating how they would use their resources to stay within this allowance.

There are cases, as you are well aware I am sure, where agencies don't like the allowance they are given and come to us with appeals.

Those appeals often are in the form of their specifying additional programs that they think are essential. In many instances, they go to the President if the issues are important enough.

So, that is how the process works. I would have to add to that that since I have only been in the Bureau for 6 months, my only direct experience with the procedures of the Bureau was in the Nixon review of the Johnson 1970 budget.

However, that was an intensive process and the experience has given me insights which make it possible for me to respond.

Mr. QUIE. When the Department determined its mix for 1970, they put a small amount into it for the children with learning disabilities when there was no specific authorization for them, but they interpreted one part of the act to include them. When there is that kind of support for the children with learning disabilities I would expect there would be no reason why we should believe that the Department would look unfavorably on the inclusion of specific authority for additional money for 1970 and again deciding its mix.

Mr. NATHAN. For 1971?

Mr. QUIE. Excuse me. Yes, 1971.

Mr. NATHAN. I am sure the department is well aware of the views of this subcommittee and has taken into account your views in their assessment of the problem. This will be taken into account in relation to the limited resources in arriving at decisions about what the objectives of the Government should be in the 1971 budget.

Mr. PUCINSKI. But this legislation, as you know, does not call for any authorization for 1970. It doesn't start until 1971, and yet the Bureau of the Budget recommended adversely on this bill.

Mr. NATHAN. That is true, because as I said, the question that seems to me most important for us to comment on is the considerations of policy, the administration's policy, on matters of structure of the grant-in-aid system and the need to broaden, make more flexible, grant-in-aid categories.

So, our position is that in terms of the way in which domestic programs are designed, and the way in which the authority to act in areas of domestic concern is provided, these are important questions of government structure and this is an instance in which a broader and more flexible authority would be easier to operate with.

So, we took a position on the question of, I would say the questions of structure that are involved here, and I would agree that the question of resources in 1970 is not raised by this bill.

Mr. QUIE. It is interesting how close to agreement witnesses who are in support of this legislation really come to your position. I refer to Dr. Geer who wanted to make certain it was administered by the Bureau for the handicapped, make certain it would be a part of title VI, ESEA, and who also stated in his remarks that he would look for the day when it would be all included in one.

So, evidently, there is a little disagreement, but it isn't great and shouldn't be too difficult to resolve.

I would like to ask you about another area that I have particular interest in, and that is in vocational education. It is outside of this. I am unhappy with the mix that was given to vocational education in the 1970 budget. I am wondering if the Bureau of the Budget had any responsibility in the mix as well as a determination of how it fit into the entire budget. Even though you were not asked to testify on vocational education, as a person who will be directly involved with making decisions for 1971, I want to ask you that you make certain that we get more money because the Congress went contrary to the administration in this last year, 1968.

We added substantial increases in authorization. In fact, we more than doubled the authorization for vocational education. The administration only asked for a \$7 million increase. But there was not a dissenting vote in the House last year in the Vocational Education Act Amendments. That means you take the most liberal and the most conservative members in the House and they would agree on this.

I want you to carry that back with you.

Mr. NATHAN. I will.

Mr. PUCINSKI. Mr. Nathan, on this whole business of authorization, under the 1970 budget, only 27 percent of the authorization of the handicapped children was funded. This amounts to \$14 per child as opposed to \$50 per child.

There are 83,000 teachers of the handicapped in this country now and we need 325,000 under title VI of ESEA. As to State grants for handicapped, in 1969 only 18 percent of the authorization was granted. In 1970 the budget request was only 14 percent, which would mean that half of the States would receive less than the half a million dollars per State. The regional resource centers that we have been talking about that could provide the services envisioned in the legislation before us; I think you know that these were the regional resource centers of the deaf, these were the deaf-blind centers, and these were designed primarily to deal with the rubella epidemic of 1964.

One percent of the children born that year—40,000 children—suffered from multiple handicaps. They are now of school age. No centers have been operable to help them.

Less than one-half of the 23,000 school districts in the Nation offer services to handicapped children.

In the light of these statistics, and I am sure you have the same statistics that we have, I really can't see how the Bureau of the Budget could take the position that it does in this field of handicapped. It makes me feel as if we have a fourth branch of Government that we are not aware of. I always thought that we had three branches. But it seems to me that if the Bureau of the Budget can have such a total and complete veto power over the intent of Congress on authorizations,

then either the Congress ought to just turn this whole thing over to you or perhaps what we ought to do is find some better way of doing this.

Mr. Quie mentioned vocational education. We held extensive hearings. We had 26 days of hearings with well over 200 of the Nation's experts, who testified about vocational education.

As Mr. Quie properly said, vocational education brought together the most conservative and liberal elements in this Congress, in this House and in the Senate, and the bill was approved unanimously.

Then it went to conference. Again it was approved unanimously. Because of the huge needs in this country to make education meaningful to young people, the turmoil in the colleges, the turmoil in the high schools, and after a great deal of deliberation by the members of this committee, we set up an authorization of some \$800 million for fiscal 1970 and the previous administration and this administration and the Bureau of the Budget wound up with \$279 million appropriation or something like \$26 million more than we had in 1969.

This looks to me like a total mockery of the legislative process. Members who work very hard on these bills feel as if they are just wasting their time.

What is it about the Bureau of the Budget that makes you so much more expert in this field than the Members of this Congress?

Mr. NATHAN. Mr. Chairman, you attribute to us that power which we don't have and I don't feel that we should have. I indicated in my testimony and in discussion that allocation decisions are made initially and primarily by the Department. And the President is presented major issues and reviews them and decides them.

I would add to that within the Congress, Appropriations Committees must ratify or revise any actions that the administration takes in its budget.

So, this is the administration's budget. We serve the President. The Congress through its appropriation process does, and certainly can, modify it and yet, all of us are aware—it is not a pleasant job to have. Bob Mayo says he is the meanest man in Washington.

It is necessary, looking at the fact that resources are limited and needs are great, to make hard choices and to present those choices to the President and to the Congress. The Congress goes through the same difficult process.

The Budget Bureau, I assure you, does not make the judgments about these programs that influence the administration's view. It is the departments that have primary program responsibility and it is the Bureau that works with the departments and with the White House and with the President in pulling together his program.

Mr. PUCINSKI. Just so I know what the relationship is between the legislative and the executive branch of Government, do you consider the authorization as targets or as ceilings? What is the purpose of an authorization?

Mr. NATHAN. Authorizations are clearly indications of the Congress' determination as to the amount of resources that they would like to devote to particular areas. The problem is that there are more funds authorized than there are available to spend.

We have to make those decisions and the Appropriations Committees have to make those decisions. Someone has to do them. The

agencies work with the Budget Bureau and make those decisions just as the Appropriations Committees do it on the Hill.

Mr. PUCINSKI. You have about 500 employees in the Bureau of the Budget. How many of these people are assigned to reviewing educational programs?

Mr. NATHAN. The division which I head, I wish I had the numbers here, has the largest number of professional staff of any division in the Budget Bureau. We have nearly the largest amount of funds in programs which we have budget responsibility for. I think we have \$80 billion and the National Securities Programs Division has something like \$81 billion or \$2 billion, in terms of programs that those divisions are responsible for.

The Human Resources Programs Division is divided into six major components. And we try to deal with functions and not just with agencies. Because we appreciate, as you do, that problems are not necessarily compartmentalized the way Washington agencies are.

We have a unit for health, a unit for education, a unit for welfare, a unit for housing, a unit for OEO, and a unit for income maintenance.

The education unit is one of the larger ones. I believe we have in that area five professionals.

Mr. PUCINSKI. Has this number increased, do you know, since the Elementary and Secondary Education Act was passed in 1965 and since a whole new burden of responsibility was added to your office by virtue of this legislation?

Have we increased the number of people looking at educational bills? The purpose of that question should be obvious. I want to see how much attention, professional attention, these bills are receiving.

Mr. NATHAN. I believe there has been an increase. I would be happy to provide that for the record.

Mr. PUCINSKI. Would you please.

(The information referred to follows:)

In 1965, there were two full-time examiners working on education who were part of a unit covering education and general science activities. The present unit is comprised of 5 full-time professional staff members and the responsibilities do not involve general science activities.

Mr. PUCINSKI. This group of five professionals who review the educational bills, are these the same people who view the Defense Department's educational bills?

The Defense Department is kneedeep in education and I have often wondered why we have only 27 percent of funding in handicapped and we think nothing of chopping this one down. Then we stand in awe of the sacrosanct Defense Department and its list of priorities. I would like you to comment on that and also another question I have.

It is my understanding that when the Bureau of the Budget reduces a department's request, the Secretary of that department must appeal to the President for a reversal. For example, Secretary Finch, when confronted with a handicapped appropriation of only 27 percent of authorization, has only one recourse, and that is to appeal to the President.

But when you want to cut a Defense Department appropriation, Mr. Mayo has to go to the President to get permission for that.

What is the rationale behind that?

Mr. NATHAN. Let me take your questions in order. On the first one, on education, as a function—

Mr. PUCINSKI. Do the same people examine our programs and HEW program, and USOE programs who examine education programs in the Defense establishment?

Mr. NATHAN. Let me tell you what we do. Let me just cite a figure. There are altogether in the budget—we compute expenditures of \$10 billion, nearly 5 percent of the Federal budget for education. There has been a fivefold increase since 1960 in spending for education. This includes, as you are absolutely right that it is important to do so, other agencies besides OE. OE spends about \$4 billion. It has the major programs which affect education. VA, Defense and the National Science Foundation also have programs which affect education.

Mr. PUCINSKI. Do the same people examine those?

Mr. NATHAN. What we do is we have a spring preview for the Budget Director in which many of the activities of the Government that affect education are reviewed as a function. This includes the Departments of Housing and Urban Development, Interior, and VA, National Science Foundation, and OEO programs that affect education. We prepare for the Director and analysis of the Federal Government's role in education, looking at the many programs across the Government that impact on our education systems.

Mr. PUCINSKI. At that point, may I just ask a question, if it is agreeable to my colleagues. Would it be agreeable to you to brief this committee on the spring briefing that you give the Budget Director? I would like to spend a day with you and have you tell me, and I hope the rest of the committee would, too, what are all of these down-range programs for 1971. Because I think this committee could function a great deal more efficiently. I would like to see this composite of programs and what you intend to do with these programs.

Mr. QUIE. I am wondering if the legislative branch would be stepping into the executive branch's prerogatives.

Mr. NATHAN. Let me make a suggestion. There is a special analysis which the Bureau develops and is printed every year as an appendix to the budget, which includes all of the education programs in one analysis. I would be happy to provide copies of that to the committee.

Mr. PUCINSKI. We would like to see them.

(The information referred to follows:)

The special analysis on Federal education programs, included among the tabulations and reports published jointly with the annual Federal budget, follows. The estimates for fiscal year 1970 have not been modified to reflect changes made by President Nixon's 1970 budget announced on April 15. However, such changes would affect the totals by a relatively small amount, probably a reduction in the range of \$150 to \$250 million.

SPECIAL ANALYSIS J

FEDERAL EDUCATION PROGRAMS

Reprint of Pages 113 to 133 From
Special Analyses, Budget of the United States, 1970

Detail will not necessarily add to totals because of rounding

BUREAU OF THE BUDGET

January 1969

SPECIAL ANALYSIS J

FEDERAL EDUCATION PROGRAMS¹

PART I—OVERVIEW

Outlays for Federal programs in education are estimated at \$9.8 billion for 1970, an increase of \$759 million over 1969. Education outlays represent 5% of all Federal budget outlays. The 1970 total is an increase of \$7.8 billion over 1960. Table J-1 summarizes the trend in Federal outlays for the decade.

Table J-1. FEDERAL OUTLAYS FOR EDUCATION (1960-70) (in billions of dollars)

Category	Outlays										
	Actual									Estimate	
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Aid to education.....	.9	.9	1.1	1.2	1.3	1.6	2.9	4.4	5.0	4.8	5.3
Other educational activities.....	1.2	1.2	1.3	1.6	1.8	2.1	2.8	3.1	3.8	4.2	4.5
Total.....	2.0	2.1	2.4	2.8	3.1	3.6	5.7	7.5	8.8	9.0	9.8

Federal education programs might be described as serving two main purposes. The first, reflected in the "aid to education" line of the table, is to support education per se. This includes activities classified in the 1970 budget as "education," particularly the programs of the Office of Education (OE) and the National Science Foundation, Head Start and Follow Through under OEO, college housing loans, and educa-

¹ *Note on coverage.*—This analysis brings together all Federal programs involving some 400 education and related activities. For the purposes of this analysis, education is defined as an activity involving a student-teacher relationship primarily for the transmission of organized knowledge, as distinguished from the transmission of occupational skills. It includes the provision of services to the community with the goal of expanding individual opportunities for: (1) professional or career advancement; (2) civic involvement; and (3) a more meaningful and satisfying life. Thus, in addition to the traditional levels of formal education (elementary, secondary, and higher), this analysis includes adult and continuing education as well as activities which are closely related to education—for example, the support of research and development at institutions of higher education.

This analysis does not, however, include scientific research conducted outside of academic institutions (other than that in laboratories and other science projects of the National Science Foundation and Smithsonian Institution). Also, it does not include scientific research conducted in university-managed centers under Federal contracts. Finally, it excludes the school lunch and special milk programs, university service contracts—for example, to operate mental health centers—and many inservice training programs for Federal civilian employees.

Previously, this analysis combined manpower training with education. However, for the 1970 budget, Federal outlays for manpower programs are described separately in the Special Analysis K. The only overlap between the two is the Neighborhood Youth Corps "in-school" financial assistance which helps to prevent students near the compulsory school attendance age from dropping out. The overlap is estimated at \$62 million in 1970 compared with \$62 million in 1969 and \$79 million in 1968.

Both this analysis and Special Analysis L, Federal Health Programs, include funds for health-related training and research activities of health agencies conducted at universities. These outlays approximate \$1,374 million in 1970 compared with \$1,222 million in 1969 and \$1,143 million in 1968. In addition, outlays for research in academic institutions reflected in Special Analysis Q, Federal Research, Development, and Related Programs, are included in this analysis. The overlap between these two analyses is estimated at \$1,519 million in 1970, compared with an overlap of \$1,414 million in 1969 and \$1,456 million in 1968.

tion of American Indians. Of the \$6.7 billion increase in Federal education programs since 1964, \$4.0 billion or 60% is for these aids to education.

The second purpose of Federal education programs is to draw upon the resources of educational institutions as a means for advancing knowledge and achieving other national objectives. Accordingly, the 1970 budget classifies these programs, summarized in the "other educational activities" line of table J-1, under other major budget functions—for example, "health," "veterans benefits and services," or "national defense." Included are such diverse educational activities as support of research at universities to extend medical knowledge, GI benefits which help returning servicemen attend school or college, training of manpower to improve delivery of health services, and professional training of military officers. These activities account for 40% of the growth in Federal education programs since 1964.

FEDERAL EDUCATION GOALS

During the period 1964-70 the Federal Government has pursued these two educational goals:

- An opportunity for the best education which the Nation can offer each individual, suited to his abilities and interests and without regard to his family income, race, or place of residence.
- An improvement in the quality of education through experimentation with new materials and methods, new ways of using and training personnel, and new organizations designed to ensure regeneration and renewal of the Nation's schools and colleges.

Activities which are addressed to the first objective include grants to improve education of the poor and the handicapped, to expand college facilities, and to provide financial assistance particularly for college students from low income families. GI benefits and social security payments for certain college students also contribute to the achievement of this goal. Federal activities promoting the second objective have brought about an expansion of experimental, demonstration and faculty training programs. The 1970 outlays for these objectives total \$4.9 billion, one-half of education outlays; they account for 65% of the total increase in Federal outlays for education over the past 6 years. Included are funds for (in billions of dollars):

Education of children from low-income families, Head Start, and Follow Through	\$1.5
College student assistance through grants, work study, and loan support	.6
College academic and housing facilities	.6
Experimental and demonstration projects, faculty training, and exemplary school services	.5
GI benefits	.6
Social Security (student benefits)	.5
Vocational education	.3
Education of American Indians and of handicapped children	.3

THE 1970 BUDGET

The 1970 budget provides for a continued strengthening of programs to meet Federal goals in education. The highest priority is given

programs for the disadvantaged. Significant increases in outlays for education in 1970, compared to those in 1969, are (in millions of dollars):

Education of children from low-income families.....	\$86
Head Start and Follow Through.....	33
School and college education of American Indians.....	32
Vocational education.....	13
Teacher training.....	30
College student assistance.....	77
NIH graduate training in medical professions and health research construction.....	72
DOD training of military personnel and education of overseas dependents.....	46
GI benefits.....	73
Social Security (student benefits).....	30
Academic research, all agencies.....	95

The budget proposes reductions in grants for school and college equipment. It recommends a reduction, based on legislation to be proposed, of grants to schools in areas affected by Federal activities (but outlays would not reflect this change due to the proposed reduction until 1971). The budget also proposes greater use of the private sector of the economy for loan capital through use of Federal interest subsidies and loan guarantees. An estimated \$550 million in non-Federal funds will be loaned for college classrooms, dormitories and other facilities. In addition, an estimated \$794 million (an increase of \$153 million over 1969) will be loaned by financial institutions to about 924 thousand college students.

The distribution of Federal education outlays by educational level is summarized in table J-2 for 1964 and for the 1968-70 period. Additional details on the composition of each level are provided in Part II of this analysis.

Table J-2. FEDERAL OUTLAYS FOR EDUCATION BY LEVEL

(in millions of dollars)

Educational level	Outlays					
	1964		1968 actual	1969 estimate	1970	
	Actual	Percent			Estimate	Percent
Elementary and secondary.....	546	17	3,228	3,052	3,358	34
Higher.....	1,742	56	4,363	4,651	5,030	51
Adult and continuing.....	108	3	306	336	357	4
Training of public employees.....	309	10	402	457	494	5
Foreign.....	169	5	242	290	292	3
Other.....	246	8	223	257	271	3
Total.....	3,121	100	8,764	9,043	9,802	100

RELATIONSHIP OF FEDERAL FUNDS FOR EDUCATION TO OFFICE OF
EDUCATION NATIONAL ESTIMATES

The tabulation of Federal funds in this analysis and Office of Education reports of expenditures by U.S. educational institutions differ in two respects:

- This analysis includes Federal assistance which does not flow through educational institutions—for example, expenditures in federally operated schools for training of military personnel, the Smithsonian Institution and national libraries, and the support of performing art groups by the National Endowment for the Arts.
- Office of Education reports include amounts for some programs which are omitted from this analysis—such as funds for school lunch and school milk, and research and development in university-managed, off-campus research centers.

If the estimates in this special analysis are adjusted to correspond with those of the Office of Education, the Federal contribution to the Nation's educational institutions would be about 14% of the total costs of financing those institutions. The following table summarizes these adjustments:

Table J-3. **FEDERAL OUTLAYS FOR EDUCATIONAL INSTITUTIONS**

(in billions of dollars)

	1968 actual	1969 estimate	1970 estimate
Federal outlays for education and related activities	8.8	9.0	9.8
Less estimated amount not paid to institutions	2.0	2.4	2.6
Plus estimated Federal payments to institutions not included in this analysis	1.2	1.3	1.4
Total Federal outlays in educational institutions	8.0	7.9	8.6
Office of Education estimate of expenditures by educational insti- tutions	54.6	58.5	62.1
Percent Federal	15	14	14

FEDERAL SUPPORT OF EDUCATION BY AGENCY

Table J-4 provides a summary of total Federal outlays for education by administering agency. The Department of Health, Education, and Welfare (HEW) accounts for the largest share, 58%, with the Office of Education alone accounting for 39% in 1970. In 1964, HEW's share was 30% and that of the Office of Education 21%. The largest increases for 1970 as compared with 1969 are in HEW, the Veterans Administration and the Department of Defense.

Table J-4. FEDERAL OUTLAYS FOR EDUCATION BY AGENCY

(in millions of dollars)

Agency	Outlays			
	1968 actual	1969 estimate	1970 estimate	Per- cent
Office of Economic Opportunity.....	574	475	494	5
Agriculture.....	176	188	194	2
Defense.....	808	924	998	10
Health, Education, and Welfare:				
Office of Education.....	3,620	3,471	3,866	39
Health Services and Mental Health Administration and National Institutes of Health.....	986	1,038	1,173	12
Social Security Administration.....	382	461	491	5
Other.....	120	132	155	2
Subtotal, HEW.....	(5,100)	(5,102)	(5,685)	(58)
Interior.....	195	210	237	2
Housing and Urban Development.....	290	292	234	2
National Science Foundation.....	449	480	500	5
Veterans Administration.....	498	644	727	7
Other ¹	666	728	733	7
Total Federal outlays.....	8,764	9,043	9,802	100

¹ Includes Commerce, Justice, State, Transportation, AEC, NASA, National Foundation on the Arts and the Humanities, Small Business Administration, Smithsonian Institution, TVA, USIA, GPO and Library of Congress.

PART II—FEDERAL OUTLAYS FOR EDUCATION BY LEVEL

PRESCHOOL, ELEMENTARY, AND SECONDARY EDUCATION

The principal effort of the Federal Government in preschool, elementary and secondary education in the last 5 years has been to bring about a greater equalization of opportunities for all children. Federal outlays have risen most sharply for grants to schools where there are concentrations of children from low-income families and for education of the physically and mentally handicapped. The second major area of Federal responsibility is the fostering of innovations essential to improve our educational system. This is accomplished through research and experimental programs and support for teacher education. Vocational education is an area of historic Federal concern where new legislation has expanded and redirected the Federal role as well as that of the States. The Government has special responsibilities, also, for education of American Indians, children of American personnel serving in foreign nations, and public school children whose parents reside or are employed on tax-exempt Federal property.

In 1970, outlays for preschool, elementary and secondary education will amount to \$3,358 million. This represents 8% of the estimated national expenditures on elementary and secondary education in public and nonpublic schools.

Table J-5. FEDERAL SUPPORT OF ELEMENTARY AND SECONDARY EDUCATION BY SUBLEVEL AND TYPE OF SUPPORT (in millions of dollars)

Sublevel and type of support	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Total preschool, elementary and secondary . . .	3,370	3,228	3,052	3,358
Preschool	342	393	300	320
Elementary and secondary	2,746	2,592	2,525	2,779
Vocational education	216	185	172	191
Other	65	58	54	69
Current operations	2,844	2,694	2,509	2,740
Facilities and equipment	50	155	148	156
Student support	180	166	167	176
Teacher training	216	155	171	209
Educational research	79	58	57	77

Table J-5 displays Federal outlays by sublevel and type of support. Table J-10 details the most significant individual Federal activities by administering agency.

Education of the disadvantaged.—One-half of the total preschool, elementary, and secondary outlay is for education of the disadvantaged—the poor and the handicapped.

Education is generally believed to bear a strong relationship with poverty as is illustrated by the fact that only 9% of high school graduates from the lowest income quartile are in the top quartile of achievement. Since 1965 several measures have been initiated to cope with this problem:

- Head Start, operated by the Office of Economic Opportunity, provides preschool education, nutrition, health and related services for children from poverty families designed to raise achievement to normal levels and to increase chances for success in school.
- Title I of the Elementary and Secondary Education Act, administered by the Office of Education, provides grants to about 15,300 school districts for expanding and improving services in schools enrolling large numbers of children from low-income families. Each local public school agency makes changes in the curriculum, and greater use of teacher aides; employs specialists in reading, speech, music, and guidance; expands hot lunch or breakfast programs; or offers other services.
- Follow Through, funded through the Office of Economic Opportunity and administered by the Office of Education, is designed to extend gains made under Head Start and other preschool programs into the early grades. About 308 schools are experimenting with several different models of school curriculum and services. Each project is carefully evaluated in order to determine which models show the greatest promise for a solid basic education for poor children which will enable them to keep abreast of other pupils.

- Grants are made by the Office of Education for prevention of dropouts and for education of children who come from non-English-speaking homes. Such grants, initiated in 1969, will be used to experiment and demonstrate new ways of attacking these difficult education problems.

Several other elementary and secondary programs also give special priority to problems of education of the poor. The Teacher Corps, which provides for inservice training of able college graduates who plan to enter teaching, is oriented entirely to service in schools in urban and rural poverty areas. Approximately one-half of the training and retraining of teachers under the Education Professions Development Act will be for teachers in such schools. Under new amendments, Federal aid for vocational education will provide a heavier portion of funding for children from low-income areas.

Federal attention is addressed, through Office of Education grants, to a second educationally disadvantaged group—those children who suffer mental or physical handicaps which impair learning ability. For these approximately 5 million children costly services are usually necessary, including teachers with special training, a small number of children in each class, extra materials and equipment. About three-fourths of the Federal expenditures are for teacher training and research and experimentation to develop, evaluate, and disseminate better techniques for education of these children. The Federal Government's support for handicapped children is supplemented by earmarks in several programs, such as "Title I" discussed above and vocational education, below, for special services to the handicapped. The total Federal outlay for all assistance to education of the handicapped will approximate \$155 million in 1970.

Table J-6. **NUMBER OF CHILDREN ENROLLED IN PROGRAMS FOR THE DISADVANTAGED** (in thousands)

Federal program	1968 actual	1969 estimate	1970 estimate
Education of children from low-income families.....	9,000	9,000	9,000
Special classes for the mentally and physically handicapped.....	24	182	182
Head Start:			
Full year.....	218	218	235
Summer.....	477	477	477
Parent and Child Centers.....	4	4	4
Follow Through classes.....	15	31	64
Dropout prevention projects and classes for children from non-English-speaking homes.....		10	35

Developing and transmitting innovations.—Federal support of educational research, experimentation, demonstration projects, and teacher education will continue to expand in 1970 as it has for several years. The Federal Government is a major source of funds for support of this function.

Under the Bureau of Research in the Office of Education all phases of research and development are supported through grants and contracts with institutions of higher education, States, and other agencies. The National Science Foundation makes grants for development of science and mathematics curricula for use in the schools.

Federal assistance is also provided to strengthen teaching resources. The Office of Education, the National Science Foundation and the Office of Economic Opportunity award grants and contracts to colleges, universities and other educational agencies for training and retraining of teachers. Such training helps to disseminate the results of research and to upgrade the quality of teaching and administration. The number trained in these programs is shown in table J-7.

Table J-7. NUMBER OF TEACHERS IN TRAINING OR RETRAINING

Federal program	1968 actual	1969 estimate	1970 estimate
Office of Education:			
Education Professions Development Act:			
Short-term.....	23,010	26,580	30,300
Full-year graduate fellowships.....	3,941	5,145	5,240
Short-term trainees under grants to States.....		9,000	9,000
Teachers of the handicapped:			
Short-term.....	8,938	11,184	11,184
Full-year graduate fellowships.....	4,331	5,306	5,173
Civil Rights Educational assistance:			
Short-term.....	8,468	8,468	12,410
Teacher Corps members in service.....	1,873	1,979	2,389
Subtotal, Office of Education.....	50,561	67,662	75,696
Office of Economic Opportunity: Head Start:			
Short-term training.....	50,000	50,000	50,000
National Science Foundation: Short-term.....	44,915	41,613	41,996
Total, teachers in training.....	145,476	159,275	167,692

In addition to these direct Federal grants and contracts, it is estimated that local schools will use a substantial portion of other Federal grants—such as those for education of children from low-income families and vocational education—to carry out in-service training. Those efforts are estimated to reach as many as 280,000 teachers during 1970.

Vocational education.—The Vocational Education Amendments of 1968 authorize a wide-ranging modification of Federal and State responsibilities in this area which the Federal Government has supported since 1917. The new law erases old categories of training for specific occupational areas in recognition of the need to fit training to the actual job market demand in each geographic region of the Nation. It seeks to bring local business and labor expertise together with the schools in order to plan more effective courses. It provides, also, that 25% of the basic grants to States for vocational education must be set aside for students from low-income families and the handicapped. In addition, the 1968 amendments authorize several new programs including the following which are proposed for funding in the 1970 budget:

- Grants for cooperative school-employer programs in which students will spend part of their time as employees in business or industry and part in school.

- Grants to States, local schools, or other public and private agencies for projects to test and demonstrate the best vocational techniques.
- Development of new curricular materials.

The Department of Labor administers Neighborhood Youth Corps in-school grants, funded through the Office of Economic Opportunity, which enable schools to establish work and study programs. Payments from this program help financially needy youths to remain in school.

Table J-8. NUMBER OF SECONDARY SCHOOL STUDENTS IN VOCATIONAL EDUCATION (in thousands)

Vocational program	1968 actual	1969 estimate	1970 estimate
Occupational education:			
Basic grants to States.....	2,775	3,300	4,150
Cooperative school employer programs.....			98
Exemplary vocational projects.....			45
Subtotal, occupational.....	2,775	3,300	4,293
Homemaking and consumer education.....	2,000	2,000	2,000

Special Federal responsibilities.—The Department of Defense and the Department of State finance schools for the dependents of American military and civilian personnel stationed abroad, primarily in Europe.

The Office of Education makes grants to public schools which enroll children whose parents reside or work on tax-exempt Federal property. These so-called "impacted areas" grants have expanded to a general subsidy for many districts where there is no Federal property. Payments are estimated at \$456 million in 1970 to about 4,600 school districts which enroll 40% of all the students in public schools in the Nation. The budget is based on legislation which will be proposed adjusting the entitlements more closely to the actual financial burden experienced by local districts. This will reduce the level of Federal grants in those cases where the Federal property on which parents work is located outside the school district; it would change very little the payments in those cases where parents both live and work on Federal property.

The Department of the Interior provides Federal schools for the education of American Indian children who do not have access to free public education opportunities, makes payments to States and local public school districts where tax exempt Indian-owned lands are located, and operates schools for children in the Trust Territories, Guam, and Samoa.

Table J-9. NUMBER OF CHILDREN PARTICIPATING IN SPECIAL FEDERAL PROGRAMS (in thousands)

Program	1968 actual	1969 estimate	1970 estimate
Enrolled in overseas dependents schools.....	166	191	197
Federally "connected" children in "impacted area" schools.....	2,564	2,688	2,688
Enrolled in Department of the Interior Indian schools.....	56	58	60
Enrolled in Trust Territory, Guam, and Samoan schools.....	53	56	61

Table J-10. FEDERAL SUPPORT OF ELEMENTARY/SECONDARY EDUCATION BY AGENCY AND PROGRAM (in millions of dollars)

Agency and program	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Office of Economic Opportunity:				
Headstart.....	338	393	299	317
Follow Through.....	60	3	17	32
Neighborhood Youth Corps in school.....	62	79	62	62
Other.....	30	61	59	44
Defense:				
Education of overseas dependents.....	162	83	126	151
Health, Education, and Welfare:				
Office of Education:				
Assistance to children from low-income families.....	1,226	1,049	1,021	1,108
Education of the handicapped.....	86	41	59	71
Dropout prevention and bilingual education.....	34		4	17
Teacher Corps.....	31	16	19	24
Aid to federally impacted areas.....	315	506	406	456
Supplementary services.....	173	161	158	174
Books, equipment, and counseling.....	84	176	169	139
Teacher training fellowships and institutes.....	105	58	71	101
Vocational education grants.....	196	185	173	188
Educational research.....	54	38	38	54
Social Security (student benefits).....	98	76	92	98
Other HEW programs.....	51	68	25	44
Interior:				
Indian education.....	130	112	122	136
Other.....	47	41	44	47
National Science Foundation:				
Science education.....	42	49	50	52
Other Federal agencies.....	46	33	38	42
Total.....	3,370	3,228	3,052	3,358

HIGHER EDUCATION

Federal interest in higher education goes back to the Morrill Act of 1862 which created the land-grant colleges. After World War II, support of academic research became the main thrust of the Federal effort. In the last several years, attention has shifted to programs which attempt both to equalize and expand higher educational opportunities for all individuals primarily through student financial assistance and aid for construction of college academic and housing facilities. Special priority has been given to the problems of students from low-income backgrounds and to expansion of medical education. In addition, funds are provided to meet other needs in higher education, such as teacher training and institutions with limited resources.

Federal outlays for higher education will amount to \$5,030 million in 1970. This is 51% of total Federal outlays for education and an increase of 8% over 1969. These outlays constitute about 23% of the estimated total expenditures for U.S. colleges and universities in 1970.

Table J-11 presents Federal outlays for higher education for 1968, 1969, and 1970 by type of support and academic level. Table J-16

lists the principal individual Federal activities and administering agencies.

Table J-11. **FEDERAL SUPPORT OF HIGHER EDUCATION BY SUBLEVEL AND TYPE OF SUPPORT** (in millions of dollars)

Sublevel and type of support	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Total, higher education	4,821	4,363	4,651	5,030
2-year institutions	353	493	530	617
Other undergraduate	1,618	1,477	1,545	1,681
Graduate and professional	2,732	2,350	2,460	2,627
Other	118	43	115	105
Student support	1,960	1,455	1,753	1,935
Institutional support:				
Current operations	651	429	468	538
Facilities and equipment	530	954	911	934
Teacher training	93	76	91	92
Educational research	31	16	24	31
Academic research ¹	1,556	1,434	1,404	1,499

¹ Excludes academic research classified under education research in this analysis, estimated at \$20 million in 1970, compared with \$10 million in 1969 and \$22 million in 1968.

Student aid.—In 1970, \$1.9 billion will be spent for aid to students. Tables J-14 and J-15 indicate the number of students in institutions of higher education receiving various types of aid and the Federal agencies providing such assistance. The Department of Health, Education, and Welfare, especially the Office of Education, provides the largest amount of student support, with outlays of \$1,217 million in 1970.

About 46% of all high school graduates enter college within 5 years of graduation, but the distribution of these students differs significantly by socioeconomic status. Approximately 95% of graduates in the highest achievement and socioeconomic levels go on to college while only 50% of graduates with the same achievement level but from the lowest socioeconomic level enter college.

In order to help alleviate this situation and increase the number of capable low-income students entering college, several student aid programs have been initiated:

- *Educational Opportunity Grants* which provide annual assistance up to \$1,000 for students of exceptional financial need.
- *Direct* ("NDEA") *loans* for needy students, providing that some or all of the repayments may be canceled for those who enter teaching.
- *Work-study grants* for students to earn a portion of their college expenses through employment opportunities.

Under each of these programs, administered by OE, grants or advances are paid to colleges and universities which select individual students on the basis of need. The Insured Student Loan program

provides interest subsidies on loans made to students from private sources, and is available to students from all income levels. Over 2 million grants and loans will be made under all of these Office of Education programs in 1970.

The Veterans Administration continues to support a growing number of students, mainly through benefits provided by the GI bill and 627,000 students will be aided in 1970. Outlays of \$392 million will be provided in 1970 under provisions of the Social Security Act to students who are the children, under age 22, of retired, deceased or disabled beneficiaries.

Table J-12 illustrates the family income distribution of college students receiving aid from Federal and institutional sources. Almost all students from the lowest income quartile were aided in 1966-67 and these students received the largest individual amounts of assistance.

About 264,000 graduate, professional, and postdoctoral students will receive support in 1970. It is estimated that 122,000 returning servicemen will be enrolled in graduate programs with the assistance of Veterans Administration benefits. About 98,000 students in the health and paramedical professions will be assisted through HEW health programs. These programs consist of fellowships and traineeships for graduate students studying for careers in health research and of scholarships and loans to students training for the health service professions.

Table J-12. NUMBER OF UNDERGRADUATE STUDENTS RECEIVING STUDENT AID, AND AVERAGE AMOUNT PER RECIPIENT, BY MAJOR PROGRAM AND STUDENT FAMILY INCOME QUARTILE: 1966-67 (number of students in thousands; average amount of aid in dollars)

Student aid program	Highest family income quartile		Lowest family income quartile		Total, all family income quartiles	
	Number of students	Average amount of aid	Number of students	Average amount of aid	Number of students	Average amount of aid
State and private aid administered by institutions.....	83	\$169	231	\$628	660	\$400
Federally supported student aid:						
Work-study.....	13	462	97	1,052	184	826
Educational opportunity grants.....	4	250	56	589	134	433
Veterans benefits.....	32	990	20	990	157	990
Student loans, NDEA.....	63	635	125	552	376	588
Guaranteed loans.....	159	874	65	800	430	837
All student aid programs—estimated students, unduplicated.....	274	847	285	1,477	1,171	1,035
Total full-time undergraduate students in U.S. institutions.....	1,940	-----	302	-----	4,058	-----
Percent undergraduates receiving aid....	14	-----	94	-----	29	-----

Source: Adapted from tables 10, A-18 and A-21, *Students and buildings*, Office of Education Planning Document 68-2, May 1968.

Institutional support.—Federal outlays for institutional support will amount to \$1.5 billion in 1970 with \$538 million for current operations and \$934 million for facilities and equipment.

Table J-13. **FEDERAL OUTLAYS FOR COLLEGE AND UNIVERSITY FACILITIES** (in millions of dollars)

Federal program	1968	1969	1970
Undergraduate and graduate academic facility grants (Office of Education).....	355	277	325
Academic facility loans (Office of Education).....	101	94	84
College housing loans (Housing and Urban Development).....	289	286	226
Medical and health education facilities (National Institutes of Health).....	61	89	125
Science research facilities (National Science Foundation).....	58	56	53
Postsecondary technical (OE), and all other programs.....	90	109	121
Total Federal grants and loans.....	954	911	934

Current operations includes cost-of-education allowances paid to institutions of higher education as a part of fellowship and traineeship grants in the natural and health sciences made under the National Science Foundation and HEW. It also includes grants to institutions made by HEW for training of students in the health professions and rehabilitation services. In addition, grants are made by the Office of Education for improvement of colleges which are not in the mainstream of quality academic institutions, for land-grant colleges, and for college libraries. Finally, the Department of Defense supports college ROTC activities.

Grants and loans are provided by OE and HUD for construction of college and university classrooms, laboratories, libraries, and dormitories. Part of the financing is being shifted from direct Federal loans to Federal interest subsidies on loans made to colleges by the private market. In 1970, the Office of Education will support approximately \$250 million in loans for new construction through interest subsidy payments. College housing loans will total \$300 million, the same as 1969.

Grants are also made by NIH for construction of health facilities at medical, dental, nursing, and other health professions schools and by the National Science Foundation for construction of university science facilities and the renovation of graduate laboratory space.

Table J-14. UNDERGRADUATE STUDENT SUPPORT¹

(Outlays in millions of dollars; number of awards in thousands)

Sublevel and agency	Total outlays			Grants			Loans			Work-study		
	1968 actual	1969 estimate	1970 estimate	1968 actual	1969 estimate	1970 estimate	1968 actual	1969 estimate	1970 estimate	1968 actual	1969 estimate	1970 estimate
Total	1,059	1,300	1,454	1,062	1,269	1,379	864	1,093	1,221	349	349	344
2-year institutions	245	307	360	298	357	375	172	243	293	56	56	56
Other undergraduate	814	993	1,094	764	912	1,004	692	850	928	293	293	289
Defense	17	18	20	12	14	15						
Health, Education, and Welfare:												
Office of Education	390	462	530	243	259	309	2 839	2 1,066	2 1,188	349	349	344
Health Services and Mental Health												
Administration and NIH	19	239	25	8	10	12	25	27	33			
Social Security Administration	306	368	392	341	381	413						
Veterans Administration	323	425	482	3454	3 601	3 627						
Other	5	5	5	4	3	3						

¹ Involves some duplication because students may be assisted under more than one program.² Includes insured loans: 474 thousand in 1968; 690 thousand in 1969; and 850 thousand in 1970.³ Total number of individual students aided which differs from the average number of veterans in training during the year used in other references in the 1970 Budget Note.—Number of awards is based on outlays and may not be consistent with data based on budget authority in other parts of the budget.

Table J-15. GRADUATE STUDENT SUPPORT¹ (excludes graduate support for elementary and secondary teachers shown on p. 120)
(Outlays in millions of dollars; number of awards in thousands)

Sublevel and agency	Total outlays			Fellowships, traineeships and other grants			Loans		
	1968 actual	1969 estimate	1970 estimate	1968 actual	1969 estimate	1970 estimate	1968 actual	1969 estimate	1970 estimate
Total.....	396	452	481	213	250	264	106	126	133
Graduate and professional.....	315	366	395	203	236	251	106	126	133
Post-doctoral.....	81	86	86	10	14	13			
Health, Education, and Welfare:									
Office of Education.....	49	50	54	29	29	30	2	2	2
Health Services and Mental Health Administration and NIH.....	183	198	207	81	88	98		126	133
Other.....	8	8	9	3	3	3			
Veterans Administration.....	118	154	174	485	418	422			
National Science Foundation.....	22	25	25	9	8	8			
Other ³	16	15	13	6	5	4			

¹ Number of awards may involve some duplication because students may be assisted under more than one program.

² Includes insured loans: 41 thousand in 1968; 60 thousand in 1969; and 74 thousand in 1970.

³ Includes AEC, NASA, DOI, HUD, and DOD.

⁴ Total number of individual students aided which differs from the average number of veterans in training during the year used in other references in the 1970 Budget.

Note.—Number of awards is based on outlays and may not be consistent with data based on budget authority in other parts of the budget.

Teacher training.—In 1970, \$92 million will be spent for the training of college and university personnel. The principal program, graduate fellowships under title IV of the National Defense Education Act, assists persons preparing for careers as college or university teachers. About 3,650 fellowships will be awarded in 1970 to new graduate students and in total 10,900 graduate fellows will be aided.

In addition, fellowships and institutes are provided under the Education Professions Development Act for the preparation of teachers, administrators or educational specialists. This program is designed to help assure well-prepared educational personnel for junior colleges, technical institutes, and liberal arts colleges. Funds will be used to develop training models for new careers in higher education and to devise and experiment with innovative training techniques. About 4,400 individuals will participate in the program in 1970.

Educational research.—Outlays of \$31 million in 1970 will support research and experimental projects. The National Science Foundation supports programs to upgrade science curricula and facilitate the use of computers in colleges. The Office of Education will fund research on future trends in higher education.

Academic research.—Federal support of academic research will amount to \$1.5 billion in 1970. This represents about two-thirds of the total research and development work performed by universities. Such research is funded by agencies to assist them in achieving their mission objectives and includes medical, health and welfare research under HEW (\$0.6 billion), research related to military requirements under the Department of Defense (\$0.3 billion), and research in all fields of science under the National Science Foundation (\$0.3 billion). These outlays are of mutual benefit to institutions—by strengthening their courses of graduate study—and to the people of the Nation—whose health, security and amenities of daily life are dependent on the results of this research. Federal support of academic research is discussed also in Special Analysis Q, Federal Research, Development and Related Programs.

Table J-16. **FEDERAL SUPPORT OF HIGHER EDUCATION BY AGENCY AND PROGRAM** (in millions of dollars)

Agency and program	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Defense:				
Academic research.....	274	235	252	275
Other.....	87	75	82	85
Total, Department of Defense.....	361	310	334	360
Health, Education, and Welfare:				
Office of Education:				
Student aid:				
Educational opportunity grants.....	176	103	128	134
Work-study.....	154	112	137	148
NDEA loans.....	162	182	186	164
Insured loans.....	64	27	49	119
Facilities—grants and loans.....	161	456	378	420
Graduate fellowships for teaching.....	61	61	75	71
Other OE programs.....	281	209	186	225
Total, Office of Education.....	1,059	1,150	1,139	1,281
Other Health, Education, and Welfare:				
Academic research—health sciences.....	615	571	519	578
Fellowships and traineeships—health professions.....	449	275	347	379
NIH facilities construction.....	149	61	89	125
Social and rehabilitation research and training.....	61	50	54	56
Social Security (student benefits).....	392	305	368	392
Other.....	210	133	148	171
Total, Health, Education, and Welfare.....	2,935	2,545	2,664	2,982
Housing and Urban Development:				
College housing.....	65	289	286	226
Other.....	3	1	2	3
Veterans Administration:				
Readjustment benefits.....	587	387	515	584
Other.....	74	54	64	73
National Science Foundation.....	375	333	361	381
Other programs.....	420	444	425	421
Total, Higher Education.....	4,820	4,363	4,651	5,030

ADULT AND CONTINUING EDUCATION

Education is a lifetime pursuit. For those adults who are not participating in the formal educational process, opportunities must be provided in order that they may expand their horizons, increase employment capabilities and play a fuller role in the community.

Table J-17 summarizes Federal outlays on adult and continuing education by sublevel and type of support. Table J-18 lists the larger Federal programs by administering agency.

Table J-17. **FEDERAL SUPPORT OF ADULT AND CONTINUING EDUCATION BY SUBLEVEL AND TYPE OF SUPPORT** (in millions of dollars)

Sublevel and type of support	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Total.....	354	306	336	357
Adult basic.....	74	51	63	67
Extension.....	216	184	201	211
Public library services.....	52	64	64	65
Other continuing education.....	12	7	9	14
Current operations.....	271	221	245	261
Facilities and equipment.....	15	33	32	32
Support of individuals.....	68	52	60	64

The Smith-Lever Act of 1914 authorizes the Department of Agriculture to support instruction in agriculture, home economics and related subjects through land-grant college extension activities. Extension education was further authorized by the Agricultural Marketing Act of 1946. Greater efforts are being made to reach low-income people under these cooperative Federal-State-county activities.

The Office of Education, with an outlay of \$44 million in 1970, will support adult basic education classes enrolling over 500,000 men and women, largely from low-income areas. These programs enable the enrollees to overcome English language limitations, and prepare them for occupational training leading to more profitable employment. OE also makes grants for public libraries, State institutional libraries, interlibrary networks, library services for the handicapped and educational broadcasting.

The Veterans Administration has a sizable interest in the area of adult and continuing education as part of its readjustment benefits program. Veterans and the children, widows and wives of deceased or seriously disabled veterans are given direct support to obtain such education. In 1970 about 182,000 individuals will receive benefits.

OEO supports basic education for the poor. The emphasis is on the development of innovative methods of teaching for large scale use by school systems and others.

Other adult education programs are operated by the Departments of Defense, Interior (Bureau of Indian Affairs), Justice (Bureau of Prisons), and Transportation (Coast Guard), the Library of Congress and the Government Printing Office.

Table J-18. **FEDERAL SUPPORT OF ADULT AND CONTINUING EDUCATION BY AGENCY AND PROGRAM** (in millions of dollars)

Agency and program	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Agriculture: Cooperative extension service.....	101	90	97	101
Health, Education, and Welfare—Office of Education:				
Adult basic education.....	50	29	40	44
Library services.....	50	62	62	63
Educational TV.....	11	7	9	13
Office of Economic Opportunity: Adult basic education.....	24	22	23	23
Veterans Administration:				
Readjustment benefits.....	63	52	59	63
Other.....	55	44	46	50
Total.....	354	306	336	357

TRAINING OF PUBLIC EMPLOYEES

The Federal Government supports efforts to assist public employees to increase their professional skills. This analysis includes the significant Federal programs designed to provide graduate and professional education for public employees at educational institutions. Inservice and on-the-job training are excluded since they do not involve educational institutions.

Table J-19 presents data on Federal outlays for professional and technical education of Federal civilian and military employees and Federal support for training State and local employees. In 1970, over 32,000 Federal civilian, 311,000 State and local, and 132,000 military personnel received some type of graduate and professional training at institutions of higher education. The military services account for the major part of this effort (\$432 million or 88% in 1970), for which they utilize institutions of higher education as well as their own educational facilities, such as the military academies and other armed forces colleges. Training of civilian employees of the Federal Government, as well as State and local employees, is supported by the various branches of the armed forces, the Foreign Service Institute in the Department of State, the law enforcement training program of the Department of Justice, and public health and rehabilitation manpower activities of HEW.

Table J-19. **FEDERAL SUPPORT OF TECHNICAL AND PROFESSIONAL TRAINING OF PUBLIC EMPLOYEES BY SUBLEVEL AND AGENCY** (in millions of dollars)

Sublevel and agency	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
Federal civilian:				
Defense.....	7	6	7	7
State.....	7	6	7	7
Other.....	10	9	9	10
Total, Federal civilian.....	24	21	23	24
State and local:				
Justice.....	22	1	10	22
HEW.....	12	11	10	10
Other.....	9	0	3	6
Total, State and local.....	43	12	23	38
Federal military:				
Defense, total military.....	425	369	411	432
Total.....	493	402	457	494

FOREIGN EDUCATION

The Federal Government supports foreign students attending colleges and universities in the United States and provides assistance to educational institutions in foreign countries. The principal agencies involved are the Agency for International Development (AID), the Peace Corps and the Department of State. The AID educational program provides technical and financial assistance to developing countries to upgrade and expand their systems of education. About 1,200 experts are engaged in about 50 countries through university contracts or working directly with ministries of education. Various grants and loans will assist 164 foreign colleges in 1970. The Peace Corps will provide for the training of U.S. volunteers for service abroad and the support of 4,635 volunteer teachers in developing nations. The Department of State conducts a program of sports, educational and cultural exchange which, in 1970, will involve 1,114 U.S. citizens and almost 5,000 foreign nationals. Other agencies with foreign educational programs are the National Aeronautics and Space Administration and the U.S. Information Agency.

Table J-20. FEDERAL SUPPORT OF FOREIGN EDUCATION BY AGENCY
(in millions of dollars)

Agency	Budget authority 1970 estimate	Outlays		
		1968 actual	1969 estimate	1970 estimate
AID.....	262	140	190	200
Peace Corps.....	43	44	40	39
State.....	33	42	37	31
Other.....	22	16	23	22
Total.....	360	242	290	292

OTHER FEDERAL SUPPORT FOR EDUCATION

This category of Federal educational outlays includes a number of Federal activities that do not fall conveniently into any of the other levels of education such as some activities of the Library of Congress and the National Agricultural Library; the educational activities of the Smithsonian Institution and the Small Business Administration; and \$61 million for research supported by the National Science Foundation outside academic institutions.

Mr. PUCINSKI. Why does Mr. Finch have to appeal to the President when you cut his budget, but why does Mr. Mayo have to appeal to the President when he wants to touch a Defense budget?

Mr. NATHAN. Things change. Under the new administration, new procedures have been set up. I can describe them but not in detail. You would have to ask the Budget Director, for more information, or ask me to provide it to the committee which I would be happy to do.

President Nixon sent a memo to the Budget Director which was made public at the Proxmire hearings 3 or 4 weeks ago in which the President directed the Budget Director, Mr. Mayo, to review the budget submissions of the agencies according to steps which were specified in this very short memorandum.

The important thing about the memorandum was that it set out, as a procedure, that all of the agency's budgets would be presented to the Bureau at the same time in the fall and that the Director would make recommendations to the President in every area, which include Defense, and that then the Department, just like any other department, would appeal to the President on decisions made by the Bureau.

So, we are beginning now to make some changes. I don't know what the procedure was in the past because I wasn't in the Budget Bureau until recently. But it is my understanding that this memorandum does set the stage for the kind of cross-the-Government, equal treatment of agencies submissions that by implication your question suggests you feel would be appropriate.

Mr. PUCINSKI. Is the Office of Education permitted to request full funding?

Mr. NATHAN. The Secretary has to make the judgments as between health and welfare and education and the other two, as to what level of spending he feels the Department could—and I think this is a good procedure—the Department should propose in line with the President's decision as to the availability of resources among the Departments.

So, the Office of Education, a very important and a very large element of the Department, does make requests for funding. But those requests work through the departmental structure, through the budget office of the Department, which is a part of the Office of the Secretary and decisions are made at that level.

Mr. PUCINSKI. Who makes the priorities? For instance, the Office of Education asks for \$300 million for handicapped. Who in your shop decides that they are only going to get 27 percent of that? Who makes that decision?

Mr. NATHAN. The first step along the way is the Office of the Secretary. I would say that government works pretty well, in that the policy officials, responsible to the President, are presented with the principal choices and decisions that the Government has to make. They make them reviewable by the President and in their estimation consistent with what they feel are the major purposes of the administration.

Mr. PUCINSKI. These five people that examine educational programs—do they have any voice in this?

Mr. NATHAN. Not at this stage in the process. The budget office of HEW headed by the Assistant Secretary and Comptroller, Mr. James Kelly, whom you may know, has a staff of budget examiners. They have parallel responsibilities to us. They prepare for the Secretary the

budget which then is transmitted to the President and in effect to the Budget Bureau.

Mr. PUCINSKI. You tell HEW this is how much money you are going to get for fiscal 1971. Now HEW then decides how this is to be cut up by departments.

Is that what you are saying?

Mr. NATHAN. That is right.

Mr. PUCINSKI. Then it is HEW that really recommends 27 percent for handicapped of the authorization, or is this a decision made by the Bureau of the Budget?

Mr. NATHAN. I don't want to oversimplify the process. The process is a back and forth process in which the agency comes in with the Secretary's initial determinations of what he feels is necessary with the allowance that the Director has made.

If the Secretary feels that the allowance is inadequate, that his Department ought to have more money, he presents those issues. Those issues are discussed often by the Budget Director, often by me as the Assistant Director responsible for these programs, with the agency to develop the justification for this request, to analyze it in relation to other presidential purposes and in relation to what the President has said about major problem areas.

There is a period during which changes are made where the Department and the Bureau agree to decisions that the Budget Director has made or requests that the Secretary has made. If they are unable to agree, and it is an important issue, and the Secretary chooses to do so, he can then go to the President and ask the President or ask the Budget Director to go to the President, either way, to make a change in what the Budget Director submitted to the President.

It varies, but that is the process. I don't want to make it too simple in answer to your initial question.

Mr. PUCINSKI. Can the Department appeal to your Bureau of the Budget, if the Bureau, for instance, cuts them down? Can they appeal to you and say, "Look, you are shortchanging this program. We need this money."

Mr. NATHAN. Indeed they can.

Mr. PUCINSKI. Do they make that case out to these five people who are in charge of the review?

Mr. NATHAN. Let me go back a second. I described a spring preview in which we show the Budget Director—this is the internal process—what the budget could look like, what is happening in the major program areas. The fall process involves a review of the agency budgets.

What happens is that Secretary Finch, since we are talking about HEW, would submit his presentation as to what he would like the HEW budget to be for the coming fiscal year. We would have some discussions at my level with some times the Secretary, some times the Under Secretary, some times one of the Assistant Secretaries responsible for a given program area.

But in every instance, the Budget Director would meet with the President—excuse me, with the Secretary—and he would, at that time, make his case to the Budget Director. It is not a situation in which the Secretary makes a case to these five budget examiners. They are responsible to me and I am responsible in this area to the Budget Director.

What is the professional background in the field of education of the five people who review the educational programs in your Bureau?

Mr. NATHAN. Can I submit that for the record? I can't offhand give you that.

Mr. PUCINSKI. Do you know offhand if any of them are educators?

Mr. NATHAN. Whether they actually have formal degrees in education, I don't know offhand, no.

Mr. PUCINSKI. Would you provide that for us.

(The information referred to follows:)

The Education Unit of the Human Resources Programs Division has five professional staff members. These individuals hold nine academic degrees, including 3 bachelors, 2 masters and one PhD in economics; one bachelor each in physics and history, and one masters degree in public administration. Total Budget Bureau experience is 27 years (ranging from 3 to 12 years for different individuals), and total career experience is 49 years (ranging from 5 to 18 years for different individuals). Work experience prior to Bureau employment includes the following: Consultant for education and manpower planning studies, OECD; manpower specialist, Republic of Zambia (AID); teacher, American University in Beirut; economist, UNRWA (Lebanon); economist, Center for Naval Analysis; Management analyst, Public Health Service; lecturer in American history, Brooklyn College.

Mr. PUCINSKI. Finally, on this bill that we have before us, did you consult with the Bureau of the Handicapped to see whether or not within the framework of \$29 million for all the existing programs they could indeed absorb this additional impact of children with learning disabilities.

Mr. NATHAN. We consulted with them very closely on the question of the need for the additional authority.

On the question of levels of funding in other years, we didn't feel and I don't feel that that was a question raised here. That question is a determination that will be made by the Department when they prepare their 1971 budget. We will then consult with whoever can give us information to help us provide the necessary background, to help us analyze the budget.

Mr. PUCINSKI. If it can be demonstrated to you that within the framework of the existing bill they cannot—and are not—authorized to set up these model clinics for children with learning disabilities, would this alter your position in terms of whether or not this bill should stand alone as a categorical program or whether it should be absorbed into the title VI existing programs?

Mr. NATHAN. I will be happy to look into that question which you raise.

Mr. PUCINSKI. Would you?

Mr. Dellenback?

Mr. DELLENBACK. Thank you, Mr. Chairman.

It is my own feeling that the final word, subject always of course to the Presidential veto, is the Congress. I don't see the Bureau of the Budget as usurping our authority. I see you as an arm of the executive. You are subject to the President's orders. If he overrules the Bureau, he has every right to do so.

In the meantime, if he decides to allocate to his Budget Bureau responsibility for helping him in the making of the decisions which are his, I think he has every right to look to you for all the expertise he can get. This is irrespective of who is in the Presidency.

Mr. PUCINSKI. Are these five examiners dealing with educators? Are any of them doctors?

Mr. QUIE. Before you get into that, let me ask a question on what we were just discussing. Are you talking about the total picture where the Secretary is negotiating with the Budget Director, or are you talking about a negotiation on one part of the education budget, say handicapped children?

Mr. NATHAN. The answer, Mr. Quie, is that it varies. In some instances, the Secretary may come into the review meeting with the Director and address his major comments to the need for additional spending in the aggregate for his area.

In some cases, the attention will be on particular programs that he is most anxious to get recognition.

It is really both, because you see the kinds of choices he faces, if he wants to do this, can he take money out of some other area to put it in this case, using your illustration, education for handicapped children. Can he put it in that area?

Mr. QUIE. Does he have a free hand on that? As long as he stays within the total, does he have a free hand to shift money?

Mr. NATHAN. If he stays within the total? I haven't had enough experience to give a categorical answer to this—but if he stays within the total, the likelihood is very strong, that the agreement on what would be in the President's budget for that Department would be easily made.

Mr. QUIE. But, does he still have to have clearance with the Bureau of the Budget? Does he have to have clearance on each item?

If he stayed within the total and he wanted to fully fund handicapped children and take it out of some program in public health, could he do it? Or would he have to get clearance from the Bureau of the Budget to do it?

Mr. NATHAN. I can't give a definitive answer to a question like that. But I would say that the strong tendency from what I have seen having been at Brookings and been in close touch with the people at the Bureau and now having been at the Bureau for 6 months, is that if he is within his total, the Secretary is in a fairly large part able to make his own allocations.

There may be some very important program that has much political interest attached to it and/or on which the President has made a commitment. We would raise a question with the Secretary to be sure that the President's commitment was embodied in the budget. I can envision an atypical case in which the kind of circumstances you are describing existed, but the agency submission did not include some item of high priority to the President. Then that would have to be discussed.

I think that gives you an indication of what the Budget Bureau's role is in relation to the agencies. In large measure, if they are within their spending target, the agencies are looked upon to make allocation decisions.

Mr. PUCINSKI. I wonder if you can now answer whether the five people that make the final judgment on the bills, are educators? Are any of them doctors? Have any of them had experience with handicapped children, or are they administrators and political scientists?

So I don't see you as a fourth branch of government. I think you are in a very powerful position because, with your assistance, the President can himself get into all the specifics. But no matter what the Bureau of the Budget determines, and if you will, no matter what the President determines, the final responsibility is the Congress for appropriating. Again, this is always subject, of course, to the President's veto, in which case we must act, or subject also then to what he is going to do after we appropriate the money, which may or may not be a Budget Bureau decision.

But I think the power of the Budget Bureau and its responsibilities are great. There are a couple of questions I would ask along the lines that have been opened by the chairman and by Mr. Quie.

I read you as saying, Mr. Nathan, that you set up certain general allocations and then they go to the respective departments, in this instance to the Secretary of HEW. He then within those overall limits of about how many billions of dollars will be spent, has the next responsibility to allocate within those overall limits.

May I ask a question at this point: Is the overall limitation that is initially set out by the Bureau of the Budget one for all of HEW or is it broken down into Health, Education, Welfare? Is that initial allocations a total figure or is it a subdivided figure at that point?

Mr. NATHAN. My understanding is that practice varies as to whether there are any subcategorizations of the allowance that we give. But I don't think it is by function. I will have to check and correct the record. I will get in touch with you.

But my understanding, and this is what we did in 1970 when we reviewed President Johnson's proposed fiscal 1970 budget, is that the department received an allowance for all of these funds. It makes the choices as among the major three functional components.

Mr. DELLENBACK. This is of course subject to Presidential decision having been made in advance that, "I want some moneys in this particular program", in which case the Bureau of the Budget would pass this along to the respective department if indeed it didn't know it already, I assume.

The next step is then the respective departments. They do their allocating and then they come back. I recognize it is not a first, second and third step and clean lines between them.

As you say, there is oftentimes close working back and forth between the budget department of HEW and the BOB's own group working in that field.

But when they go to this next step and the Department of HEW determines that within the field of education, it wants to put money in this field, let's say in the handicapped, either in the general field of aid to the handicapped or moneys in a special category such as the one that is being considered in these particular bills, does BOB attempt at that stage of the game to change HEW so long as they are, as Mr. Quie brought out in his questioning, within the total allocations that BOB set down?

You did respond to this, but I would appreciate your being a little more definitive on it. Is it substantially accurate, that if the total allocation to HEW be met, HEW is free to allocate with no second guessing, if you will, or no supervising, or change by BOB?

Mr. NATHAN. It is substantially accurate to say that. The only thing that would affect his decisions that I can at this point anticipate would be a rare case in which something the President was committed to was not included.

Mr. DELLENBACK. Putting that one aside.

Mr. NATHAN. Putting that one aside, it would be substantially accurate to make the statement that you made and your description of the process, I think, is a good one.

Mr. DELLENBACK. If we come right again to this subject, what advice can you give us from your own experience and from your study of this problem, should the Congress determine that it wants some special funds included in the budget for this type of specific handicap, are we more apt to find that funds end up in the budget for that item if we broaden the definition as the Office of Education proposes, or if we create a new category and a new authority for it?

I recognize your statement that this isn't BOB's decision, it is HEW's decision; but I think you are familiar enough with the process to give us some suggestions on this. Are we more apt to find there are moneys if we broaden or if we set aside a specific category?

Mr. NATHAN. Stepping outside of my budget role for a minute to respond to that question, it seems to me that a lot of the activity that would change the level of appropriations for these areas is going to be within the Congress where the discrepancy between authorization and appropriation is so great. Congress has acted in this area and affirmed that action in the Senate a week ago to require the administration to obligate all of the funds which are appropriated for education programs.

I would say that the point that we are most concerned with here is that there be flexibility. On the question of funding levels, there are a number of points in the process where decisions in relation to other objectives of the government are made. From the point of view that you have expressed about the education of the handicapped, actions here would make a difference.

Mr. DELLENBACK. I have sat through these several days of testimony on this bill, and I must confess that I have not finally decided which is the right way to go. I start out philosophically inclined to support the position that you have put forward here reaching for flexibility and broadened definitions. The rationale would be that the funds which are going to be limited can be allocated on priorities on a sounder basis if everything is included in one category.

But if we really want to channel funds into a special narrow category, there is a danger in merely adding the category to an already existing broad authority that the category may be lost.

Without an increase in funds for the broad authority, there will be no additional funds available for the added narrow category.

I am not persuaded that it really makes any difference if the allocating is done by HEW or BOB. Because if somebody has said there will be a total of so many million dollars spent in this area, it isn't really critical to me whether there is one package with allocations within it or whether it is divided into two packages. You still have the same dollar limitation and you still have two authorizations. Somebody can still withdraw one step from the process and say that, in

spite of the new category, we are not going to put a dime in because we are going to stay at the funding level of the existing program.

So, in this sense, we are straining at a knot. The issue is still one of priority and who makes the determination of priorities.

Would you agree substantially with this analysis?

Mr. NATHAN. We are returning to the point I made a minute ago. There are a number of points in the system where expressing your views on the education of the handicapped to those who feel the same way could have an effect on the level of spending.

I have to return to a very important consideration of the administration. I cited the President's views on this subject in my testimony. If we build up too many narrow categories, the problem is not so much in decisionmaking as between the Congress and the executive, although it does create problems at that level.

The problem comes as we try to translate policies into results at the State and local level. We are very aware, as I am sure you are, that the rigidity of a system with so many narrow authorities, all of which have their own administrative systems, regulations, application forms, has been frustrating to State and local officials, general purpose Government officials, elected by the people to make choices.

It is our view that by providing broader and more flexible authorities and grants to them, it is really grants-in-aid that we are talking about, that they will be in a position to make choices that deal with the special problems and conditions in their area. The Administration has to be cognizant of the need to strengthen leadership in government at the State and local levels, vis-a-vis, the Federal Government, by increasing areas for discretion and choice-making and flexibility through the loosening up—I would describe it that way—of a system which has become too particularistic in certain areas.

That does not, in my estimation, do damage to the concern of this subcommittee that you have expressed Mr. Dellenback, for Congress, indicating as national policy, a strong commitment of its own to education for the handicapped and then to working, as you can in many ways with the appropriations committee and the executive branch, to make certain that the kinds of projects you think should be undertaken are undertaken and the funding levels which you think should be more adequate are increased.

So, I think in the interests of the President's objective, which importantly involves the way Government, the National Government, impacts at every level in the system, that the question we are discussing here is an illustration of an instance in which we should use broad existing authority, rather than increase the specificity of the domestic grant-in-aid system.

This is the administration's concern on the other side of your concern about the politics of appropriating money in the Congress at the national level.

We have to weigh these two things.

Mr. DELLENBACK. I think we are both concerned about seeing that the needs are met. I suppose my own feeling, and I will close with this, is reflective of this broad-based philosophical approach that you just outlined. I think it is sound that we pass the decisionmaking

between priorities back to the local areas which frequently I think know the problem better than we here.

Since the decision is going to be made somewhere as to what total allocations will be made to education for the handicapped, I think there is even a possibility that we may strangle programs in this area of specific learning disabilities if we try to set up a new category should the decision then may be made to put no money in it, but to keep it all in a broad field.

If that field definition is not broad enough to permit this type of special aid, the people allocating the moneys may find themselves blocked and unable to make any available for this new category.

And yet, at the same time, they are not willing to take limited resources and split them up and cut the pie in smaller pieces.

So, we are betwixt and between.

Mr. NATHAN. What you have just described is entirely possible, that one of the things the administration is interested in is not funding very narrow grant programs where there is sufficient authority to do the same thing under broader ones.

If you had a narrow authority for something, I am not suggesting it be this, let me make it hypothetical—

Mr. QUIE. Take title III of NDEA as an example, if you want.

Mr. NATHAN. All right. If then Congress didn't authorize funds for the specific, very narrow program authority, it might be taken as a signal by the agency and by the people in that business that there wasn't as much interest in this area.

So there is that kind of danger, it seems to me, from what I know about the way the grantsmanship system works.

Mr. DELLENBACK. I won't really add any more. But as I tail off, I will say that I join very strongly with Mr. Quie and with Mr. Pucinski and I am sure with Mr. Bell in feeling very strongly that vocational education is one of the critical needs of this Nation.

When the time comes to consider the 1971 budget, I earnestly urge you as strongly as I can, those of you who are in your responsible area, to give it all the latitude and to make recommendations to us embodying just the broadest possible aid in this field, to say nothing of the one you are directing to.

Mr. NATHAN. The broadening of aid in this area is something we can do.

Mr. PUCINSKI. Mr. Bell?

Mr. BELL. Mr. Nathan, did I understand you to say a few moments ago that when the Congress does vote overwhelmingly for a piece of legislation, and it passes—did I understand you to say it does not have any effect on the Bureau of the Budget whatsoever—when Congress passes something like this, it just doesn't mean anything?

It is a case of priority still and what the Congress does doesn't make any difference? Is that right?

Mr. NATHAN. We get conflicting signals. We have to deal with both the authorizing and appropriating committees and develop priorities for programs.

But I would say that we do take very seriously the action of Congress in all areas, and its impact on programs that we deal with. But I would want to urge you to not think in terms of the Budget Bureau

so much. It is really the whole Government. It is the whole relationship between the executive branch and the Congress. The Budget Bureau has a role in drawing together the agencies. It is the agencies and the Budget Bureau and the President and his staff that ultimately put together a program that comes to you in the form of a budget.

Mr. BELL. Along the same line, including the military budget—and we rather all agree here that the military programs seem to have a sacred cow kind of position—supposing, for example, that the war in Vietnam were to end, would there be a broad reshuffling of your thinking of priorities in the Bureau of the Budget? Would you go through a thorough process of relooking or would you just follow the same pattern of leveling off at whatever priority the administration would move toward? Would you go through any process, if this were to happen, of reanalyzing and resetting priorities?

Mr. NATHAN. The President's initial high priority is to resolve, as he said many time, the war in Vietnam. We have already in the Bureau begun to analyze program priorities based on that contingency, just as the Bureau in its forward planning activity is able to adjust for contingencies on the economic side, where price level changes or economic condition changes dictate that that be done.

So, I would, though I can't describe it in detail what we have been doing, and what our conclusions are, I would say that much intensive effort has already been given to the identification of program priorities of importance to the administration when the Vietnam war ends.

I would add to that that the administration considers it very important to have its own needed new domestic policy initiatives, and that in a number of instances, which you are knowledgeable about, legislation is being considered now in the White House which would put forward domestic policy initiatives that we consider important, even before the end of the Vietnam hostilities.

Mr. BELL. It is my view, and I think that of the other members of the committee to a lesser or greater degree, that the whole problem is that educational programs such as this have not really been assigned a high enough priority, that their priority is too low, that war or no war, their priority should be higher and some of these other things, perhaps, should be lower.

Is there any consideration in the Bureau of the Budget concerning the long-term factors of ending the war and reshuffling and relooking at that priority?

I believe a good deal of thought should be given to the Nation's problem of unemployment and other problems that involve education. I think perhaps the Bureau of the Budget should give a very serious amount of thought to this reshuffling and placing that priority at a higher level.

Is any thought being given to this? You have to figure out your top priorities.

Mr. NATHAN. I would certainly take them into cognizance. There have been discussions. There are close relationships between the departments and the Budget Bureau, close friendly, working relationships. And we try to work so we know what they are planning and what they are doing in order that we can be prepared for the issues that are going to be presented to us in the future.

So, with that kind of relationship as a base point, I would answer that, yes. I met with Commissioner Allen. We have talked at length with officials in a number of different areas where education was pertinent to them within the department.

So, we have some idea of their thinking.

And that, I would add to the comments I made earlier about the kind of forward planning that is always going on in the Budget Bureau, is now keyed to the President's number one priority of ending the war in Vietnam.

Mr. BELL. Thank you.

Mr. QUIE. Mr. Chairman, if I may ask some more questions.

It is very clear the Department has to stay within its allocation or the figure that was given to it by the Budget Bureau.

You referred to this and I didn't grasp it right. What about the area that cut across Department lines? You talked about education being outside of the Office of Education, and even outside of HEW. Let's take the job training in various departments. We feel here that vocational education is left out, that we aren't training the young people, or doing at least as good a job as we did 4 years ago on retraining or training the adults that failed or were neglected.

Mr. NATHAN. That is the reason that the Division, which I am director of, was set up on a broad basis. We are responsible for HEW, for OEO, and for the Labor Department so we can examine trade-offs in areas such as manpower and education and importantly the interrelationships between programs and the important process of getting the job done that is also a part of our concern as we make decisions about domestic policy.

My staff and I, in the position that I hold, do have for the human resources or people oriented programs, this kind of a deliberately broad ranged perspective.

This organizational change in the Bureau, which was a very important one, was made under the Johnson administration about a year and a half ago. I feel it is a very good idea and it gives us a point in the system in which we can look at and discuss with the agencies these kinds of interrelationships.

The Urban Affairs Council, an innovation of real importance, can and does play the same role. Our spring preview, which I described, where we work with the Director on an in-house basis to look across functional areas into all of the departments that have some responsibilities for a major function, that process brings to the Director's attention the kind of trade-offs and interrelationships that you are stressing.

So, it is being done. And there are efforts underway and organizational systems in place that will encourage more interrelating of programs.

Mr. QUIE. The last question I have, then, is who decided to cut out the money in title II of ESEA? Was this in the Office of Education or at the department level, the Secretary, the Bureau of the Budget or some people in the White House?

Mr. NATHAN. I hate to ask this question, but will you refresh my memory on title II?

Mr. QUIE. This is the textbooks and library resources. There was money in the Johnson budget that was cut to zero in the Nixon budget.

Mr. NATHAN. Is that authority now tied in with the title III authority?

Mr. QUIE. No.

Mr. NATHAN. This is title II?

Mr. QUIE. In 1971, if the House amendments are accepted in the Senate, then titles II and III, ESEA and titles III and V-A of NDEA will be together. In 1970, they are all separate. But three of them have a goose egg, NDEA had a goose egg under President Johnson, but I would like to find out how it got to be a goose egg in title II of ESEA. It is not going to be a goose egg when Congress gets done.

Mr. NATHAN. In discussions with the Department, I don't remember frankly, Mr. Quie, when that decision was made and how it was made.

But we found, the President found, he needed to reduce the 1970 budget, because the original figure for expenditures in the budget had to be revised upwards, and this revision would have wiped out, or nearly wiped out, the anticipated and needed surplus and therefore additional cuts had to be made.

We made some cuts. We looked at it and the President felt that further cuts should be made based on the advice he received from the Council of Economic Advisers and the Secretary of the Treasury and others.

We then changed allowances to the Department. I think it was in there somewhere that that decision was made.

The allowance you see was really a process. Allowances changed as conditions changed.

Mr. BELL. To be consistent, wouldn't you have to say then that this decision was made in the Health, Education, and Welfare Department? He just said that decisions as to the total figure were made by the Bureau of the Budget. But the reallocating of amounts in a particular program had to be the Secretary's decision.

Mr. PUCINSKI. Not necessarily.

Mr. NATHAN. It was made—what I was trying to say was that there were certain stages of the reduction exercise which we felt we had to go through and I can't remember now at which stage the department decided to take out that item.

Mr. PUCINSKI. I think the record should be clear that the Bureau of the Budget very often overrules the Department. And we have a good example in vocational education. The Department estimated to the Bureau of the Budget \$15 million for programs to disadvantaged communities. The Bureau of the Budget, both under the Johnson and Nixon administrations, said nothing. They allocated nothing. The Department recommended \$28 million for work study programs in the 1968 vocational education bill. The Bureau of the Budget under both administrations provided not a penny.

The Department recommended \$30 million for innovation in vocational education. The Bureau of the Budget cut them down to \$13 million.

Mr. BELL. How do you know the Bureau of the Budget did?

Mr. PUCINSKI. Here are the figures. The administration which responded to the Bureau of the Budget in residential vocational centers, the Department recommended to the Bureau of the Budget \$5 million. The Bureau of the Budget struck that completely.

So, I have come to the conclusion after this excellent testimony by Mr. Nathan, and I am grateful to you for being with us today, that the Congress ought to have its own Bureau of the Budget. We have the Appropriations Committee, but the Appropriations Committee is almost totally reliant on the Bureau of the Budget and the agencies for their information. We have the GAO, but they are an auditing agency. They move in only after some inquiry is made.

It seems to me if there is any validity to the separation of power in the Government, the President has a constitutional responsibility to advise the legislative branch of government. But the power of the people rests in the legislative branch of the government. It is quite apparent to me that if we are going to have any meaning to the legislative branch of government, we ought to have our own Bureau of the Budget that would set up priorities and allocations of funds and then see how close these two agencies come together in evaluating the needs of the country.

That would occur to me to be the most effective way. Right now we are to a great extent totally reliant on the executive branch of the Government and it makes me uncomfortable because the Constitution provides that the legislative, executive, and judicial branches are coequal, but separate branches of government.

Yet, we are totally dependent on the Bureau of the Budget for these priorities.

Mr. Nathan. I want you to know that I am deeply grateful to you for spending the morning with us. This has been most informative to me. I hope the rest of the committee has found the testimony equally interesting.

Thank you very much, sir.

We have four witnesses. We will ask them to come up. We will start this morning and we will probably have to continue in the afternoon.

Dr. Kirk, chairman of the National Advisory Committee on the Handicapped, Mr. Robert Russell, president, Association for Children with Learning Disabilities, Mr. Gartner, president of the Illinois Council for Children with Learning Disabilities, Mrs. Munsey, parent, Virginia State president, Council on Learning Disabilities. And also Mrs. Leon Lock, a parent.

I would like to first of all apologize to you ladies and gentlemen. But I am sure that you enjoyed the testimony as much as we did. It does us no good to vote out authorization bills, arouse a lot of hopes and then not have funding. So, what we had here this morning is a session with the Bureau of the Budget in order to see how we can effectively fund this legislation, assuming that the Congress will approve it.

Dr. Kirk, I would like to have your statement go in the record at this point.

Mr. Russell, I presume you have a prepared statement also.

Mr. Gartner, do you have a prepared statement.

STATEMENT OF SAMUEL KIRK, CHAIRMAN, NATIONAL ADVISORY COMMITTEE ON THE HANDICAPPED, CHAIRMAN, PROFESSIONAL ADVISORY BOARD, ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES; AND ROBERT W. RUSSELL, PRESIDENT, ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES; ACCOMPANIED BY W. JOSEPH GARTNER, PRESIDENT, ILLINOIS COUNCIL FOR CHILDREN WITH LEARNING DISABILITIES; MRS. LEON LOCK, AND MRS. EVERARD MUNSEY, VIRGINIA STATE PRESIDENT, VABIC

Mr. GARTNER. Yes, I do.

Mr. PUCINSKI. We will have that go in the record at this point, and then the ladies have each prepared statements. We will put all of your statements in the record at this point.

(The statements referred to follow:)

STATEMENT OF SAMUEL A. KIRK, PH. D., CHAIRMAN, PROFESSIONAL ADVISORY BOARD, ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES, PRESIDING CHAIRMAN, NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN (1969)

Mr. Chairman and Members of the Subcommittee, I consider it a privilege to have this opportunity to appear before you today. I am appearing in behalf of the Association for Children with Learning Disabilities. I am also here to convey to you the views of the National Advisory Committee for Handicapped Children. This Committee was created by Congress to study problems involving programs with which the Bureau of Education for the Handicapped is concerned. The Committee is required to submit reports to the Congress through appropriate channels to inform the members on related matters pertaining to the education of handicapped children.

The problem of Special Learning Disabilities affecting children is not new. It is, however, one of the more complex areas in the education of handicapped children. Children with learning disabilities have only recently begun to receive the attention they deserve from research personnel, from public and private schools, and professionals in special education. The reason for the previous neglect of this group is the complexity of the problem and the diversity of children who are covered by the term "special learning disability."

Title III, of Public Law 88-164, passed by the U.S. Congress in 1963, provided for the more easily identifiable handicapped children, such as the deaf, the blind, the mentally retarded, speech impaired, seriously emotionally disturbed, crippled, and other health impaired. The term "special learning disabilities" had not yet evolved and was not specifically defined and included in the law. Considerable work, however, has been done in the area of children's learning disabilities under different categories and different names.

During the formation of programs for the traditional categories of handicapped children it became apparent to parents and educators that there were other handicapped children who had severe problems in development. Some were not deaf but could not hear or understand spoken language; some were not visually handicapped but could not see their environment; some were not mentally retarded but could not learn to read or write. These children were given different labels such as word-deaf, or dyslexic, or asphasic, or they were called perceptually handicapped or brain injured.

Fourteen states have included in their education code provisions for children with learning disabilities. They have used different terms usually undefined, but indicating that a problem exists. The terms include language handicap, neurological disorder, perceptual handicapped, brain damaged. The preferred term in the code of states however, is "specific learning disability."

In 1966 the United States Congress created, under Title VI of ESEA, a National Advisory Committee for Handicapped Children. This Committee was created and given the responsibility of making recommendations to Congress with reference to programs for handicapped children, and it has given earnest

consideration to the problem of special learning disabilities. In the Committee's Annual Report to Congress on February, 1968, it listed *special learning disabilities* as one of the four most crucial problems to be brought to the attention of Congress. In this report the Committee stated:

"Confusion now exists with relation to the category of special learning disabilities. Unfortunately, it has resulted in the development of overlapping and competing programs under such headings as 'minimal brain dysfunction' 'dyslexia,' 'perceptual handicaps,' etc." For that reason the Committee formulated the following definition:

"Children with Special Learning Disabilities exhibit a disorder in one or more of the basic psychological processes involved in understanding or using spoken or written languages. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic. They include conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental aphasia, etc. They do not include learning problems which are due primarily to visual, hearing, or motor handicaps, to mental retardation, emotional disturbance, or to environmental disadvantage."

This definition, essentially, has been incorporated in the proposed bill. It has been adopted by the Association for Children with Learning Disabilities as their official definition, and has been generally accepted by the professionals in the field of special education.

At the last meeting of the National Advisory Committee, in May of this year, the Committee again took note of the problem, stating in reference to S. 1190 and H.R. 8660:

"The National Advisory Committee strongly endorses this legislation and urges the appropriation of sufficient funds to accomplish the purpose of the bill."

In addition to the endorsement of the "Learning Disabilities" Bill, the Committee recommended that the term "specific" be used before the term "learning disabilities," so that the bill will read "Specific Learning Disabilities" to more clearly identify this area of handicap. This is similar to the use of "Seriously Emotionally Disturbed" instead of "Emotionally Disturbed."

In commenting on the definition formulated and the need for the restriction and delineation of the field, the Committee stated:

"It must be recognized that the definition which has been formulated by the National Advisory Committee on Handicapped Children has sometimes been interpreted so broadly as to include any child who is not making satisfactory progress in school—most particularly any child who is retarded in reading. Such a broad interpretation ignores the distinction which must be made between a general remedial education program and a program designed to remove the specific learning disabilities exhibited by this special group of children. To avoid the dissipation of funds designed to provide assistance for children with specific learning disabilities, the National Advisory Committee on Handicapped Children recommends that the present definition be interpreted conservatively to include 1 to 3 percent of the school population, at least until research provides objective criteria by means of which these children may be more clearly defined."

It is estimated that in the United States approximately 1,000,000 children are handicapped with a special learning disability. These children are not mentally retarded, deaf, blind, or emotionally disturbed. They are children who are potentially normal in intelligence, in sensory capacities and in emotional balance. However, they have difficulty in learning to listen, to think, to talk, to read, write, spell, or calculate arithmetic. They generally have a psychological deficit that inhibits their ability to learn, which in most instances is correctable through special training. What this country needs is a three pronged attack on the problem which the present bill proposes.

First, the establishment of model centers in communities that will diagnose and pinpoint the deficits of these children and organize remedial programs for them.

Second, high level professional personnel should be trained to man these centers and to organize remedial programs for these in public and private schools. The training of such personnel is dependent upon the organization of model centers, which today do not exist except in a few places.

Third, research should be conducted specifically on psychoeducational methods of diagnosis, and on effective special remedial procedures.

The omission of this three pronged approach will only prolong the continuation of the floundering that presently prevails, with a little sporadic research,

and the training of a limited number of personnel under less than ideal conditions. We will continue to neglect these children and to allow them to become school dropouts with increased social and economic cost. We will continue to classify some as mentally retarded when in actuality they are not mentally retarded. We will continue to allow some to become emotionally disturbed, because they cannot cope with their environment. It is time for this country to take this three pronged approach in its commitment to educate all our handicapped children. The children, their parents, and the country will be grateful to you for positive action on these bills.

STATEMENT OF ROBERT W. RUSSELL, REPRESENTING THE ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES

Mr. Chairman, the Honorable Roman Pucinski, and members of the Subcommittee on General Education of the House of Representatives:

On behalf of the membership of the Association for Children with Learning Disabilities, I want to thank you for this privilege of speaking before you in support of H.R. 8660 and H.R. 9065 each entitled "The Learning Disabilities Act of 1969". I am Robert W. Russell, president of the Association for Children with Learning Disabilities. I am a parent of a child with special learning disabilities. This is my primary interest in this Association. I also work professionally in the field of special education as director of special pupil services for the Northern Valley Regional High School District at Closter, New Jersey. In addition, I am a member of the New Jersey State Advisory Council on the Education of the Handicapped.

Also representing our Association this morning are Mr. Joseph Gartner, Mrs. Doris Lock, president of the Pennsylvania Association for Children with Learning Disabilities; and Mrs. Bernice Munsey, president of the Virginia Association for Brain Injured Children. Mr. Gartner, Mrs. Lock and Mrs. Munsey are parents of children with special learning disabilities. All of us here this morning have felt the heartache as parents as we have witnessed the frustration of our children with learning disabilities as they have experienced failure in the attempts to acquire social and learning skills.

The Association for Children with Learning Disabilities is a federation of state parent organizations interested in the education and general welfare of the child with learning disabilities. Our organization was chartered in Illinois in 1964 and, since that time, has experienced phenomenal growth. Our national membership has recently passed the 12,000 member mark. We now have active organizations in twenty-nine of the fifty states and are processing applicants from several other states. We anticipate forty states affiliated with us by the time of our next annual conference in Philadelphia in 1970.

We are supported in this testimony this morning by other unaffiliated parent organizations interested in this child, notably the California Association for Neurologically Handicapped Children, with 3,600 members.

At present our newsletter "Items of Interest" reaches 23,000 readers and 3,200 parents and professional people attended our 1969 Conference in Fort Worth, Texas last March. We are continually amazed at the growing volume of interest in this child with special learning disabilities by professional people from a multitude of disciplines. This interest and our rapid growth has not been the result of a massive professional organizational effort on our part but rather because we are dealing with an idea that reached its time in history. Children with specific learning disabilities have been with us throughout history but only recently has the problem been one of universal concern. In your statement in the Congressional Record of such, May 28, 1969, Mr. Pucinski, you mentioned that, "Less than a hundred years ago children were considered of little value. Children of seven or eight were sent to work in mills, mines and factories, places that stunted their growth, destroyed their health and killed them off anonymously in tens of thousands", and yet, it is paradoxical that many of these young people with specific learning disabilities were under less threat working at a job they could contend with, developing at least the self-esteem that they were contributing to the family subsistence. Those who survived would eventually find themselves rising to positions of leadership in industry and government.

In short, the child with special learning disabilities of a century ago could leave school and be successful in life at a time when the credentials of a com-

pleted formal education were unnecessary. Thomas Edison, as we read his biography had many of the signs of a child with specific learning disabilities. He was eliminated from first grade as "incorrigible" because he could not be taught to read. He was tutored by his mother, who was a teacher, and grew up to create the concept of organized industrial research on which a major portion of our economy depends today. One of the most inspiring experiences of a trip through the Edison Museum, now maintained by our National Park Service, in West Orange, New Jersey, is his library where he assembled books on every subject and spent hours in research and study. Thomas Edison, if he were a youth today, could not gain entrance into some of our public vocational schools in New Jersey unless his reading was average for his age, and he could not be employed in many of the industries he created, certainly not in industrial research, unless he had at least a college degree.

As parents we are concerned about our children achieving successful independence in a society as complex as ours is becoming where a youth is handicapped without an adequate formal education and where the self-made man has become a thing of the past. We do not want our children to become public charges because their deficiencies were never recognized and efforts taken to improve them, causing their potent talents to be lost to society.

The growth and interest on the part of professional people in the child with specific learning disabilities has resulted in a shift away from the concept that child development is a growth process that cannot be altered to one that says that children's basic learning processes can be developed—a child can learn how to learn and that each child has an unique style of learning. This is not a new concept but one that is re-emerging. It was popularized early in 20th century by Dr. Maria Montessori. This re-emerging concept has inspired the thinking of educators to the extent that many now feel that greater success is possible at a time when great effort is required to prepare children for the achievement of successful independence in a society where knowledge is increasing in geometric proportions.

One of the chief difficulties of the child with specific learning disabilities is that his handicap is invisible. Typically, he has normal vision and hearing and average or potentially average ability. He is not disturbed but his behavior is difficult and oftentimes disruptive in the classroom. He is the "dunce" of yesteryears. Teachers see his potential but are frustrated by his deficiencies. He is often treated as though he has control of his learning processes and is urged to try harder or punished for failure to measure up to the class standards. Nothing could be more frustrating for him because he is smart enough to know that he isn't achieving in school but society now demands that he stay there for at least ten years. The National Film Board of Canada has prepared a film to describe the feelings of the child with specific learning disabilities that depicts little fellow answering the questions what it feels like to have this condition and he says, "It's like you were left out of the world." This became the well chosen title of the film.

As an association of parents we were delighted when the National Advisory Committee to the Bureau of the Education of the Handicapped recommended funding for specific learning disabilities as first among its recommendations for special projects. This report has helped to bring order out of confusion by providing us with a workable definition of specific learning disabilities. The Association for Children with Learning Disabilities has accepted this definition and used it in its national position brochure. We have also accepted the incidence of this condition, as suggested in the report of this committee, as affecting one to three per cent of the child population. We consider the word "specific" in "specific learning disabilities" as those children who need to be managed under the aegis of special education in special classes and other special programs. We are aware that more children are affected but this statistic represents the children who are lost unless some intervention has already been taken.

Only a minority of our states now provide for the child with specific learning disabilities in their codes of school law. A survey by the Council for Exceptional Children shows that only twelve states cover this child in their legislation providing for special educational services, using one diagnostic term or another, such as "brain injured", "educationally handicapped", "perceptual learning disabilities", "perceptually impaired", etc. Only six of these states provide *mandatory* educational services for the child with specific learning disabilities. Only one state, California, specifies the *type* of educational program that will be offered. It

is interesting that in this state last school term 28,500, or seven-tenths of one percent of their school-age population were in special classes or programs for the correction of their learning disabilities, at an expenditure of \$36,000,000. This is a true indication of the incidence and the immensity of this problem and illustrates what can be done in a state where appropriate action has been taken.

We see the Learning Disabilities Act of 1969 as being an important catalyst to produce action within the states where the ultimate responsibility lies for the educational interests of the child with specific learning disabilities. This legislation will have a powerful influence on the thinking of educators at all levels, from the local district, through the county, the states and, ultimately, the Federal Government bureaus.

The areas selected for primary focus in this bill are also very well chosen. We need research—research in many areas. We need to know, specifically, more about such fundamental facts as incidence. The best we have are only estimates. Since this is not a medically reportable ailment, no exact information exists. It is regrettable that we must depend upon estimates to determine how many children are in this particular category of handicapped for which we must plan.

We are highly interested in the long-range studies being done by the National Institute for Neurological Diseases and Blindness. These should help clear up some of the unanswered questions that exist on incidences but more important what are the best ways to manage the children; what are their characteristics in their early years that forecast what will become of them as young adults? But we need, also, to develop criteria for early identification. This is highly important because these children are, in many instances, so normal-appearing and healthy during their pre-school years that their condition escapes the notice of all but the most highly trained, experienced and sophisticated pediatrician. We need to survey, compile and collate what facts are now known that are accepted as valid about the care and education of these children; to cull out what is the sensational or what is just out and out quackery. We need to do much more research to provide criteria to screen out the kinds of educational materials that will validly improve the child's development from the attractive but expensive junk that is produced primarily to get the Federal dollar. We must, also, accept the fact that since this is primarily a medical problem, the etiology lies somewhere in the child's organic structure. As a result, we must some time soon break through in medical research if we are going to eliminate the cause of this handicap.

H.R. 8660 and 9065 also vary appropriately, focus on the problem of teacher training. It has been estimated that there are at the present time approximately 53,000,000 school age children in the United States. If we consider the incidence figures of the National Advisory Committee as one to three per cent of this population are children with specific learning disabilities. This means there are approximately 530,000 to 1,590,000 of our children in need of an education appropriate to their special needs. If we consider the maximum class size for these children ranges between eight and twelve per class, we need between 44,000 and 66,000 teachers just to handle the one per cent figure. Where are these teachers going to come from when there are now, according to a recent Health, Education and Welfare Department publication, an estimated 5,187,00 handicapped children in the United States in need of special educational assistance and that fewer than half will receive it? In some states only fifteen per cent of the total handicapped population will receive an appropriate education, and it is questionable in our minds whether *our children* have even been counted in this 5,187,000 figure.

Some teacher training in the area of specific learning disabilities has been funded through the Bureau of the Education of the Handicapped. Last year in 1968-1969, a total of 118 students were supported at a total cost of about \$660,000. For the academic year, 1969-1970, 184 students will be supported at a cost of approximately \$950,000. In view of the figures previously reported, this is only a drop in the bucket. If we were to continue at this rate, we would not train the necessary number of teachers until some time after the turn of the century. We are not only short of teachers but also personnel to train them. One of the hopeful signs of the programs presently being funded is that from this group of people now being trained we are developing the cadre and the training programs that will train the thousands so badly needed.

Model centers are a fundamental requirement. Nothing succeeds like success and educators like to succeed as much as the professional people in any other discipline. I have had the exhilarating experience of operating a model center in New Jersey and displayed this program to hundreds of interested educators who

visited it and saw the program in action, or have seen a series of colored slides presented widely throughout the country. They have learned that it is possible to educate even the children on the most severe edge of this area of handicap. This class, the first in New Jersey, was started in a community in northern New Jersey in September of 1960 and, through the sharing of its successful experiences, caused a rapid growth in the incidence of these classes throughout the state. During this past school term the number had grown to 246 classes in operation, offering services now to about 1,600 children. However, this still falls woefully short of the number who should be receiving appropriate services in New Jersey.

There are similar demonstration programs now operating presently in many areas scattered widely across the country. Many of these are focusing on research and diagnosis. Many more are needed. There should be at least one in every state. Ideally there should be at least one in every metropolitan area and rural county in the nation.

I am reminded of a statement made several years ago by an unknown Jesuit priest who said that "the hallmark of a civilization can be found in the way that it treats its handicapped". We strongly recommend that you report this bill favorably to the House of Representatives and make its passage a part of our hallmark of excellence at this time in our national history.

STATEMENT OF W. JOSEPH GARTNER, REPRESENTING THE ILLINOIS COUNCIL FOR CHILDREN WITH LEARNING DISABILITIES

I am here representing the Illinois Council for Children with Learning Disabilities which is a non-profit organization consisting of twelve parent-operated community groups in the state. The Council is run by volunteer workers as are all the community units. We try to help our children by disseminating public information on learning disabilities through all of the channels available to us. We use accepted methods of persuasion to influence educators, administrators and other professionals to aid in the education of our children.

About 3% of the United States public school population (kindergarten through 12th grade) of 46,400,000 lives in Illinois. This comes to 2,289,000 youngsters. Of this number, over 69,000 are conservatively estimated to suffer from learning disabilities. At two parents per child, there are well over 138,000 of us.

We are the parents of children who, until recent years, had no official name for the kind of disability that handicapped them. Our children were relegated to the category of the mentally retarded or the emotionally disturbed. Or, if they were not so severely handicapped, they were written off as lazy or branded as delinquent.

Legislation in Illinois making educational programs for the handicapped mandatory became effective on July 1st of this year. At last, Illinois children with learning disabilities have been given a classification . . . and a chance. In our state, they are now known as "educationally maladjusted." This is, by no means a perfect term. As parents, we believe that no child should be made to live with a label. However, we accept the fact that this recognition brings treatment and treatment brings help.

Each school district in Illinois must now provide a program for every kind of handicapped child, including the educationally maladjusted. We are grateful for this legislation, now known as Article 14 of the Illinois School Code. We have confidence in the innate ability of our children to live up to the demands of our times. But, we are realistic enough to know that this is possible only through proper education.

Our anxiety about the implementation of this mandatory legislation comes because we realize there are serious shortages in Illinois as well as throughout the nation. We lack sufficient teachers and administrators to conduct the special programs in learning disabilities. We badly need more teacher-training programs in many more colleges and universities throughout our large state. We desperately need the exchange of information and knowledge of all kinds that could be provided by model centers which could reach out into hundreds of communities and counties to distribute vital information.

There is an excellent educational research being done in a few medical and educational centers in Illinois, but not enough. There is relatively no research being done in public schools at the grass roots level where findings can be

rapidly transformed into usable and immediately practical and workable programs.

In Illinois the need and the demand for trained teachers is acute. The Director of the Title III for the state tells us that 2,000 additional teachers are needed right now. It's extremely difficult to get teachers qualified in the area of the maladjusted. Only a small percent of children with learning disabilities are now being served. Lack of trained personnel is one of the main reasons.

The latest available figures show that in the entire state, there were 283 learning disabilities programs which serviced 2,711 youngsters. As stated earlier, over 69,000 of the Illinois school population are estimated to have learning disabilities. Of this number, the state has set the number of children who are so severely handicapped that they must have a special self-contained classroom at 1% or 23,000. Our programs don't even begin to cover just the most severely handicapped, not even considering the remaining 46,000 youngsters who could be remediated with only part of their school day spent in a resource classroom or with an itinerant teacher.

Besides training the special teacher, it is also extremely important that every regular classroom teacher have some knowledge and understanding of the child with learning disabilities. Often, it is the kindergarten or first grade teacher who makes the initial diagnosis of learning disabilities. And many children are so subtly effected that they are not spotted in the lower grades. Sometimes, they can function satisfactorily in a regular classroom throughout their school years *if* they have some extra attention and understanding from the regular teacher.

A child in a special program for learning disabilities may spend most of his time in the regular classroom with an hour a day out with the special teacher who helps to remediate him in his deficient area. The regular teacher must work with him for the remaining hours. She must understand his special needs and be able to carry over the special program into his regular classroom work. This sharing in the regular classroom puts the child where he should rightly be . . . in the mainstream of public education. Even the more seriously affected child might be able to be eventually integrated into the regular classroom. Teacher training for both the special and the regular classroom teacher is highly important to the successful integration of these children into the school systems of every state.

Out of 125 colleges and universities in Illinois, only 8 offer programs on either the undergraduate or the graduate level in learning disabilities. Of these, 6 are in the Chicago area. Teacher training is essential to the welfare of the learning disabilities children of our state.

We are also intensely interested in the development of a model center in Illinois. We see it as an efficient purveyor of vital information. As the representative of several parents' organizations, I can tell you we are besieged with letters and calls from parents and professionals alike. Especially parents. These people are literally beating the bushes for any scrap of information—what therapeutic facilities are available in their areas—where tutors can be found—where they can go for diagnosis and evaluations—information on private clinics and programs—what educational opportunities are available for their children. A model center would be invaluable in obtaining and distributing this type of specific information. Harried parents could be helped in one central source of all information.

We also feel a model center would contribute to a higher quality of special education methods and techniques. These methods are not easy to explain. Certain points are difficult to convey in a college classroom. Even experienced teachers, wishing to enter this field, cannot envision all of the possibilities in working with our children. To give these students and teachers the correct insight, they must see the children. To comprehend how a teaching technique works, it should be demonstrated to them in a classroom setting. For a school district to learn the best way to run a program, its personnel must have the opportunity to study actual situations. These contributions are just a few that can be the result of a successful model center.

Research, training and model centers . . . they are each of vital necessity to our youngsters. Of course there will be costs involved but, the cost of educating a learning disabilities child is not that much more than the cost of educating the average child. We must weigh the amount we spend today with the costs of institutionalizing an adult "might-have-been." A man or woman who failed as a child because he or she did not receive the proper educational help will never add to the national wealth.

I'm sure that you will agree that educating a handicapped child is the hallmark of a truly civilized society. Let me emphasize the point that it is also the only practical measure in cultivating the potential of our most valuable national asset—our young people.

Each year, more children survive than ever before and this includes the handicapped. Fifty years ago, a child who could not learn to read, a dyslexic, was kept "down on the farm." He lived out his life in the heart of a large family doing the simple chores of a farming economy. He survived well enough. We no longer live that kind of life. Merely to drive a car on the average expressway is a taxing test of ingenuity, reflexes and perceptions not demanded of past generations. Our technological age has no place left in it for people who can't keep up with the pace.

An official of the Illinois State Training School for Boys estimates that a third of the boys remanded to his institution by police authorities suffer from some degree of learning disability. The staggeringly high figure of nondelinquent teen-agers who drop out of school should give us pause to wonder "why?" No youngsters who drop out do so because they are doing well in school. They drop out because they have failed. Many experts declare that it is because they suffer from learning disabilities.

And we, in Illinois, are concerned not only with the drop outs from school but with the future drop outs from society . . . the youngsters who simply give up because they have the potential but are never given the chance.

That is why we are here today . . . to ask you to give our children and all children with learning disabilities their chance.

STATEMENT OF MRS. LEON LOCK, PRESIDENT, PENNSYLVANIA ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES

Mr. Chairman, the Honorable Pucinski, and Members of the House of Representatives Committee on Education and Labor, I am Mrs. Leon I. Lock, of Harrisburg, Pennsylvania, President of the Pennsylvania Association for Children with Learning Disabilities.

I was instrumental in founding the Capital Area Chapter of the Pennsylvania Association in May of 1967 in an effort to help our son, Andrew, who is now twelve years of age. Because Andrew so typifies the learning-disability child, and because his story so graphically illustrates the need for legislation such as you are now considering, I would like to share it with you at this time.

Andrew was always an unusually bright and sunny youngster, warm and outgoing, and highly verbal. His early development was so rapid that it was suggested by educators that we consider early Kindergarten placement. A psychological test, the Stanford-Binet, was administered. It showed that Andrew's mental age was almost two years above his chronological age, but because he seemed unwilling to work with pencil and paper it was decided to allow him more time to mature and Kindergarten entrance was postponed until he had reached the required age of five and one-half years.

Kindergarten was virtually a nightmare for Andrew. He was unable to sit still for story hours, and would disturb his classmates. He was unable to complete simple jig-saw puzzles and draw or color. He was totally unable to keep up with the group in recognizing the letters of the alphabet, in counting objects, in cutting and pasting. He was the constant object of scolding by his teacher and soon became the target of the other children's taunts.

When administered the usual screening device for first-grade entrance, which required him to listen to instructions and complete the drawing of geometric figures, Andrew was completely lost. The test was quickly scored by the first grade teacher who had supervised it, and we were told that at the age of six years and two months Andrew had achieved a score of four years seven months, just barely high enough for him to be admitted to school. We were admonished to be firm and consistent in discipline.

We had questioned Andrew's restlessness, his burning "need to know" even though his questions came at inappropriate times. We had wondered why a child with such a thirst for knowledge had shown so little interest in books, and why the same "no" which usually served to control other children seldom had any effect on Andrew. Several visits to our local child guidance center convinced us that we lacked self-confidence in ourselves as parents, and that we should try

harder to be firmer. At the same time we were puzzled over the drop in intelligence indicated by the tests. Even as laymen, we knew that such a change was improbable without an organic reason.

At about that time, we noticed that Andrew would grasp objects, such as pencils, scissors or table utensils, with the hand to which they lay closest. He always had better success if he had happened to use his right hand, and we were advised to embark on a course of exercises to correct "mixed dominance." I cannot say that we resorted to quackery, for we still have no way of knowing if the program was of any value. We certainly know that it did not have the promised result of complete adjustment to a school situation.

Arrangements were made for an electro-encephalogram and a neurological examination. The electro-encephalogram showed a normal tracing, and the neurological examination turned up no positive findings. Psychotherapy was tried next, but it was finally agreed that it was impossible to create a happy, well-rounded human being as long as the child was unable to compete with his peers academically.

After two frustrating years in the public schools, during which Andrew learned to read but little else, he was tested by the county school psychologist, who informed us that he was obviously a "brain-injured" child, and that in lieu of proper facilities in the county he was being placed in a class for mentally retarded children. We resisted this placement, for at no time had there ever been any suggestion that Andrew was mentally retarded. Much later we learned that we were correct in our resistance, for, according to Dr. Sheldon Rappaport, President of the Pathway School in Norristown, Pennsylvania, and a recognized authority in the field, "Placement in the public school's special education classes with the educable retarded has not been satisfactory because these children fail to realize the potential which they still have and which still could be utilized and developed if they were properly handled. Experience has shown that these children develop secondary compensatory mechanisms which get them into trouble with the law which cause them to be greatly deviated so that they don't adapt to society like the educable retarded does, because the educable retarded child is getting a sense of self-satisfaction in achievement at that level at which he can achieve."

Had centers for testing and educational evaluation been available, Andrew could possibly have begun his formal education at the age of six, rather than at the age of ten, when he became a boarding student at the Pathway school. Perhaps then the professional persons to whom we turned for help, all capable in their fields but totally unaware of the special needs of the Learning Disabilities child, could have been better able to guide us. I do not tell this story, gentlemen, in a bid for personal sympathy, but so that you may understand what it was like in Central Pennsylvania, and presumably anywhere in the United States outside of metropolitan areas, only four short years ago.

The Honorable Richard S. Schweiker, Senator from Pennsylvania, has pointed out the gap between the importance of specific learning disabilities as a children's handicap and the relatively minor amounts of Federal aid that are being allocated to the problem.

The Commonwealth of Pennsylvania still has not by law or regulation identified Children with Learning Disabilities according to the definition of the National Advisory Committee on Handicapped children.

Pennsylvania has introduced legislation to remove the term "Physical defective" from its school code and substitute the term "Exceptional Children," which will enable the Commonwealth to provide education for children with a wider range of handicaps.

To further use Pennsylvania as an example, classes for Learning Disability children are presently listed under the category "Brain Injured." In the school year 1964-65 there was one class in the Commonwealth for seven children. In 1968-69 there were 69 classes for 538 children, but this did not begin to meet the need. Because of the term "Brain Injured," positive findings by a neurologist are required for admission into programs. Since neurologists with the necessary sophistication in training, preferably as part of an habilitative team, are for the most part confined to metropolitan centers, there are great numbers of children who are being denied a proper evaluation and education. School administrators and psychologists, because of the neurological requirement and the lack of positive diagnoses through the usual sort of examination, are still recommending improper placement.

Title VI funds have been used for only one Learning Disability project in Pennsylvania, the production in Bucks County of videotapes for the implementation of teacher training. This program can be furthered only by additional Federal support.

In Delaware County, there is a program of teacher training, funded under another Federal title. The basic idea is to train master teachers in Learning Disabilities who can go out into the field as resource persons. This program, too, requires additional Federal support.

We in Pennsylvania are fortunate in that we do have a number of noted leaders in the field of Learning Disability, mainly centered around Philadelphia. Most, however, are connected with fine private schools.

The Commonwealth purchases tuition or tuition and maintenance in private schools for those children who happen to reside in their vicinity or are able to be accepted on a residential basis where such residential facilities exist, but the portion paid by the Commonwealth is limited by legislation, and does not begin to approach the full tuition cost. In some cases, the cost of tuition and maintenance exceeds the amount payable by the state by sixty percent. Not every parent of a Learning Disability child is blessed with an unlimited income, and many hardships are endured so that this child may receive the education which is publicly provided his brothers and sisters by the parents' taxes.

Dr. Ohrtman, Pennsylvania Department of Public Instruction, states that "the relative cost within the Commonwealth for purchase of tuition or tuition and maintenance is higher in private schools than it would be in public schools. Especially is this true if one considers the preventive or remedial aspects and the ease of return of the child to the regular classroom with supportive services." He goes on to cite the far-ranging effects of the combined total package contained in the legislation—the surveys to illuminate the existence of the problem in Pennsylvania, the research possibilities and demonstration programs. Efforts now being made to establish more programs and services have been hampered by lack of trained personnel. Pennsylvania has made a small beginning in professional advancement and training with the awarding of thirty traineeships at Temple University in the summer of 1969, but again, more funds are needed to keep Pennsylvania abreast of the other states.

As President of the Pennsylvania Association for Children with Learning Disabilities, I speak for over twelve hundred family and professional members, and as a parent for the additional thousands of parents, even of children yet unborn, in urging passage of this legislation. Surely a society which can spend billions in developing technology to reach the Moon should also take pride in enabling its little children to reach productive adulthood. **Thank you.**

STATEMENT OF MRS. EVERARD MUNSEY, FOUNDER AND PRESIDENT OF THE VIRGINIA ASSOCIATION FOR BRAIN INJURED CHILDREN

I am Mrs. Everard Munsey, founder and president of the Virginia Association for Brain Injured Children, a statewide affiliate of the national Association for Children with Learning Disabilities. I am the mother of a five year old brain injured girl with learning disabilities, the youngest of our four children.

I support the Children with Learning Disabilities Act of 1969.

Seeking to learn more about our children with learning disabilities, the Virginia Association for Brain Injured Children was formed just a year ago by parents with common problems and needs. Our children had distinct needs not served by schools or existing parent groups in Virginia. As concerned parents we had found relatively little recognition of the special needs of these children and far less public provision for them.

In this first year of our Association, we have worked in each of the three areas of this bill now under consideration: research and surveys, teacher training, and establishment of model diagnostic and educational centers. (We would be most grateful if the Federal Government would relieve parents of this burden.)

The Virginia Association has surveyed every school and health district in Virginia to determine the facilities available to children with learning disabilities. This attempt is being carried on by groups in other states and is undoubtedly being duplicated by other parent and volunteer groups in Virginia. Federal participation in these surveys would bring about a more efficient flow of information and coordination. It is possible that the actual numbers of children with learning disabilities, severe enough to seriously impede their educational progress,

would exceed all estimates previously made, and facilities and trained teachers would be shown to be shockingly inadequate.

For instance, Arlington County established a Growth and Development Center for the preschool retarded child. It has been determined in the first year of the program that 75% of these so-called slow learning children have perceptual disabilities. This removes them from the category of children who develop normally but more slowly than the normal child. There is no public school facility in Arlington County for the child with learning disabilities who, because of these disabilities, is functioning within the moderate to mild retarded range. Obviously his educational needs are distinct from either the normal or the retarded child.

VABIC supports the section of the Learning Disabilities Act concerned with professional or advanced training for educational personnel. The concern of professionals as well as parents for educating the child with learning disabilities is demonstrated in Virginia by the 40% professional membership in our state Association and a more than 50% professional attendance at our meetings. This is a real tribute to a parent group.

The rarity of teachers trained and available to recognize and to teach the child with learning disabilities is known in Virginia and can be projected into many other states. The Virginia State Board of Education has testified that if classes were to be set up for all the children with learning disabilities, there would be few teachers qualified to teach them. This is documented by the fact that out of 200 Masters degrees in education conferred this Spring by the University of Virginia, only 5 were in Special Education.

We enthusiastically support the establishment of model centers for the improvement of education for children with learning disabilities. These centers would provide testing and educational evaluation for identification of these children, and also possibly determine what they know and how they learn. For everyone, but particularly for these children, learning is a very individual matter. VABIC has encouraged school jurisdictions in Virginia to provide adequate public education for our children and have found them responsive but with severe budget restrictions.

Small state tuition grants are available to parents of handicapped children for whom there is no public educational placement, but the tuition costs are staggering, especially to parents who frequently have enormous medical bills for these children.

Probably the greatest needs of children with learning disabilities lies in the areas of early accurate diagnosis, treatment and education. The concept of the model center is well suited to the solution or alleviation of these problems. Diagnosis has been the nightmare of parents of children with learning disabilities. For many parents it has been a bewildering, discouraging and expensive sequence of examination and referrals to other specialists. There is in most cases no "one-stop" service. Most of the children have accumulated many labels in their few years and the primary cause of their disability is frequently unknown. It is because of the multiple, often conflicting, medical, psychological and educational diagnoses that these children are often said to defy diagnosis.

Multiple disciplinary teams working together to determine the problem and propose the solution are few. Many times the parent becomes, in effect, the diagnostician and does much individual research to determine the exact nature of this child's handicap and possible avenues toward remediation. Sometimes the parent, recognizing his role as diagnostician, forms an Association, as I have done, in an attempt to reconcile conflicting diagnoses and to learn as much as possible as fast as possible to help his own child and others who do not fall completely into any one of the existing educational categories. It has been said that they suffer from "hardening of the categories". The child with learning disabilities is in classes for the normal, the retarded, the crippled, the emotionally disturbed. Some can be found in classes for the blind learning to read Braille because his disability caused him to be unable to read by sight but he is able to read by touch.

The child with learning disabilities has been described in the Children With Learning Disabilities Act of 1969 and by previous speakers at these hearings. Speaking today as a parent representing other parents, I represent no "typical" child with learning disabilities because these disabilities are displayed in many ways.

Some of our children have speech disabilities; others speak incessantly. Some read with skill beyond their chronological age while math remains totally incom-

prehensible to them. Others compute in their heads but the print of letters or numbers upon a page means nothing to them.

These children are obviously not blind, crippled or deaf. But what they hear, what they see and their mental capacity is frequently elusive. Some test normal and function retarded in many areas; others test retarded and function normally in most areas. At times there is an overlay of emotional disturbance possibly caused by the other learning disabilities. Because of the emotional problems, the diagnosis may be based on the emotional overlay rather than on the primary problem.

It is not the purpose of this bill to discriminate against children with learning disabilities; its purpose is to aid all children with learning disabilities. And I thank you for the opportunity to support the Children With Learning Disabilities Act of 1969.

Mr. PUCINSKI. I would like to get some thinking from you on this problem. Supposing we start with Dr. Kirk and then we would like to have each of you comment on this.

The problem that we have here, Dr. Kirk, which has developed over the last 3 days of testimony, is whether or not this legislation should become a part of title VI and incorporated in that title or whether it should stand alone as we propose to do in H.R. 8660 and the other legislation.

We have heard substantial testimony on the need for funds for learning disability programs and the great promise that these programs hold. This is why I would like to go right into the questions of the witnesses to develop the specific case that is now before this committee.

As you have heard this morning, Mr. Dellenback said he still has a very much open mind on this. We are hopeful that we will be able to persuade Mr. Dellenback and the rest of the committee that this is important legislation.

So, Dr. Kirk, I wonder if I might ask you for your views on that specific aspect of the problem.

Mr. KIRK. Thank you very much, Mr. Pucinski. I am representing the Association for Children with Learning Disabilities. We have representatives here. I also want to relate to you the thinking of the National Advisory Committee for the Handicapped. This is a committee that was set up by Congress in 1966 for a specific purpose, as I understand it, and the major purpose was that it survey the field, look over what the Bureau and the Office of Education is doing, and recommend to Congress because, as you know, they are not exactly free to recommend exactly what they want all the time because they are under the executive branch of the Government.

This committee can look at it objectively and make recommendations.

In my testimony, which I will repeat here, and I think it is an important point, the national committee last year studied about 15 issues in the handicapped and selected four crucial ones. One of them was the early Education Act which Mr. Quie sponsored and others, and passed last year and we are very happy to have that.

The second one is H.R. 8660, which is the learning disabilities bill. Last year, the committee recommended that Congress take a look at this problem of learning disabilities. I will not go into the definitions, or the problem, because you have heard those.

In May of this year, and this has not yet been published but I have the permission of the Advisory Committee to quote their recommendation on this bill, this was done on May 23, 1969. It says, "The National Advisory Committee strongly endorses this legislation and urges

the appropriation of sufficient funds to accomplish the purpose of this bill."

We did discuss the possibility of having it under general funds of various kinds, that we think as a National Advisory Committee and many other people feel that this should be a separate bill.

Why? For the simple reason that when you place something that needs a push under something else, it doesn't move off the ground. We have had that over and over again in the Office of Education.

This is the interim emergency report of the National Advisory Committee that was sent to Congress just recently. But I have a graph here on the cooperative research bill. Mr. Fogerty categorized 60-70 percent of the funds in 1958 or 1959 for mental retardation. They got it. As soon as the categorical fund was eliminated, what happened? This is exactly what happened, by 1963 they had 5 percent.

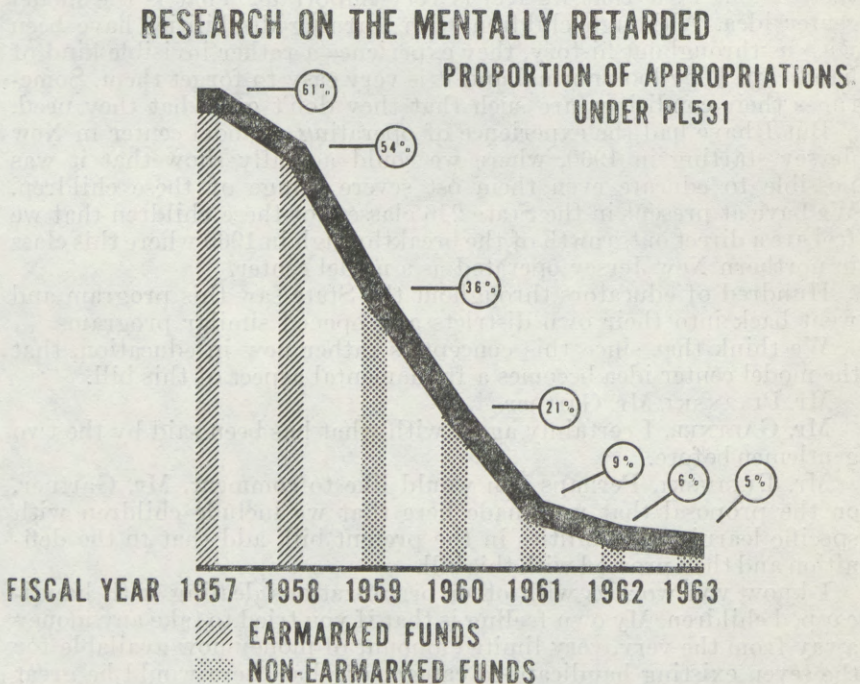
I can give you the same example in the vocational education.

Mr. PUCINSKI. You are referring to a table on page 15 of the interim emergency report of the National Advisory Committee on Handicapped Children, May 6, 1969.

Mr. KIRK. Yes.

Mr. PUCINSKI. Unless there is objection, that table will be inserted in the printed record at this point in your testimony and the entire report will be placed at the conclusion of this panel's testimony.

(The information referred to follows:)



Mr. KIRK. I bring this up to indicate historically, and you gentlemen know it because you faced the problem before of the Bureau itself, cooperative research, title III, vocational education for the handi-

capped, until we categorize it, unless we give it a name or institutionalize it in some way, we don't get off the ground and for that reason we are very strong for having this as a separate bill.

People talk about the fact that we already have authorization for training teachers of learning disabilities, that we already have research. But let's take a look at that.

How many teachers were trained this year or authorized to be trained this year under the Bureau? One hundred and eighty-four. We need something like 25,000 to 50,000 teachers for this area.

Secondly, they are training teachers in many of the colleges and universities without a model clinical center. We think some of them are ineffective. What we need is a three-pronged program similar to this bill. We don't have the authorization under any bill, as far as I know, for these clinical model centers that would demonstrate how these children can be assessed and diagnosed, how can they be remediated, and in these clinical centers how teachers can be trained, be transmitted to schools and research on diagnosis and remediation.

So, I think the committee and the Association for Learning Disabilities is very strong for a separate bill. I think that is the only way we are going to have this problem helped.

Mr. PUCINSKI. What would be your views on that, Mr. Russell? This seems to be the big hangup.

Mr. RUSSELL. We are very much in agreement with Dr. Kirk. I think there is one issue that we feel is very important. That is the model center idea. Although children with learning disabilities have been with us throughout history, they experience a rather invisible kind of handicap. They look normal and it is very easy to forget them. Sometimes their conditions are such that they don't get what they need.

But I have had the experience of operating a model center in New Jersey starting in 1960, where we could actually show that it was possible to educate even them out severe fringe of these children. We have at present in the State 246 classes for these children that we feel are a direct outgrowth of the breakthrough in 1960 where this class in northern New Jersey operated as a model center.

Hundred of educators throughout the State saw this program and went back into their own districts and opened similar programs.

We think that since this concept is rather new in education, that the model center idea becomes a fundamental aspect of this bill.

Mr. PUCINSKI. Mr. Gartner.

Mr. GARTNER. I certainly agree with what has been said by the two gentlemen before.

Mr. PUCINSKI. Perhaps you would like to comment, Mr. Gartner, on the proposal that was made here that we include children with specific learning disabilities in the present bill, add that to the definition and then proceed with this bill.

I know you worked with other organizations dealing with handicapped children. My own feeling is that if you tried to take any money away from the very, very limited amount of money now available for the seven existing handicapped categories, that there would be great hardships.

It might be different if we had full funding. But as you heard me say this morning, we have only received 27 percent of authorized funding.

I would appreciate your view on trying to follow this so-called two-fold approach.

Mr. GARTNER. As a parent particularly, I feel very strongly that we have to be classified separately. I realize that this takes more expense, more concern, but the children have been neglected a long time.

In Illinois, particularly, Mr. Pucinski, this mandatory legislation has just become effective as of July 1. This means that our children in our category have been given a classification. It has been a 4-year struggle since the legislation was enacted to actually reach the point where the deadline was met.

In our State, they are known as educationally maladjusted. Four years ago, this was a term that we had to settle for to get recognition as a separate category. But the importance of it, as a separate category, was so great at the time that we settled on that.

It is not a perfect term. We prefer learning disabilities.

It is very difficult for any child or any adult to have to live with a label. Otherwise, there is no recognition given a child or anybody unless they can be described some way. We feel that the recognition as a separate category will bring the help we need.

The other components of your bill are important, too, 8660.

We get an estimate from the director of title III in Illinois specifically that needs 2,000 teachers immediately. There is not a chance in the world to get this in Illinois, much less talking about the entire country.

We have in Illinois 128 colleges and universities. We have a wealth of educational institutions. Only eight of those offer graduate or undergraduate level courses in learning disabilities and of those, six are in the Chicago area. And one of the purposes of groups such as ours is to encourage colleges and universities to get these courses going. But we couldn't do it. We can't call the attention of administrative people in education to this. We have to have help. And teacher training is very important, that includes the teachers that are now teaching and the teachers in an undergraduate school that we are hoping to interest in learning disabilities.

But to get back specifically, that to me is probably the most important basic step in your legislation is the separate title. Because without that, it is going to be very difficult to implement the other three portions of it.

Mr. PUCINSKI. Mrs. Munsey.

Mrs. MUNSEY. I agree that it is tremendously important to have a separate category. In the State of Virginia, the State board of education recognizes the disability as one that has serious needs and critical needs. They also recognize that if they set up classes for each of the children in a State who needs this, and of course all the children are not identified, that there would be not enough teachers.

The University of Virginia gave 200 master's degrees certificates in education this spring. Only five of the 200 were in special education. I don't know if any were in the field of learning disabilities.

There is a good program. The major problem is the diagnosis of these children. This is where the model centers and the diagnosis, multiple disciplinary diagnostic teams, are so critical because the diagnosis is very elusive on many of these children.

Mr. PUCINSKI. Mrs. Lock.

Mrs. LOCK. I certainly concur with what has been said before. The Commonwealth of Pennsylvania still has not by law or regulation identified children with learning disabilities according to the definition of the National Advisory Committee.

In Pennsylvania these children are called brain injured. For admission into classes, they require positive diagnosis by a neurologist which is not always possible to obtain. If the Federal Government were to adopt the term "learning disabilities" and abide by the definition, Pennsylvania would follow suit.

Under other health impaired, we have a great deal of trouble getting any money for learning disabilities for children in Pennsylvania at all.

Mr. PUCINSKI. Mr. Quie?

Mr. QUIE. Dr. Kirk, are there any other groups of handicapped that should be set apart from the handicapped in a special program? We have gone along putting all the handicapped together rather than to have a different categorical program for each one.

Is there any other group that ought to be set aside because they are given enough potential?

Mr. KIRK. Besides learning disabilities, the one we are talking about?

I don't believe so in the area of the handicapped. I think it would complete it, as you know, through Public Law 88-164 passed in 1963, which spelled out those seven areas, emotionally disturbed, mentally retarded, deaf, et cetera. At that time, we had not evolved the concept of learning disabilities.

For that reason, it wasn't included in that law.

Yet, it has been used under different names. I don't believe there is another group of handicapped. Because this takes in a variety of children. You might call them aphasic, dyslexic, and these are children with special disabilities that are correctable with special training.

I think this would include most of the groups. I like this concept because it takes children of different kinds of disabilities. Otherwise, you may be asked, we want a bill on aphasia, on brain injury, and so forth, and these have all been introduced.

This bill takes in this variety of children that have special disabilities.

Mr. QUIE. How about any of the seven? Are all of those getting equal consideration in the Bureau so that none of the seven should be picked out and given separate identity?

Mr. KIRK. As you recall, Mr. Quie, we started out by having a separate bill for the mentally retarded under Public Law 85-926 and then a separate law for the deaf. Then these were incorporated with others under Public Law 164. I think if we just put it under the others at the moment, it wouldn't help us very much.

Mr. QUIE. You see, some other new ones came in with the seven. Mentally retarded are pretty well identified. The blind, the deaf have all been pretty well identified. But are any of the other four kind of left out, and not given adequate attention?

Mr. KIRK. You are talking about the cerebral palsy and the crippled?

Mr. QUIE. That is right.

Mr. KIRK. I would say the distribution of the limited funds that the Office of Education has, the \$29 million for training, is distributed fairly equitably among the group in proportion to their numbers in the population. And I would say that, if it was done earlier, depending on the number of children in each category, since some have more children than others, and that to some extent has remained rather stable. So, if they get a \$100 increase each one would get an amount in proportion to their number.

And I would say that our district did fairly equitably as far as the available funds are concerned in the seven.

Mr. QUIE. When some of the money was used for children with learning disabilities before they have even been specifically added to the seven, what leads you to believe that the Bureau of the Handicapped won't give as fair treatment to the children with learning disabilities as they have done with the other seven so far?

Mr. KIRK. I just happened to be head of the Division for Handicapped Children in 1964 in the Office of Education when this began and when the bill was passed. It immediately descended upon me. Associations for Brain Injured Children, et cetera, and said, "Where are we? Do you get anything of it?"

After going around on it with the legal staff and others, we interpreted crippled and other health impaired as possibly including some of these children, what they call brain injured, perceptually handicapped, neurologically impaired.

At that time, we said we would give training grants for learning disabilities. We got four colleges to accept fellowships or requested fellowships at that time.

In other words, it started at the end because the field wasn't that well known. It started small. When the budget was increased from \$14 million to \$19 million, then they increased the allotment to learning disabilities groups from four training centers to 10 or 12. You couldn't take it away from the deaf or the blind or mentally retarded. None of them has enough to operate.

So what is happening, if you increase the \$29.25 million now allotted to training, let's say, for all of the handicapped, by \$5 million or \$10 million, they would get the proportion of what they are getting now in the same way as the deaf would get a proportion.

In other words, it will go so slowly, sir, that I don't think we will get any place. It isn't that they wouldn't treat them fairly. They will give them probably the same increase in proportion, but since they started at the bottom, the increase will be very small.

Mr. QUIE. So, it is a matter of getting the chunk of money they would have gotten had they started when the other seven started.

If the fields had been known at that time as they are now, then there wouldn't have been a necessity of having them separate. But now since they have come in late they have to get their chunk of money and grow on from that with the others as the amount of money grows. Is this really what we are talking about?

Mr. KIRK. That is part of it. That and model centers, training, research.

Mr. QUIE. Our problem is we aren't going to get programs without money. If you are sure you are going to get money, I imagine they will

get programs. Isn't the key to make sure we get some money for them?

Mr. KIRK. There is that point, Mr. Quie. There also is the point of the institutionalization of a field by giving it a name, giving it status, indicating that the Federal Government is stimulating a certain area that would benefit the States.

What we are doing is having some total push as we have had to with all of the other fields at one time or another. I think if you bury it as it is and say we will increase the \$29 million to \$32 million and give some to the handicapped, or the learning disabilities, I think we won't have the whole picture.

I don't know if I have made myself clear. I say institutionalization. In universities, if we don't institutionalize research—it has to be an organizational proposition in order to produce stimulation and action. I think that plus the money is what we like about this bill.

Mr. QUIE. How long do you think it has to be set aside separately? I am asking you because you had experience in this that is kind of rare for an individual to have. Maybe you would be able to give us some estimate of how long it would have to be separate before it would have to be included with the other seven.

We had to start out separate with these others to get going. But we finally got them together. Would it be to the end of the authorization of this bill?

Mr. KIRK. I have forgotten what the time limit is.

Mr. QUIE. July 1, 1975.

Mr. KIRK. I believe that it will take us approximately 5 years to establish model centers, training, and set this field on its feet. It will take about 5 years if sufficient money is available to put this area in the same position professionally and practically as some of the other fields. That is my guess, sir.

If you have sufficient training, research and model centers were established, and if you had sufficient money to establish the method, my guess is it would be 5 years.

Mr. QUIE. Would you have any opposition to going ahead as this bill recommends and also follow the recommendation of the administration that the definition "specific learning disabilities" be added to the other seven in a number of programs that haven't been talked about in this legislation? In fact, they have suggested that they be included in all of the programs for the handicapped.

I know they want it instead of this. But I am saying in addition. Will you have any opposition to doing that?

Mr. KIRK. I wouldn't have any opposition in addition. I think doing it is just a stall to put off the work, I mean to say, let's change the definition is a way of putting it off.

Mr. QUIE. Doing it instead is a way of putting it off. But if we did it in addition, we wouldn't be stalling.

Mr. KIRK. I would have no objection.

Mr. QUIE. The handicapped now can receive money from programs that are generally available for education. So, in this way, these people should be able to get money which is generally available for education from the other handicapped which have much larger sums of money than this.

Mr. KIRK. I have no objection to including the term in title III.

Mr. PUCINSKI. Would you have any views, if we were to include the words "specific learning disabilities" in the other categories and then set up in this program specific funds for your model centers? We have had testimony from Dr. Gallagher that while they could take care of the needs in these programs for children with learning disabilities under the existing law, all they had to do was add the words "specific learning disabilities" as an eighth category.

That would take care of the training of the teachers and various other things. But Dr. Gallagher did say that they would require special legislation or additional language to permit model centers.

My judgment is that there is going to be some difficulty in persuading the Appropriations Committee to appropriate \$12 million in 1971 for this category when they appropriate only \$29 million for seven existing programs dealing with the blind, the emotionally handicapped, the retarded, the speech-impaired, and others.

Mr. QUIE. Are you comparing the same figures? You talk about \$29 million. That is in title VI of ESEA. But what about the comparable programs in the handicapped, you know, these model centers and the training of personnel and the research? That is a larger figure, isn't it?

Mr. PUCINSKI. I think it is even less.

Mr. QUIE. No; it is a greater figure.

Mr. PUCINSKI. Dr. Kirk, I agree with all of you that, first of all, we are not late in coming in. We have learned a great deal about this problem at this point in time. This is not a subject people have neglected. We have learned a great deal about this in the last 5 or 6 years.

Previously we were treating these youngsters as mental incompetents.

We now know, as Dr. Kirk has pioneered in this field, that the youngsters who have a specific learning disability are not mental incompetents. We are asking for this legislation because we feel that we now know enough about the subject to identify it as a specific problem.

I agree with Dr. Kirk that whenever you have a new program like this, you have to give it visibility.

Mr. Gartner said that there are 128 colleges and universities in Illinois and only eight are now offering courses to teachers in this particular field.

I believe you are absolutely right, Dr. Kirk, that we need to give this visibility. The only way you are going to give it visibility is to give it identity.

I would like to get your thinking, Dr. Kirk, and perhaps the rest of the panel with regard to the Administration's stand that by adding the words "children with specific learning disabilities" to the existing title VI.

The reason I say that is we had Dr. McCarthy testify yesterday and several other people who showed us laboratories that they are now operating because these youngsters have a dual or triple handicap.

They have received money from title VI to start working with the youngster who comes under one of the existing categories, at the same time helping this youngster develop skills to overcome his learning disabilities.

If we were to go ahead and add the language "children with specific learning disabilities" to the existing title VI and take our chances on getting some money out of that particular program for the work you are doing, and at the same time proceed with 8660 and other bills and have them authorize the establishment of these model clinics, which you cannot do within the framework of title VI. If we were forced into that kind of a compromised posture would it create great problems for you?

Mr. KIRK. I think, sir, that if we did it piecemeal that way with model centers, and then have some training under something else and then under other authority research, we would not be as effective as if we had a package.

You have a three-pronged program here that is very interrelated. I think to get this field off the ground, it is very necessary that we have this three-pronged approach with visibility and funds. I realize that probably one of the reasons for these maneuvers is the budget.

I tell you, sir, I am getting a little impatient spending most of our tax money on the military and defense and neglecting our people. I think we are going to ruin our country unless we—all we are asking for is \$12 million, \$12 million. But are spending billions and billions and bombs and war materials and I think that it is about time that we are changing our priorities a little bit and putting the money, some of our money, anyway, in the people, that we are neglecting.

So, I am very patient with the fact that we are going to save \$12 million if we just change a name. I know the Harris poll indicated that people are saying, take it out of defense, put it in people. Take it out of the moon. But give people priority.

The turmoil in our country today is just an indication that many people do not like the priorities that we have established. Here we are talking about a little \$12 million in the greatest and richest country in the world for children that are suffering. That I can't be patient with.

Mr. PUCINSKI. Mr. Quie might have the proper approach. Perhaps the thing to do is to move forward with this legislation, give it a start, give it visibility, and the other things that a new field needs to begin reaching people. Mr. Nathan said that the administration is now in the process of completely reviewing its priorities for the 1971 budget. Hopefully, the 1971 budget will reflect a substantial increase in the budget request for title VI and the existing seven categories.

If that does give the kind of forward thrust that we hope it will, perhaps when this legislation comes up for renewal, we may want to phase it into title VI as an omnibus approach to the problems of handicapped children.

I think that you make a strong case Dr. Kirk and I think all of you, for moving at this time with this modest proposal.

Mr. Quie?

Mr. QUIE. I am glad you agree—I guess Dr. Geer said that, too—that eventually you ought to bring these together.

But I wanted to react to your statement about priorities. Because I feel strongly myself and have made this statement a number of times in my district, that we have got to put less effort on things which is the easiest thing for the Federal Government to do and more on people. But I always add to that the reason of why the Federal Govern-

ment is doing so much in defense and it looks like it isn't doing as much in education and welfare and so forth, is because the Federal Government has 100 percent responsibility for our defense.

If the Federal Government neglects it, nobody picks it up. But we share these responsibilities in the other areas, with the State and local governments and private people. So Members of Congress probably shouldn't, or the Federal Government probably shouldn't neglect this, but they can always have the alibi that somebody else could be doing it.

We are really picking up what was taught to be their responsibility before. So, setting this priority is not going to be an easy task, but it means we have to continue to do it. In fact, all of what we are doing with handicapped children really is a very small step looking at this as the Federal share, but that doesn't mean we are to assume all of this.

We expect the States and local government and private people not only to do what they have been doing, but much greater effort when they see that the Federal Government is showing concern and interest in it.

So, I think we have to keep this all in perspective, but not ever lose sight of really the need that it is the people who count, even though you get away from some philosophical difficulties when you talk about bricks, mortars and things.

As hard as it is to make these decisions, or work with people, that is the most exciting part of life.

Mr. PUCINSKI. I agree with Mr. Quie. We have a long way to go in this field. This chart that the Council for Exceptional Children has prepared in the appendix showing the overview of special education needs, just taking the State of Illinois, we have 270,000 handicapped children, 119,000 are being served, 150,000 are not being served.

The percentage of those not receiving any assistance is 56 percent. The number receiving services under title VI-A is 1,300. The percentage receiving title VI services, 50 percent. The total personnel required is 15,000.

Total personnel employed is 4,000. It indicates the point here that he was making, that the State of Illinois spends \$17½ million on the program of the handicapped. The Federal Government contributes \$687,000.

So, we still need \$80 million. But I think the point Mr. Quie was making is that it would be a mistake to just look at the Federal figure and say this Nation is really not doing anything for the less fortunate. Because when we add the local money, the State money, and the Federal money, it becomes an impressive figure, although nowhere near the sum we need. But I think Mr. Quie makes a very good point on that score.

We are going to put, if it is agreeable with you Mr. Russell, these charts and this testimony of yours in this committee record, because your organization prepared these, didn't it?

Mr. RUSSELL. No, that is the Council of Exceptional Children. But we subscribe to it.

Mr. PUCINSKI. Dr. Geer, you deserve credit for this. We are going to put these figures in the record. I think it is important to see the total picture.

(The information follows:)

EXCERPTS FROM TESTIMONY PRESENTED TO THE HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON LABOR-HEW APPROPRIATIONS REGARDING FISCAL YEAR 1970 APPROPRIATIONS FOR EDUCATIONAL IMPROVEMENT OF THE HANDICAPPED

For the past ten years the Congress has taken positive steps to aid state and local efforts to extend education to over 6,000,000 handicapped children. The failure of the fiscal year 1970 budget to meet the growth needs of these programs will seriously impair their development. These facts were presented to the House of Representatives Subcommittee on Labor-HEW Appropriations on June 4, 1969 by William C. Geer, Executive Secretary of The Council for Exceptional Children, in behalf of The Council, a professional organization of 38,000 special educators, the Alexander Graham Bell Association for the Deaf, Inc., the American Association on Mental Deficiency, the American Foundation for the Blind, and United Cerebral Palsy Associations, Inc.

Of the 6,000,000 handicapped children in the Nation only $\frac{1}{3}$ are receiving special education services. Handicapped children are legally defined as "mentally retarded, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired."

The consequences to society for the failure to educate these children is great. The Kerner Commission on Civil Disorders reported a 1963 survey of teachers in the Chicago Public Schools which noted that "The condition creating the highest dissatisfaction among teachers was the lack of adequate treatment of maladjusted, retarded, and disturbed pupils." It is expected that many of these children without appropriate educational services may require institutionalization at a cost of over \$200,000 per child as opposed to an anticipated cost of \$20,000 for a complete education program.

The handicapped in their quest to achieve the benefits of our society ask little more than equality of opportunity and yet, they continue to experience, as have many minority groups, exclusion. Senator Dole of Kansas, a handicapped person himself, described vividly this exclusion:

"Maybe not exclusion from the front of the bus, but perhaps from even climbing aboard it. Maybe not exclusion from pursuing advanced education, but perhaps from experiencing any formal education; maybe not exclusion from day to day life itself, but perhaps from an adequate opportunity to develop and contribute to his or her fullest capacity."

Since 1958, Congress has passed nine major programs designed specially for the handicapped including: preschool education, teacher training, regional centers for the deaf-blind, centers for educational diagnosis, media and materials, recruitment of teachers, information services to parents, research, and a general state formula for program development. The total authorization for these nine programs administered by the Office of Education amounts to slightly over \$300 million. The fiscal year 1970 budget request for these programs is \$85.85 million. This represents approximately 27% of the total authorization (See Attachment I).

Even more dramatically, the fiscal year 1970 budget request represents only about \$14.30 for every handicapped child in the country. The full funding of these programs would provide \$50 per handicapped child. Although \$50 does not sound like much money it may be the critical determinant as to whether a child will receive an education or not. We need over 325,000 specially trained teachers, but only 83,000 are now available; there are 6,000,000 handicapped children, but 2 out of 3 are not receiving the services they need, and yet the two major programs attacking this problem—teacher training under PL 85-926 and grants-in-aid to the states under Title VI-A of the Elementary and Secondary Education Act have been held to last year's level of funding. If no increases are provided growth in these areas will be dealt a serious blow.

The following is a review of education programs for the handicapped administered by the Bureau of Education for the Handicapped in the US Office of Education and CEC's recommendations regarding their funding for fiscal year 1970.

TITLE VI-A GRANT-IN-AID TO THE STATES

Title VI-A of the Elementary and Secondary Education Act of 1965 has been described as one of the only true Federal general support programs in education. The law requires states wishing to participate to establish priorities by plan and provide funding on a general grant basis. The minimal funding of Title VI-A over the past three years (See Attachment III) has brought to fruition complete and comprehensive state plans.

For fiscal year 1969, \$16.5 million was authorized for title VI-A, but only \$29.25 million was appropriated, 18% of the authority. For fiscal year 1970 the budget request holds title VI at last year's level as opposed to a higher authorization of \$200 million or less than 14% of the authority. This would mean that again, as last year, one half of the states would receive less than \$500,000; thirteen states less than \$150,000; and six states only \$100,000 (See Attachment III). Such minimal funding makes the necessary massive attack impossible to achieve. The amount requested by the Administration for fiscal year 1970 when divided among the six million for whom it was intended means that the Federal Government is providing \$4.85 to help each handicapped child receive an education when reports clearly indicate that the education of a handicapped child costs from 1½ to 4 times the amount of educating an average child.

New title VI programs: Regional resource centers, deaf-blind centers, recruitment and information

There are other important authorities under title VI that were established by the 90th Congress: Regional Resource Centers, Deaf-Blind Centers, and a Recruitment and Information Program.

Regional resource centers and deaf-blind centers

Congress, realizing the necessity for a substantial pupil population in order to provide a comprehensive special education program, authorized the establishment of Regional Resource Centers to provide education evaluation and prescription and regional education. However, since this program was authorized in 1967 less than \$0.5 million has been appropriated for its implementation (see Attachment I).

At the same time the Congress was cognizant of the impact the Rubella epidemic of 1964 had on this nation. It is estimated that at least 40,000 or one percent of all children born that year suffered from severe multiple handicaps. The Congress did anticipate the problem by providing authority for the establishment of regional centers for the education of children who are both deaf and blind. However, to date no centers have become operable although the children have reached school age, because of the minimal funding provided (See Attachment I).

We understand that these programs will be initiated shortly; however we are not optimistic about fiscal year 1970 since only \$4 million for the operation of these two programs has been requested. We urge that full funding of \$17 million be provided for these programs.

Recruitment and information

The third new authority established a program for recruiting personnel for special education and dissemination of information concerning educational programs for handicapped children.

Based on 1965-66 statistics the fifty States indicated a need for 325,000 additional teachers and administrators to provide educational services for handicapped children. Because of increasing competition from other fields and a general lack of awareness on the part of the public to career opportunities in working with the handicapped, a greater concerted effort must be waged if we are ever going to decrease the gap between children's needs and personnel available. This program we believe offers the opportunity to provide a major attack on this problem.

In addition, a continuing problem has been the fact that parents of handicapped children have not known where to turn to find out where services for their children are available. Less than ½ of the 23,000 school districts of this nation offer services to handicapped children. For this reason, the mobility of parents of handicapped children is often severely limited. This program if conducted in close coordination with state and local education agencies and professional and lay organizations will be of major significance in attacking two of the major problems facing handicapped children and their parents. The \$0.5 million requested for this program represents a 100% increase over 1969. However, it is only 50% of the authorization of one million dollars (See attachment I). It is hard for us to believe that this program for which only \$1 million is needed still remains at such a low level of appropriation request.

Handicapped children's early education assistance act—PL 90-538

The second session of the 90th Congress passed PL 90-538, the Handicapped Children's Early Education Assistance Act for the purpose of establishing experi-

mental and demonstration centers throughout the nation for the education of preschool handicapped children.

Congressman Hugh L. Carey of New York described the aim of the act in the following manner:

"The Handicapped Children's Early Education Assistance Act is a significant step. It focuses attention on the most critical years for development of the intellectual and emotional facets of a child. If we are to prevent the situation of a child entering first grade, already sadly lacking in language development, in interpersonal skills, in familiarity with basic information, then we must vigorously pursue effective preschool education for handicapped children."

Congressman William H. Ayres of Ohio noted the timeliness and impact of its provisions:

"I believe that there is a body of sound research which indicates that the right intervention in the life of the young handicapped child, while it may not prevent the handicap, can prevent many of the disabling and dependency-producing consequences of the handicap in later life. Our task is now to find how the knowledge gained from research can be put into practice with maximum effort per dollar expended. The Handicapped Children's Early Education Assistance Act is designed to do just this—to try out and evaluate the various ways of reaching young children such as the retarded, or blind, or deaf, or cerebral palsied, and their parents. It is, therefore, timely."

It is our belief that an intensive thrust in the area of preschool education for the handicapped may prevent or ameliorate many handicapping conditions and thus enable many children to profit from normal education programs. The budget request for fiscal year 1970 is only \$3 million although \$10 million has been authorized (See Attachment I). This small request will delay the ability of this program to effectively get off the ground. We urge that the full \$10 million be provided for fiscal year 1970.

Training of special education personnel

The passage of Public Law 85-926, as amended by Title III of Public Law 88-164, laid the foundation for insuring that handicapped children would be instructed by teachers and other specialists that were adequately trained. The promise of this law has continued to be realized ever since its passage and in the past year the number of qualified and currently employed special educators has increased by 14,000 persons to a total of 83,800.

The Division of Training of the Bureau of Education for the Handicapped has been utilizing its resources to attack the problem from a number of complementing avenues. In the past ten years approximately 44,000 teachers have received training under this act. Special study institutes have been used not only to improve the skills of the teachers of the handicapped, but also begin the training of teachers of regular children who are continuing their teaching careers in special education.

Despite this promising picture of program growth and the increasing availability of trained personnel, there still remains a vast number of children not receiving the opportunity for equal education. Surveys conducted during the current school year indicate that over 3,200,000 handicapped children are not receiving needed educational services. As mentioned earlier, over 300,000 special education teachers and specialists are needed to staff programs. It should be added that these personnel estimates include the very conservative attrition figures of 8%.

We are disappointed that the budget requests show no increase in appropriation for the Bureau of Education for the Handicapped's training authority (See Attachment I). We are afraid that due to rising costs, this will result in a decrease in the basic support program and bring a halt to the forward thinking prototype programs. It is urgent that substantial increases be provided to enable the continued growth of this program. (A breakdown of the impact of this program on a state by state basis can be found in Attachment IV.)

Research

In 1963 Congress made one of its major commitments to improving education of handicapped children when it developed Public Law 88-164 a major effort to support research of the unique learning modes of handicapped children. Since the passage of the law, over \$40 million has been expended on this program. We commend the Congress and past and present Administrations for the support that has been given to this program, and urge that the present budget request

be maintained and that when greater financial resources become available, full funding be given this program (See Attachment I). The Division of Research supports five basic forms of research: applied research demonstration, dissemination, curriculum development, and media development.

THE INSTRUCTIONAL MATERIALS CENTERS AND INFORMATION NETWORK

In the area of demonstration the Division of Research has been administering a major operational program which we believe is having a major impact on services for handicapped children—the Instructional Materials Center Network. Their emphasis is upon making instruction more effective and efficient through improved instructional procedures, media, and materials. The centers constitute a national network that now includes the fourteen regional Instructional Materials Centers concerned with all categories of handicapped, the four Regional Media Centers specifically concerned with captioned films and other materials for the deaf, the Clearinghouse for Exceptional Children located at The Council for Exceptional Children headquarters in Washington, D.C., and 145 affiliate centers established through state departments of education, colleges and universities, and local communities. These interdependent units have made important headway in bringing about interstate and institutional cooperation and coordination. They are significantly reducing the lag-time between research and practice and are improving the teachers' information about and access to valuable instructional materials and media. As a measure of the success of this matter, 35,000 teachers have already made 75,000 checkouts of the 73,000 items now held by the centers.

Aid to State supported schools and institutions

Public Law 89-313 provides financial assistance to state agencies for the education of handicapped children in state supported schools and institutions. Agencies eligible to participate include not only state education agencies, but also departments of health, welfare, mental hygiene, and others directly responsible for free public education of handicapped children. For many of these severely handicapped children this is their opportunity to partake in the challenges of education. It is estimated that in 1966 there was estimated to be over 131,000 handicapped children eligible to benefit under PL 89-313. In FY 1969 there was estimated to be over 140,000 handicapped children in state schools and institutions. Education services financed under PL 89-313 were extended to 96,499 children or approximately 68%. In 1966 there were 430 schools participating; today that number has grown to 931. (See Attachment V).

PL 89-313 has become the major vehicle for providing education to handicapped children in state supported schools and institutions. The Congressional commitment to funding this program has enabled the institutions to plan ahead and to hire necessary staff. The staff, in particular, is most difficult to obtain. Public Law 89-313 has demonstrated clearly that handicapped children, no matter how severely handicapped, can profit from education.

Personnel training and research on physical education and recreation for the handicapped

Last year the 90th Congress added Title V to Public Law 88-164, the Mental Retardation Facilities and Construction Act, to fill a serious gap in programs for the handicapped. Testimony before the Congress pointed out the important role of physical education and recreation in the life of the handicapped and the serious lack of research in this area.

Last year this Committee provided \$600,000 to initiate this program. The administration budget request holds fiscal year 1970 funding at last year's level (See Attachment I). We recommend full funding of \$3 million for this needed program.

CONCLUSION

We are again disheartened by the fact that the administration has failed to place these programs, which in many cases determine whether a child will receive an education or not, in high priority. We must once again return to the Congress who has given these programs life to urge your assistance in making them an operational reality. It is difficult for us to imagine that \$50 per child is too much to ask for. We hope that we will not have to tell the six million handicapped children of this country and their families that the Federal Government was unable to make this small investment.

ATTACHMENT I

FISCAL YEAR 1970 BUDGET FOR EDUCATIONAL IMPROVEMENT OF THE HANDICAPPED

[In millions]

Program	Authority	Purpose	1969 appropriation	1970 budget request	1970 increase	1970 authorization	Percent authorization requested
Grants to States.....	Public Law 89-10 (title VI) as amended by 89-750.	Grants to States to initiate, expand, and improve programs and projects for education of the handicapped.	\$29.25	\$29.25	0	\$200	14
Regional resource centers.....	Public Law 89-10 (title VI) as amended by 90-247.	To create regional resource centers to provide educational evaluation and assistance in developing educational strategies for handicapped children.	.5	2.0	\$1.5	10	20
Education of deaf-blind children..	Public Law 89-10 (title VI) as amended by 90-247	To provide for the establishment and operation of centers for children who are both deaf and blind.	1.0	2.0	1.0	7	28
Recruitment and information.....	Public Law 89-10 (title VI) as amended by 90-247.	To provide programs to recruit personnel in special education and to disseminate information on programs in the field and the public.	.25	.5	.25	1	50
Educational media for the handicapped.	Public Law 85-905 as amended by 90-247.	Originally to provide films and other educational media for the deaf loan service of materials and research and training in the use of media. Now expanded to all areas of the handicapped.	4.75	4.75	0	10	48
Personnel training.....	Public Law 85-926 as amended.	To provide fellowships, traineeships and institutes for the training of professional personnel for education of the handicapped.	29.7	29.7	0	55	54
Research and demonstration.....	Public Law 88-164 (title III) as amended.	To support research and demonstration projects on the education of handicapped children.	12.8	14.05	1.25	18	78
Training and research in physical education and recreation.	Public Law 88-164 as amended by 90-170 (title V).	To provide a system of personnel training and research in physical education and recreation for handicapped children.	.6	.6	0	3	20
Preschool education.....	Public Law 90-538.....	To provide grants for research and demonstration projects relating to preschool and early childhood education.	1.0	3.0	2.0	10	30

ATTACHMENT II
OVERVIEW OF SPECIAL EDUCATION NEEDS—CHILDREN, PERSONNEL, AND MONEY

	Estimated number of hand-capped children ¹	Number of hand-capped children served ¹	Number of hand-capped children not served ¹	Percent receiving services ¹	Number receiving services under VI-A ²	Percent receiving title VI-A services ²	Total per-sonnel re-quired ¹	Total per-sonnel employed ¹	Per-sonnel unavail-able ¹	Percent of per-sonnel unavail-able ¹	Per-sonnel employed under VI-A ²	State funds spent ¹	Title VI-A ap-propriation ²	Funds still required ¹
Total.....	6,129,018	1,689,782	4,439,236	72	53,738	0.90	413,014	87,610	325,404	79	2,728	360,450,637	\$14,250,000	\$2,749,447,448
Alabama.....	184,622	8,912	175,710	95	1,994	1.00	16,141	586	15,555	95	86	2,704,861	263,547	122,627,600
Alaska.....	2,347	949	1,397	79	1,568	24.00	1,423	74	1,394	82	22	3,373,390	100,000	4,213,364
Arizona.....	37,532	9,885	27,647	68	569	3.00	1,847	582	1,265	69	12	1,166,214	103,733	10,133,741
Arkansas.....	87,105	3,835	83,270	96	3,820	0.00	2,983	182	2,795	94	15	1,362,831	137,480	25,002,000
California.....	480,974	240,825	240,149	51	3,820	0.08	32,338	12,490	19,848	61	195	70,312,597	1,106,581	161,775,751
Colorado.....	60,713	20,999	39,714	65	1,006	1.00	4,384	633	3,751	95	8	1,944,080	170,519	21,151,500
Connecticut.....	96,892	34,262	62,630	49	331	0	2,699	1,378	2,696	92	12	4,061,596	100,000	26,318,809
Delaware.....	50,334	12,836	37,497	76	331	1.00	2,799	379	2,421	85	16	2,348,931	100,000	16,438,829
District of Columbia.....	33,927	78,091	21,091	62	167	5.00	2,410	1,515	2,885	76	78	5,362,576	334,800	13,823,855
Florida.....	134,069	55,978	78,091	58	2,143	2.00	8,492	1,927	6,565	77	18	5,358,376	314,911	43,092,850
Georgia.....	118,236	24,579	93,717	79	5,747	5.00	8,492	1,927	6,565	77	18	1,856,229	100,000	3,767,971
Hawaii.....	18,522	4,457	14,065	76	54	0	1,256	301	535	60	0	414,223	100,000	4,726,775
Idaho.....	14,425	1,575	12,850	90	50	5.00	15,657	4,226	10,831	82	156	17,554,949	687,167	80,221,775
Illinois.....	270,115	119,519	150,596	56	1,362	1.00	8,039	2,028	5,353	72	156	3,691,586	343,940	16,193,100
Indiana.....	137,987	33,337	104,650	68	1,421	1.00	6,622	1,010	5,352	85	94	2,564,992	199,300	45,493,200
Iowa.....	107,541	33,171	74,370	79	1,364	1.00	4,967	569	4,095	88	13	1,632,973	156,308	23,630,700
Kansas.....	86,458	18,975	67,483	78	1,389	2.00	4,967	519	3,718	88	109	3,016,556	235,388	26,971,209
Kentucky.....	76,918	8,753	68,165	88	1,418	2.00	19,814	684	13,300	96	6	3,964,536	263,453	10,745,000
Louisiana.....	310,221	23,472	286,749	92	444	0.01	19,814	684	13,300	96	6	4,108,514	200,000	14,732,600
Maine.....	56,191	3,520	52,671	54	803	1.00	7,046	3,005	4,041	57	177	4,320,509	346,508	75,602,076
Maryland.....	89,129	44,976	44,153	50	214	1.00	7,046	3,005	4,041	57	177	22,085,860	585,544	36,278,915
Massachusetts.....	343,077	105,146	237,931	69	5,308	0	18,396	4,347	14,049	78	690	7,232,975	285,057	63,073,000
Michigan.....	128,779	33,931	94,848	74	1,315	1.00	13,443	187	13,256	99	46	4,413,368	296,211	13,222,000
Minnesota.....	99,645	3,845	95,800	96	1,772	1.80	13,443	187	13,256	99	46	4,413,368	296,211	13,222,000
Mississippi.....	146,060	41,814	104,246	71	1,387	.90	9,436	2,846	6,590	70	89	4,413,368	296,211	13,222,000
Missouri.....	146,060	41,814	104,246	71	1,387	.90	9,436	2,846	6,590	70	89	4,413,368	296,211	13,222,000

OVERVIEW OF SPECIAL EDUCATION NEEDS—CHILDREN, PERSONNEL, AND MONEY—Continued

	Estimated number of handicapped children ¹	Number of handicapped children served ¹	Number of handicapped children not served ¹	Percent receiving services ¹	Number receiving services under title VI-A ²	Percent receiving title VI-A services ²	Total personnel required ¹	Total personnel employed ¹	Percent of personnel unavailable ¹	Percent of personnel unavailable ¹	Per-sonnel employed under title VI-A ²	State funds spent ¹	Title VI-A appropriation ²	Funds still required ¹
Montana.....	21,129	1,113	20,016	95	541	2.00	1,535	180	1.355	88	3	20,080	100,000	6,877,000
Nebraska.....	51,938	8,633	43,305	83	229	0.40	2,981	302	2,679	90	12	949,000	100,364	39,238,000
Nevada.....	12,006	2,568	9,438	79	0	0	1,032	264	768	74	0	2,353,118	100,000	5,731,122
New Hampshire.....	9,143	8,954	8,189	90	90	1.00	1,903	171	732	81	10	94,568	100,000	8,020,260
New Jersey.....	128,538	44,098	84,440	69	1,500	1.00	14,684	7,960	6,724	46	81	9,331,731	100,066	46,799,000
New Mexico.....	37,695	2,820	34,875	92	610	2.00	8,358	2,820	5,538	66	39	1,248,592	100,000	213,000,000
New York.....	380,338	108,238	272,100	71	2,909	0.80	18,331	7,106	11,225	61	210	41,097,045	1,075,982	31,016,754
North Carolina.....	113,850	39,029	74,821	66	4,362	4.00	6,123	1,463	4,660	76	65	7,434,678	100,000	31,016,754
North Dakota.....	36,953	6,870	30,083	81	362	1.00	1,156	276	880	76	24	333,894	100,000	460,261,500
Ohio.....	515,618	78,238	437,380	85	3,303	0.60	40,366	3,197	37,169	92	141	28,439,566	701,492	79,475,100
Oklahoma.....	131,670	11,914	119,756	91	0	0	8,767	445	8,322	95	0	852,306	169,344	9,065,677
Oregon.....	36,627	18,727	17,900	49	664	2.00	3,676	830	2,846	78	51	2,576,495	128,994	26,250,800
Pennsylvania.....	164,294	134,676	29,618	18	829	0.50	6,318	3,900	2,418	38	7	29,304,420	771,722	17,292,780
Rhode Island.....	29,230	7,051	22,179	76	114	0.40	2,544	327	2,217	88	27	53,903	100,000	22,275,600
South Carolina.....	121,452	9,047	112,405	92	78	1.00	9,345	509	8,836	95	21	1,381,740	207,146	20,000,000
South Dakota.....	27,268	3,478	23,790	87	465	2.00	1,350	174	1,176	87	6	470,903	100,000	20,000,000
Tennessee.....	87,334	32,334	55,000	63	0	0	5,280	2,280	3,000	57	69	5,831,925	273,483	354,305,520
Texas.....	592,527	94,190	498,337	84	749	1.00	40,842	3,468	37,374	91	12	19,399,164	737,950	4,000,000
Utah.....	40,334	19,977	20,357	50	1,525	4.00	1,499	749	750	50	2	3,492,421	100,000	9,920,000
Vermont.....	11,199	372	10,827	97	12	1.00	1,231	128	1,103	90	12	172,411	100,000	42,163,880
Virginia.....	106,120	27,533	78,587	74	63	0.06	7,360	2,533	4,827	65	42	1,103,741	304,744	25,000,000
Washington.....	58,748	34,856	23,892	41	759	1.00	2,223	1,642	581	26	2	16,050,613	208,605	18,590,200
West Virginia.....	50,218	5,658	44,560	89	8	0.01	4,895	529	4,366	89	47	583,067	144,955	50,073,810
Wisconsin.....	106,803	42,669	64,134	60	346	1.00	7,643	2,789	4,854	63	13	8,378,970	288,659	4,848,600
Wyoming.....	8,864	783	8,081	91	125	1.00	270	188	82	30	13	448,128	100,000	55,427,241
Other.....	85,898	1,964	83,934	98	(3)	(3)	9,050	147	8,903	98	(3)	748,687	415,049	

¹ Statistical data on State special education programs based on ESEA, title VI-A State plans, school year 1965-66.

² Statistics for title VI-A, fiscal year 1968 appropriations.

³ Not reported.

ATTACHMENT III

EDUCATIONAL IMPROVEMENT FOR THE HANDICAPPED

GRANTS TO STATES FOR PRESCHOOL AND SCHOOL PROGRAMS—TITLE VI-A, ESEA

State and outlying areas	Fiscal years—			
	1967	1968	1969	1970
Total.....	\$2, 425, 000	\$14, 250, 000	\$29, 250, 000	\$29, 250, 000
Alabama.....	43, 642	263, 547	571, 028	571, 028
Alaska.....	20, 000	100, 000	100, 000	100, 000
Arizona.....	20, 000	103, 733	224, 757	224, 757
Arkansas.....	22, 763	137, 460	297, 836	297, 836
California.....	183, 244	1, 016, 581	2, 397, 629	2, 397, 629
Colorado.....	21, 802	131, 656	285, 258	285, 258
Connecticut.....	28, 237	170, 519	369, 463	369, 463
Delaware.....	20, 000	100, 000	100, 000	100, 000
District of Columbia.....	20, 000	100, 000	100, 397	100, 397
Florida.....	56, 269	339, 800	736, 246	736, 246
Georgia.....	52, 158	314, 971	682, 447	682, 447
Hawaii.....	20, 000	100, 000	113, 023	113, 023
Idaho.....	20, 000	100, 000	116, 982	116, 982
Illinois.....	113, 791	687, 167	1, 488, 885	1, 488, 885
Indiana.....	56, 955	343, 940	745, 215	745, 215
Iowa.....	33, 084	199, 790	432, 885	432, 885
Kansas.....	25, 884	156, 308	338, 673	338, 673
Kentucky.....	38, 976	235, 368	509, 972	509, 972
Louisiana.....	43, 627	263, 453	570, 824	570, 824
Maine.....	20, 000	100, 000	153, 967	153, 967
Maryland.....	37, 745	227, 938	493, 874	493, 874
Massachusetts.....	57, 380	346, 508	750, 780	750, 780
Michigan.....	96, 963	585, 544	1, 268, 699	1, 268, 699
Minnesota.....	42, 236	255, 057	552, 633	552, 633
Mississippi.....	30, 547	184, 471	399, 693	399, 693
Missouri.....	49, 051	296, 211	641, 800	641, 800
Montana.....	20, 000	100, 000	112, 296	112, 296
Nebraska.....	20, 000	100, 364	217, 458	217, 458
Nevada.....	20, 000	100, 000	100, 000	100, 000
New Hampshire.....	20, 000	100, 000	100, 000	100, 000
New Jersey.....	66, 249	400, 066	866, 823	866, 823
New Mexico.....	20, 000	100, 000	175, 883	175, 883
New York.....	168, 177	1, 075, 982	2, 331, 331	2, 331, 331
North Carolina.....	61, 539	371, 623	805, 195	805, 195
North Dakota.....	20, 000	100, 000	109, 151	109, 151
Ohio.....	116, 164	701, 492	1, 519, 923	1, 519, 923
Oklahoma.....	28, 043	169, 344	366, 917	366, 917
Oregon.....	21, 328	128, 794	279, 058	279, 058
Pennsylvania.....	127, 793	771, 722	1, 672, 090	1, 672, 090
Rhode Island.....	20, 000	100, 000	127, 696	127, 696
South Carolina.....	34, 302	207, 146	448, 822	448, 822
South Dakota.....	20, 000	100, 000	113, 577	113, 577
Tennessee.....	45, 287	273, 483	592, 555	592, 555
Texas.....	122, 201	737, 950	1, 598, 917	1, 598, 917
Utah.....	20, 000	100, 000	165, 614	165, 614
Vermont.....	20, 000	100, 000	100, 000	100, 000
Virginia.....	50, 464	304, 744	660, 289	660, 289
Washington.....	34, 544	208, 605	451, 985	451, 985
West Virginia.....	24, 004	144, 955	314, 074	314, 074
Wisconsin.....	47, 801	288, 659	625, 438	625, 438
Wyoming.....	20, 000	100, 000	100, 000	100, 000
Outlying areas and BIA.....	72, 750	415, 049	851, 942	851, 942

ATTACHMENT IV

TRAINING OF PERSONNEL FOR THE HANDICAPPED, PUBLIC LAW 85-926, FISCAL YEAR 1968

DISTRIBUTION OF GRANTS, AND PERSONNEL NEEDED AND TRAINED

	State agencies		Institutions		Total		Personnel unavailable
	Amount	Trainees	Amount	Trainees	Amount	Trainees	
Total	\$4,736,598	8,293	\$19,583,376	4,977	\$24,499,974	13,270	325,404
Alabama	94,832	124	330,379	97	425,211	221	15,555
Alaska	49,391	33	0	0	49,391	33	349
Arizona	67,855	107	342,800	78	410,655	185	1,285
Arkansas	72,193	72	268,300	100	340,493	172	2,778
California	152,073	1,205	1,382,306	320	1,534,379	1,525	19,849
Colorado	73,135	165	602,000	135	675,135	300	3,751
Connecticut	85,572	183	340,698	67	426,270	250	2,886
Delaware	52,723	185	53,000	10	105,723	195	2,221
District of Columbia	56,943	75	397,504	112	454,447	187	1,793
Florida	127,442	163	550,950	152	678,392	315	2,895
Georgia	107,608	245	394,217	88	501,825	333	6,565
Hawaii	55,644	174	60,100	13	115,744	187	755
Idaho	55,405	30	77,750	26	113,155	56	535
Illinois	151,600	76	1,059,567	285	1,211,167	361	10,831
Indiana	114,672	251	348,400	83	463,072	334	6,523
Iowa	84,556	250	258,600	59	343,156	309	5,612
Kansas	77,356	210	525,302	128	602,658	338	4,095
Kentucky	90,413	54	158,000	39	248,413	93	3,778
Louisiana	95,876	182	153,900	41	249,776	223	19,130
Maine	59,540	72	63,600	12	123,140	84	2,825
Maryland	95,510	183	261,100	56	356,610	239	4,041
Massachusetts	118,924	29	817,900	226	936,824	255	(1)
Michigan	151,443	244	1,223,441	315	1,374,884	559	14,049
Minnesota	95,905	296	476,995	112	572,900	408	8,918
Mississippi	78,217	185	172,600	33	250,817	218	13,256
Missouri	107,217	55	462,890	107	570,107	162	6,590
Montana	55,546	30	116,550	36	172,096	66	1,355
Nebraska	66,218	289	117,720	18	183,938	307	2,679
Nevada	51,749	91	14,000	0	65,749	91	768
New Hampshire	55,123	41	5,900	3	61,023	44	732
New Jersey	141,346	111	351,200	79	492,546	190	6,724
New Mexico	59,936	38	218,600	56	278,536	94	5,538
New York	152,073	403	2,068,154	502	2,220,227	905	11,225
North Carolina	115,287	195	175,900	53	291,187	248	4,660
North Dakota	54,826	192	115,500	39	170,326	231	880
Ohio	151,712	516	541,900	129	693,612	645	37,169
Oklahoma	80,179	55	259,250	62	339,429	117	8,322
Oregon	71,631	91	622,700	147	694,331	238	2,937
Pennsylvania	152,073	97	999,670	255	1,151,743	352	2,418
Rhode Island	58,199	19	76,600	22	134,799	41	2,217
South Carolina	81,619	65	58,500	5	140,119	70	8,836
South Dakota	55,306	16	51,600	17	106,906	33	1,176
Tennessee	99,970	51	608,686	177	708,656	228	3,000
Texas	152,073	285	1,002,364	293	1,154,437	578	37,374
Utah	59,653	134	229,900	89	289,553	223	750
Vermont	51,325	64	15,900	3	67,225	67	1,103
Virginia	108,017	71	303,594	77	411,611	148	4,827
Washington	87,590	83	210,400	41	297,990	124	581
West Virginia	71,243	26	112,400	28	183,643	54	4,366
Wisconsin	104,065	280	460,289	131	564,354	411	4,854
Wyoming	50,280	24	34,300	6	84,580	30	82

¹ Not reported.

ATTACHMENT V

HANDICAPPED CHILDREN RECEIVING SERVICES UNDER PUBLIC LAW 89-313, FISCAL YEAR 1969¹

	Total		Visually handi- capped	Deaf	Mentally retarded	Crippled special health	Emotionally disturbed
	Allocation	Pupils					
Total	\$29,742,618	96,499	7,499	18,244	53,756	4,062	12,928
Alabama	332,625	1,198	241	467	490		
Alaska							
Arizona	241,556	870	111	220	388	68	83
Arkansas	354,004	1,275	165	334	717	23	36
California	999,012	3,447	146	1,046	1,485	76	724
Colorado	668,581	2,408	84	181	1,978		165
Connecticut	854,767	2,552	114	587	1,673	72	106
Delaware	314,404	903	41	75	515	110	167
District of Columbia	354,621	1,034	40	156	535	217	86
Florida	698,290	2,515	218	433	1,715		149
Georgia	294,587	1,061	194	502	298		67
Hawaii	149,538	490	17	103	196	122	52
Idaho	91,347	329	28	122	179		
Illinois	760,735	2,513	198	442	1,017	89	767
Indiana	909,026	3,274	176	605	2,022	116	355
Iowa	410,089	1,477	160	310	816	55	136
Kansas	455,566	1,589	144	300	624	28	417
Kentucky	228,506	823	140	376	383		
Louisiana	740,770	2,668	227	462	1,618	202	159
Maine	130,218	469	65	137	174	68	25
Maryland	376,775	1,228	226	282	395		325
Massachusetts	1,258,961	4,145	217	871	1,431	358	1,268
Michigan	1,472,757	4,872	308	438	2,777	244	1,105
Minnesota	825,404	2,626	93	284	1,918	101	230
Mississippi	139,103	501	155	298		48	
Missouri	1,108,379	3,992	184	337	3,002		469
Montana	163,042	583	36	71	476		
Nebraska	219,621	791	81	156	419	16	119
Nevada	20,367	69	6	20	41	2	
New Hampshire	198,242	714	16	111	385	33	169
New Jersey	1,561,753	4,407	112	496	2,918	233	638
New Mexico	231,560	834	141	226	388	54	25
New York	3,806,672	8,136	483	1,578	4,182	189	1,704
North Carolina	907,916	3,270	372	827	1,821		250
North Dakota	137,437	495	34	84	376		
Ohio	454,513	1,637	183	241	1,000		213
Oklahoma	277,095	998	110	342	528		18
Oregon	347,218	1,099	101	279	537	108	74
Pennsylvania	2,346,496	7,958	567	1,077	4,424	611	1,279
Rhode Island	184,355	633	35	84	338	15	161
South Carolina	299,029	1,077	144	309	604	20	
South Dakota	127,164	458	54	121	180	103	
Tennessee	375,938	1,354	219	369	439	1	326
Texas	915,412	3,297	229	669	1,965	45	389
Utah	315,966	1,138	71	231	762		74
Vermont	217,955	785	23	70	543	109	40
Virginia	473,671	1,706	254	508	614	256	74
Washington	870,068	2,901	138	299	2,419	33	12
West Virginia	212,125	764	126	212	262		164
Wisconsin	552,981	1,838	172	172	1,245		249
Wyoming	84,581	284		41	213		30

¹ Allocation and Children by Type of Handicap, Funded Under Public Law 89-313 Amendment to Title I, ESEA—Fiscal Year 1969."

Mr. RUSSELL. Mr. Pucinski, I have a comment, if I could make it, on the matter of visibility where you mentioned the importance that this category of handicapped be more visible.

Ultimately, what we would hope would happen would be that it would stimulate the action in the State departments of education. Another study of the Council for Exceptional Children that I have mentioned in my testimony here indicates that only 12 States now provide for the child with learning disabilities in one diagnostic term or another.

Only six of these States have mandatory requirements, and only one specifies the type of program. This is California.

In the State of California, last year there were 28,500 youngsters receiving services which amounts to seven-tenths of 1 percent of their child population. We see these bills as being a potent stimulus, a catalytic action, on the State departments of education.

Mr. PUCINSKI. I think you make a very strong point, Mr. Russell, and perhaps it may well be the convincing argument. That is one reason I am so disappointed with the Bureau of the Budget's position and to some limited extent the position of Dr. Gallagher.

This bill does nothing more than repeat the historic role of the Federal Government in trying to provide leadership, innovation and stimuli to local communities and State governments to pick up the programs. And I think that is all it intends to do. It does not intend that the Federal Government assume the responsibility for this program. I agree with Mr. Quie, that when the act comes up for renewal, we will all take a serious look at its provisions.

If there is enough momentum in the States and if there is enough momentum in the local communities and in the universities, as Mr. Gartner pointed out, it is entirely possible that we will want to include it with the other programs.

Mr. RUSSELL. There are large areas throughout this country that this child is absolutely unknown as far as a category of handicapped.

Mr. QUIE. If the gentleman will yield, I think the problem of the Bureau of the Budget is that they have never had the opportunity to listen to people like yourself and those we heard the other day. Evidently he doesn't have anybody there who has expertise or who has had experience with learning disabilities to know what can successfully be done. They probably would have had a different point of view.

This is why in the type of government we have, that the Congress is an important part. We don't have to follow the Bureau of the Budget. Congress doesn't have to follow the administration. We are going to do what we believe in our judgment is best.

So, we have this means for people to come to testify in favor of legislation.

Mr. PUCINSKI. Mr. Kirk is an old hand at this. I think the point that Mr. Quie makes again dramatizes the need for this legislation because while it is true that the Bureau of the Budget does not get a chance to hear witnesses, the appropriations subcommittee does.

So, if you have a specific category here, sooner or later you are going to request to be heard by the appropriations subcommittee. At least you do have a second opportunity to persuade Mr. Flood and his colleagues of the necessity and validity of this appropriation.

Mr. KIRK. Mr. Pucinski, at the main meeting of the National Advisory Committee, which consists of six professionals and six lay people from around the country, we met with the Bureau on this problem and we heard the arguments of the administration about consolidation and the arguments that we hear here at the time. At the conclusion of listening to this testimony at the National Advisory Committee, we did pass a resolution saying that we endorse this bill as a separate category. This is a group of people that is set up by Congress to not have to listen to the Budget Bureau other than to tell you what we think from the outside should be done in the area of the handicapped.

I want to emphasize that point, that we have heard these arguments and still endorse this bill as the bill.

Mr. PUCINSKI. If there is no objection, we will put that report at the conclusion of your testimony.

Mr. QUIE. Will it be ready?

Mr. KIRK. Yes; I have the resolution.

Mr. QUIE. Yes, but is the whole report ready?

Mr. KIRK. No; it is not yet ready. The resolution is ready and the statement about learning disabilities. We will include the whole two-page report, about this problem.

Mr. PUCINSKI. Is there anything else that anybody wants to add to what we have not covered?

Mr. RUSSELL. I have some letters from some of our parents addressed to the subcommittee.

Mr. PUCINSKI. Without objection, we would like to put those in the record, too.

(The letters referred to follow:)

FORT WORTH STAR-TELEGRAM,
June 19, 1969.

TO WHOM IT MAY CONCERN,
House of Representatives,
Washington, D.C.

DEAR SIR: Support for H.R. 9065, providing funds for attacking the problem of learning disabilities in children, is urgently requested.

The authorities in this field now estimate that 20% of all school age children suffer some degree of perceptual, conceptual, or emotional handicap that makes learning difficult or impossible by normal teaching methods. This nation can not afford to ignore the possible loss of such a significant part of its educational potential.

The problems of delinquency, crime and poverty are the consequence of ignoring the needs of these children, so normal and yet so handicapped. There is no doubt that there is a great savings in dollars and human values in attacking this problem at its source rather than paying for the consequences. Therefore, I urge your support of this bill.

Yours very truly,

FAIRES KUYKENDALL,
Circulation Director.

SPRING BRANCH ASSOCIATION FOR
CHILDREN WITH LEARNING DISABILITIES,
Houston, Tex., June 16, 1969.

TO WHOM IT MAY CONCERN,
*House of Representatives,
Washington, D.C.*

I urge your full support of House Bill 9065, a companion bill to Senate Bill 1190, major legislation for children with learning disabilities, introduced in the Senate by Senator Ralph Yarborough of Texas.

I have worked with learning disabled children for eight years and can testify to the need for early identification and remediation for these youngsters. Unquestionably, with proper help and training, these children can be maintained in a regular classroom situation, thus saving the taxpayer the high cost of special classrooms.

We are asking for help for the learning disabled child now so that he can become a contributing member of society rather than a burden and an expense upon it.

Please study this bill and its ramifications carefully, and I am sure you will then be ready to lend your support.

Sincerely,

BETTY LOU KRATOVILLE.

OKLAHOMA CITY, OKLA.,
June 18, 1969.

TO WHOM IT MAY CONCERN,
House of Representatives.

GENTLEMEN: Please vote for and pass Bills S. 1190, H.R. 9065 and H.R. 8660. Please fund them. As a parent of a Learning Disability Child, I urge you to support these bills.

Sincerely,

Mrs. CHERRY B. TAYLOR.

OKLAHOMA CITY, OKLA.,
June 23, 1969.

HOUSE OF REPRESENTATIVES,
Washington, D.C.

DEAR SIR: As parents of a learning disabilities child, we strongly urge you to support:

1. Senate Bill #1190
2. H.R. #9065
3. H.R. #8660

Please vote for and fund these bills.

Sincerely yours,

Mr. & Mrs. ROBERT D. HOEY.

To Whom It May Concern:

As parents of a Learning Disability Child we strongly urge your support of H.R. 9065, H.R. 8660 to aid these children in their unique needs.

Please vote for and fund these bills.

Sincerely,

Mr. and Mrs. D. W. MOFFETT.

JUNE 16, 1969.

House of Representatives:

As parents of a Learning Disability Child, we strongly urge your support of S. 1190, H.R. 9065, and H.R. 8660 to aid these children in their unique educational needs.

Please vote for and fund these bills for these future adults of American society.

Thank you,

Mr. and Mrs. JOHN JEDD,
*President, Parent's Auxiliary,
Central Oklahoma Council for
Children With Learning Disabilities, Inc.*

OKLAHOMA CITY, OKLA.,
June 28, 1969.

To Whom It May Concern:

I would like to urge your support of the bill giving aid to classes for children with Learning Disabilities.

I know personally how badly this group needs help. Having taught school for nine years before Perceptually Handicapped children were identified, as such, and methods developed for helping them, I can surely appreciate the help they are now able to receive. I had children with low I.Q.'s that you could understand and apply work to their ability. However, there were others with average or even way-above average intelligence that still could not do work that I knew they should be capable of doing.

Now I have a son who rates high in I.Q., but had extreme difficulty in much of his work, the first four years in regular classrooms. Repeated failure and ridicule by classmates, who classified him as retarded, caused him to hate school and develop emotional problems. A Counsellor suspected him as being Perceptually Handicapped and recommended we take him to the Child Study Center for diagnosis. They placed him in a Special class for Learning Disabilities, where he has made much improvement the last two years. Here he was able to succeed instead of feeling defeat. These children all vary in how they are affected. He has always been an excellent reader, and scores a year and a half above his grade. His problem is the ability to put on paper what he knows, and visual-motor co-ordination. The teacher has to work with each child individually, which they are unable to do in regular classes. Because of this and the emotional make-up of the Perceptually Handicapped, the classes must be kept small and the teacher must have special training. The materials and equipment needed for these classes are very expensive, and many classes are having to do without valuable teaching aids.

The most rewarding aspect of this group is that after three years or so of special help, many of these children have been, and will be able, to go back to regular classrooms, and to work toward a fruitful life as an adult.

Please do what you can in getting aid for these classes.

Sincerely,

Mrs. H. CARTER MOODY.

SPRING BRANCH ASSOCIATION FOR
CHILDREN WITH LEARNING DISABILITIES,
Houston, Tex., June 7, 1969.

To Whom It May Concern:

In this age of space exploration, organ transplants, and highly specialized technology, we seem to have a greater tendency to take the various facets of everyday living for granted. A good example of this is the twenty to twenty-five percent of the regular classroom children in the primary grades who have average or above average intelligence but do not have the basic learning readiness required for academic success. This is not necessarily restricted to the environmentally deprived children but includes children from all economical and social brackets. Although numerous labels have been attached to this particular child, because of the many variations of professional and paraprofessional diagnosis, learning disabilities is the common and popular terminology presently used, and under which other labels may be subheaded.

The child with learning disabilities as defined by T.A.C.L.D. in developing recommendations for Texas legislation is "any child with essentially normal mental ability, and emotional stability without gross visual and/or auditory handicaps, who presently manifests significant and specific deficits in essential learning processes which preclude his being adequately educated in the regular classes of the schools without the provision of special services."

Society has always had a high percentage of children with learning disabilities but unfortunately in the past it has either ignored them or has remarked that "the child will outgrow the problem." The problem cannot be "outgrown" and discarded like a pair of pants but is usually an integral part of the whole child throughout life. The learning disabilities often create secondary emotional problems in the form of frustration, anxiety, and a reduction in self-confidence. Some children have the stamina to succeed in life despite their ambiguous learning disabilities. The question I frequently ask is: What is the percent of potentially successful individuals with learning disabilities who never taste or sample success?

Analyzing cases of juvenile delinquency might give us significant insight in answering such a question. Of 350 cases handled in a Tennessee juvenile court, ninety percent had a record of poor school work. A frequent pattern: trouble in school, truancy, and finally serious antisocial behavior.

What can be done to aid the child with learning disabilities? Much research in educational training is required before adequate approaches for children with learning disabilities can be included in public education.

Senator Ralph Yarborough, chairman on the committee of labor and welfare, has introduced Senate Bill 1190 that would greatly aid the child with learning disabilities. This bill will provide funds over a three year period in the areas of research, training, and the establishment of model cities. Companion Bill 9065 has been introduced in the House of Representatives. On the behalf of the Spring Branch Association for Children with Learning Disabilities (SBACLD), I would like to express our 100 percent support for legislation that would enhance children with learning disabilities. In supporting the bills mentioned above, we cannot emphasize enough, the necessity for immediate aid for the child with learning disabilities.

Respectfully,

Dr. CRAIG WALLACE, *President.*

Re S. 1190, H.R. 9065, H.R. 8660.

MEMBERS OF THE CONGRESSIONAL SUBCOMMITTEES,
Washington, D.C.

GENTLEMEN: I am interested in the appropriation of funds for Children with Learning Disabilities.

I understand the above bills are being considered. I am hopeful that these will be passed for the benefit of parents of children with these disabilities.

Thank you.

Sincerely,

Mrs. JOHN BREKEL.

WINNIE, TEX.

MEMBERS OF THE CONGRESSIONAL SUBCOMMITTEES,
Washington, D.C.

GENTLEMEN: I learned today that committees of the House and Senate are considering legislation to appropriate money for training children with learning disabilities. I find myself in full support of this program.

Realizing that with this special training, these children can be taught techniques which would enable them to return shortly to public schools. With this problem our children have and will develop many psychological problems. I feel this special training would give them an opportunity to function in a normal fashion.

Please consider this bill one of vital importance because it is to our children.

Mr. and Mrs. RONALD J. GIROUARD.

JUNE 6, 1969.

HOUSE OF REPRESENTATIVES.

DEAR SIR: I am in favor of the House passing a bill to help our children with a learning disability in the Chambers County district. We are very much in need of this program in our schools.

Sincerely,

NOLA D. HAINS.

HAMSHIRE, TEX.

To Whom It May Concern:

I am writing in favor of the bill to appropriate funds to help children with learning disabilities. I think this would be a great stride forward in public education. These children need our help if they are going to develop into responsible citizens.

I think this one thing would greatly decrease the great number of school dropouts. We have a campaign going to help the school dropouts. If we could help half of them in grammar school, the benefits would be far greater.

I am sure I have left out the most important reasons in this feeble attempt. Please do not overlook this matter, it is very important to everyone. But especially to the children who have to cope every day in a world they can't handle.

Mrs. GERALD J. BRAQUET.

HOUSTON, TEX., May 30, 1969.

GENERAL SUBCOMMITTEE ON EDUCATION,
House of Representatives.

LADIES AND GENTLEMEN: I wish to testify in writing concerning the pending legislation, House Bill HR 8660, covering the establishment of training, model centers, research, and funds to aid in the rehabilitation of children with learning disabilities.

I am not an expert in the field, however, I have a son who is minimally brain injured, hence my interest.

Although on the surface it might appear that the problems of brain injured children are rather specialized and not a problem of national concern. Nothing could be farther from the truth. Not only are these problems national in scope but the implications of their solution addresses problems in several other areas.

Studies have shown that there may be as many as one child in five with some degree of brain injury. Therefore, the problem is much more general than is generally known. The first problem that must be faced is one of recognizing the symptoms. The public schools today are so ill equipped to recognize brain injured children that the vast majority of the children are either ignored or worse, classified as having emotional problems and treated accordingly by teachers and educators. These children can be taught and in fact many of them have brilliant minds or hidden talents that will be wasted if constructive steps are not taken to find or even to apply the knowledge that is available today. If, however, major advances are made in the field of teaching methods through intelligent research the results could be applied to advance the efficiency of generally accepted teaching methods and perhaps someday our educational system will be able to make inroads into developing more of the potential of the human mind which science tells us uses only a fraction of its capability. This is not just an idle hope, but in my opinion there is a great deal of evidence to support the idea. In schools like the Angie Nall School Hospital located in Beaumont, Texas, brain injured children who have struggled, suffered and failed after years of public school teaching and environmental situations have made almost miraculous gains in achievement in a matter of just a few months, under methods used by Miss Nall and others. To cite just one example with which I am personally acquainted, my son, who had been in public school through the first semester of the eighth grade (we had already held him back one year) was able to barely do fifth grade math. After less than three months at the Angie Nall School Hospital he was working math at the proper grade level and has in the year and a half since completed accredited courses in algebra and geometry with grades of A and B in addition has passed other courses with similar grades for a total of 10 high school credits. I would like to reiterate that this child had not satisfactorily passed all subjects in any grade in public school. This is just one case and there are hundreds of documented cases where advances much more spectacular than this are common.

Many of these children are highly intelligent, some have IQ's well in the genius range and yet they cannot learn in public schools or at least cannot learn by the teaching methods used today. Again using my son as an example. He taught himself to read, not just at acceptable speeds, but he can read at phenomenal speeds. He has been professionally tested and has attained speeds of over 1500 words per minute with a high percentage of comprehension. He started this self teaching in the first and second grades because he soon learned that for some reason his eyes could not track across a line of print and return to the next line. As a result, he developed the ability to read whole paragraphs or whole pages with minimal eye movement or in other words to read a page of print almost at a glance. Can any of you imagine the frustration of an eight or nine year old child who knows that he can read and read well but gets failing marks in reading and incidentally in nearly everything else. Why, one might ask, did he get failing marks in reading if he reads so well? The answer is simple, in the first few grades reading is measured on the ability to read aloud. When his turn came he did not know the place and thus received a failing mark.

It is obvious the extreme frustration that this child and others like him must feel. The emotional strain must be unbearable. I think that my son expressed the feeling very eloquently when he said that in those days he approached each day as "impending disaster". I know that I personally would not have had the emotional maturity at eight or nine to have survived to become a productive member of society under similar circumstances.

What is the fate of many of these children? They become school drop-outs. They are highly intelligent but they cannot succeed and face failure at every turn. Their natural reaction is to strike out at unfair society and in many cases turn to crime as a means of livelihood. Aside from this fact, one of the other frightening things is that because so many are highly intelligent, they can succeed much longer and do much more damage than other types of criminals. While there is little research to substantiate this, recently at the 12th annual Texas Probation and Parole Association meeting Dr. George J. Beto, director of the Texas Department of Corrections reported the fact that 85% of the state's prison inmates were school drop-outs. I wonder what percent of these prisoners were brain injured with learning disabilities?

The greatest resource that this country, or any other country for that matter, has is its people. To not provide the means for 25% of those people to achieve their potential is far greater waste than the cost of the wars past or present. To pass up an opportunity to advance the state of the teaching art for this and future generations is unthinkable.

This country is faced with a vast number of social problems. The root of many of these problems lies in the unequal and substandard education that has been accorded the minority groups. This educational gap must be bridged for those who have been denied their rights and must be prevented for those youngsters just beginning their education. I am sure that you are aware of the results of recent studies that have been widely circulated in the press to the effect that much of the potential for achievement in children is established in the pre-school years. This means that even though equal educational opportunities are becoming the rule rather than the exception, children from disadvantaged families still cannot compete on an equal basis. This is a learning disability as surely as if it were caused by a birth injury to the brain of a child from an affluent family. Think then of the potential that this legislation has on the whole country as a whole. When you consider that for less than the cost, over the next five years, of one round trip to the moon or for a few tenths of a percent of one year's military budget you have the opportunity to make an investment that could result in a many fold return to this country and perhaps to mankind, there can be no question as to the outcome of your decision.

Thank you for your attention and I might add that my attitude towards the tax dollars that I contribute would greatly change if more legislation of this type, that attacks problems at their cause rather than legislation that provides stop gap measures to defer problems, were enacted.

Respectfully,

L. S. HOLMES, JR.

LAKE CHARLES, LA., May 28, 1969.

HOUSE OF REPRESENTATIVES,
Washington, D.C.

GENTLEMEN: This letter is being written in the hope that it and others like it; will acquaint this body with a serious and pressing problem which needs to gain national attention and financial support.

This is not to be confused with the mentally retarded program. These are the children who have normal and above normal "I.Q.'s" but who, like the left-handed child, or the diabetic, or the blind, needs special, individual attention and teaching methods. When these are provided the child functions on a normal level and can become a usual and productive citizen. When this training is not available and this "left-handed" child has to struggle along in a "right-handed" world and becomes a drop-out, a dope addict, a murderer—society is shocked and cannot understand why. Society has not watched this child being laughed at by his friends because he cannot hit a baseball. Society has not seen a teacher put a dunce cap on his head and sit him in front of a class room because he cannot remember his spelling words. Society has not seen this happy, lovable, trusting child turn into a withdrawn, rebellious, sullen youth with hurt and bewilderment in his face. Because no matter how hard he tries there is always ridicule, reprimands and finally he is labeled just plain "dumb" and lazy and is pushed and shoved and shunned and laughed at constantly. How many can survive this heavy burden year after year? Not many. And the end result takes many different forms. None that we "the normal ones" want to accept.

This is not a new problem but one that has not been recognized. One that is still not known and understood by the layman. Due to this lack of knowledge and any kind of state or federal financial support, this program has been carried on by a few dedicated professionals who have had to work on a "shoe-string", much

being done on a voluntary, free-gratis basis. Make-shift, sub-standard equipment has been brought into use—beg, borrow and just short of steal—anything to keep this program alive. Consequently, even the relatively small percentage of children able to attend these few schools are not receiving the full potentials available in this field.

It is my understanding that the establishment of experimental, demonstration centers are under discussion. I can think of no better place to start than "The Angie Nall School Hospital" located at Beaumont, Texas. Miss Nall has dedicated her life to helping children. She is a pioneer in the field of "learning disabilities". Her years of experience, knowledge, and interest can prove to be of vital importance to the building and developing of this field.

The moon is intriguing, foreign goodwill is to be desired, but are they and numerous other federally financed programs more important than this nation's children? The adults who will govern tomorrow's world.

Sincerely,

Mrs. W. H. WIMBERLY.

ALEXANDRIA ORTHOPAEDIC CLINIC,
Alexandria, La., May 28, 1969.

Re Association for Children With Learning Disabilities—S. 1190, H.R. 9065 and H.R. 8660.

To Whom It May Concern:

The above references have a common goal, to provide moneys appropriated for children with learning disabilities, as defined by the National Advisory Committee on the Handicapped.

My wife and I have had rather definite association with this problem for a number of years and have been rather active from a personal standpoint and a community standpoint in this problem.

At the present time we have two children who are enrolled in a special school-hospital for the treatment of learning disability. One is aged 16 years and the other is aged 9 years. It became apparent to us that these children could not be educated adequately through the public education system of this community and would not be educated through the public education system of surrounding communities. Therefore, it was necessary for us to engage the assistance of a rather special training area.

For the past 18 months we have been engaged in monthly meetings with 100 to 150 parents of children with various degrees of learning disabilities. We have been quite pleased with the progress of our children in this special training center and we feel that the other parents have also been quite as well pleased.

My wife and I feel that it is extremely important for this type of program to be funded adequately from a Federal standpoint, as the people who are interested in and working in this field need a very high degree of special training and a very high degree of special dedication to do this type of work.

Funding from a personal standpoint (private sources) and funding from a State standpoint has rather major problems, for it requires a great deal of special training for these children to reach their maximum of educability and for these children to re-enter the public school system.

I feel that detailed investigation of the facilities that have been training these individuals would reveal to you and to the Country at large that something can be done and has been done for these children in an effort to get them back to the normal (so-called normal) education facilities.

Therefore, it is requested that you consider very strongly the passage of these bills to establish research facilities, training facilities, and the establishment of model centers for this particular type of educational facility. This is a problem that is ever growing in its magnitude and ever growing in its need for solution.

We have been involved in the local situation here in Alexandria, Louisiana, in an effort to establish some facilities through the local Parish School Board. Without some assistance externally, the School Board cannot furnish these facilities. Without some assistance, the private sources cannot establish and improve their facilities.

Therefore, it is requested that you consider these bills as favorable for the above named reasons and for many reasons that are not listed above.

Very truly yours,

T. E. BANKS, M.D.

To Whom It May Concern:

Besides having a son who possesses a learning disability, as you have read in the previous letter, I am a counselor of the vocational rehabilitation division of the State Department of Education for the State of Mississippi, and have had referred to me persons who are school dropouts or who are in the twelfth grade who do not possess the reading ability to comprehend the twelfth grade subjects as they are presented. I have worked with several of these young people on such a basis, and in every situation they tested not borderline retardates as referred, but possessing a learning disability that showed in the school testing as borderline retardate.

When placed on jobs after training, these young people possess average or better than average ability in jobs that high school and junior college graduates also possess. There is no telling how many school dropouts are being passed by because of this very situation who belong to families who do not know what to do or where to go for help.

The majority of people with children with these disabilities cannot afford the help with which we have given our son, nor do they possess the ability to see what is wrong in what area. This is also true in most areas of school testing, as all of these tests are performed in a group situation.

I believe that support of Senate Bill 1190 and other supporting legislation will lead to an educational situation that is more adequately adapted to educate the whole population.

Sincerely,

A. S. GORDIN.

WINNIE, TEX., June 6, 1969.

MEMBERS OF THE CONGRESSIONAL SUBCOMMITTEES,
Washington, D.C.

GENTLEMEN: It has come to my attention that Committees of the House and Senate are considering legislation to appropriate monies for the treatment and training of children with learning disabilities. I would like very much to solicit the favorable action of your committees, and by the House and Senate, granting support to programs for children with learning disabilities.

Therefore, it is requested that you consider very strongly the passage of these bills to establish research facilities, training facilities, and the establishment of model centers for this particular type of educational facility. This is a problem that is ever growing in its magnitude and ever growing in its need for solution.

Yours truly,

Mrs. MAURU KRUGER.

To Whom It May Concern:

Our nine year old son, Tommy, has a learning disability. He is over a year behind the average child in reading and mathematics comprehension. His learning disability has been diagnosed as due to a minimal brain damage, with the recommendation of entering him in a school with appropriate teaching methods for his disability and a small teacher-pupil ratio.

When Tommy was three years old, we realized he needed speech therapy, but there was no speech therapist in the small town in which we lived. He was given private speech lessons at a school for the deaf and aphasiac children in Jackson, Miss., which proved unsatisfactory. At four and a half, he was old enough to take the speech therapy course offered at the United Givers Fund Speech and Hearing Clinic. For nine months we traveled to Jackson for his speech lessons. By recommendation from the speech clinic he was accepted as a patient of the Northside Pediatrics Clinic of the University Hospital of Jackson. Here, periodically, he was given speech, ear, and eye tests, physical and psychological examinations, and EEG's. These examinations continued until he was in the second year of school, even after we moved 115 miles away.

At the age of five, Tommy was considered too immature to be accepted in regular kindergarten and was enrolled in a day school. He had asthma attacks quite frequently while in day school, was often uncooperative, but otherwise showed the ability to progress. He could not do the first year school work adequately. Continuing speech therapy, taking medicine, and allergy shots, he entered the second year of school in the very lowest reading group of his class. Due to a continuous grading system in the public schools, Tommy did not fail, but at the beginning of his third year of school was placed back in the second year classification to which he finally adjusted.

Tommy's I.Q. is borderline, but his non-verbal ability has been tested as average. He is not retarded, and thus is not eligible for special education. He cannot progress adequately in a normal classroom situation, even in a school system with special slow classes. His learning disability is more than dyslexia, and he cannot be accepted in those classes. Therefore, there is no place in the public school system for our son.

We are a family of slightly above average income with one other child, a twelve year old girl entering junior high school. With the financial help of medical insurance, and a special effort on our part, Tommy is now attending school at the Angie Nall School Hospital for Children With Learning Disabilities, in Beaumont, Texas, 200 miles from home, where he is finally showing considerable progress. It costs over \$7,000.00 a year for Tommy to attend this school.

We are hoping with this much effort, Tommy will make it in school . . . but what of the thousands of children who do not get this opportunity.

As a music specialist, I am in contact with about a thousand elementary students a week in group situations. About one fourth of my students are classified as slow, borderline students who need special help.

We believe that legislation is needed on a federal basis to provide funds for programs to help our children with learning disabilities.

Sincerely,

Mr. and Mrs. A. S. GORDIN.

BEAUMONT TEX., May 28, 1969.

MEMBERS OF THE CONGRESSIONAL SUBCOMMITTEES,
Washington, D.C.

GENTLEMEN: It has come to my attention that Committees of the House and Senate are considering legislation to appropriate monies for the treatment and training of children with learning disabilities. I would like very much to solicit the favorable action of your committees, and by the House and Senate, granting support to programs for children with learning disabilities.

My wife and I have three sons, and frankly, until about three years ago, we were both convinced that there was little or nothing to the concern of others in our community for children with learning disabilities. It was then my personal impression that there were some children endowed with greater intellectual capacities than other children, and that this was nothing more than the natural order of things about which nothing could be done. Since that time, we have discovered by means of a battery of neurological, psychological, and intellectual testings that two of our sons are suffering with minimal brain injury and/or dyslexia. We have confirmed the conclusions by our own day to day experience with the children. While we harbor the belief that each of the two sons has a better than average capacity (a belief which has been supported by IQ tests), it becomes more and more apparent that they have certain deficiencies which make it impossible for them to learn in the same manner as other children and to pursue their ordinary school work in a conventional class room situation, even with regular, but conventional, tutoring.

After passing through our period of disbelief, and then confusion, we have placed each of the two children in special schools here in our community.

As a Board Member of the South Park Independent School District, I have occasion to know that the special education programs conducted by our district, and by other school districts throughout the country so far as I am able to ascertain, do not reach these children to any substantial extent. There are several programs available in our community, as I am sure there are elsewhere, to give special attention to the mentally retarded, to children suffering from cerebral palsy, and to other children more severely handicapped. While these more severe handicaps are, of course, more obvious to the public, the handicaps of children such as ours are just as real.

With special training, we have observed that most of these handicapped children can be made aware of their limitations and given compensating learning techniques and disciplines, which enable them after a reasonable short period of time to return to the ordinary learning situation and reasonably keep pace. Ultimately, they have every reason to expect to be able to lead relatively normal, productive lives. Without such special training, we have observed these children as being those who develop tremendous psychological problems and frustrations, those who drop out of school, and those who eventually seek compensations in other ways undesirable to those around them and to their communities. We can

already see these frustrations and psychological problems building up in our young children, and we sincerely hope by the special training to give them an opportunity to function in a reasonably normal pattern. Surely, if twenty per cent of the children in this country are dyslexic in varying degrees, as I am told by the experts in the field, it is vital to the general welfare of our country that more attention be given to these children.

With the personal involvement I have indicated above, I am sure that you can understand the depth of my sincerity in requesting your favorable attention to these programs for the help of children with learning disabilities.

Sincerely yours,

BENNY H. HUGHES,
Attorney at Law.

Mr. QUIE. I have a letter from Dr. Evelyn Deno, from the University of Minnesota, which I would like to have placed in the record.

Mr. PUCINSKI. We will place it in the record at this point.

(The letter referred to follows:)

UNIVERSITY OF MINNESOTA,
COLLEGE OF EDUCATION,
PSYCHO-EDUCATIONAL CLINIC,
Minneapolis, Minn., July 8, 1969.

HON. ALBERT QUIE,
*House Office Building,
Washington, D.C.*

DEAR REPRESENTATIVE QUIE: It is slightly ironic but on the other hand encouraging that responsibilities to the training program for teachers of learning disabled children should prevent testifying to a congressional committee hearing on legislation for such children. The scheduling conflict reflects the urgency of the situation of these children and supports the need for legislation. At the same time it is encouraging that such a conflict should exist because as little as two years ago there was no training program for teachers of such children in this state and congress was not yet moving to recognize the need for clarification of its intentions and enabling the right of these children to equal educational opportunity.

In writing you I am reporting in behalf of the Minnesota Association for Children with Learning Disabilities. At the same time I am inevitably expressing convictions which have evolved out of my own professional experience which since 1950 has involved systematic study and participation in efforts to develop appropriate services for learning disabled children in the state and nationally.

Minnesota's inquiries into the needs of these children and the state's experimentation with different ways of meeting them have been systematically pursued, beginning with deliberations of the legislative interim commission charged to develop the Minnesota special education law. Since you were a member of that body, you are aware that the law included a new concept in the section describing the classes of children eligible for special education service; i.e.: "Every child who by reason of an emotional disturbance or a special behavior problem, or for any other reason needs special instruction and services, but who is educable, as determined by the standards of the state board is a handicapped child."

Inclusion of the phrase "and for any other reason needs special instruction or services" indicated that this legislature already at that time (1955-57) recognized that there was a group of children not necessarily or primarily disturbed, delinquent, retarded, or physically handicapped who nonetheless were seriously educationally handicapped as evidenced by their extreme failure to achieve essential skills under the usual conditions of instruction.

Minnesota's experience in trying to realize the intent of that section of our 1957 law amply confirms the need for legislative action to clarify that the public intends that these children receive the help they need. Various research and demonstration studies investigating the sources of learning problems and demonstrating what can be done through educational processes to develop competence have been conducted on Minnesota populations. These include 1.) a study through the Washburn Child Guidance Clinic, Minneapolis by Hanvik, L. et al (1961), 2.) a study executed under a VRA, R and D grant (this was directed to vocational training for the retarded but in the process yielded evidence that a significant number of children classified and programmed as educable retarded were probably not retarded but suffering from specific learning disabilities) (Deno, 1965),

and 3.) an R and D study conducted jointly by the Kenny Rehabilitation Institute and the Minneapolis Schools under a U.S. Public Health grant done during my tenure as director of special education in that school system (Elwood, 1967).

Evidence from all of these studies indicated that traditional practices of classifying children into categories of emotionally disturbed, socially maladjusted, mentally retarded, physically and sensory handicapped left no appropriate classification for children who in spite of apparently adequate intelligence and without primary problems in the traditional disability areas nonetheless were seriously educationally handicapped.

For a time it was thought that the source of their difficulty might be "brain damage" or "minimal neurologic dysfunction" and that they might appropriately be classified under these terms. The present U.S.O.E. practice of classifying the learning disabled under "other health impaired" is a hangover from the thinking of this area. However, evidence from the studies quoted (Hanvik, 1961; Elwood, 1967), and others around the world suggest that heredity, biochemical factors, and who knows what other presently unknown factors, may be involved in producing the kind of serious educational disabilities so obvious in the children of our concern.

Before 1960, Minnesotans concluded that what a child is labeled can have a cumulative, circular effect on the opportunities provided him. Evidence from such studies as the Washburn Clinic study (Hanvik, 1961), available to us here in the state before the study's publication, confirmed what was apparent in other diagnostic settings, that is that how a child is classified (for instance, whether classified as "disturbed" or brain-damaged.") is heavily conditioned by the professional orientation and treatment theories of the classifier.

We were concerned about what it does to a child's conception of himself to be labeled "disturbed", "brain-damaged", or whatever, and aware that others react to him accordingly. We think our concerns have been justified by such studies as those of Rosenthal et al (1968) which document how self-fulfilling prophecy get set in motion by the way in which children are described to their teachers. Around 1960 Minnesota, therefore, began to speak of these children as having special learning disabilities (S.L.D. for short) because we felt the one thing we were sure about them was that they had serious learning problems or they would not be seeking special education help. Furthermore, their peculiar dysfunctioning could be documented by systematic sampling of their performance in response to test items which tapped the receptive (visual, auditory etc.) associational, and expressive processes involved in learning not analyzed by the usual tests of general ability.

The term learning disability has, of course, come into more general usage since our early adoption of that terminology and Minnesota will be pleased if terminology is made compatible at a national level. The present U.S.O.E. practice of classifying these children under "other health impaired" is incompatible with current terminology in most states and makes for confusing and garbled data in projection of incidence estimates etc. in connection with Title VI ESEA state plans and other state-federal communications.

We have moved forward exploratively and evaluatively to find the most suitable ways of helping learning disabled children. We are confident that all but a very small minority can acquire adequate skill to become self-sufficient adults. Since many of them can be well served by special help provided in support of their enrollment in the regular classroom, supplementary tutoring or the help of resource teacher for a temporary period of time suffices for the majority. Others appear to require a more intensive, special class of interdisciplinary treatment center approach. A range of flexible alternatives is built into Minnesota's state plan for these children (Deno, 1968). The cost of preventing illiteracy in these children through appropriate educational intervention early in their learning careers is small compared to the cost of lifetime economic dependency or domiciled treatment in a mental hospital or correctional institution if their failures are allowed to accumulate to the point that their total adjustment breaks down under the strain.

Minnesotans are strongly supportive of legislation which recognizes that these children are truly educationally handicapped, and that they do require specialized help which personnel must receive special training to provide. It is a travesty and a tragedy that this class of children which constitutes one of the largest segments of the total population of handicapped children should have proportionately the smallest amount of support from P.L. 85-926 funds allocated to the training of personnel to serve them. The University of Minnesota has over 140

trainees enrolled in its special training program for teachers of these children but received only 6 Masters and 3 post-Masters P.L. 85-926 stipend grants for the 1969-70 year.

We feel confident that the Bureau for Education of the Handicapped is well aware of this unfortunate discrepancy but will be unable to rectify the situation until congressional action is taken to extend federal support to the class of children we now call "learning disabled". It is not morally justifiable to suggest robbing one kind of handicapped Peter to pay another kind of handicapped Paul when we can well afford to provide equal opportunity for all of our children.

Differences in prevalence estimates advanced by various advocates should not be allowed to result in congressional paralysis of effort to deal with the obvious need. Confronted with the same problem, Minnesota has set a program enrollment limit (2-3%) and requires that a school system present solid evidence of why a larger proportion should be construed as learning disabled if such a claim is made. This helps to prevent the program from becoming a catch-all for all failures of the regular educational mainstream. We have data to indicate higher prevalence can be expected in inner-city, socially deprived areas.

In considering what additional financial obligations may be assumed if service for this class of eligible clientele is honored legislatively and in appropriations, congress needs to consider that the clientele generated under this classification will not all be "new" or additional. Children now uncomfortably forced into other categories such as "other health impaired", "disturbed", "maladjusted" or "retarded" will be reclassified under this more suitable banner.

In Minnesota the S.L.D. program has shown the most rapid growth of any special education program, rising from no children served in this classification in 1958 to 1,861 in the 1963-64 school year, 6,904 in the 1967-68 year and over 8,000 in 1968-69. In the 1967-68 year these children were served by 243 full-time and 820 part-time teachers. Less than 20% of these teachers have the kind of special training needed to prepare them for the responsibilities they are having to assume.

Though these figures for the total S.L.D. program represent substantial growth in service, the program figures include emotionally disturbed and socially maladjusted children as well as those who might be more appropriately regarded as "learning disabled" by the language of your proposed legislation. Though this growth in service is impressive, the numbers now served amount to less than .8 of one percent of Minnesota's total school age population. With an estimate of 2-3% needing help and a serious dearth of trained staff we still have a good distance to go in meeting the total state need in terms of both quantity and quality.

I'm sure this communication places much too great a demand on a busy congressman's time but Minnesota wants you to know that your constituency is firmly in support of the direction your efforts are taking and that the philosophy of service adopted long since in your state, and the hard data collected in your state on some of the central issues involved, is entirely compatible with the language and provisions of the federal legislation which has been proposed.

Sincerely yours,

EVELYN DENO, Ph. D.,

Professor in Educational Psychology; Director, Psycho-Educational Center; Director, Training Program for Teachers of Learning Disabled Children, University of Minnesota; representing the Minnesota Association for Children With Learning Disabilities.

REFERENCES

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- Deno, E. (1968) Educational Aspects of Minimal Brain Dysfunction in Children. *Proceedings of the Sixth Delaware Conference on the Handicapped Child*. Alfred I. Dupont Institute, Wilmington, Delaware, pp. 41-65.
- Elwood, P. (1967) What can the Neurological Diagnosis Add to the Determination of Etiology and Management of Learning Disabilities in Children, in *Proceedings of the 1967 International Convocation on Children and Young Adults with Learning Disabilities*, Published by Home for Crippled Children, Pittsburgh, Pa.
- Hanvik, L.; Nelson, S.; Hanson, H.; Anderson, A.; Dressler, W.; and Zarling, R.; (1961) Diagnosis of Cerebral Dysfunction in Children, *Amer. J. of Diseases of Children*, 101, 364-375.
- Rosenthal, R. (1968) Self-fulfilling Prophecy, *Psychology Today*, 2, 44-51.

Mr. PUCINSKI. We want to thank you, ladies and gentlemen. I do apologize to you for having kept you so long. But I think you have probably found the Bureau of the Budget testimony as interesting as we did. It gives some idea of the problems that we face when we try to move legislation such as this through the tortuous route of legislative process.

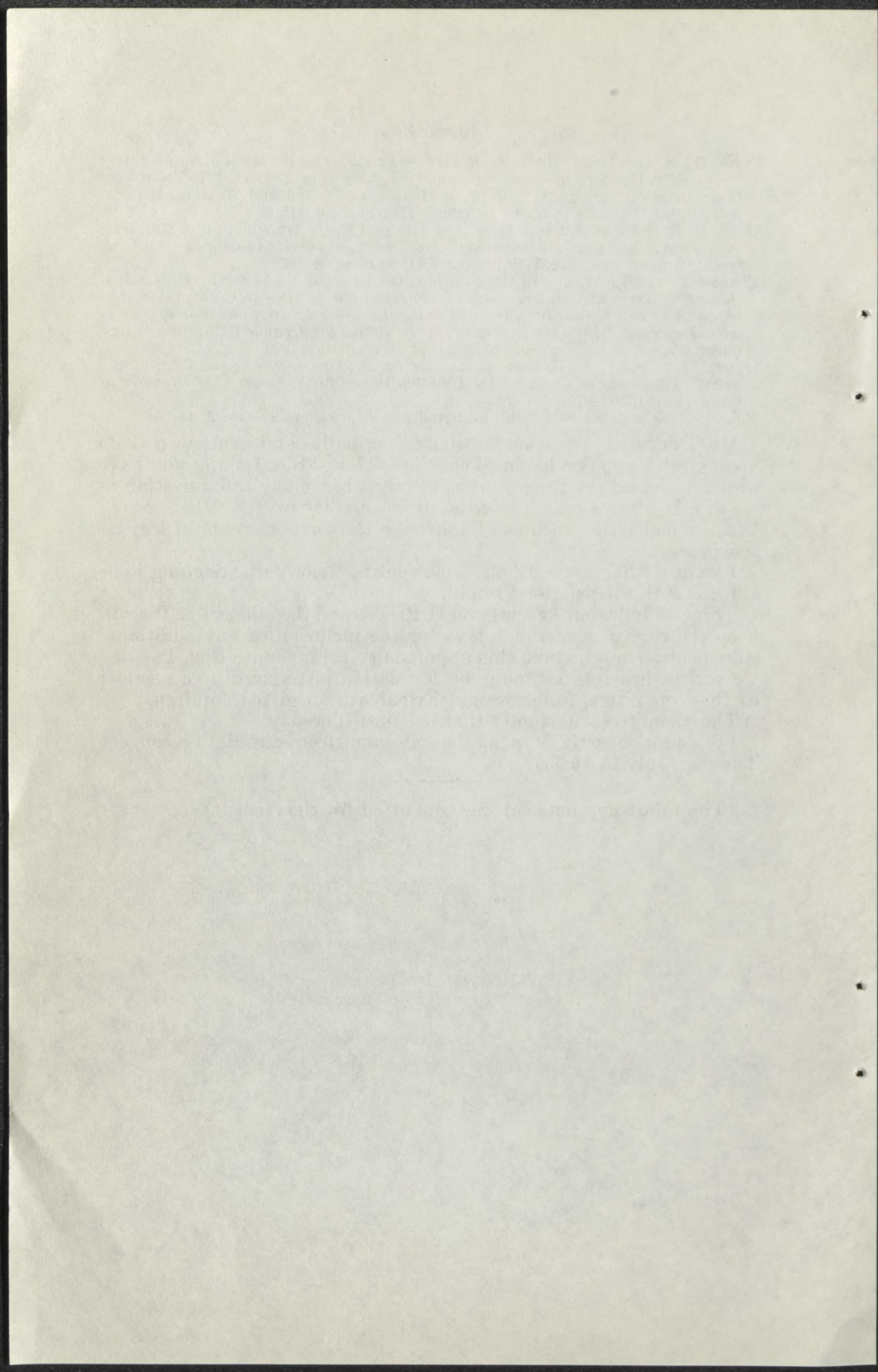
I want to thank you. I hope with your testimony we are going to be able to get this legislation through.

This concludes our hearings on H.R. 8660 and the other bills. We will keep the record open for 5 days for the inclusion of any additional statements. I might take this opportunity to announce that Tuesday we will be hearing testimony on legislation introduced by a member of this committee, Congressman Erlenborn, on gifted children.

The committee will stand adjourned until Tuesday.

(Whereupon, at 12:30 p.m., the subcommittee recessed, to reconvene Tuesday, July 15, 1969.)

(The following material was submitted for the record:)



INTERIM EMERGENCY REPORT
of the
NATIONAL ADVISORY COMMITTEE
on
HANDICAPPED CHILDREN

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

Robert H. Finch, Secretary

James E. Allen, Jr., Assistant Secretary and
Commissioner of Education

(201)



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

May 6, 1969

Dear Dr. Allen:

As required by Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children is responsible for reviewing the administration of the Bureau of Education for the Handicapped, its programs, and the status of legislation in connection with the use of Federal funds to assist State education agencies, institutions of higher education, and other non-profit agencies that administer Federal programs involving the education of handicapped children.

The Annual Report of the National Advisory Committee on Handicapped Children will be presented in June 1969. The attached document represents an Interim Emergency Report, based on a review of proposed fiscal year 1970 administration requests. Of the many needs that face educators with regard to handicapped children, the National Advisory Committee on Handicapped Children has chosen four that represent the most serious and require immediate attention. Therefore, this Committee recommends the following:

1. That Aid to States provision under Title VI-A of the Elementary and Secondary Education Act be increased from \$29.25 million to \$50 million to decrease the very large lag between the authorization of \$206 million in 1970 and the current recommended appropriation of only \$29.25 million. Less than 40% of the handicapped children in this country are now receiving special education services. A substantial and immediate increase in financial assistance to the states is required, so that they can expand the developmental efforts of Title VI-A which was the clear intent of Congress.
2. That the appropriation for Training of Teachers for the Handicapped under Title III of P.L. 88-164, be increased from the recommended appropriation of \$29.7 million to \$55 million. The need for trained personnel is perhaps the single most vital factor in determining whether programs for handicapped children will have the quality that is universally desired. Due to prior financial commitments for planning their training programs, together with increased costs of education, the present level of training efforts of universities cannot be maintained with the proposed 1970 budget.
3. That Categorical Aid for the Handicapped be continued as the only way to assure that resources will continue to be made available for handicapped children. The Committee reaffirms the importance of specific and categorical



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

legislation for the handicapped. There is ample evidence presented in this Interim Emergency Report that handicapped children do not receive their fair share of educational resources under non-categorical educational legislation.

4. That Personnel for the Bureau of Education for the Handicapped be increased to conform to the increased responsibilities created by the new programs. The Bureau was born in 1967 in an environment of Office of Education personnel freezes and cutbacks. When this fact is combined with the wide variety of new programs that the Bureau is expected to administer, with only a handful of personnel provided, the situation for that unit is desperate. The Committee firmly believes that a legislative program no matter how admirable in Congressional intent cannot succeed effectively, unless a minimum amount of administrative resources are made available to implement the objectives of Congress.

A careful survey of the facts included in this Interim Emergency Report will demonstrate that the above requirements are modest, and reflect only the most urgent requests to fulfill the needs of over 5,000,000 handicapped children. It is axiomatic that the series of programs initiated by the Congress must either grow or atrophy, unless increased support is provided by the Federal government.

Sincerely,

Samuel A. Kirk
Presiding Chairman
National Advisory Committee on
Handicapped Children

Dr. James E. Allen, Jr.
Commissioner of Education
Washington, D. C.



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

MAY 8 1969

Dear Mr. Secretary:

As required by Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children is responsible for reviewing the administration of the Bureau of Education for the Handicapped, and the status of legislation pertaining to the use of Federal funds to assist State education agencies, institutions of higher education, and other non-profit agencies that administer Federal programs relating to the education of handicapped children.

I am pleased to submit an Interim Emergency Report prepared by the Committee. The Committee has advised that the Annual Report will be presented at a later date.

The attached Report has been submitted at this time by the Committee, because of its concern about the future of programs operated by the Bureau of Education for the Handicapped on the basis of proposed funding levels for these programs for Fiscal Year 1970.

Sincerely,

Peter P. Muirhead
Acting U.S. Commissioner
of Education

Honorable Robert H. Finch
Secretary of Health, Education, and Welfare
Washington, D.C.



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

May 22, 1969

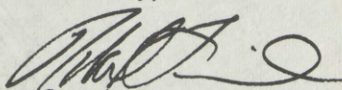
Dear Mr. Speaker:

It gives me pleasure to transmit the attached Interim Emergency Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

Pursuant to the provisions of the Act, the Committee is responsible for the review, administration, and operation of this Title and other provisions of law administered by the Commissioner of Education with respect to handicapped children.

This Interim Emergency Report deals with the Bureau of Education for the Handicapped which was established in 1967. The Committee has submitted this Report, because of its concern about the difficulties the Bureau will face in the future on the basis of proposed funding for Fiscal Year 1970. The Annual Report will be presented at a later date.

Sincerely,



Secretary

Honorable John W. McCormack
Speaker of the House of Representatives
Washington, D.C.



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

May 22, 1969

Dear Mr. President:

It gives me pleasure to transmit the attached Interim Emergency Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

Pursuant to the provisions of the Act, the Committee is responsible for the review, administration, and operation of this Title and other provisions of law administered by the Commissioner of Education with respect to handicapped children.

This Interim Emergency Report deals with the Bureau of Education for the Handicapped which was established in 1967. The Committee has submitted this Report, because of its concern about the difficulties the Bureau will face in the future on the basis of proposed funding for Fiscal Year 1970. The Annual Report will be presented at a later date.

Sincerely,

A handwritten signature in dark ink, appearing to be "J. Edgar Hoover", written over the word "Secretary".

Secretary

Honorable Spiro T. Agnew
President of the Senate
Washington, D.C.

MEMBERS OF THE NATIONAL ADVISORY COMMITTEE
ON HANDICAPPED CHILDREN

John V. Irwin
Roy A. Roberts Professor of
Speech Pathology and Audiology
University of Kansas
Lawrence, Kansas 66044

Mamie J. Jones
Georgia Retardation Center
4770 North Peachtree Road
Atlanta, Georgia 30341

Walter A. Kelly
Director of Special Education
Archdiocese of New York
31 E 50th Street
New York, New York 10022

*Samuel A. Kirk
Visiting Professor
Department of Special Education
College of Education, Room 420
University of Arizona
Tucson, Arizona 85721

Honorable Sander M. Levin
Michigan State Senator
Box 240, State Capitol
Lansing, Michigan 48902

John W. Melcher
Assistant State Superintendent;
and Director, Bureau of
Handicapped Children
State Department of Public Instruction
126 Langdon Street
Madison, Wisconsin 53703

Hugo F. Schunhoff
Superintendent
California School for the Deaf
2601 Warring Street
Berkeley, California 94704

Charles R. Strother
Professor of Clinical Psychology
in Medicine
University of Washington
Seattle, Washington 98105

Vidal M. Trevino
L. J. Christen Junior High School
Park and Santa Maria
Laredo, Texas 78040

Frank B. Wilderson
Associate Professor, Special Education
University of Minnesota
Minneapolis, Minnesota 55400

James E. Allen, Jr.
Commissioner of Education
U.S. Office of Education
Washington, D. C. 20202

*Presiding Chairman

DEFINITION OF HANDICAPPED CHILDRENUNDER PUBLIC LAW 88-164

"MENTALLY RETARDED, HARD OF HEARING, DEAF,
SPEECH IMPAIRED, VISUALLY HANDICAPPED, SERIOUSLY
EMOTIONALLY DISTURBED, CRIPPLED, OR OTHER HEALTH
IMPAIRED CHILDREN WHO BY REASON THEREOF REQUIRE
SPECIAL EDUCATION."

INTRODUCTION

This is an Emergency Interim Report of the National Advisory Committee on Handicapped Children. The Committee cannot overemphasize the urgent need for reconsideration of the proposed level of financial support of programs needed for handicapped children. Without more adequate support at this crucial developmental phase, Federal programs which were begun with high hopes on the part of parents, teachers and special educators will be seriously impaired, and the credibility gap created between expectation and results will be hard to repair by future actions.

It is reasonable to assume that more than 50% of handicapped youngsters can have their condition substantially improved, sometimes even cured, if they can get help and attention early enough. The proposed low level of funding would deny to many of them, their opportunity to live as near normal lives as do the rest of us.

The Committee believes that America's affluent society is also a society that is concerned with those who are less fortunate and need special help because of physical and mental handicaps. It is also a society that recognizes that the omission of this helping hand is costly in the long run, and that aid to the handicapped is a major plus factor to society, financially, as well as spiritually.

Although we have made steady progress in the past ten years, we still compare unfavorably to many Western nations in the provision of programs for the handicapped. In 1968, according to reports received from the 50 states, 40% or less of the nation's handicapped children, a total of about 1,900,000, receive special educational services in the school systems.

The Committee believes it is not beyond the reach of a progressive society that has the capability of placing men on the moon, or ringing a continent with highways and jet trails, or developing communication systems out of an electronic Aladdin's lamp; to provide special education services for 75% of its handicapped children, or in terms of human beings, approximately 4,000,000 children, by the year 1975.

Whenever society has offered the opportunity, the handicapped have repeatedly demonstrated their desire to learn, and their ability to become productive and self-supporting. We have the knowledge and ability to make this goal possible for millions of the handicapped, but we must start now and act resolutely, if we are to achieve this goal by 1975. We cannot reach it by accepting a faltering position in the 1970 budget to educate the handicapped. Such a position will severely undermine the developmental structure of the entire Federal program for handicapped children, and it is for this reason that this Interim Emergency Report is presented.

The impact of the limitation of proper Federal funding for the handicapped at this time is like the imposition of a growth arresting drug that has differential effects on human beings depending upon the rate of maturity. The drug administered to a twenty-five year old will not have noticeable effect; administered to the adolescent fifteen year old, some indication of damage could be observed; but if the drug is given to a six year old, it could have a permanently disastrous effect on the child's total future development.

In a similar way, the imposition of budget restrictions across the board has a differential effect on programs depending on their maturity. For programs well established, budget restrictions can be a minor irritation, but to a program that has just begun to grow and develop, such restrictions would

be a major blow. This is the position that the newly established programs for handicapped children find themselves in at this time in our history.

SPECIAL EDUCATION SERVICES — STATE AID PROGRAMS

Of more than 5 million handicapped children who require special education services and programming, the States report that only about 40% are receiving services from State and local education agencies. The intent of the Federal commitment through Title VI of the Elementary and Secondary Education Act was to close the special services gap. With the continued serious limitations of funding under Title VI, the fundamental Congressional intent has not been fulfilled. The authorizations provided by Congress were made for the purpose of providing substantial funding, which would be combined with State and local funding, so that handicapped children would receive the basic educational services they require.

The Committee hopes that within a 5 year period, this level could be increased so that 75% of the nation's handicapped children would receive services. We urge the Congress to provide sufficient support to allow the States to begin needed programming for the handicapped at the preschool and the secondary school level and for such neglected populations as the multiply handicapped. Program development at these levels has lagged behind due to the lack of adequate financing and demonstration models, despite current needs on the part of the States to engage in these activities.

The Committee also hopes that the Aid to States programs would allow for the implementation of new programs of educational services to the handicapped. For example, the establishment of major regional units to provide

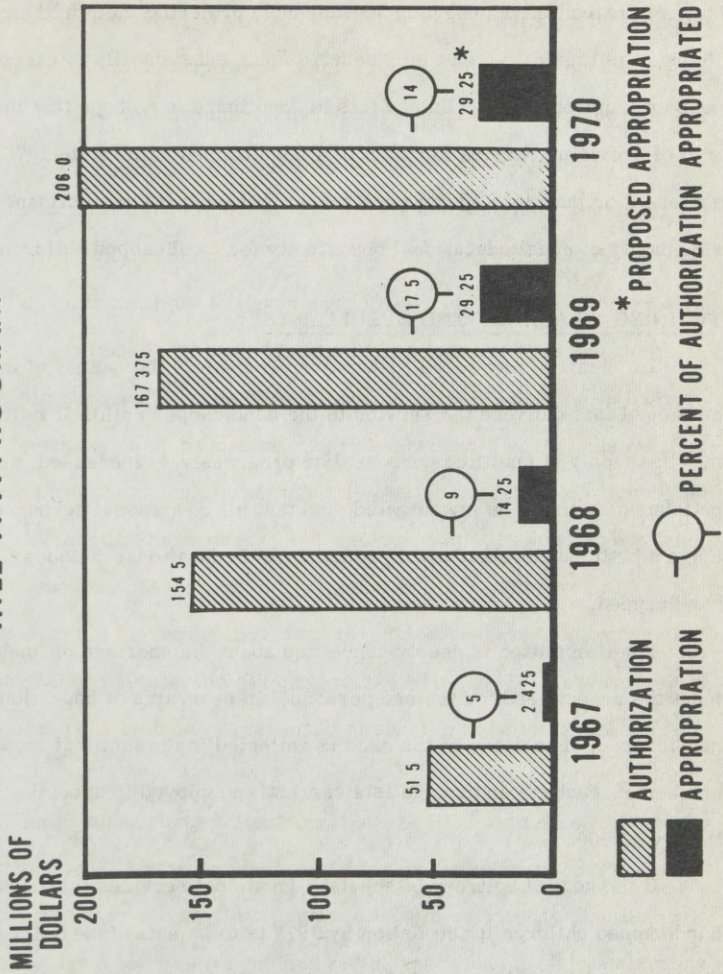
services in the rural areas and urban centers to provide a concentration of necessary services, and a proper "mix" of programs for handicapped children in the urban areas to improve the service commitment.

The Committee is concerned that appropriations for the Aid to States program has never reached a level of even 20% of the authorization for any year as illustrated by the chart showing the Authorization-Appropriation History of Title VI-A, on page 5. The result of the limited level of appropriations has been to change the character of the original program. From an original attempt to serve as a support program to allow States to implement long standing plans for service to the handicapped on an extensive basis, it has become a program that supports individual projects that merely begin to meet one or two of the many priorities presented in State plans.

The Committee calls attention to the fact that the proposed budget for 1970 shows no increase whatsoever, at a critical period in the development of this program. The Title VI-A program is now at the developmental stage where a major infusion of funds is necessary to achieve the purpose of the enabling legislation.

The Committee believes that maintaining funds at the same level in Title VI-A would result in an actual program reduction. The most conservative estimate of the rise in cost of education from one year to the next is approximately 6%. This means that funding at the same level would provide the States with the equivalent of only \$27.5 million in fiscal year 1970 to support the same activities that are currently provided for with the expenditure of approximately \$29 million. The Title VI-A budget would need to be increased to approximately \$31 million in order for the States to merely maintain the same level of program activity they currently provide. For the

**BUREAU OF EDUCATION FOR THE HANDICAPPED
AUTHORIZATION-APPROPRIATION HISTORY OF
TITLE VI-A PROGRAM**



States to extend their programs as they have projected them in their State Plans, it is imperative that they receive funds substantially in excess of the proposed appropriation. Unless this is done there is no hope that the modest goal of providing service for 3 out of 4 handicapped children in 1975 will be achieved, or that the Federal government will meet its commitment to provide parity of equal educational opportunity for handicapped children.

TRAINING TEACHERS AND SPECIALISTS

The heart of any special education program is the quality of the personnel that delivers the service to the handicapped child. It is important that the supply of qualified personnel be progressively increased, that new patterns of training be investigated, and that all educational personnel receive a better understanding of programs and educational methods for the handicapped.

The Committee is deeply concerned about the shortage of funding to meet the urgent need for trained personnel in programs of education for the handicapped. The scope of the need is reflected in the fact that the total number of teachers and specialists currently employed in special education is only 83,800.

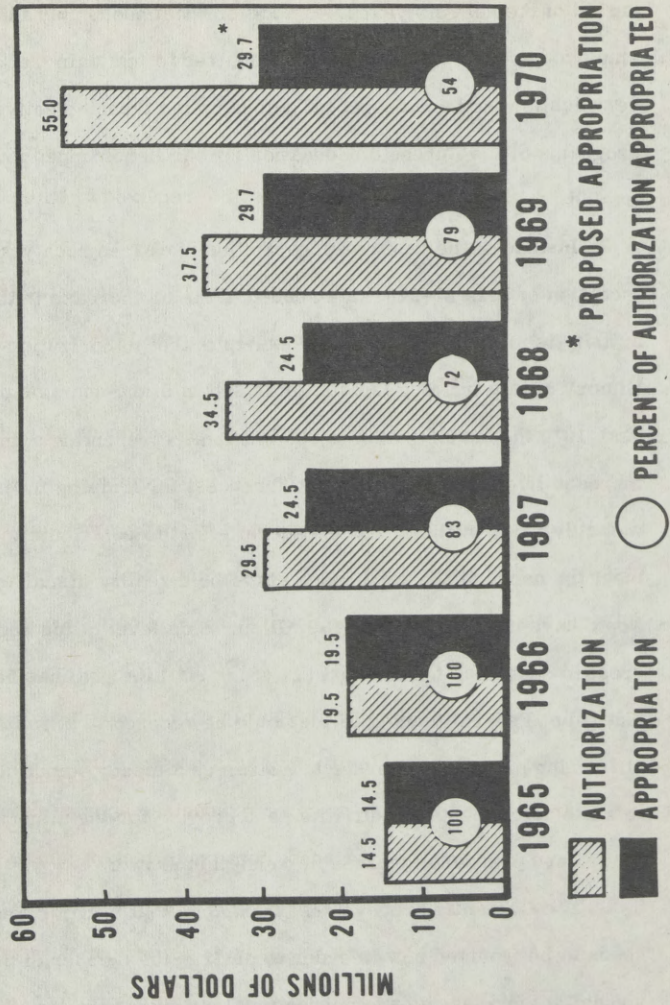
If the goal of delivery of special educational services for 75% of all handicapped children in the Nation by 1975 is to be established, 217,000 teachers and specialists would be required. Under current staffing patterns, with an estimated 8% yearly attrition rate of trained personnel, this would require the training of at least 155,875 new professionals and the return to the work force of 35,000 semi-retired professionals (persons who have received professional training and are not now in the work force) over the

period of the next six years. In addition, continuous upgrading of 20% of the employed special teachers will be required to maintain the level of quality services for the handicapped. To accomplish these objectives, the training programs of the Bureau of Education for the Handicapped must be more than tripled.

Instead of the limited appropriations realized each year since the inception of P.L. 85-926, as amended, a major increase in the level of funding activity is urgently needed. For example, the Authorization-Appropriation History of this training legislation is shown in the chart on page 8. In fiscal year 1970 the authorization is \$55 million, representing a major expected increase in effort, but the expected request for training in fiscal year 1969 was only \$29.7 million. If the Federal effort to contribute to the program to meet the needs of the handicapped is to be a reality, fiscal year 1970 funds would have to approximate \$66 million. This level of funding needs to be increased each year for the next six years until the goal has been reached. At that time, Federal funding levels could be reduced to a limited maintenance of training programs in order to guarantee a steady output of professionals, to make adjustments for attrition, and provide for the slight increase of need for trained personnel because of population growth.

The Committee recognizes, therefore, that a major Federal program needs to be mounted now in order to enlarge the number of professional specialists and teachers for educational programs for the handicapped to deliver necessary services. As part of the total effort, leadership personnel will be trained to assume positions as supervisors, faculty, State and local directors of special education, researchers, and media specialists. Also,

**BUREAU OF EDUCATION FOR THE HANDICAPPED
DIVISION OF TRAINING
AUTHORIZATION-APPROPRIATION 1965-1970
PL 85-926 AS AMENDED**



20% of the currently employed teachers and specialists in the field of special education need training each year in order to be up-dated on advanced developments in the field.

A major increase in funds is requested in fiscal year 1970 for several reasons, not the least of which is the time required to train faculty personnel to assume leadership positions in developing institutions as trainers of teachers. For example, it will be 1973 or 1974, before the initial investment in 1970 provides operational personnel who will perform in the role of faculty members.

A panel of outside consultants who met in January 1969 recommended the establishment of at least 190 new or replacement faculty positions nationally, just to meet the commitment of the programs which were awarded funds for fiscal year 1969! Another reason is that lead time is necessary to build training programs to the point where the production of trainees meets the objective set for 1975.

In recent years, institutions of higher learning have demonstrated a high degree of capability in properly utilizing training funds. For example, last year approved training programs requested approximately \$12.8 million more funds than could be awarded, because of lack of funds. In effect, only 63% of university requests, that had been approved, were honored. If the 1975 goal established by the Committee is not supported, and the current request of \$29.7 million for fiscal year 1970 for training program funds is maintained, the program will be unable to achieve its present modest level. There are several reasons for anticipating a relative reduction in accomplishments:

- (a) The cost of educating students is rising approximately 6.5 - 7% per year compounded annually, according to the U.S. Department of Commerce. At that rate, by the year 1975, today's education dollar will be worth only about 65¢. Pressures are also building up from colleges and universities to raise Federal support funds due to this inflationary factor.
- (b) Over the years there is a built-in commitment for additional funds that has been made to colleges and universities through planning and program development commitments. The failure to meet this commitment will lead to a serious credibility gap in the relationship of the Federal government to the educational community.
- (c) It is essential to convert Program Development Grants into fellowship and traineeship grants, which would require an additional \$264,000 in fiscal year 1970.
- (d) In addition, special project awards will require \$1.2 million more for fiscal year 1970. These funds are vitally needed in order to explore new staffing patterns to serve the handicapped, so that the limited trained manpower will be used more efficiently.

The Committee believes that the problems of the handicapped are of such scope and seriousness that they should become a national issue of high priority. The request to train 217,000 teachers and specialists in special education by 1975, can be viewed in perspective to the report on "Manpower Requirements for National Objectives in the 1970's" prepared for the Department of Labor*, it is estimated that 2,751,000 teachers will be needed by

*Lecht, Leonard A., "Manpower Requirements for National Objectives in the 1970's", National Planning Association, Washington, D. C., 1968.

1975 to provide educational programs for all children. The number of professionals needed for the handicapped represents 11.6% of the total needed in the field of professional education.

CATEGORICAL AID

The history of special education for handicapped children reveals many examples of the need for specialized and categorical legislation at every level of government. Most decision-makers in the educational field operate on the philosophy of "the greatest good for the greatest number." This would seem to be a sensible rule unless one happened to be part of the "lesser number," which is the fate of handicapped children.

Compounding this minority group problem is the lack of knowledge of the general educator about the potential of handicapped children, and you have a recipe for unplanned ignoring of the educational needs of handicapped children. Even though few people can be found to oppose educational programs for the handicapped, the current system of educational decision-making seems to produce a result that might just as well be in opposition to the children's educational welfare.

Many of the substantial gains of the 1950's in educational programming for the handicapped can be attributed to the work of aggressive parent groups who, weary of pleading with educators, demanded of State legislatures and of Congress, categorical aid specifically directed to the educational needs of handicapped children.

The Committee is deeply concerned with the preservation of this legislative concept of making specific Federal grants for special education programs for handicapped children in state and local schools. In 1967,

former U.S. Commissioner of Education, Harold Howe II, referred to the effectiveness of Title III of the Elementary and Secondary Education Act in connection with the education of handicapped children. He made the following statement to the Congress regarding the importance of categorical aid:

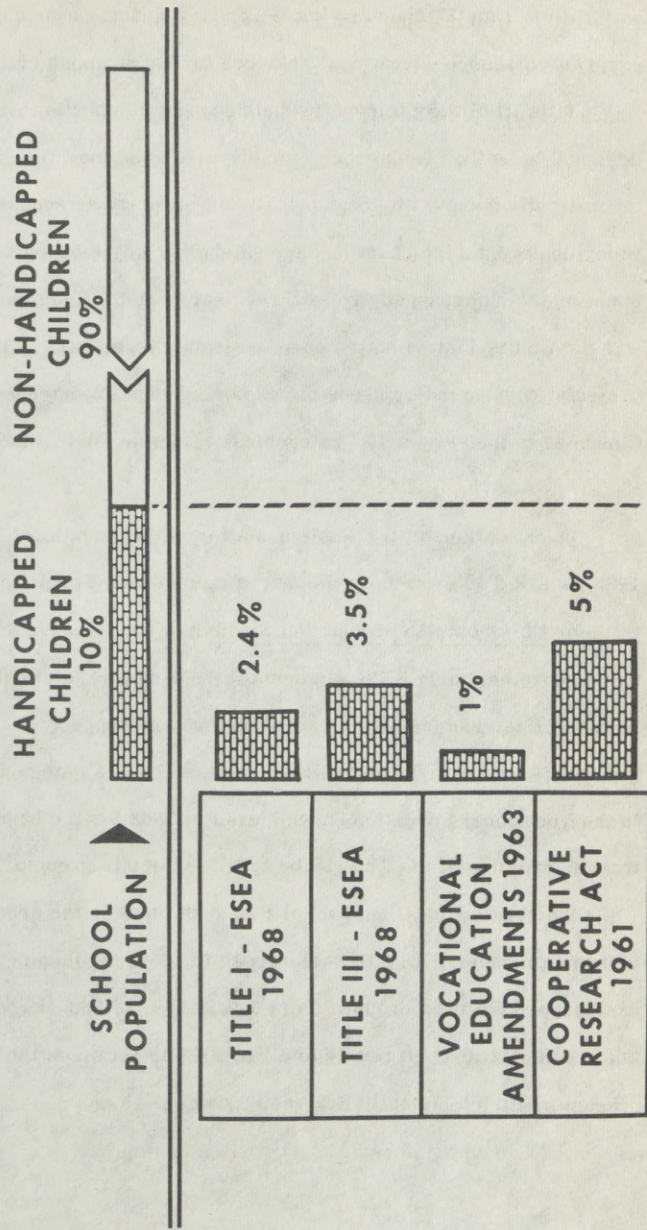
"...in order to guarantee that funds from these kinds of programs do, indeed, benefit the handicapped in specific ways, it is probably necessary to categorize these funds..."

The failure of general education provisions to deal with the problems of the handicapped are illustrated on page 13. The chart shows the difference between the theoretical participation and actual participation of the handicapped in specific legislative programs.

The prevalence rate of handicapped children has been accepted at 10% or more of the school population, equivalent to more than 5,000,000 school children. It is possible to use that as a type of benchmark to compare how the funds are being spent in the various programs shown in the chart. When one considers that programs for the handicapped student are more expensive than that of the average student, the disparity between promise and performance becomes even more dramatic.

In April 1966, a study reported by Dr. Maynard Reynolds, Chairman of the Department of Special Education at the University of Minnesota and President of the Council for Exceptional Children, demonstrated that the non-categorized funds of Title I of the Elementary and Secondary Education Act produced only 2.4% of the total funds for handicapped children, despite the fact that the legislation called for the handicapped and disadvantaged to be served. Disappointment at this limited funding resulted in the establishment

THE LIMITED RESPONSE
OF
GENERAL EDUCATION LEGISLATION
TO MEET THE NEEDS OF THE HANDICAPPED



of Title VI of the Elementary and Secondary Education Act, a categorical program to assure educational services for handicapped children.

Title III of the Elementary and Secondary Education Act, which was designed to be the breakthrough for creative and innovative programs was theoretically open to the handicapped as well as other school-age populations. Unfortunately, as the chart on page 13 shows, only 3.5% on the average was spent on the handicapped over a three year period. Even more disappointing was the finding that 14 states spent no money from Title III on handicapped projects, despite major needs for exploring such experiences that caused the Congress to insist on a 15% categorical set aside for the handicapped in Title III.

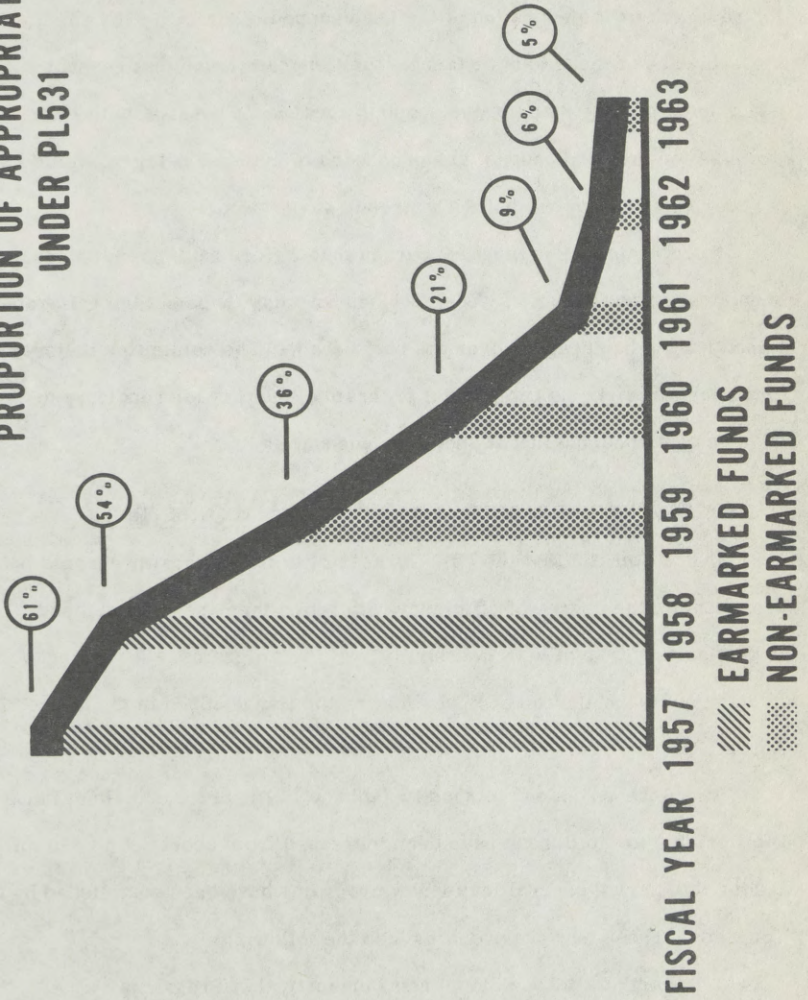
Investigations of the implementation of the Vocational Education Act of 1963 revealed an even more discouraging picture. Despite a separate category for Children with Special Needs, lumping the disadvantaged and handicapped together, only 3.7% was spent in 1968 on this total category, and it is doubtful if as much as 1% was spent on the handicapped.

This finding led Congress to again establish a categorical 10% set aside in the Vocational Education Amendments of 1968 for the handicapped to insure that the promise of the Act will be fulfilled for this group of youngsters.

When categorical support of research funds in the area of mental retardation under P.L. 531 was dropped in 1959, the funding of projects for handicapped children dropped from 61% in 1957 to 36% of research funds under this Act in 1959, finally to 5% in 1963 as shown on the chart entitled "Research on the Mentally Retarded," on page 15.

RESEARCH ON THE MENTALLY RETARDED

PROPORTION OF APPROPRIATIONS UNDER PL531



The failure to support research on handicapped programs led to the passage of P.L. 88-164, part III in 1964, which categorically set money aside for research on the education of the handicapped.

In each of these four instances, the Congress found that general educational provisions or broad scope programs did not live up to their promise for the handicapped, and proceeded to mandate categorical aid as the only way of insuring that such a result would occur.

The Committee is most concerned that the desirable trend to program consolidation now under way does not, unknowingly, wipe out the gains obtained for the handicapped over the past decade. The committee believes it essential that a strong categorical program of support for handicapped children be continued and that it should be adequately funded.

PERSONNEL REQUIREMENTS FOR PROGRAM ADMINISTRATION

It is axiomatic that the effectiveness of Congressional programs is dependent on the degree of efficiency with which they are administered. This is particularly true of new and rapidly growing programs, such as those administered by the Bureau of Education for the Handicapped in the Office of Education.

The Bureau was established in January 1967. Since that time, funds appropriated to the Bureau have been increased from about \$38 to \$80 million. During this period several major new programs have been established by the Congress. These new programs include the following:

1. Early Childhood Model and Demonstration Programs
(P.L. 90-538)
2. Deaf-Blind Centers (P.L. 90-247) amendment

3. Regional Resource Centers (P.L. 90-247) amendment
4. Recruitment and Information (P.L. 90-247) amendment
5. Physical Education and Recreation (Research and Training) - P.L. 90-170
6. Expansion of the Captioned Films for the Deaf Program to include all areas of the handicapped. (P.L. 90-247) amendment

In addition, the Bureau has been obligated to assume major responsibilities for administration and coordination for handicapped portions of Title I, the Vocational Education Amendments of 1968; Title III of the Elementary and Secondary Education Act, and in the Education Professions Development Act.

The number of new positions allocated to the Bureau, however, has been increased by only 25 professional personnel from its June 1967 level, which was too small for existing responsibilities. This increase is totally inadequate for efficient administration, despite the heroic efforts on the part of an unusually dedicated and competent staff.

For example, the Research Division which must review over 300 research grant applications, monitor over 100 on-going research grants, supervises the construction and development of a comprehensive research and demonstration center, directs an extensive national network of 14 Instructional Materials Centers, and also directs a wide variety of demonstration projects—has a staff of only 3 professionals, 6 assistants and 6 clerical people. Each member of the staff is extended far beyond the recommended supervisory load standards established by the Bureau of Research of the U.S. Office of Education.

Another example is in the Division of Training Programs Branch on Mental Retardation. Currently this branch has 2-1/2 professionals, one assistant, and two clerical persons to administer and monitor training grants to over 180 colleges and university programs in this area. It is also required to plan for a new physical education and recreation program and provide a major liaison source for a multi-disciplinary effort to support the University Affiliated Centers administered by the Social and Rehabilitative Services, in addition to many other duties.

These two examples are repeated in practically every unit in the Bureau that had the misfortune of being created simultaneously to a major freeze and cutback of Federal personnel and consequently has never developed to meet its many responsibilities.

In view of the foregoing, the National Advisory Committee on Handicapped Children strongly recommends a minimum increase of 30 positions assigned specifically to the Bureau of Education for the Handicapped to effect the legislative intent of Congress.

TESTIMONY OF MRS. BEET P. SCHLOSS, PARENT OF A LEARNING DISABLED DAUGHTER,
AGE 12, CHICAGO, ILL.

My daughter Kathryn, now 12 years old, is a brain-injured child with potentially normal intelligence. She is now a student at the Institute of Logopedics, Inc., Wichita, Kansas. This school trains primarily children afflicted with an aphasoid condition, a direct consequence of brain-injury. The tuition we are now required to pay for her education is more than the average taxpayer should be expected to be burdened with for any length of time. Kathy attended the public school system in Chicago for 1½ years, and was excused because of "lack of academic progress." Academic progress, however, could not have been achieved by a child such as Kathy, because the Chicago public schools were not set up to deal with this specific handicap, nor will it be now after five years, and with a mandatory special education law on the books. Money, programs and teachers, to the best of my knowledge, are not available to give Kathryn and many others like her training and education, although this is guaranteed by the Illinois State Constitution (Art. VIII, #1).

I prefer to spare you the details of the anguish and torment the entire family experienced until Kathryn could be placed into a constructive learning situation. After intense speech training, speech and language development is beginning and academic progress is now evident.

Because of Kathryn's handicap and the many heart-breaking experiences, I became active in locating parents of children who although brain-injured were not mentally handicapped, but displayed rather normal learning potential. But they could not be taught in our public schools. There were far more parents than I expected to find. Eventually, we founded a parent organization patterned after those already in existence in two suburbs of Chicago. This led to a state organization, called the *Illinois Council for Children With Learning Disabilities, Inc.*, of which I am the Vice-President. This organization represents now 12 membership units in Illinois and was instrumental in bringing about some progressive state legislation concerning special education.

Illinois H.B. 1407 became law in July of 1965 and makes education for all handicapped children mandatory by July of 1969. Because support of every citizen is needed, if special education is to become a reality for every handicapped child, the Illinois Council for Children with Learning Disabilities, together with its membership units is now focusing on the implementation of the law. Here too, we have provided legislators with written testimonies on the necessity of full funding of all special education bills. Illinois H.B. 2253 authorized \$43,000,000, to fund all special education bills. However, this bill suffered a substantial cut during the 1969 legislative session.

In Chicago alone 100,000 handicapped children, a figure quoted by the Board of Education of Chicago, should be accommodated this year. In terms of children with learning disabilities, it is generally said that 5 to 10 percent of our school population suffers from some form of learning disabilities, from minor to severe forms. One percent requires placement in self-contained classrooms. For Chicago it would mean that at least up to 10,000 children will need programs geared toward their special educational needs, and up to 1,000 children should be in self-contained classrooms. To realize educational programs for learning disabled children, state legislation alone is not enough.

Therefore, through the legislative committee of the National Association For Children With Learning Disabilities, of which I am also a member, we are now promoting federal legislation for children with learning disabilities.

Now pending federal legislation (S.B. 1190 and H.R. 8660 and 9665) is giving additional help in the area of learning disabilities. Testimonies in support of this legislation will be heard from various people representing state organizations for children with learning disabilities. However, my testimony is given at the request of Congressman Roman C. Pucinski of Chicago, with whom Chicago parents have met in order to discuss some of the inadequacies in Title VI of the Elementary and Secondary Education Act regarding children with learning disabilities. These bills establish among other provisions a specific category for children with learning disabilities, with a precise description of the handicap. This is our first concern, as the former category "other health impaired children" was inadequate. After monies under Title VI of the Elementary and Sec-

ondary Education Act were distributed to every other deserving category of handicapped children, programs for children with learning disabilities were considered last in allocating funds. This was indicated in a statement by a Chicago school official, participating in the meeting with parents and Congressman Roman C. Pucinski, mentioned earlier.

Ultimately, our goal is to orient, whenever possible the education of the handicapped into the mainstream of American education. We cannot permanently isolate special education, if we want to give every child a chance to develop to his fullest potential. This is particularly true in the case of the learning disabled youngster whose mental ability *is not impaired*.

As parents, we are also seeking the establishment of "Model Centers" for the purpose of early and accurate diagnosis and identification of the learning disability. This is a prerequisite for proper placement of the child in public school. So far, these children have been kept in the regular classroom without remediation, only to fall further behind in their academic work, and in addition acquire secondary social and psychological problems, which tend to compound the primary learning disability. If the condition is of a more severe form, *all other* special education classes were considered for placement of the learning disabled youngster, merely to alleviate pressures applied to the school system by parents and professionals. No wonder, that many of these children later on had to be excused from public school, "because of lack of academic progress", when the real reason was simply initial misplacement of the student.

These Model Centers staffed with competent professionals, with experience in the field of learning disabilities, must develop educational and training programs that will reach learning disabled children and make them responsive to the learning experience. The experience of these model centers then should be used in developing plans and programs on a broad basis for the public school system.

Teacher training programs will have to be increased through comprehensive courses in learning disabilities at teachers' colleges and universities. At the same time refresher courses for veteran teachers must be provided to keep them current on new teaching methods in learning disabilities. These institutions should receive funds or grants from federal resources. The U.S. Office of Education (HEW) should be committed in support of these efforts.

Finally, we have to realize that if the learning disabled youngster is not helped early in life, or at least by the time when his academic program begins, he will undoubtedly become a potential drop-out before he enters high school. Evidence of that is a statement by the Superintendent of the St. Charles, Illinois School for Boys, who said 3 out of 10 boys in St. Charles are boys with minimal brain dysfunction, who could have been helped, if the respective public schools would have recognized and concerned themselves with their real problem in time.

Also, in many cases, simple logic will tell us, that if we do not help these children before they reach adulthood, we might have to support them throughout their adult lives.

Congressman Roman C. Pucinski from Chicago said in his presentation before the Illinois Council for Children with Learning Disabilities, a month ago in Chicago: "Government can be relevant, and responsive. Government has become sensitive to the special problems of handicapped children. It now must lead the way to alleviate these problems". As the State of Illinois is beginning to become concerned with the education of the child with learning disabilities, the federal government must show the same concern, until learning disabilities programs are well established, and all our children are being truly accorded their rightful and equal learning opportunities. They may be tomorrow's leaders.

The words said here in form of testimony on behalf of the child with learning disabilities are surpassed in a poem I just found recently. It expresses the feeling of the learning disabled youngster who does not understand why he cannot learn, and at the same time expresses the helplessness of the educator. The title is "*Plea Unanswered*". (Copy attached).

Through passage of appropriate federal legislation for the learning disabled youngster, gentlemen, you will answer the plea for 3 million learning disability children in cities and towns across America.

Thank you.

[Reprinted from *Mental Hygiene*, January 1969]

PLEA UNANSWERED

(By Benjamin Goodnick)

A child
Walked into my office today.
Trembling, faintly smiling,
She lifted up her eyes
Hoping to find
In my eyes and in me
The answer to her problem.

And her problem—
Neither new or rare
Simply stated
In her own words
Was: "I can't learn."

So, I looked upon her.
There was no bone to mend
Nor wound to heal,
Yet, sight unseen,
The pain, the anguish festered.

Is her request so great?
That she be like others—
That they understand her,
And she them,
That she find a normal place
In this too-complex world.

Why must each command be confused?
Why does every task undone
Torment her?
And every reproof undeserved
Seer her flesh?

What crime, what transgression
Did she commit ere birth
That she of all,
Innocent and unknowing,
Should merit such deserts?

Thus, she stands,
Pale-cheeked and patient,
At my door
Seeking in vain, through me,
A salvation which I,
In my helplessness
Am unable to give.

SAN FRANCISCO STATE COLLEGE,
San Francisco, Calif., July 18, 1969.

Congressman ROMAN PUCINSKI,
Chairman, General Subcommittee on Education, House of Representatives, Committee on Education and Labor, Washington, D.C.

DEAR CONGRESSMAN PUCINSKI: As your subcommittee begins hearings on H.R. 8660 and H.R. 9065 the Hearing Disabilities Act, I should like very much to share my views on the legislation with you and members of the General Subcommittee on Education.

Children with learning impairments constitute the largest number of the physically handicapped group. If a special methodology is applied following ap-

propriate diagnosis the assumption is made that the child will learn in an essentially normal manner. The resultant definition includes the following: Learning Disability refers to one or more significant deficits in essential learning processes requiring special education techniques for remediation. Children with learning disability generally demonstrate a discrepancy between expected and actual achievement in one or more areas such as spoken, read or written language, mathematics and spatial orientation.

Children classified on a continuing scale could be grouped in the following categories:

Severely Brain-injured: The child is hurt so badly that he cannot move or make a sound; if he were injured one tiny bit more, he would be dead.

Moderately Brain-injured: The youngster who cannot walk or talk.

Mildly Brain-injured: The child who walks and talks poorly.

Dyslexia or reading disability, is perhaps the most frequent of all types of learning disabilities or language disorders. Estimates of the incidence of dyslexia vary greatly, primarily as a function of the definition used. A conservative estimate is that perhaps 5 percent to 10 percent of the school population has severe enough reading problems to require special educational concern and provisions. Disabilities in other academic subject areas such as arithmetic do occur, but much less frequently.

Verbal communication disorders or difficulties, with comprehension or expression of spoken language has been labeled aphasic disorders in the past. However, the term aphasic is now felt by many to be inappropriate.

Visual-motor integration problems has been widely noted often in conjunction with reading problems. But, there are also children who manifest severe spatial orientation, body image, perceptual coordination, etc. problems and who are not dyslexic.

The school administrator must provide for the education of all children. When children fail to learn in the regular classroom, the administrator as well as the teacher has a serious problem. If a child has a known learning disorder, the administrator finds himself pressured to (1) create a special class (2) provide special remedial services with liaison to the regular class (3) give special training to the regular class teacher (4) put the child in a traditional special education class for the retarded (5) exclude the child and recommend institutional assistance (6) begin a system wide training program suggested by some national figure or (7) ignore the child problem and concentrate on less controversial matters.

Inadequate motor coordination is a common cause of learning disabilities. Children who lag behind their classmates in the lower grades have so often been found to have difficulties in motor development. Without good motor coordination, a child is handicapped not only on the playground but may also be retarded in all his learning.

Retarded language development is also a considerable handicap in school learning. Teachers become aware that there are some children in every class with communication disorders.

The social development of a child also affects his ability to learn. Some children who are well adjusted and happy at home are still socially immature; they cannot engage in the social give and take with peers which is expected of a child in kindergarten and primary grades. These children may thus become isolated from their own groups, withdraw into a fantasy world and as a result have difficulties with learning.

In conclusion it is my feeling that this legislation is vitally needed. Ample funds should be made for workshops, teacher education classes, in-service programs, extensive research and expanded Doctoral programs all designed for preparing teachers to work with students who have learning disabilities. The San Francisco State College Department of Special Education has made excellent progress in the above areas and let us hope that many more colleges and universities train future teachers for those with learning disabilities.

In order that this subcommittee, members of Congress and readers of these hearings may have some idea of the notable publications in this field I am enclosing a Select Bibliography on Learning Disabilities which should prove useful.

Sincerely,

CLAUDE M. URY.

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American Journal of Mental Deficiency—Published by the American Association of Mental Deficiency, 5201 Connecticut Ave., N.W., Washington D.C. 20015.

Children—Published by the Superintendent of Documents—U.S. Government Printing Office, Washington D.C. 20402.

Exceptional Children—Published by the Council for Exceptional Children, National Education Association, 1201 16th St. N.W., Washington D.C. 20036.

Journal of Learning Disabilities—Publication and editorial offices located at 3150 Le Jeune Road, Coral Gables, Florida 33134.

Young Children—Published by the National Association for the Education of Young Children, 1629 21st, N.W., Washington D.C. 20009.

Review of Educational Research—Published by the American Educational Research Association, National Education Association, 1201 16th St. N.W., Washington D.C. 20036—Reviews the literature in the field of Special Education in the February 1963, February 1966 and February 1969 issues.

ASSOCIATION FOR CHILDREN
WITH SPECIFIC LEARNING DISABILITIES, INC.,
Kensington, Md., July 14, 1969.

Hon. ROMAN C. PUCINSKI,
*Chairman, General Subcommittee on Education,
House of Representatives, Washington, D.C.*

DEAR MR. PUCINSKI: In February 1963 a few parents gathered together in rather a desperate effort to find a way to help their children. Out of this meeting was born the Montgomery County Association for Children With Specific Learning Disabilities. Today our membership exceeds two hundred families and professionals. For our SLD children we have established:

1. A three week summer resident camp dedicated and staffed for children with learning disabilities and geared for their needs.
2. A six week summer day camp, combining academic work and recreation under expert supervision.
3. A monthly meeting where distinguished doctors, educators and other professionals in the field present recent developments and theories affecting our children and answer our questions.
4. An informal monthly study group meeting where parents discuss and exchange views under professional supervision and give each other courage and understanding.
5. A library of current publications concerning our children.
6. Opportunities to serve the organization as we seek to learn of and promote maximum educational and social benefits for our children.

The introduction of several bills in both the House and Senate of the 91st Congress designed to assist children with learning disabilities has given our parents such encouragement and hope as have been rare in our experience. This is a development which is new in the history of education. For where heretofore children who have been designated as mentally retarded have drawn Congressional support, and rightfully so, and heretofore such handicapped children as the blind have been given Congressional aid, and rightfully so, our children who cannot easily be labelled have had to rely on local and state institutions for assistance, many of which have not had, and some still do not have, any real conception of the needs of learning disability children. That in itself has not been surprising for experts in the medical and educational disciplines have not been in agreement on what causes learning disability.

Our children have been described as being or having such characteristics as: *Immature, Poorly Coordinated, Distractible, Restless and Talkative, Hyperactive, Faulty Powers of Inhibition, Easily Frustrated, Perceptual and Conceptual Impairment, Perseverating, Rapid Mood Shifts*. They have been said to be *Brain Injured, Exceptional, Neurologically Impaired, Minimal Cerebral Dysfunctional*, and in short, *The Child with Many Names*.

It has been our experience that the children in whom both your committee and our organization are interested can trace their learning disabilities to a degree of brain damage. In late years the medical disciplines have become con-

cerned with the problem of diagnosing and treating these children. There seems to us to be little doubt that through proper medical examination most children can be diagnosed at a very early age as being neurologically impaired to an extent where they will have one or more problems in learning. It is our hope that whatever legislation is enacted will take due note of the all important medical and psychological analyses and diagnoses which must be given to all children, especially at pre-school age, who will not be able to cope successfully with the general educational tests which are used to determine if a child functions as normal or average. In this regard we note that there is a provision in the bills which states that the child whose learning impairment stems from an emotional disturbance is not covered. It has been our experience that a brain damaged child who cannot function at the same level as his peers will develop into an emotionally disturbed child unless he is helped with his learning disabilities. Some leeway should be given to determining if the emotional disturbance results from the learning problems.

Organizations such as ours have learned a great deal, the hard way, if you will, about the needs of our children. We hope, therefore, that consideration will be given to such organizations being represented in the studies that the legislation contemplates.

Our organization is the only one which makes available to learning disability children camp facilities, both residential and day camp, in Montgomery County. We are limited by our meager financial resources in the number of children we can help. Where our day camp has an enrollment of 25 children, three times that number are waiting to be helped. Children with learning disabilities need supervised help all year round. They need, because they so often lack it, companionship with like children, again because they are so often rejected by normal children. We are hopeful that your legislation will make possible expansion of camp and recreational facilities for our children. It should be noted that children with learning disabilities find it more difficult in the early years of schooling to retain what they learn. A very important objective of our day camp program is to continue their academic training.

Undoubtedly by this time your committee has received all sorts of theories as to what these children need. Whatever else they may need, the one elemental need is the most difficult of attainment, the good teacher. An understanding, imaginative and sympathetic teacher will make any program work, while without that kind of teacher any program especially set up for our children becomes a catastrophe. The emphasis which the several bills, H.R. 8660, H.R. 9065 and H.R. 9173 place on teacher training is one of the most commendable features of these bills.

The Montgomery County Association for Children With Learning Disabilities endorses the objectives of these bills and urges enactment of legislation which embodies for the first time the concept that children with learning disabilities need help on the federal level. As parents, as workers in the vineyard, we believe this to be must legislation.

Sincerely,

RALPH KRAMER, *Vice President.*

STATEMENT OF GEORGE W. FELLENDORF, EXECUTIVE DIRECTOR,
ALEXANDER GRAHAM BELL ASSOCIATION FOR THE DEAF

Mr. Chairman and Members of the Committee, I am George W. Fellendorf, Executive Director of the Alexander Graham Bell Association for the Deaf and Editor of the monthly journal, *The Volta Review*. I am here today representing an organization of some 20,000 parents, teachers, and friends of deaf and hard of hearing children. The Alexander Graham Bell Association for the Deaf is an international organization whose members are drawn from the United States, Canada, and more than 30 other countries throughout the world, in which there is a concern for improving the education of children with hearing impairments.

It is my pleasure on this occasion to heartily endorse HR 8660 and 9065 for "Children With Learning Disabilities", even while recognizing that this particular bill by definition will not directly affect children whose primary handicap comes from a hearing loss. Our support, however, is based upon a rather careful analysis of the needs of children with learning disabilities and on the basis of a growing aura of cooperation among those concerned with children whose educa-

tional program must be somewhat different from that of children with normal faculties.

The cooperation that has been evidenced over the past five or six years between the Alexander Graham Bell Association for the Deaf, the Association for Children With Learning Disabilities, the Council for Exceptional Children, the American Foundation for the Blind, and many other similar organizations throughout the country is as gratifying to our organization as I am sure it is to Members of this Committee and to the U.S. Office of Education. Not too many years ago it seemed that each organization with a concern for one type of exceptional child jealously guarded its prerogatives, its contacts, its history, and (most importantly) its funding, from any kind of dilution by those concerned with other types of exceptional child. Now we have substantial cooperative relationships which have proven to the ultimate benefit of all concerned. It is on this basis of mutual concern and respect, therefore, that I stand before you today solidly and heartily endorsing HR Bills 8660 and 9065.

Another factor of importance, however, has more specific reference to the learning difficulties of children with hearing losses as well as those with learning disabilities. It is the ultimate objective of almost all parents and teachers concerned with hearing impaired children that at some time in the future their youngsters will be in a position to move into an educational program which will be similar to or identical to that made available to children with normal hearing. Particularly at the junior and senior high school levels and at the post-secondary level, it is confidently hoped that more and more hearing impaired youngsters will be able to function in reasonably normal educational settings—perhaps with tutorial help but most certainly with the assistance of responsive, emphatic teachers in the regular classrooms.

As educators of deaf children, therefore, we see in the program to assist the child with learning disabilities a continued and expended emphasis upon youngsters who, in many instances, have correctable learning deficits which are not unlike some of those that occur for hearing impaired children when they seek a totally- or semi-integrated educational program in a school for normally hearing children. When we read of legislation to assist "children . . . who have good or superior intellectual potential, but who have difficulty acquiring academic skills", we might well be referring to the hearing impaired child, although in this instance the quotation I have offered comes from a statement of Mr. Robert Russell of the Association for Children with Learning Disabilities before the Subcommittee for the Departments of Labor and Health, Education, and Welfare of the House Appropriations Committee on April 29, 1968. When we learn of the need for psychological and educational diagnosis of learning difficulties, when we hear of the need for early identification of youngsters with various learning handicaps, and when we hear of children with potential that is not being properly exploited through lack of good teaching, appropriate classroom settings, and innovation on the part of administrators, we could just as easily be referring to programs for the hearing impaired as for children with learning disabilities.

Historically it has been demonstrated, much to our continued dismay, that most deaf youngsters are functioning at several grade levels below their chronological age expectation. In many instances we are not totally aware of the reasons why a youngster is functioning at something less than his normal grade level. It is of great concern to us that we do not understand the many factors which contribute to this educational retardation. Innovative programs for teacher training, for parent guidance and direction, as well as in the actual work with the youngsters themselves, is necessary to help both the children with learning disabilities in this country and those with hearing disabilities who will undoubtedly benefit from the increased attention to these factors.

May I conclude, therefore, Mr. Chairman and Members of the Committee, with the thought that by a concern for the thousands upon thousands of children with learning disabilities in this country, your Committee and the Federal government will have helped to prepare the way for better acceptance of youngsters whose learning difficulties arise from a hearing impairment and associated disorders.

I am most grateful for this opportunity to make this presentation to you. We are looking forward to news that this Bill will soon become the law of the land and that adequate funding will be appropriated to enable it to begin to fulfill its mission to children with learning disabilities, their parents, teachers, and the others who are most concerned about them.

