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INCLUDING CHILDREN OF REFUGEES IN
BENEFITS OF IMPACT AID LEGISLATION

GOVERNMENT

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HEARING
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 14060

A BILL TO AMEND THE ACT OF SEPTEMBER 30, 1950,
RELATING TO FEDERAL ASSISTANCE FOR EDUCATION IN
FEDERALLY IMPACTED AREAS, TO PROVIDE SUCH ASSIST-
ANCE TO AREAS SUFFERING A SPECIAL BURDEN ON
ACCOUNT OF CHILDREN OF REFUGEES

HEARING HELD IN WASHINGTON, D.C., OCTOBER 3, 1969

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



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1969

35-659

COMMITTEE ON EDUCATION AND LABOR

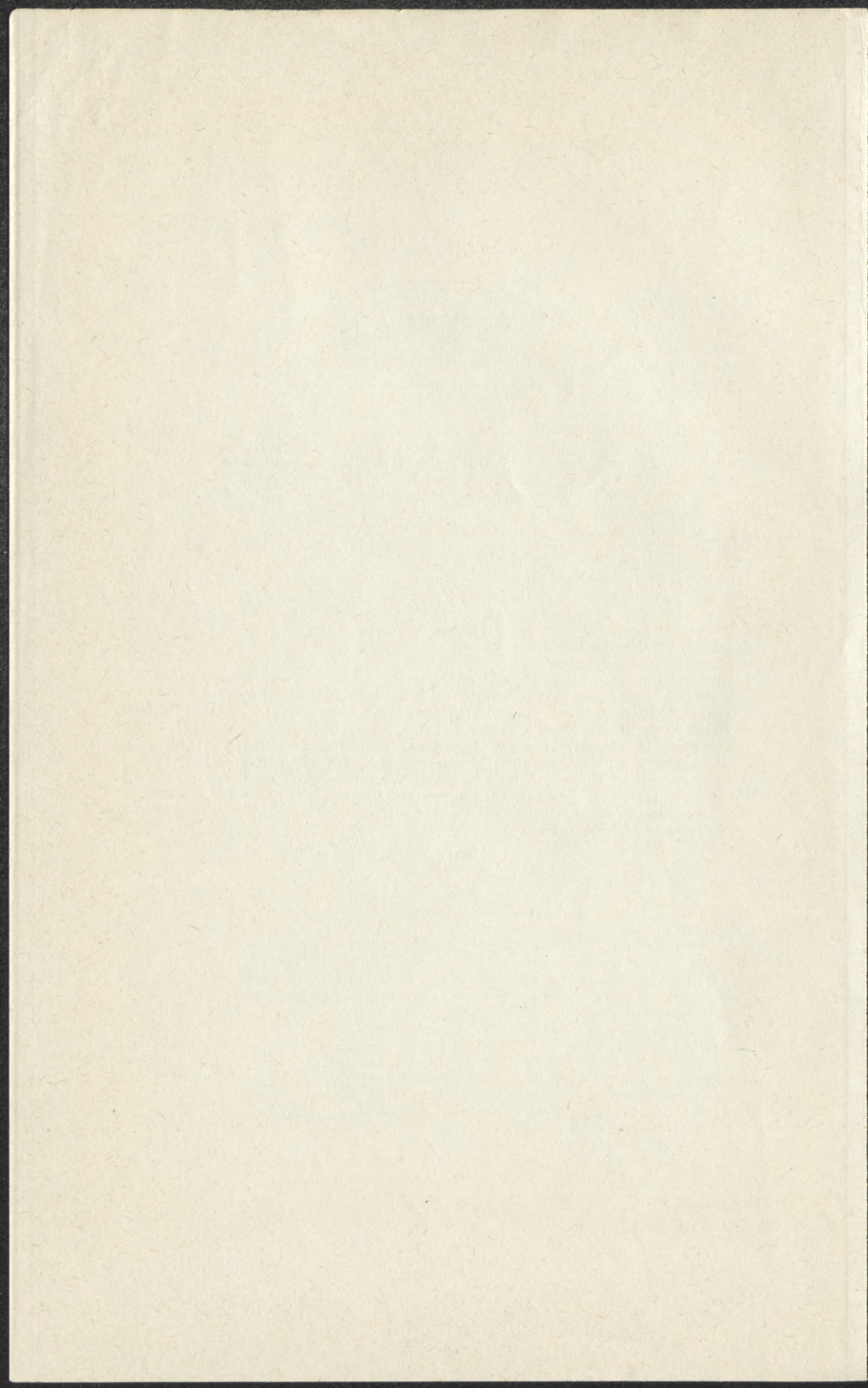
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INCLUDING CHILDREN OF REFUGEES IN BENEFITS OF IMPACT AID LEGISLATION

FRIDAY, OCTOBER 3, 1969

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

The committee met at 9 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Daniels, O'Hara, Pucinski, Collins, and Landgrebe.

Staff members present: William F. Gaul, associate general counsel; Charles Radcliffe, minority counsel for education, and Marty LaVor, minority legislative coordinator.

(Text of H.R. 14060 follows:

[H.R. 14060, 91st Cong., first sess.]

A BILL To amend the act of September 30, 1950, relating to Federal assistance for education in federally impacted areas, to provide such assistance to areas suffering a special burden on account of children of refugees.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 3(b) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by striking out the second sentence and inserting in lieu thereof the following: "The Commissioner shall also determine the number of children (other than children to whom subsection (a) or any other provision of this subsection applies) who were in average daily attendance at the schools of a local educational agency and for whom such agency provided free public education, during such fiscal year, and who, while in attendance at such schools resided with a parent who was, at any time during the three year period immediately preceding the fiscal year for which the determination is made, a refugee who meets the requirements of section 2(b)(3) (A) and (B) of the Migration and Refugee Assistance Act of 1962."

SEC. 2. Section 2(c)(2) of such Act is amended (1) by inserting before "subsection (b)" both times it appears the following: "the first sentence of", and (2) by inserting after "to whom such subsection" the following: "or such sentence".

SEC. 3. Section 3(c) of such Act is amended by inserting after paragraph (2) the following new paragraph:

"(3) No local educational agency shall be entitled to receive any payment for a fiscal year with respect to a number of children determined under the second sentence of subsection (b) unless the number of children who were in average daily attendance to whom such sentence applies amounts to 25 per centum or more of the number of children who were in average daily attendance during such year and for whom such agency provided free public education, but in determining the number of such children under such second sentence no child shall be counted with respect to whose education a payment was made under section 2(b)(4) of the Migration and Refugee Assistance Act of 1962.

SEC. 4. (a) The center heading of section 3 of such Act is amended by adding at the end thereof "; REFUGEE CHILDREN".

(b) The center heading of subsection (b) of section 3 of such Act is amended by adding at the end thereof "; REFUGEE CHILDREN".

Chairman PERKINS. The committee will come to order.

A quorum is present.

I am delighted to welcome here this morning the distinguished group of witnesses from Congressman Daniels' district, and I want to take this opportunity to thank them and the administration's witnesses for being here today.

Congressman Daniels is a very persevering individual in his efforts to better educational opportunities.

Some time ago Congressman Daniels called to my attention this important problem in his congressional district. I mentioned at the time that the problem has had a real impact, and I personally felt that the Office of Education had authority to do something about the situation.

I understand that the Office of Education reported back that they do not have authority. However, I still think that authority exists. That is my own personal view.

But, notwithstanding, Congressman Daniels has come up here with some ideas and, at my suggestion, has an amendment which is the subject of this morning's hearing.

The amendment, if adopted, would do something about it immediately, and I will personally do everything in my power to assist a great Congressman who has done so much for education throughout the Nation.

Congressman Daniels, it will be a pleasure for me to work with you. Do you care to make any statement?

Mr. DANIELS. I would like to thank you for those kind words as well as for calling this hearing this morning, at my request, because of the serious impact on the educational system in my congressional district, particularly in Union City and the town of West New York. By virtue of the serious problem we are experiencing there, today which has had a most serious effect upon the budget of these communities, I introduced H.R. 14060, a bill to amend the act of September 30, 1950, relating to Federal assistance for education in federally impacted areas, to provide such assistance to areas suffering a special burden on account of children of refugees.

It has been brought to my attention that, of the total school enrollment in the elementary and secondary schools, more than 50 percent of the enrollees are of Spanish origin and that most of them are Cuban refugees. Some of the children are totally illiterate.

I understand, for example, that in the September, 1969 enrollment alone, several hundred Cuban refugees were registered for school. One child, 11 years of age, was illiterate not only in the English language, but the Spanish language as well.

Some classes, which are large—composed of about 35 students—have children who are mostly of Cuban origin.

In addition, we have mixtures of classes with varying degrees of intelligence, varying degrees of education. This poses a very, very serious problem insofar as teaching is concerned.

The mayors of these communities, the school boards and the school superintendents are interested in providing a decent education to the children of the community. They are having great difficulty in doing this.

In 1962, when the United States first experienced the first influx of Cuban refugees, most of these people settled in Dade County, Fla. At

that time we saw fit to grant relief to Dade County because of the implication of the Federal Government in the flight of large numbers of Cubans from the tyranny and persecution of Castro Cuba.

Since 1962 the influx of Cuban refugees has not diminished. What has changed, however, is the location of their initial settlement as well as their resettlement from Dade County.

While many cities across the country have received large numbers of Cuban settlers, only a few communities, such as Union City and the town of West New York, have experienced as great an impact on their school districts.

In a large number of cases, as here, over 50 percent of the student population are Spanish speaking. Most of them are of Cuban origin, and as I said before, some can neither read nor write English or Spanish.

No city in America is equipped to provide an education either to the Cuban refugees or native Americans under these conditions. For that reason I have introduced H.R. 14060 to provide relief for cities experiencing this problem.

This bill would be an amendment to the impact aid bill which we had on the floor of the House about a month or so ago and which is now pending in the Senate.

This bill would provide relief under section (b); that is, granting aid in an amount up to 50 percent per pupil cost. The determination for aid is based on the number of children whose parents were refugees during a 3-year period prior to the fiscal year for which the application is made. The bill incorporates the definition of refugee found in the Migration and Refugee Assistance Act of 1962.

No community would be eligible for aid under this proposal unless 25 percent of the students in average daily attendance came within the definition of "refugee."

Now, Mr. Chairman, I would like to introduce the witnesses that I have requested to come here to testify in support of H.R. 14060.

Chairman PERKINS. Go right ahead in whatever order you wish.

Mr. DANIELS. At the head table, to the left, is the mayor of the town of West New York, a man who has served, I believe, on the school board, who is a freeholder of the county of Hudson, and who is charged with the primary responsibility of seeing that all of the children in his community who attend school receive the good and decent education to which every American is entitled. I am proud to present Mayor John R. Armellino.

Sitting alongside of him is a member of the school board of the town of West New York, John Courtney, and immediately to his left is the superintendent of schools of Hudson County, John White; and Dr. Philip Castorino; a member of the school board of the city of Union City, a chiropodist, by profession; immediately to his left is the secretary of the board of education of Union City, Peter Savarine; and then another member of the school board of Union City, Mr. Herman Simon. The gentleman immediately to his left is the director, I believe, of the North Hudson community action program, Nicholas Mastorelli.

To his left is the superintendent of schools of Union City, Mr. Fred Zuccaro; and then a member of the board of education of Union

City, John Powers. On the extreme right is the mayor of Union City, Mayor William V. Musto. Mayor Musto is also a senator of Hudson County in the New Jersey State Legislature and the leader of his community. He has the same interest in giving and providing a decent education to all of the children of his community as Mayor Armellino has.

Chairman PERKINS. Let me thank you for being so diligent and untiring in your efforts to make sure that the full Committee on Education and Labor is aware of the true situation in this school district.

It goes to show that a great Congressman represents this area and I want to join in welcoming all of you distinguished educators and mayors and civic leaders before this committee this morning.

Congressman Daniels, call them in the order that you prefer.

Mr. DANIELS. I inadvertently overlooked two beautiful and attractive young girls sitting at the witness table, who are here also to testify, Miss Blanca Fernandez and Miss Maritza Suarez, who are in their junior and senior years at Union Hill High School.

I am going to leave it entirely up to the panel. They have decided among themselves, as to how they desire to present their testimony.

I would suggest, Mr. Chairman, that all of the witnesses be permitted to testify. Before we present any questions to them and get into the question and answer period, I think we ought to hear their testimony because the House meets at 11 o'clock this morning.

Chairman PERKINS. That is correct.

Mr. DANIELS (presiding). And I would like to get their testimony on the record.

I will leave it to you gentlemen to proceed in the order that you see fit.

First, mention your name and your position and proceed.

STATEMENT OF DR. PHILIP CASTORINO, VICE PRESIDENT, UNION CITY BOARD OF EDUCATION

Dr. CASTORINO. Mr. Chairman and members of the committee.

My name is Dr. Philip Castorino, vice president of the Union City Board of Education.

At this time may I extend the best wishes from the officials of Union City and the township of West New York, for allowing us to come before you to explain our situation.

We have a very unique situation in our cities and any aid that you may give to us will be greatly appreciated by both cities.

Again, thank you on behalf of both cities.

At this time I would like to introduce the superintendent of schools of Union City.

STATEMENT OF FRED ZUCCARO, SUPERINTENDENT OF SCHOOLS, UNION CITY

Mr. ZUCCARO. Thank you.

Mr. Chairman and members of the committee, I am happy to have the opportunity to appear before this congressional committee. I feel very strongly that the communities of Union City and West New

York deserve this opportunity to present their very special problem to you and I am confident that you will support a just solution to that problem.

As you know, the basic human ingredient in our story is the thousands of children who have come to Union City and West New York from Cuba in the last 5 years. What this has meant for the public school administrators, teachers, and boards of education can be told in simple straightforward language.

The story is tragic yet inspiring. Today we hope we will push it forward to a happy ending.

No single department of our municipal government or public school system can escape the tidal wave impact of Cuban refugees pouring into our communities.

Housing, welfare, health, labor unions, business and industry, community action, churches and service organizations have faced the refugees day by day for 5 years. They have worked with refugees on the most personal level and struggled alongside of them to ease their way into our community life but the numbers are so tremendous and our resources so limited that our small communities cannot carry the burden alone. We need your help now.

Today we have with us the mayors of our two towns, the superintendents of schools, assistant superintendents of schools, members of the board of education, secretaries to the board of education, the director of the North Hudson Community Action Corp., and the two Cuban girls who are high school students in our community.

At this time I would like to introduce to you my friend and colleague, John White, the superintendent of West New York Schools, who will explain to you the educational difficulties that have resulted from the Cuban influx to West New York.

Mr. John White.

STATEMENT OF JOHN WHITE, SUPERINTENDENT OF SCHOOLS, WEST NEW YORK

Mr. WHITE. Thank you, Mr. Zuccaro.

Mr. Chairman and members of the committee, I also want to add my personal note of appreciation for the time and the opportunity afforded to us to appear before you.

We are here to voice the appeals of the people of West New York and Union City for assistance in meeting the ever-mounting financial burden caused by the resettling of the thousands of Cuban refugees now dwelling amongst us.

Nobly, the United States gave asylum to those Cuban refugees, who during the early days of Castro's rule, had to steal away in the night. Generously, did our Government later arrange diplomatically with Castro a program, the objective of which was to bring from Cuba immediate relatives of refugees already in this country, thus affecting family reunions in the communities in which the earlier arrivals had been resettled.

Statistics of the Cuban Refugee Center reveal that as of March 31, 1968, the total number resettled in 2,326 cities in the United States was 158,761. This would yield a per city average of 68.3.

Yet in the Union City schools that same year there were 2,699 Cuban refugee pupils and in West New York, 2,945. Thus, not counting parents or other older relatives but just the children, Union City was 39.5 times and West New York 43.1 times greater than a per city average. The impact in Union City and West New York has by far been the greatest of any resettlement area in the Nation.

West New York and Union City are contiguous communities with similar physical and economic conditions. West New York is situated on the west bank of the Hudson River and from atop the Palisades overlooks New York City.

West New York is 1.02 square miles. It had its greatest population growth from 1900 to 1930. During this period 90 percent of the residential areas were fully developed. Thirty-five percent of the dwellings were one- and two-family structures; 65 percent were three- to five-story walkups.

Presently 88 percent of all dwelling units are over 40 years old with 65 percent over 50 years old. Both communities are wracked with the same problems and blight of the older and larger core cities since we are part of the same metropolitan complex as New York City.

However, unlike other metropolitan cities, both West New York and Union City have practically no industrial or commercial ratables.

Why then did the Cuban refugees come to our communities in such large numbers? After a period of orientation in Florida, the Cubans then looked for other areas that would offer more opportunities, financial, social, and environmental. New York City was the place of greatest financial opportunity but it was not to their liking, socially nor environmentally.

West New York and Union City, directly across the Hudson River were the ideal havens—only 12 minutes by bus through the Lincoln Tunnel to New York City—close enough for the business opportunities it afforded but still separated from the problem areas they wanted to avoid. And so they came to our communities as a result of a Federal policy.

I should like to speak of the impact in our school systems. Prior to the coming of the Cuban refugees, both school systems had declining enrollments as the "move to suburbia" affected us as it did most urban communities.

We thus had shrinking school budgets and also were able to affect educationally beneficial classroom size. In West New York, in September 1965, we had an average class size of 23.8, which to me was educationally sound so that much individual attention could be given to our pupils.

Further, because of our declining enrollment, I was able to reduce the number of teacher personnel from 262 in February 1957 to 246 in 1962, a reduction of 16 teachers without affecting the efficacy of our learning process.

Now, I have 311 teachers—an increase of 65 teachers—since the Cuban refugees settled in our community and presently have an average class size of 34.6. All pupils in our communities are suffering.

Prior to this year, our classes, as I mentioned, were of rather comparable size. Now in the classroom, where we have 37 pupils, we are likely to have 20 who speak little or no English.

Now, the teacher in the class of that kind has to then divide her time between, shall I say, the natives and then the Cuban refugees.

This, in effect, means that no student is getting the full time of his teacher nor the full benefit of an educational program.

Presently, I have 30 English and second language classes which necessitated hiring 23 additional teachers to continue that program along with the seven classes I had going last year.

Mr. DANIELS. Will you yield at that point?

Are these extra 23 teachers in addition to the 65 you referred to?

Mr. WHITE. That is all inclusive.

Mr. DANIELS. Thank you.

Mr. WHITE. In West New York as of this month, we have out of 3,260 Spanish speaking pupils, 813 pupils who speak no English. All of our pupils are suffering from the disadvantage of a deteriorating educational system. Even though our communities have doubled their school budgets, we still cannot stem the deterioration of what were once sound systems.

Subsequent speakers shall supply the statistical and budgetary information to support the generalizations that I have made.

I should like also to mention the attitudes of the citizen of our communities in the face of what is an increasingly critical situation. At first, with the inborn sympathy that all Americans have for those oppressed and persecuted, they received those early Cuban refugees with heartfelt welcome.

Now that they see their children suffering educational deprivation, while at the same time budgets are increasing so alarmingly, that it threatens the very ownership of their homes, there is growing animosity toward those whom they once welcomed.

They know, as I have stated, that without the Cuban refugees we would have continued with more stable budgets, reflecting only the general increases in salaries and not the cost of so many additional staff members, increased cost for additional furniture, books, supplies, and constructing classrooms.

This, to them, is an onerous burden with no relief in sight, for the Cubans still pour in. They see it as an unjust burden on their already drained resources—a threat to the lifeline of their community.

We would have no grievance if our Government paid the entire cost of this act of mercy in giving asylum, of settling them in safe homes, of providing a new life for them. We note, however, that only one area, Dade County, Fla., has received staggering millions of dollars in educational aid. We know that the refugees are flown from Cuba, relocated among us, and even receive resettlement money, the cost up to that point, paid for by our Government.

Then they are directed to the small communities of West New York and Union City, whose citizens are, in essence told, "Here are your thousands of Cubans; we are giving you a greater ratio of refugees than any other community in the United States. They are yours; take care of them at your expense. We wash our hands of them and you."

What was a noble act of mercy has become a death warrant for the communities of West New York and Union City. We plead for assistance now—before it is too late—before there is no West New York, no Union City.

I now present Mr. Herman Simon, assistant superintendent of schools in Union City, who will present statistical data to support our cause. I trust that you will be inclined to realize the justice in our plea.

**STATEMENT OF HERMAN SIMON, ASSISTANT SUPERINTENDENT
OF SCHOOLS, UNION CITY**

Mr. SIMON. Thank you, Mr. White.

Mr. Chairman and members of the committee, from the rooftops of Union City and West New York on a clear day you can see the Statue of Liberty, a century-old symbol of America's welcome to the poor and harassed people of our world.

What we cannot see are the arms of the control tower at Newark Airport where thousands of refugees from Cuba have landed and then come to Union City and West New York in the past 5 years.

They arrive at the airport on Monday and their children register in our schools on Tuesday.

From the time the airlift began in December 1965, the number of Cuban refugee children arriving and coming into Union City and West New York has increased from 200 to an anticipated 2,000 annually in the year 1969-70; 10 times the number who came just 5 years ago.

What had been a stable school population in our two communities for the period 1955 to 1965 has become an ever-mounting number since 1965, almost entirely because of the flood of refugee children from Cuba.

Consider this: In 1965-66, the total population in our public schools was 11,752. In 1969-70, it is already 14,757. And we estimate that there will be almost 15,000 children in the schools of Union City and West New York by the end of the school year. This represents an increase of more than 3,000 for both communities in 5 years.

During this same period, 6,363 Cuban refugee children came to our schools. In the first year they only represented 17.3 percent of the total school population. Now 45.4 percent of the children in our communities are from Cuba.

For every American born child in Union City and West New York public schools, there is a Cuban refugee child sitting next to him in the classrooms.

Overcrowding is the order of the day throughout the school buildings in both of our communities.

Last year in Union City, 92 elementary classrooms carried enrollments of 30 and over, in many instances up to 39 in a single room.

Among the children who have come to us from Cuba, our survey shows that 6,712 are enrolled in the schools of Union City and West New York. Of this number, just 776 or 12 percent have parents who are U.S. citizens. The other 5,936 children, or 88 percent, 9 out of 10 of the Cuban children, have parents who are refugee noncitizens.

Now our Boards of Education have tried through ingenuity, adaptation and reconstruction to house pupils in and outside of the school buildings.

Union City, for example, has rented portable classrooms, changed basement rooms into classrooms, renovated auditorium balconies and

storage rooms to provide classrooms, rehabilitated an elementary school, initiated double sessions in two schools, twisting and turning to accommodate the influx of children from Cuba, striving in every possible way to contain the flood.

Yet, the children keep coming in numbers so large that soon we shall not be able to absorb them regardless of our willingness or inventiveness.

The children are attractive, appealing, and their stories are often heartrending. Unfortunately, they also have multiple disabilities. They cannot speak, read, or write English. They are frequently illiterate in their native language, Spanish.

They are often in poor health without sufficient financial support. Emergency is their middle name. Their needs are obvious. And teachers, administrators, and principals respond with warmth and understanding but that is not enough.

How to find the funds to educate the thousands of Cuban refugee children is a problem so critical and so acute for Union City and West New York that it cannot be resolved without support from outside the communities; specifically, from the Federal Government.

It is not just a casual interest that the local boards of education in Union City and West New York in the midst of their troubles have sponsored and paid for experiments, pilot projects, teacher workshops, and seminars. They have engaged consultants from universities, they have pursued every available source of educational advice.

In the midst of this crisis the administration has initiated special training courses for teachers to become specialists in teaching English as a second language.

Union City, for example, was a training center for the State of New Jersey for the past two summers. In 1968 we trained 26 teachers of English as a second language; in 1969, 31. In addition, our communities have trained scores of bilingual teachers for the State.

Both Union City and West New York now employ and pay salaries for more bilingual teachers than any other community in the State.

This past Wednesday Union City became host to Montclair State College as a training center for bilingual teachers. This is not all. On the staff in both communities now are not only specialists in English as a second language, and bilingual teachers, but also bilingual guidance counselors, interpreters, testers, clerks, community aids, neighborhood helpers, and indeed there is ample evidence that our local boards of education have extended themselves and their funds to the point of exhaustion in order to cope with the problem of educating our Cuban refugee children.

In the words of the Old Testament, "Where there is no vision the people perish." Our boards have had the vision, they have not shunned the task, and they have followed the words of the Testament which say, "It is not for you to complete the task, but neither have you the right to desist from it."

Thank you.

Mr. DANIELS. Thank you Mr. Simon; who is your next witness?

Mr. SIMON. I am very pleased to present to you a gentleman connected with education for a good portion of his life, a man who has spent 20 years as secretary of the board of education of West New York, N.J., Mr. John Courtney.

STATEMENT OF JOHN COURTNEY, SECRETARY, BOARD OF EDUCATION, WEST NEW YORK

Mr. COURTNEY. Mr. Chairman, the detailed information submitted herewith is presented as actual comprehensive data of this board of education, exclusive of debt service and bond issues, current or contemplated.

Elsewhere in the presentation today a survey report will show total budget figures including debt service, bond issues, et cetera.

Data on enrollment, personnel revenues and expenditures were obtained from statistical and financial audit reports on file in the State Department of Education in Trenton, N.J.

Estimated figures for 1969-1970 are the best available for budgetary and enrollment information.

Now, these are a few pages which are a maze of figures, and I know that time is of the essence. However, we try to explain the total budgets, State tax and State aid, and all the so-called bread and butter items of teaching supplies, and expense and the like are explained in the percentage increase on another section.

However, I think that there is one very important thing that we would like the committee to review and that is the total cost of Cuban refugees to the community of West New York.

I will just take 1962-63 where we have 224 Cuban refugees, at a per capita pupil cost of \$553.37. In that fiscal year the cost to the town was \$123,954, and in the 1969-70 fiscal year the Cuban refugees now are 3,216 and a per capita estimated cost of \$731.59 each.

So that to the community of West New York the Cuban refugee total cost will be \$2,384,983.

Over this period from 1962-63, until this current fiscal year, 1969-70, the total amount expended for Cuban refugees up to that time will be \$8,432,534.

That is a tremendous amount of money in that short span of years.

In view of the fact that this is a very dry subject and I know you have everything in your folder, I will pass on now and this is merely for explanation and substantiation of a survey that you have in your folder.

I would now like to present the secretary of the Union City Board, Peter Savarine.

STATEMENT OF PETER SAVARINE, SECRETARY, BOARD OF EDUCATION, UNION CITY

Mr. SAVARINE. Mr. Chairman, I would like to take this opportunity of thanking you again for allowing us to come before the committee.

Being the chief fiscal officer of our board, and going over the main facets and problems that are coming before us each and every year, and as the superintendent and the assistant superintendent and the various supervisors come to us, the problems ultimately of finance must cross our desk, and, of course, when the agenda was made up, gentlemen, we were given a few minutes to present this, to make a report.

How does one make a report in a few minutes of something that probably could fill volumes?

With the help of God I will try my best to get across some of the more important points.

I am not going to go into any dry statistics or at least I am going to try to stay away from them as much as possible, but barely I would like to go over just a few.

In 1964-65, the budget of the city of Union City was \$3,970,000. In 1969-70 which is the present year, our budget is \$6,871,000.

This is very easy to compute. In the last 6 years there has been an overall increase in our budget of \$2,900,000. This is exclusive of a debt service.

In the past 3 years we have spent \$3.5 million in major repair.

Mr. Chairman, I would like to call to the attention of this committee that in Union City we have nine public schools of which seven are grammar and two are high schools. Our newest school at the present time is 40 years of age—which means a lot of repairs have to be done.

If we did not have the privilege of bonding this I don't know possibly where Union City would go.

Another factor that I feel is very, very important is that Union City at the present time has 11 parochial schools of which we do not have any statistics as to how many Cuban refugee children are attending those schools.

But I would like to say and I would like to bring to the attention of the members of this committee what would happen if those parochial schools would close down and suddenly they would become the responsibility of the city of Union City and also the responsibility of West New York? I dread the thought, believe me.

I would also like to touch on the Federal programs.

In 1965-1966, title I gave us \$210,000 in round figures. Title II gave us \$13,000 in round figures. Now let us look at what they are giving us this year.

In 1969-70 title I is now giving us \$64,000. Title II is nonexistent. A decrease in a period of 4 years in title I of \$145,000; a total loss in title II.

Gentlemen, I would like to call to your attention that there was a glimmer of sun in 1969, when we did receive from title III the tremendous sum of \$75,000. But allow me also to explain, Mr. Chairman, that that \$75,000 was not for the city of Union City but rather it was for the entire area of North Hudson, which consists of six communities.

I might say I feel any amount of money that is given to us through Federal programs, we are very happy to accept it, but, Mr. Chairman, one of the most unfair parts of these programs is when a Federal Government sends you this money to start and commence new programs and suddenly they say, "Well, we have no more."

What does it do? It only means that the local municipality must mandatorily start paying for that particular program.

If I may, I would like to give you a few of the facts about Union City. According to the U.S. Census Bureau, Union City has been called the most densely populated city of its size in the entire United States.

Our Mayor and many of us in Union City were shocked at this statement but, nevertheless, this is the statement of the U.S. Census Bureau.

It is a unique city in that it is 49 blocks long and only seven blocks wide. As far as space being available, there is no such thing. We are in the process of trying to find an area at the present time, Mr. Chairman, for our high school.

And, truthfully, the only place that we can find a little area is the Union City Stadium which was built with WPA funds during the past depression.

Allow me to tell you another story that is very cute, in my opinion, and we would certainly have a lot of difficulty in trying to fulfill it.

The State board of education of the State of New Jersey prescribes that to start a new high school one must have 60 acres, plus that we must produce another acre for every 100 students.

If we were to follow this formula, we would not even need a school because it would take half of our city.

Our needs at the present time would be for a high school that would house a minimum of 3,500 students.

Mr. Chairman, Union City is very unique in another respect. We are a completely land-locked municipality surrounded by other municipalities: Jersey City on the south, North Bergen on the west, Weehawkin on the east, and West New York on the north.

We have absolutely no waterfront. We have no railroads. We have absolutely no industry to speak of. It is basically a city of small residential and business property with no hope in sight for tax relief. The big factor here—and I might say that I happen to be the president of the North Hudson Board of Realtors and I feel that I can speak with some background on this particular question—in order to build in our area one mandatorily must demolish something that is existing at the present time; and as you can well understand, this becomes very, very expensive.

In order to get home to you our problem as far as taxation, I would like to give you a few examples.

Dr. Castorino, who sits at my right, owns a one-family home, nothing pretentious, nothing tremendous, but it is nestled between a funeral home on one side and an Acme food market on the other.

At the present time, Dr. Castorino is paying \$1,750 for his one-family home.

Mr. Mastorelli, who sits at my left, the executive director of CAP, owns a two-family home on a 25 by 100 parcel of land and is presently paying \$2,200 in real estate taxes.

John Powers, another one of our members, is also the owner of a one-family house which he recently purchased and paid the amount of \$20,000. His taxes are in excess of \$1,500.

The reason why I bring this out, there is no question in my mind and there is no question in the minds of any of the officials of our communities, that taxation in Union City and West New York is beginning to reach the point of saturation.

In closing, there is one other factor that I would like to bring out, because possibly some of the members may question whether or not we are running an efficient board.

Well, we feel that we do.

Allow me to give you an example of what I am talking about. Our total budget for the board of education in Union City for this coming year is \$6,871,000. We are paying out in salaries, gentlemen, the tremendous amount of \$5,673,000.

That is covering 450 professionals or teachers and administrators and approximately 200 nonprofessionals such as clerical help, leaving a balance of approximately \$1,200,000 to run a school system of almost 9,000 students and nine schools.

And I may add that last year we were very fortunate in Union City. We entered into an agreement and contract with the teachers of Union City for 2 years. So that mandatorily as we go in, Mr. Chairman, as we go into 1970-71, we have before we even start another million dollars to add to our present budget just for salaries.

Mr. Chairman, may I introduce at this time a young man who has done a tremendous job in trying to help us in coping with our many problems, the gentleman who is the executive director of our community action. I don't know what we would have done without this particular program.

Mr. Nicholas Mastorelli.

STATEMENT OF NICHOLAS MASTORELLI, DIRECTOR, NORTH HUDSON COMMUNITY ACTION CORP.

Mr. MASTORELLI. Mr. Chairman and members of the committee, I would like to touch on three topics that involve our antipoverty agency in this particular matter.

Our antipoverty agency received a 1.4 rating, the highest in the State of New Jersey and second highest in the eastern seaboard. With that most of our programs are affiliated with the Cuban refugee.

I might add that 2½ years ago we instituted the Cuban Refugee Center on the second floor of our multipurpose center in Union City which encompassed the six North Hudson towns.

Approximately 100 Cuban refugees enter our Cuban center every week. With that encompasses the fact that they need jobs, welfare, housing, relocation, and, of course, many of them have large families and the children must go to our schools.

We try our best in this situation. They come with \$100, some with nothing at all. We are now leasing our space on the second floor 3 days a week because the influx has grown, not diminished as we were told at the beginning.

We then innovated a program called Project NEED. We knew the fact that the school systems were loaded with this situation in the classrooms, an influx of the Cubans in the classrooms, so we called it Neighborhood Essential Educational Development. It started with volunteer teachers.

We receive no funds from the Federal Government for this program at this particular time. Volunteer teachers and college students work for my program in the work-study situation. Then the community affairs of the State of New Jersey saw fit to fund the program to the tune of \$13,000.

We expanded the program and we went on our way to try to teach the Spanish-speaking student more rapidly, with professional teachers and college seniors and juniors who volunteered in the program, so he can adjust and go back into his classroom.

However, when a child goes to school all day and then must go to

these classes after school and in the summertime, you know that it was very taxing for them to do so.

We knew that the schools could not cope with this alone and we tried our best in this situation.

I would like to touch upon a program that we instituted in North Hudson called the high school Spanish equivalency exam. Many of the people who came, if they did not go into the school, those 16 or 17 or over, we are the only agency in the State of New Jersey to give this test. We give it to the entire State of New Jersey, only the second one given in the entire country in the United States.

We have had, I might add, over 1,600 graduates. What it meant to the Cuban refugees is they can go on to college and more meaningful jobs. And many of the Cubans that came to us and were thankful for the help that we gave them volunteered their services in our program.

Two of the young ladies who are here today can answer to this fact. One in particular. Two or three members of her family were very grateful to us and have volunteered their services to us.

I would like to touch on one other topic. We knew that with the grace of God the schools would be cooperating 1,000 percent in loaning us the building so we could help them in this endeavor.

I don't want to take any more of your time except to add it is an increasing problem in both communities. And I wouldn't say which way it would turn because even our own Project NEED is in jeopardy of not being funded by the State of New Jersey.

We are looking for the Federal Government for aid in this situation. However, we know it is a school problem. We are only trying to supplement that situation.

As you may know, the antipoverty agency, or any antipoverty agency, doesn't know what road it is going to take. We will know that very shortly.

Mr. DANIELS. I might say to you, Mr. Mastorelli, and also to the mayors of the towns, that the full Committee on Education and Labor next week will again resume hearings on the antipoverty program. I think it would be advisable for you to come down and present your local problem to the full committee.

We are dealing with a special problem here, the influx of Cuban refugee students in the elementary and secondary schools, and that is the purpose of this hearing this morning.

I can let you know when to appear to give your testimony before the full committee.

Mr. MASTORELLI. I would like to take this opportunity to introduce two young high school students, one a junior, one a senior, who will give their report to you people.

Miss Blanca Fernandez and Miss Maritza Suarez, both Cuban refugees.

STATEMENT OF BLANCA FERNANDEZ, JUNIOR, AND MARITZA SUAREZ, SENIOR, UNION HILL HIGH SCHOOL, CUBAN REFUGEES

Miss FERNANDEZ. Mr. Chairman and members of the committee, my name is Blanca Fernandez. I am a Cuban refugee. It was so difficult for me to get out of Cuba because my father was in prison 6

years and they didn't let us go. And after we came here I didn't speak English at all. It was so difficult for me being in the classes. I didn't understand the teachers and I felt like a stranger.

After all I didn't have a friend or anything else and I have special classes. Finally I got a little better in English. I would like to say that in the beginning when I started to school I was afraid to speak English because I thought that the people would laugh at me. I had heard about tryouts of children in the school and I liked that so much and I tried out. I wanted to run away because I was so afraid, but the teacher talked to me and she told me that if I wanted to get something I got to, you know, fight to get it, and I did that.

And finally I participated in all school activities and I got very good marks, and I think if the Cuban students get interested and they don't know English, they can learn easy, if they want to.

Thank you very much.

Mr. DANIELS. I just want to ask you a question or two.

When did you come to the United States and how old were you at that time?

Miss FERNANDEZ. Well, I was 17. I came in January 1967.

Mr. DANIELS. Now you are attending school today?

Miss FERNANDEZ. Yes, sir.

Mr. DANIELS. Where?

Miss FERNANDEZ. Union Hill High School.

Mr. DANIELS. Are your parents here today?

Miss FERNANDEZ. Yes; my mother is here.

Mr. DANIELS. But when you first came here you came without your parents?

Miss FERNANDEZ. Well, with my mother because they killed my father in Cuba and I had to come with my mother.

Mr. DANIELS. Thank you.

Miss SUAREZ. Mr. Chairman and members of the committee, my name is Maritza Suarez. I am 18 years old. I came from Cuba in a boat with my family because my father wanted to give us a better education. And we tried our best, even though it was very hard, to go through the gulf in a small boat 21 feet long.

We were, you know, on a small island for 3 days in Cuba with nothing to eat or drink. But even though we tried our best and we got to Key West, from there we went to Miami where I saw my uncles who are there. And then we were 19 days with them. Then we came up here to Union City because my father wanted to be with his brothers and sisters. As soon as I got here I started to school without knowing any English at all.

I used to come home crying, I couldn't understand the teachers or classmates or nobody. I couldn't talk. I couldn't understand anything at all.

And it was extremely hard for me even though the students tried to help me.

At that time there were just two Spanish girls in my class. One was Cuban and the other was Puerto Rican. They were good to me all the time. At the time I was in the seventh grade. They changed me to the eighth grade but I started my eighth grade in Catholic grammar school, St. Michael's. I didn't know any English at that time either but I tried my best and I graduated from that school.

In the summer I entered a special program in the high school they were holding. My sister was attending, too, and she told me if I wanted to go and I said, "of course." I don't know any English, I want to learn. And I went and it was terrific, you know.

I learned songs and every definition of the words and the pronunciation was very—it kept getting better every time. And I think that was one of the best things that helped me.

Even though I tried my best, too. And the teachers were good to me.

Then I started my high school year and I felt more confident in myself. I know I was learning English and I was doing much better.

I felt very proud of myself and of the school for giving me the opportunity of studying 4 years in a high school like Union Hill, and of having the opportunity of participating in a great deal of clubs and activities that I never thought I could join.

The teachers have given me their help, their understanding, and I feel they have given me the respect any boy or girl would need and with the help of the teachers and my friends I joined the drill squad.

I was elected the president of the French club, and I feel very proud of being, you know, of having so much, so many friends, and the teachers have been so good to me.

Thank you.

Mr. DANIELS. When did you come to the United States?

Miss SUAREZ. I came in 1965.

Mr. DANIELS. And at that time you could not speak a word of English?

Miss SUAREZ. That is right.

Mr. DANIELS. Well, I want to compliment you. You are a very capable and intelligent young lady. You speak English very, very well; in fact, perhaps better than some of our native-born children. This is a compliment not only to you but also to the educational system of Union City.

Your programs up there are indeed, to use your expression, "terrific."

Mr. MASTORELLI. I would like to take the opportunity to introduce Mr. John Powers, a member of the board, who would like to sum up some of the activities.

STATEMENT OF JOHN POWERS, MEMBER, UNION CITY BOARD OF EDUCATION

Mr. POWERS. Mr. Chairman and members of the committee, I have very little to say. I think probably what everyone at this table feels most is summed up when you listen to these two girls who just spoke.

These two girls came here in very different ways—very different ways—one in 1967, one in 1965.

When Maritza arrived here in 1965 you heard her say that there were only two other Spanish-speaking children in her class. That was the 7th grade at Robert Waters School.

If she arrived tomorrow and went into that same class she would be No. 24 as far as Spanish-speaking children in that class go today. Eight times the number that there was 5 years ago.

You heard mention made of a tidal wave of refugees coming to our cities. I think Maritza's example alone points that out. Right now in

her classes, and in Blanca's classes, one-half of the number of students in those classes are Cuban.

You also heard today that, as our need has gone up, our Federal aid has gone down. I think that is something to remember. We know that Federal aid has been going down. We think, unfortunately, in all communities.

But no communities have a need factor like we have, and no communities have had a need factor arise in the ways ours have during that period of time.

You see at this table a community action director, and the person who will speak after me. While the mayor is also the chairman of the board of the community action program, he is here because he, too, can demonstrate that need that our school systems have.

A community action program relates to the need of the people of a community. When the North Hudson community action program had to institute a Spanish high-school-equivalency examination, it did that because there was a vast need for that type of program, because there were so many people who were not of an age to attend our normal schools who needed this type of educational assistance; so, it was established.

You heard already in 2 years, 1,600 graduates—80 percent, at least, Cuban.

You also heard Mr. Savarine make mention of the fact we have a 2-year teachers contract and that, mandatorily, that will mean an increase of \$1 million in our budget next year.

Let me point out that West New York will more than likely have a greater increase because we were lucky: we settled with our teachers at a time when pay scales were lower. The teachers in both these municipalities are still among the lowest paid in the State of New Jersey.

It seems to me that it would be extremely strange and not really logical if the Federal Government allowed these two school systems to literally go bankrupt, which is what they will do. There is no question these two school systems will be bankrupt unless we have Federal aid.

If that happens, the cost to put these school systems back together again will be so much greater than what we now need that it seems economically impractical to let it go any further.

I would like to speak for a moment to this bill itself. There is one section in the bill, on page 2, line 3, the word "parent." It says, starting at line 2, "While in attendance at such schools resided with a parent." That wording should be changed. It should be "a parent and/or a guardian," because very many of our kids don't have parents or don't have parents living with them. Their parents are still in Cuba. Many of these children are themselves refugees.

Mr. DANIELS. Mr. Powers, it has been brought to my attention by counsel that, under the act, the word "parent" is defined to also mean a guardian.

Mr. POWERS. Very good.

Mr. DANIELS. However, we will make sure when we mark up the bill.

Mr. POWERS. Thank you, Mr. Congressman. We all hope that you will be able to help us. We need it very, very badly.

Mr. DANIELS. Before you introduce the next witness, I want to ask you a question. You stated in your opening remarks that Federal aid

has decreased, that you now receive no Federal aid for the influx of Cuban students in the elementary and secondary schools. When you referred to "Federal aid," did you mean under title I and title III of the Elementary and Secondary School Act?

Mr. POWERS. That is right, Congressman. As a matter of fact, I think both of these communities should be praised, because as Federal aid has decreased for special projects these communities have absorbed in their local budgets the costs of continuing the services that were offered under title I and under title III.

There has been no decrease. We have done it with our own money—and remember that these programs are, as you all know, supplemental in nature. They are outside what would normally be considered, today at least, a school curriculum. So we have carried on these extra programs even after those funds have been reduced.

The next speaker is the mayor of West New York. He is a freeholder of the County of Hudson. He is chairman of the North Hudson Community Action Corp. He is intimately aware of this problem in all those capacities. John R. Armellino.

STATEMENT OF JOHN ARMELLINO, MAYOR, TOWNSHIP OF WEST NEW YORK

Mr. ARMELLINO. Mr. Chairman and members of the committee, at the outset I would like to extend my sincere thanks to this committee and to the chairman for giving an opportunity to the members of our boards of education and to two of our students who are representative of the more than 3,000 Cuban refugees in the West New York school system and that equivalent in the Union City school system.

As the mayor of West New York, I am also charged with the fiscal responsibility of supplying to the West New York Board of Education the necessary funds to administer the curriculum and to maintain the plants necessary to conduct this curriculum.

As the chairman of the board of school estimates, I have found over the years increasing demands for additional monies for the purposes which I have just mentioned.

I am not going to burden this committee with any further statistics, for I feel the presentations here by the members of our boards of education should suffice to convince this committee that the plight of West New York and Union City is a very serious one.

I have on many occasions had the cooperation of Congressman Daniels, and I have told him and tried to emphasize and impress upon him—and I know that he does understand the problem is of the utmost importance—that we receive some assistance in both these communities. The problem that we discuss here this morning is not a creature born of West New York or Union City. It is a creature of the Federal Government as a result of the Cuban airlift back in 1965, with which we have no objections, since it is an act of humanity and it is offering asylum to the Cuban refugees, something which our great Nation can be proud of.

By the same token, as the mayor of West New York, it appears to me that, if the arms of this great Nation have been opened to Cuban refugees—and I repeat we agree with that—then it is my feeling that the members of this committee should then, without question, open

up the purses and permit these communities to do justice to these Cuban refugees and to the natives of our community in the educational field.

As I sit here before you this morning, I can tell you that I have never—and I have been in public office for almost 20 years—had a problem as serious as this before the governing body of my community or the board of education.

I think, it is a very normal thing to understand that, over these years, many Cuban refugee families have moved into West New York and, as a result, when the Cuban airlift takes Cuban refugees to Dade County, Fla., it is only normal that these people will seek out their uncles and their aunts, will seek out members of their family in order that they might be more comfortable in their strange country. As a result, their stay in Dade County, Fla., is limited, and they move on to both the town of West New York, and Union City, where they permanently establish themselves, where they permanently look to be educated, and where they permanently look for many other services which would not be pertinent to this particular hearing but, by the same token, which are pertinent to the community in that we must budget for those services.

As I am here this morning I might say this to you: In 1964, the town of West New York put an addition on Memorial High School, at a cost of \$3,600,000. It was the consensus of opinion between the officials of the town of West New York and both the board of education and the superintendent of schools, and the governing body and the State department of education, that this addition to Memorial High School would be sufficient and would take care of the needs of our community for at least 10 years.

Here we are in October of 1969 and, as of 2 weeks ago, I have on my desk a request for another addition to Memorial High School as a result of the influx of Cuban refugees in the town of West New York, at a cost of approximately three-quarters of a million dollars. And this was a particular case, where the school was supposed to be sufficient for the needs of our community for 10 years, and it certainly is not.

In addition to this, in the planning stages and about to go out for bid, is the construction of a new elementary school at a cost of approximately \$5 million, a direct result of the influx of the Cuban refugee.

In addition to that, we also have used every available space in every school in every plant in our community. This, of course, places a tremendous burden taxwise on a community where, back in 1961 and 1962, we were starting to stabilize our tax rates.

We were starting to make more efficient, I might say, the curriculum in our school systems, because we didn't have to put 35 and 36 students in a classroom, but we were teaching what our superintendent felt was best: in the vicinity of 25 or 30 youngsters in each class.

We didn't have double sessions, and we have them today. We didn't have 65 additional personnel in our school system, and we have them today. We had no necessity for vice principals in our grade schools, but we do have that today.

So, let me conclude by saying to you, as I started to say to you before, that, in my 20 years in government as the mayor of West New York, I have never seen a problem as serious as this one, and

one which shows that eventually it will jeopardize our entire educational program.

So, I plead with the members of this committee to do something for both West New York and Union City in order that we can carry out the objectives of the Federal Government and give asylum to these Cuban refugees in the manner in which I think the intent of the Federal Government was. Thank you very much.

I would like to, at this time, introduce my colleague to this committee, the mayor of Union City, Mayor William Musto.

STATEMENT OF WILLIAM V. MUSTO, MAYOR, CITY OF UNION CITY

Mr. Musto. Congressman Daniels, I, too, at the outset would like to thank you and your committee for allowing the privilege of coming here to plead our case with you.

I would also like to comment these wonderful people that came here from West New York and Union City today to help us in this problem.

Union City and West New York I know are indeed grateful. I believe the presentation speaks for itself. There is very little I can add to what has already been said.

Mayor Armellino, speaking in his capacity as Mayor certainly expresses the same things that I was expressing as Mayor of Union City. The only thing I might add that might be different is to modestly say to the Chair that I have spent close to 25 years in the New Jersey Legislature.

I feel for the committee today. I realize that they are hearing today what I have heard on the other side of the fence where you are, the pleas of the cities and the problems of the city.

I realize that every problem that is presented to your committee by cities that may come here from throughout this great country of ours cannot be handled by the Federal Government. I appreciate that. Many of the city problems, in fact most of them, probably belong with the State Government. I think when the State Government sets a policy and causes a problem, they should provide the wherewithal. I also think that follows with the Federal Government.

I think that where the Federal Government creates a problem and a financial burden on any community or State, they, too, should step in to do something about it.

Our Federal Government has done that.

I would like to say that we are here today not only to point out the tremendous problems of our communities—and we do have tremendous problems. We don't mean to hold the Federal Government responsible for all of our problems. We do feel that this particular problem which we have documented here today seriously is one that the Federal Government should assume as far as the financial cost is concerned to our communities.

When there is a hurricane or storm or flood the Federal Government always comes in and offers assistance. Particularly if an impact is created on a certain area. That has been the history of the Federal Government.

And even more in relation to the problem we have here today, which I would like particularly to point out to this committee.

We do have a program in this country for which the Federal Government has always provided financial assistance, and that is in the field of education.

Wherever you have established a military base or military installation, and that has caused an educational problem in the area, the Federal Government has gone in and provided the wherewithal.

For example, in the State of New Jersey today, the Federal Government provides \$11 million for 100 school districts. Four of those school districts get the bulk of it—\$11 million. And that is where you have your military bases: Fort Dix, Fort Monmouth, Picadilly Arsenal, McGuire Air Base.

I think that is a wonderful program and Federal Government policy causes that impact. Here you have caused an impact which I hope these wonderful group of people who have come here today have spelled out to you with their facts and figures; I hope after you look at these figures and you recheck them that you will come to the conclusion that the Federal Government has caused an impact in Union City and West New York that is strictly one we cannot control and one we are unable to meet financially.

I don't believe we even have a right to go to the State of New Jersey to ask them for assistance in this regard. Our State has enough other problems in that regard. I do believe though that we have a right, and I believe you agree with us or we wouldn't be here, to come here today to present to you our problem that has resulted from a Federal program, Federal policy, a direct impact on the city of West New York and the city of Union City, and it is a serious one.

We have many problems. We are meeting them. You heard these two wonderful young women testify today. We haven't moved backwards. We haven't tried to reduce our tax rates. We haven't tried to cut down our educational expenses.

In fact, we have increased them to meet this problem. And remember we also don't want to create the impression here today that we haven't had advantages from the Cuban people coming to our community—because we have.

We have been able to take advantage of the wonderful industry and the relationship we have had with them in our community, and they haven't given us any other type of problem.

In fact, they have blended very, very well with our community life. But in the educational field it is impossible for two small communities at the present time to meet the type of expense that has resulted from their becoming a part of our educational system.

And they will blend, there is no question about that. All we are pleading for here today is help from the Federal Government so we can continue the programs we have started, that we have established, that we don't have to cut them out because it is your policy that created this.

Up until now the city of Union City and the city of West New York have met it.

We have met it on our own. We have gone to the only source that we have for taxation, which is the local property tax in New Jersey. That is not your problem; that is ours. But we have gone to that. Our people have responded, they have accepted it, the morale is good.

We would love to keep it that way. We would love to keep our cities growing and getting better and more healthy and it can only continue

if the Federal Government recognizes here that they have created an impact on our communities that has caused us a financial problem that we can't meet without your help.

That is what I would like to point out, that you have always favorably responded to our history in helping out wherever your policy has caused a problem.

I submit to you that after listening to this wonderful presentation here today there could be no question, at least in my mind and I hope not in the minds of this committee or in the minds of Congress, that the Federal policy has caused the problem in two communities which are doing their very best to meet that problem and we trust that our presentation has won your favor.

In closing, again I thank our good Congressman, our hard-working Congressman, who has always been willing to help us; and I thank the committee and the chairman for his assistance, and all the other members of the committee.

We are indeed grateful for the opportunity and we know you will give our presentation and request every due consideration.

Thank you.

Mr. DANIELS. I would like to call to the attention of the panel that we have checked on the definition of the term "parent" and in the act the term "parent" as defined includes a legal guardian or other persons standing *in loco parentis*.

So there will be no need to amend the bill.

The gentleman from Michigan, do you have any questions?

Mr. O'HARA. No, I am very much impressed by the presentation that was made. I am sorry I was not present for all of it, but I heard a substantial part and I think it is very impressive.

It has established very clearly to me that you have a very severe and particular kind of a problem that has in fact resulted, as you have pointed out, from a policy of the U.S. Government.

I am not going to hold you with questioning because I am anxious to get on to the other witnesses.

In particular, I want to know what justification our Government can give for not treating the refugee problem in other places in the same way that we have treated it in Dade County, Fla. One could argue over whether we have done exactly the right thing in Dade County, but in any event, we have made an effort there to deal with a refugee problem.

The only difference between the refugee problem there and the refugee problem in your communities is that there it is of a somewhat greater magnitude, but I am not sure if it is in relation to the size of the community.

I want to explore those questions before the House goes into session and I want to thank you and assure you that with Mr. Daniels' championing your cause you won't be forgotten on this committee.

Mr. DANIELS. I would like to bring to your attention that down in Dade County when the Airlift comes in they have desks, specially marked "Union City" and "West New York."

Both Mayor Armellino and Mayor Musto have said that they welcome these people. They are glad to give these refugees a home. When they came there they found them to be good decent people who assimilate themselves to the customs of our community and they have worked well with the rest of the people.

Now as a result of having these desks specially marked, and having learned of the fine receptions and how they are treated in the community, the word passes to these people migrating from Cuba that Union City and West New York is a fine place to go to. Consequently it is understandable why they have had this tremendous influx.

I think we do have a special problem. I wholeheartedly agree with both mayors and the witnesses who have testified here this morning that the problem here is much greater than it has been in any other part of the United States, including Dade County, Fla.

As you quite generously pointed out a moment ago, when you consider the overall impact relative to population the impact upon Union City and West New York has been greater than upon Dade County. I don't understand any more than you why Dade County should receive Federal aid and not Union City and West New York or any other community similarly affected by the policy being carried out by the U.S. Government.

The gentleman from Texas.

Mr. COLLINS. I am interested in the whole situation. I didn't realize that only in these two areas apparently do we have this concentration. Is that right?

Mr. DANIELS. That is right.

Mr. COLLINS. Why is that? I agree with you. The Cuban refugees that I have seen in Texas make excellent citizens. In other words, we are getting the real cream, the very best of the ones that are leaving Cuba, and why is it that they only concentrate in these two areas?

Would we have other areas involved or is this strictly a New Jersey problem outside of Dade County? There isn't any other concentration of Cubans other than your area?

Mr. MUSTO. I would say West New York and Union City stand out in percentage of Cubans that come to the community.

Percentage-wise, they go to other places and I haven't got the slightest idea of why they have marked Union City and West New York as the place to go.

I know Mayor Armellino is a pretty nice guy and I am easy to get along with but I don't know why it has happened that way and we are not upset about that. We are very happy. They have been very helpful to our community in many, many ways.

Congressman Thompson (New Jersey) did an excellent job years back on getting aid for the State of New Jersey for military installations that would be developed and a lot of people would go there. Army personnel people had to be employed. You know, little school districts in Eatontown and Hanover townships and places like that could never meet the educational requirements without help from the Federal Government and today in the State of New Jersey we get \$11 million from the Federal Government to assist us.

It goes directly to the townships to help in the area of education. So you can handle your police problems, your recreation problems, and problems of that nature—even the housing problem—but in the area of education they are not exaggerating the condition here.

You just can't meet this problem that quickly. It is too sudden like. Maybe in a period of 20 years you could. But we can't meet that problem right away. We need your assistance very badly in that regard, because they are there. It isn't that we make up those figures. These people are with us and we would like to keep them with us.

Mr. COLLINS. This bill—the way it is drawn up—and I am not familiar with it—but take a city like Tampa or Jacksonville or Atlanta, Ga. There isn't a comparable situation to this anywhere in the country?

Mr. POWERS. The latest figures that we had—and I am sure that someone from HEW could give you much newer ones—but the latest one we had showed that there were only five areas in the country that had numerically more Cuban refugees and they were Los Angeles, Chicago, New York, Newark, and, of course, Dade County.

When you take the population basis of the places we are talking about and realize that in Union City and West New York there is a population basis of 93,000 people, as opposed to New York's population base of 8 million, or Los Angeles County's population base of close to 8 million, and Chicago's population base of 3.5 million, or even in Newark's population base of a million, I don't think there is any place outside of Dade County that has anywhere near the percentage of Cuban refugees that we have in our area.

Mr. DANIELS. I might say to Mayor Musto, the bill I have introduced, which is the bill before us and under consideration, H.R. 14060, proposes to amend the impacted aid bill he referred to and thereby it is proposed to give relief to both Union City and West New York.

It is the bill which you referred to whereby we give aid to the schools under the impact area bill. I just wanted you to understand that.

Mr. DANIELS. Do you have any further questions, Mr. Collins?

Mr. COLLINS. No. That is very enlightening.

Mr. DANIELS. The gentleman from Indiana, Mr. Landgrebe.

Mr. LANDGREBE. I am in no position to ask any questions. I will have to listen a while.

Mr. DANIELS. This panel has completed their testimony. All the people sitting at the witness table have already testified. I want to compliment both Mayor Armellino and Mayor Musto and all of the public officials as well as the two young ladies who have testified here. I think your testimony has been outstanding and has been impressive and I think you have made out a very, very good case and I want to assure you that as a member of the committee I am going to do everything within my power to influence and to convince my colleagues of the justice of your cause and hope to get some relief.

I propose to speak to the chairman to call an executive session of the full committee in the very near future, perhaps some day next week, and if my colleagues will be impressed as I am with the justice of your cause I hope to have the bill favorably reported out and bring it to the floor soon and get it over to the Senate where the Elementary and Secondary School Act bill is presently pending action.

I understand the Senate is going to act upon that bill sometime around the latter part of October or the first part of November and I am going to urge the Senate Committee on Education to propose this bill as an amendment to that act so relief will be granted in the near future under the 1969-70 fiscal year budget.

Thank you, gentlemen.

Mr. DANIELS. Our next witness, Mr. Howard Palmatier, director, Cuban refugee program, Social and Rehabilitation Service, Department of Health, Education, and Welfare.

I would like to say that Mr. Cornelius P. McLaughlin, Deputy Director, Division of School Assistance in Federally Affected Areas, U.S. Office of Education, Department of Health, Education, and Welfare; Mr. B. Allen Lillywhite, Deputy Associate Commissioner, Bureau of Elementary and Secondary Education, U.S. Office of Education, Department of Health, Education, and Welfare; and Mr. Albert L. Alford, Assistant Commissioner for Legislation, are also here.

Gentlemen, I would like to point out the House meets at 11 o'clock today and this committee may not sit when the House is operating under the 5-minute rule. I notice you do have prepared statements. You may wish to submit your prepared statements for the record, and give your oral testimony here, summarizing the statement, if that is agreeable.

Now, if it is not agreeable and you desire to read your statements, you may proceed in any fashion that you desire. I do not intend to cut you off. I want you to make a full presentation of your testimony.

STATEMENT OF B. ALLEN LILLYWHITE, DEPUTY ASSOCIATE COMMISSIONER, BUREAU OF ELEMENTARY AND SECONDARY EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY CORNELIUS P. McLAUGHLIN, DEPUTY DIRECTOR, DIVISION OF SCHOOL ASSISTANCE IN FEDERALLY AFFECTED AREAS, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; AND ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION

Mr. LILLYWHITE. In view of the fact I may have to be out of town beginning Monday or Tuesday for another commitment, and if this committee doesn't get through and you have to sit again, I think it would be better if I would maybe start out and I will not read the statement. I will just file it for the record. I can summarize it inside of 5 minutes or so.

Mr. DANIELS. Without objection your statement will be incorporated in the record at this point and you may proceed.

(The statement referred to follows:)

STATEMENT BY B. ALDEN LILLYWHITE, DEPUTY ASSOCIATE COMMISSIONER, BUREAU OF ELEMENTARY AND SECONDARY EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman: I am here today to testify on H.R. 14060, a bill which would amend P.L. 874 to extend the benefits of that Act to areas suffering a financial burden due to children of refugees. Mr. Palmatier, Director of the Cuban Refugee Assistance Program has presented to you information regarding the administration of that program. Accordingly, my testimony will be confined to the interest and responsibilities of the Office of Education in the educational problems caused by Cuban Refugee children and to the provisions of H.R. 14060.

This bill would count refugee children under 3(b) of the act and payment would be made at the 3(b) rate, which is one-half the local share of the cost of education. To be eligible for the payment, the Average Daily Attendance of refugee children would be computed separately from that of other Federally connected children and a district would have to have a number of refugee children

equal to at least 25 percent of a district's total Average Daily Attendance. The definition of a refugee in this bill is the same as the definition contained in the Migration and Refugee Assistance Act of 1962. That is, a refugee is defined as "an alien who (a) because of persecution or fear of persecution on account of race, religion, or political opinion, fled from a Nation or area of the Western Hemisphere; (b) cannot return thereto because of fear, etc.

Refugee children are defined in H.R. 14060 as children who "reside with a parent who was a refugee at any time during the 3 year period immediately preceding the fiscal year of determination.

Mr. Chairman, we are opposed to this bill to amend P.L. 874 in this manner. The goals and purposes of H.R. 14060 are quite different from those of the Federal Impacted Areas programs. The Impacted Areas programs were originally passed to help school districts cope with the problem of the cost of educating substantial numbers of children who attended public schools while living with a parent who lives on or is employed on Federal property. The program was intended to make up for the loss of local property taxes which could not be collected on a military base or other Federal property. Since school expenses in most States are financed by property taxes, it did not seem fair to ask local property owners to assume the full cost of education for the children of military and other Federal personnel living on the non-taxable Federal property.

Moreover, the sudden influx of school-age youngsters whose parents were connected with military installations and other Federally supported projects imposed staggering demands on taxpayers in areas where such projects did not previously exist. School districts and local property owners could justifiably expect the Federal Government to lend a hand in constructing facilities and otherwise providing for the continuous burden of educating these children in the local schools.

The situation concerning refugees and the children of refugees covered under the Migration and Refugee Assistance Act of 1962 is quite different. The primary purpose of this Act, insofar as it applies to Cuban refugees, was to provide temporary assistance to such refugees fleeing from their homeland as the result of political upheaval. The rationale for the establishment of the Cuban refugee program was based on the overwhelming burden placed on the City of Miami and Dade County by the initial influx of destitute refugees. The aid was originally designed to be made available until Miami could recover from the sudden and heavy impact of the refugees and until they could return to their homeland. At that time, there was every expectation that the Cuban problem would be resolved and that the bulk of the refugees would be able to return home within a relatively short period of time.

Since that time, the U.S. Office of Education has begun to reduce payments under the Migration and Refugee Assistance for those Cuban refugee children who entered the United States prior to October 3, 1965. The Office of Education plans to stop payments for these children in Fiscal Year 1971. The rationale for this is that after a reasonable period of time, the children's parents have become naturalized citizens and many of them contribute to the support of the public schools just as other residents do. Their children can no longer be considered the children of refugees under the definition cited previously and we feel that they should be treated in the same manner as normal immigrants to this country. The question of how long this aid should be continued to Dade County, Florida, depends on how long additional refugee children continue to come into the country in substantial numbers.

This points to the temporary nature of the Cuban refugee problem. Yet, if the proposed amendments are made to P.L. 874 to cover the Cuban refugee children, such coverage would be extended on the same long-time basis as is now in effect for other federally connected children. There are also other factors to be considered. In H.R. 14060, refugee children living in Dade County would not be covered. This would mean only that children living with their parents in other areas of the country would be considered eligible for these P.L. 874 payments. It also means that the children of Cuban refugees, who have moved to jobs in other areas and have become taxpaying members of the community would still be counted for impact payments. Usually, they do not live on Federal property; many do not work for the Federal Government either. Therefore, the payment in-lieu of property taxes principle used as a basis for passage of P.L. 874 does not hold with regard to Cuban refugee children.

Other factors also are important in considering the proposal. Any appeal for assistance for Cubans residing in areas of the United States outside the Miami-

Dade County area must take into account the status of the children; are they in fact Cuban refugee or are they non-refugee. The number of actual refugee children in any given area may be substantial but many of the families have now achieved citizenship and the breadwinner has regular full-time employment. We do not know the actual numbers of children in any given district which would fit the precise definition of children of refugees contained in H.R. 14060.

Beyond the question of the appropriateness of using P.L. 874 as an aid for the children of refugees or immigrants, the Administration opposes all efforts to expand the Impacted Areas programs at this time. Currently we are awaiting the results of a comprehensive study being conducted by the Battelle Institute on ways to improve P.L. 874 and P.L. 815. The report is due in December, and until it is available and we have had a chance to digest its recommendations, we cannot support any further proliferation of the categories and payments to be computed for grants to school districts under these programs.

However, we would like to suggest other means by which school districts, which find themselves facing the special problems involved in the instruction of children of Cuban refugees, might gain assistance from the Federal Government. Since this is a problem which has developed quite recently, to our knowledge, in areas of the country outside Dade County, Florida, we would like to request the time to investigate the extent of such educational problems throughout the United States. H.R. 14060 stipulates that a 25 percent impact must be experienced if a school district is to receive payments under the program. We need to know how many districts this would involve; how many districts have an impact of 25 percent Cuban refugee children as defined under the Migration and Refugees Assistance Act and in H.R. 14060. We would also need to study the various educational components which require extra support.

P.L. 874 provides very general aid for instructional purposes. We would need to find out if Cuban children cause general instructional problems in the classroom or if the need is for basic operating support or for additional facilities.

In this connection it is important to note that Mr. Palmatier, who administers the Cuban Refugee Assistance Program, has stated that no new legislation is needed at this time to assist a community that is in serious trouble because of a continued influx of Cuban Refugee Children. Authority exists now under the Refugee Assistance Act to help such communities.

In conclusion I want to state that the U.S. Office of Education does not support the program authorized by H.R. 14060. I also want to reiterate that together with the Cuban Refugee Program staff, we expect to begin immediately to obtain more detailed and specific information on the nature and extent of the problem.

Mr. LILLYWHITE. First, I want to thank you for the opportunity to appear before the committee and say to you that the reason that I appear as a representative of the Office of Education, when the Cuban refugee assistance program is administered by the people over in what was formerly the Welfare Administration, are three reasons.

First, it is an educational problem. And of course the Office of Education is interested in it. Second, your bill is an amendment to Public Law 874 which is administered by the Office of Education.

And thirdly, there has been since 1961 a delegation from the people who are responsible for the Cuban refugee assistance program, to the Office of Education, to administer the educational aspects of that program. That delegation was made on down from the Commissioner's Office to the Division of School Assistance in federally affected areas for the Cuban aid assistance for elementary and secondary education and for vocational education.

It is for those three reasons that I am in the picture today. I started out with the Cuban assistance program at the time the late President Kennedy sent Secretary Ribicoff down to Dade County in 1961, to see what should be done about Cuban refugees and have administered that aspect of the program throughout this period of time. For those reasons we are here as an office of education along with the people who administer the Cuban refugee assistance program.

I would summarize my statement by saying that, first, it is restricted to the interests and responsibilities of the Office of Education in the Cuban refugee assistance program and also to your bill as it relates to the educational program and to the purposes of the bill.

The Office would oppose the proposed bill, H.R. 14060, at this time, for several reasons.

In the first place, there is a study being made, as you know, Mr. Daniels, by the Battelle Memorial Institute, Akron, Ohio, of Public Laws 815 and 874. You people authorized the funds 2 years ago to find out just exactly what ought to be done with Public Laws 815 and 874. That report is due on the 15th of December, the final report, and until it is available and we can analyze the findings, we feel it is inappropriate to add any other programs to the impact aid program at this time. That is the first reason.

The second reason is that the purposes of Public Law 874 may be considered to be quite different in most aspects than the problem of assisting communities with Cuban refugee children in their public schools.

Both of them are impacts, to be sure, but the primary basis for Public Law 874 is the fact that children live on or their parents work on property which is nontaxable locally because of Federal ownership. So the payment under Public Law 874 is primarily to make up for that loss of local taxes.

That is a quite different kind of a rationale than——

Mr. DANIELS. Tell me the practical difference under Public Law 874. You have people situated on a military base either attending school on the base, which is wholly funded by the Government, or they reside outside of the base and send their children to the school on the base; is that right?

Mr. LILLYWHITE. Yes, in part, most military personnel living off base do not send their children to on-base schools.

Mr. DANIELS. What is the practical difference? You have a similar problem here except that we do not have a military base.

Mr. LILLYWHITE. The reason that the payment is made in the situation you described is because the property where the children live or where their parents work don't pay any taxes to the school district and payment is made to make up for the lack of taxes. That is the basis for the payment.

Mr. DANIELS. Have you thought this problem out? Do you think that these people who move into the community commence paying taxes? Most of these people who come from Cuba come here penniless. Castro will not permit them to leave Cuba with their property. They have to sign it all over to the government. And they come here only with the clothes on their backs.

How can they contribute to the economy of the community?

Mr. LILLYWHITE. I understand that. I have been down to the center where the planes land and have watched them a number of times. I know that there is about \$1 million a year put into Dade County, Fla., for the training of Cuban refugee adults in occupation skills; those skills that are needed elsewhere, and many of the people who come from Dade County after they once land—it is quite true they are penniless and without resources when they land—are trained for a job and they do move to places where there are jobs waiting for

them. People help them, the employment services help them get to those places. That is one difference.

The other thing I wanted to mention, Mr. Chairman, is that under this proposed bill the payment would continue indefinitely for the Cuban refugees even though they may become citizens, which they can do in a period of 5 years, I think, under a new law. They can become citizens. Even though they may get jobs and become regular breadwinners in the community the same as anybody else, there is no basis in this bill for discontinuing Federal assistance for Cuban refugees.

Assistance is discontinued under Public Law 874 for a federally connected child the minute they cease to be federally connected. That is when they leave their connection with the Federal property.

I think that Mr. Palmatier can give you far more information than I can on the status of these people when they come up to Union City and to West New York and to other places, their financial status, because they administer the health program, the welfare program; and as I said, we are delegated responsibility only for administering the educational program, but not for the determination of the policy with respect to education. It is pretty much the procedural aspects that we have administered.

I think that there is one other thing that needs to be said. Mr. Palmatier has figures on how many Cuban refugees; that is, total adults and children, there are in a number of communities.

We phoned to the State of New Jersey yesterday referring to these two communities and it is quite interesting, as Mr. Collins was saying a few minutes ago. There is nine-tenths of 1 percent in the State of New Jersey and in these two communities they have this great concentration.

But the specific number of Cuban refugee children who meet the exact definition in your bill is something I don't think any of us have. That is, has the parent come into the area within the past 3 years?

So I don't think that we have that very good idea of how many communities there are that would meet that precise definition, although it is my understanding that they have very good information on the distribution of Cuban refugees by community and by State.

I want to close by saying, as I was directed by our Commissioner yesterday, that we will immediately undertake—well, let me say one other thing before I do that.

There is authority that exists now, if the community is in very serious need, if the impact justifies it, and if the decision is made to do it, the authority now exists under the Refugee and Assistance Act to make the payments to these communities without any new legislation.

Mr. DANIELS. For your information, Doctor, I took this matter up with Dr. Alford of the Department of Education, and his whole staff. Chairman Perkins was kind enough to call the Office of HEW and requested that representatives of the office dealing with titles 1, 3, 5, and 6 come to his office to confer with me and some of the gentlemen who testified this morning.

They said they would look into it. They appeared to be tremendously shocked and impressed by the testimony that they gave. They said they would look into it and see what can be done about it and then finally I received a report from them dated September 19 in which

they said they could give no relief. As a matter of fact, they said they were going to start cutting assistance for Dade County, Fla.

I would like to ask you this: by what authority is Dade County, Fla. receiving assistance and the Department being unable to give assistance to any other community in the United States that has this impact?

Mr. LILLYWHITE. The authority under which Dade County receives its assistance is the Refugee Assistance Act of 1962, and all I said was that there does now exist authority to grant the assistance to West New York and Union City. I did not say anything about the existing policies or available funds. I said the authority exists and I wanted to conclude by saying, that I think Mr. Palmatier will speak further to that question because they do administer that program in toto.

Mr. O'HARA. Mr. Lillywhite, what you are saying is that the legislation on the books would permit payments to Union City and West New York similar to the payments being made to the Dade County school system?

Mr. LILLYWHITE. The authority is the same.

Mr. O'HARA. The authority is there but the administration has not for one reason or another seen fit to make such payments to those schools.

Of course, Public Law 874 is in somewhat the same situation. You now have authority to make payments under Public Law 874 in category (B) "Children", but the administration is proposing that we not make any. Is that right?

Mr. LILLYWHITE. That is correct. We are proposing that money not be appropriated for that purpose, that is correct, this year.

Mr. DANIELS. Dr. Lillywhite, I wish to point out and read one paragraph of the response I received from the Assistant Commissioner for Legislation, Dr. Albert L. Alford, which communication is addressed to me dated September 19 and reads as follows and I quote.

"We are sympathetic with the problem faced by Union City and will continue to work with them in the bilingual education program and in any other ways we can be of assistance. I see little or no hope, however, that any general support could be made available through the Migration and Refugee Assistance Act, especially in the light of current fiscal restraints. I think it is also doubtful that any policy reconsideration in the light of the intent of the Migration and Refugee Assistance Act would produce benefits for Union City."

Do you care to pass any comment about that?

Mr. LILLYWHITE. Mr. Chairman, Mr. Alford is right here and this is his letter and certainly he can comment. I think again this does not contradict what I said earlier that this authority now exists.

Mr. DANIELS. May I interrupt and then ask Mr. Alford to answer the question?

Mr. ALFORD. Mr. Chairman, I think that what I am stating is a result of the investigation for you after our meeting with Chairman Perkins and the group from Union City. This is my assessment of the possibilities of a reassessment of the policy at the present time.

But I would agree, of course, and there has never been any question that the authority does exist under the act itself. This is a matter of internal policy determination as to whether you are going to extend it from Dade County to other communities.

I think we would have to look at this, of course, a little more broadly and examine all of the ramifications of such an extension. This is one of the things we wanted to do this morning in presenting the administration position on your bill.

Mr. LILLYWHITE. I do think Mr. Palmatier has some significant things to say on it, particularly on the questions that you are addressing to us, if he has time to give them this morning.

Mr. DANIELS. Before we go to Mr. Palmatier, I would like to ask you one question.

You said the first reason why you oppose this bill is that a study is now being made; is that correct?

Now do you know if that study will encompass the particular problem that the city of Union City and West New York face in connection with the influx of these Cuban refugee students?

Mr. LILLYWHITE. I am sure it will not and that you are right on that point, Mr. Chairman. The study is being made of the present provisions of Public Law 874, and you know the problem that Mr. O'Hara just mentioned, the criticism of those two laws requiring too much money and some of the things are not justified.

So the study is a study of 815 and 874 and its justification for the purpose for which it was passed. That is what the study is.

Mr. DANIELS. Well, all I would like to know is, if we were to withhold taking any action on this particular bill on the assurance that a study is being made, whether the study is going to encompass the very problem that we are faced with here? There could be a study but it wouldn't touch on this problem at all.

Mr. LILLYWHITE. That is what I thought I said. I am quite certain it will not touch on that problem.

Mr. DANIELS. It is not a valid objection to the bill if it is not going to cover this point.

Mr. LILLYWHITE. The bill is in the process of being studied and may be reworked as a result of the study. I think that is all I was trying to say. Public Law 874 may be vastly recast as a result of the study. I do not know.

Mr. ALFORD. If we establish a basis for 874 and 815, we may be able to better determine how this kind of proposal would fit into the new philosophy as a result of this study.

I think that this question came from Congressman Landgrebe. He should be consulted. He was sitting in Mr. Collins' chair at the time.

Mr. COLLINS. Mr. Chairman, I might ask if the Department of Education has any statistics on the number of students that were enrolled in these two cities last year at this time?

Mr. LILLYWHITE. You mean the total number of children?

Mr. COLLINS. The total number of Cuban refugee students in Union City in 1969 compared with 1968.

Mr. LILLYWHITE. Well, I don't know if we have that exact comparison but I think we do.

I talked to the people from West New York 2 years ago. I have talked to them two or three times when I was still administering the impact area program and I know the impact is extremely heavy and we got additional figures yesterday and I think the figures are for—yes, we have figures for fiscal year 1969, and they gave this morning the figures for fiscal year 1970, and there were substantial increases each year.

Mr. COLLINS. Were you asked to testify on this matter a year ago when we had another administration? Was there great concern about these students in 1968 as there seems to be now in 1969?

Mr. LILLYWHITE. We were not asked to testify on this question a year ago. I think it was 2 years ago when they were considering the Bilingual Education Act when the West New York people came down here, Mr. Daniels, and talked to us about this problem and they had a very substantial impact at that time.

Mr. COLLINS. In other words, the present administration is not being unreasonable in or acting particularly different than the former administration in hesitating to appropriate substantial amounts of money for this program?

Mr. LILLYWHITE. No. I think the policy under both administrations has continued just about the same for all areas outside of Dade County.

Mr. COLLINS. In other words it sort of does get around to a matter of money and what are the priorities?

Mr. LILLYWHITE. I think that there is one very slight difference and again Mr. Palmatier can talk to these, and your questions of 1968 and 1969 went to it. These flights are continuing into Miami and people are continuing to move out of Miami into other places. And normally, I believe, and he again can explain this more than I do, they have to be sponsored by a relative or some sort of group before they can come over here.

The natural result is greater concentration where there are already concentrations. He can talk to that much better. But the problem is there are more children coming over. That is what I am saying.

Mr. COLLINS. The real problem is oppression of communism in Cuba and people are escaping the oppression of communism and are fleeing to America the same as they are fleeing in many areas of the world trying to find a haven of peace and rest, trying to escape communism. That is really the real problem, isn't it really? Would you agree or not?

Mr. LILLYWHITE. Certainly, yes. But, I think that maybe it is not quite so simple. Regardless of what you call it it is saying essentially the same.

When you have parents willing to put children on a plane as they did several years ago, and have two plane loads a week, I think, used to land in Miami, just the children, without their parents, to get them out from under that influence, they feel pretty strong about it.

Mr. COLLINS. No further comment, thank you.

Mr. PUCINSKI. We have the Bilingual Act and we have title 1 and we have a number of other provisions, if necessary, even title 3, title 2.

Now, I don't quite understand. If there is a problem in this community to the extent that there is, why aren't all of these bills being used?

Mr. LILLYWHITE. Well, I think that the community action agency representative testified, that they were getting these funds and they were using the funds. Now to what extent they get the Cuban refugee children counted in the AFDC count as a matter of allocating the title 1 funds I don't know.

But if they get assistance from the Cuban Refugee Assistance Act, I mean welfare assistance, they are not counted. It is my understanding they are not put into the count for children for the purpose of allocating title 1 funds.

Mr. PUCINSKI. If they do get assistance under that act, they are not counted?

Mr. LILLYWHITE. That is my understanding.

Mr. PUCINSKI. Why?

Mr. LILLYWHITE. From the Cuban Refugee and Assistance Act.

Mr. PUCINSKI. Well, first of all, they are not getting any help up there.

Mr. LILLYWHITE. That is in Dade County is all I am talking about.

Mr. PUCINSKI. Let us go back to this count though. I want to find out why we are not using the existing laws to help these people. We have a whole series of different acts and different programs that they could be helped under and I don't understand why.

Mr. LILLYWHITE. Let me say one thing, Mr. Pucinski, and that is title I spells out what they can get and we have no authority to alter it one way or the other, and they get what they have coming under the law in title I.

Mr. PUCINSKI. Are these Cuban families under \$3,000?

Mr. ALFORD. \$2,000 is the current level.

Mr. LILLYWHITE. Besides that, it would be in 1960, the 1960 census, you see. So that I think that there would be very few of them counted under that part of the formula.

Mr. PUCINSKI. It occurs to me that you do have and I think we would use it in some communities, if I am not mistaken, and if I am you correct me. In some communities where the community had made arrangements to ascertain family income other than through the 1960 census, I believe we did allocate through the State title I funds into that community, didn't we?

Didn't they send to some schools a questionnaire as to what the family income is?

Mr. LILLYWHITE. I think what that refers is to the way the State determines to divide the money allocated by the formula to a county between school districts within the county.

Mr. PUCINSKI. Once those statistics are ascertained, then the title I money that is going to a State can be distributed to that particular school district.

My contention is that these people would qualify for title I funds.

Now, obviously you have to find some way of identifying them and ascertaining how many. It occurs to me we should be able to do this within the structure of the present bill.

Mr. ALFORD. May I respond to this?

Mr. PUCINSKI. Sure.

Mr. ALFORD. I think that actually you will find title I funds probably are being used in this area. We know that they are using the bilingual education funds; they have been participating in the program.

My understanding in talking with the Union City officials is they were participating in every Federal program that was available to them at the present time. My further understanding from hearing their testimony this morning and also at an earlier period is that the Cuban refugees per se as they move into the communities are in many cases bringing in new life in the economic sense.

They described to me, when we met with Mr. Daniels, the fact that Union City was sort of decaying earlier and now has had rebirth.

Every business establishment in the town is filled; you cannot rent a place. I would suspect that the number of families that are receiving incomes under \$2,000 on this basis would be relatively small and therefore they would not be coming in heavily under title I.

I know from Mr. Palmatier's testimony, which he hasn't had an opportunity to give, he mentions that on a nationwide basis something less than 10 percent of the Cuban refugees that have been relocated have been eligible or have needed assistance through public welfare or health programs.

Mr. PUCINSKI. How are you handling this problem in Dade County? They have a big influx of Cuban refugees there and an impact of their schools and many problems. What is the Office of Education doing down there and what kind of programs for assistance do you have there?

Mr. LILLYWHITE. Well, the assistance to Dade County is based on a formula which we worked out. The most recent formula has been in effect only for this current school year. There have been previous formulas. We go into an agreement each year with Dade County. Over the period of time there have been the big influxes that came in from 1961 through 1963, until the confrontation with Castro. That was handled in one manner.

They jumped up to some 17 or 18,000 Cuban refugee children in Dade County schools during that 2-year period. And then there was a period when flights stopped from Cuba when the number of immigrant refugees died down. After the agreement of October 5, 1965, when the flights started again there has been continuous influx of people, part of which stay in Dade County and part of which move out. So another kind of agreement went into effect for that new group of Cubans.

Now, for the old group we had almost phased them out. We cut down 15 percent a year each year and this is the last year for the so-called old Cubans, those that were in Dade County prior to October 5, 1965. This is the last year that they will receive assistance and this year they are receiving 15 percent of the cost of education.

The new Cubans are receiving 60 percent of the cost of their education, and that is not reduced on a year by year basis—60 percent on a standard basis plus a flat amount per child on a one-time basis, which is presumed to be about 50 percent of the cost for constructing school facilities. That is what is done in Dade County. They then administer the program. We simply pay them the money and they administer the program.

Mr. PUCINSKI. Where we have a high concentration, as you do here, and I don't think this is really represented around the country, we have had a rather good disbursement of the Cuban refugees in most communities around the country. I don't know why this particular community has been such an attraction to the high influx of Cuban refugees, but it is obvious if they have a school enrollment of 8,600 and they had 3,400 of those children of Cuban descent, they have a high concentration.

It would seem to me that there is enough machinery in our present programs through the OEO and through title I and through the bilingual, migratory workers, and the various other programs that the Department could sit down and negotiate some sort of agreement with these people.

Are you suggesting that none of these programs can be applicable? Am I correct in assuming this is an unusual situation?

Mr. ALFORD. Let me say I think there is certainly one program, the bilingual education program, which is directly applicable here because of the language problem.

Once again here we face the matter of funds, of a sufficient level of funding to take care of the problems that occur in Union City or West New York. But I think there are a number of other things we have to keep in mind. When we examine the policy in the discretionary areas that we do have, and it is basically under the Refugee Act that we have this kind of discretion, we find that in a sense once the refugees leave Dade County and are relocated to other parts of the country, their position is not greatly different than the position of other people who are immigrating to the United States, other nationality groups. We do have an influx of other language groups in other parts of the country.

I think there is one distinct difference. This is a very small school district, relatively speaking, and the concentration is unusually large.

By the way, concentration is taking place here because our immigration patterns have normally followed this pattern. We have as you know large ethnic communities in our large cities. This is the pattern followed in earlier years. It is very natural for them to want to come where they have friends and relatives.

So I think that once we get past the immediate impact in Dade County and start to move out to other parts, we are facing the same thing we faced in other immigration patterns.

Mr. PUCINSKI. This is a problem. I might say this has been a problem.

You may recall sometime ago I had introduced legislation and you testified before my committee. As a matter of fact, title I grew out of that legislation. I have been concerned about migrant children for a long time. We, for instance, in Chicago have had a huge influx of Appalachian whites and indigent blacks from the cotton fields of Georgia and the foothills of Tennessee, and they are all concentrated in Lawndale and in Woodlawn, and it is a huge problem.

I have always said I don't know why the host community should pay and bear the cost of providing education because somebody has exercised his constitutional right of movement from one State to another. Once he has exercised that right and I don't want to deny him that right, but once he has exercised that right of movement from one State to another, which is a Federal right which he enjoys under the Federal Constitution, it occurs to me it does become a Federal responsibility to provide the education for that youngster instead of burdening the whole community with the full cost.

And we are now holding hearings, our committee started hearings yesterday on the educational needs of the 1970's. I am sure we are going to have some legislation to deal with this problem. This is a migratory country. One out of five families move in America every year. And so we have this shifting of population which impacts these host communities and creates huge economic problems. But I was wondering if these people need help right now.

Mr. LILLYWHITE. You asked one other question, which was is that a unique situation? A number of these questions that are being asked are going to be cleared up by Mr. Palmatier in his testimony.

But I think these people testified that there were only eight communities or only eight places in the country, if I heard it correctly, that had a larger number of Cuban refugees. And when you talk about Los Angeles and Chicago and San Francisco and places like that, St. Petersburg and all, I think it is a unique situation and if that is a correct statement, even if it is 10th or 12th, it is a unique situation.

Mr. PUCINSKI. That is why it seems to me while I am sure our committee will want to address itself to this whole problem, we are undoubtedly going to take a hard look at the ESEA to see whether that formula is as valid in 1970 as it was in 1969.

It occurs to me you have here a relatively unique situation. You have a handful of communities in the country that have suffered this impact as a result of a Federal program, the Federal program being the Cuban refugee program. And I would think there ought to be some mechanism in your department, without establishing precedent, not necessarily.

I don't think we have to worry because you want to help this community that you necessarily establish a precedent. But it does seem to me there ought to be some flexibility and I think that there probably is some flexibility either in bilingual or migratory workers, title I or title III, or OEO, to work out some kind of a formula to give these people some temporary, some immediate relief, until we do come in with a new program which, I think, is going to have to address itself to all of the communities of the country.

I was wondering, can't you do that?

Mr. LILLYWHITE. Bilingual education, as Mr. Alford said a moment ago, does offer some hope and we already have a project with one of the communities. Again the question is the amount of funds. We had \$7,500,000 last year. The request before the Senate that already passed the House is \$10 million. That doesn't add very many projects and these are supposed to be highly visible projects.

That would provide assistance in the matter of teachers to help teach the children until they are able to understand the English language. It doesn't provide any basic support. The man who sat here from the Community Action Agency explained the major problem with all of these other programs that you talk about, other than the Refugee and Assistance Act, is that they practically all have to be in addition to or supplementary of and not supplanting present funds.

Mr. PUCINSKI. I know, for instance, we have in our title I of the vocational education bill the 15 percent set aside as State grants for disadvantaged areas. Certainly it would seem to me that when we are operating under a continuing resolution, I think that perhaps the Department could sit down with the State authorities over there and see if they can't divert some of this vocational education money into this disadvantaged area. I am sure these youngsters need some sort of occupational orientation.

What I am trying to say here is that we ought to try and help these people within the framework of whatever laws we now have and I think we would be surprised if we took a little from bilingual and a little from vocational education and a little from title I and a little from title III and some from OEO, I think we would be surprised what a package we can put together to help these people.

Mr. LILLYWHITE. I wanted to conclude my statement by saying to the chairman and to you both, Mr. Pucinski, that I am quite sure if the Commissioner were sitting here he would say, to you that he would direct his staff to immediately begin canvassing the programs that we have with the people in these communities and also begin working with the people here from the Cuban refugee programs to find out the extent of the problem that exists in the country in order to come up with a viable program where the need really justifies it.

Mr. PUCINSKI. I think this testimony this morning is going to be repeated manifold because while these people here have a Cuban problem, we in Chicago have the Appalachian problem, California has another problem; and so it occurs to me while we want to try and help these people in this instance, with some immediate help, I think we ought to start seriously considering the long-range program of help to these communities, not only this one but across the board, because I am sure we are going to hear more and more of these communities that are strapped, on the verge of bankruptcy, that just have reached the absolute maximum of their own taxing ability, and unless we come up with some sort of a better program than we have now, there are going to be real problems in this country.

Mr. DANIELS. Mr. Alford, do you desire to testify?

Mr. ALFORD. No; I am simply accompanying. I would reiterate my statement we are very sympathetic with the problem and will continue to work and certainly try to follow up on what Mr. Pucinski has suggested. But I have a feeling from my conversation this isn't really what the Union City group wants.

Mr. DANIELS. They don't want sympathy, they want financial aid.

Mr. ALFORD. In the sense of what we can do with the existing programs, I think the amount of funds would be limited even if we were able to find them in vocational education and the others. I think the kind of money they are talking about, the substantial sums that were mentioned this morning would have to come through more general support either from a redirection of the refugee assistance program or through a bill such as yours.

Mr. PUCINSKI. You know the problem we have. With great pain and great effort, pulling and tugging, we did get into the bill the public housing amendment and category (C); and I am a realist, I know what the chances are of getting any financing for that.

I think they are very slim simply because the majority of Members of this Congress tenderly watch categories (A) and (B) and they don't like to disturb that, unless it is fully funded.

Sure this is a Federal responsibility. These youngsters are there because of a Federal program. No question that the bill has merit and it ought to be considered. But whether you are going to get it funded or not is another matter.

Mr. DANIELS. Dr. Alford, in your last statement did you indicate that some relief might be forthcoming from HEW?

Mr. ALFORD. Well, this is always subject to review and I think one of the advantages of a hearing is to give added visibility to the situation. I would never want to indicate that we aren't going to review the situation. But once again we would face the fiscal problem of what funds we have available for this kind of change of policy.

We need to examine very closely the whole situation as far as the entire country is concerned.

We have to be concerned with precedents, Mr. Pucinski. I don't think we can really ignore this and I do see many similarities between this situation and other migratory situations, not in the sense of migratory labor but in the sense of immigration patterns. In fairness we would have to consider any policy we develop along these lines.

But these policies take quite a while to evolve. If you are talking in terms of immediate help to Union City this school year, I don't see any prospects for this.

Mr. PUCINSKI. You could give them some help through bilingual.

Mr. ALFORD. They are already participating in the bilingual education program. Certainly in this area we can be helpful.

Mr. DANIELS. Specifically, and for the record, will you tell me what your objection is to H.R. 14060, the bill I introduced?

Mr. ALFORD. Your bill? These are not my objections per se. I think the administration probably at this point would object to any change, as Dr. Lillywhite has said, in the Public Laws 874-815 programs because, first, we are reexamining the whole program as a unit to see where we want to go; secondly, in this particular case we feel that perhaps the evidence has not been clearly shown that this is an impact in the sense of the 874 program as we understand it now.

And I think we would have to have a total refocus in 874 if we were to move in this direction. As you know, we have also opposed the public housing on similar grounds, so we are being reasonably consistent.

Mr. DANIELS. Under 874 and 815, property is a rationale. Why can't we adopt another rationale?

Mr. ALFORD. It is the privilege of Congress to do so in these instances. I think I am simply expressing the administration view in this matter as we interpret Public Law 874 and as it is currently constituted.

Mr. LILLYWHITE. I think there is one other significant thing on the bill, Mr. Daniels, which might well be corrected and that is once they are eligible there is no mechanism in here, they continue indefinitely, and they may well become full-fledged breadwinners with jobs and they still continue to draw assistance. There is nothing to take them off the rolls in this bill once that happens.

Mr. DANIELS. Doctor, I have conferred with counsel and he points out we go back 3 years and that each year we move forward we drop 1 year but we do then pick up the new refugees that are coming in. So that a new refugee coming in could possibly be in the 3 years but not any longer than that.

Mr. LILLYWHITE. I am sorry, I did not know that was the interpretation of the bill. It certainly isn't clear from the bill that that is what is done. This explanation makes quite some difference on that score.

Mr. ALFORD. I see your 3-year language here by the way. I would never, however, question Mr. Lillywhite on interpretation of 874. I think you are clearing this up with legislative intent.

Mr. DANIELS. You will find it on page 2 between lines 3 and 5. If you gentlemen are through, we will go to these next witnesses and hear their testimony.

STATEMENT OF HOWARD PALMATIER, DIRECTOR, CUBAN REFUGEE PROGRAM, SOCIAL AND REHABILITATION SERVICE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY GLYNN W. BAKER, FINANCIAL MANAGEMENT OFFICER, CUBAN REFUGEE PROGRAM

Mr. PALMATIER. Mr. Daniels, I submitted a prepared statement for the record. In view of the time situation, with your permission I will summarize my statement.

Mr. DANIELS. Without objection your statement will be incorporated in the report at this point. You may proceed to testify.

(Mr. Palmatier's prepared statement follows:)

PREPARED STATEMENT OF HOWARD H. PALMATIER, DIRECTOR, CUBAN REFUGEE PROGRAM, SOCIAL AND REHABILITATION SERVICE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

I welcome this opportunity to appear before the committee and testify regarding the Federal Government's assistance to Cuban refugees in the United States. I recognize that the Bill under consideration today is addressed to the build-up of Cuban refugees in a few communities that has occurred during the last few years. To date, some 345,000 Cuban refugees have registered with the Cuban Refugee Emergency Center in Miami. Of these 228,000 have now been resettled outside of the Miami area to some 3,000 communities in all of the States, with the heaviest concentration in New York, New Jersey, California, Illinois, Massachusetts, and Louisiana. In some of the other States the number resettled has been very small.

With your permission, Mr. Chairman, I should like to present at this time historical and statistical data concerning the beginning of the Cuban refugee exodus to the United States, the number of refugees, community response in Dade County, Florida, and finally, Federal involvement regarding national policy and the implementation of the Cuban Refugee Program.

FIRST PERIOD, JANUARY 1959—OCTOBER 1962

Between January 1959, when Castro came to power in Cuba, and January 1961, some 50,000 Cubans fled to the United States. Over 37,000 of them were concentrated in Florida, mostly in the Miami-Dade County area.

Many of the early refugees had brought funds out of Cuba or had previously deposited funds in the United States and other foreign banks in anticipation of a political upheaval. But as the refugee flight continued and as members of all socio-economic groups began to join the exodus, the Cuban government imposed increasingly stringent restrictions on those requesting permission to leave. All real and personal property belonging to refugees was confiscated. A person was allowed to bring out of the country only one suit, a few changes of underwear, and a maximum of five pesos—worth about 50 cents in U.S. currency. Later, the five pesos were eliminated.

Toward the end of 1960, it became evident that the large number of refugees reaching Miami without resources had exceeded the capacity of local public and voluntary agencies to provide emergency assistance. They had also far exceeded the capacity of the local labor market to provide opportunities for gainful employment. Churches, civic groups, schools, and State, county, and city officials had done a splendid job of welcoming the refugees and of providing emergency help. Now they needed help too.

In December 1960 the Cuban Refugee Emergency Center was established in Miami with an initial allocation made by President Eisenhower of \$1 million from the Contingency Fund under the Mutual Security Act.

In January of 1961, U.S. consular offices in Cuba were closed as our Government severed diplomatic relations. However, Cubans continued to flee in ever-increasing numbers, assisted by a visa waiver arrangement. During this first period, commercial transportation continued to service the Havana-Miami route, and arrivals reached 1,800 refugees a week.

The Cuban Refugee Emergency Center in Miami still serves as the focal point for the operation of the Cuban Refugee Program. Registration at the center is voluntary. Only those who need and ask for our services are registered.

On February 3, 1961, and after an on-the-spot review and report by Secretary of Health, Education, and Welfare Abraham Ribicoff, the late President John F. Kennedy directed the Department of Health, Education, and Welfare to implement a nine-point Cuban Refugee Program.

1. Providing all possible assistance to voluntary relief agencies in providing daily necessities for needy refugees, for resettling as many refugees as possible and for securing jobs for them.

2. Obtaining the assistance of both private and governmental agencies to provide useful employment opportunities for displaced Cubans.

3. Providing funds for the resettlement of refugees from Miami to other areas.

4. Furnishing financial assistance to meet basic maintenance requirements of needy Cuban refugees in the Miami area and as required in communities of resettlement.

5. Providing for essential health services for the refugees.

6. Furnishing Federal assistance for local public school operating costs in the Miami area.

7. Initiating measures to augment training and educational opportunities for Cuban refugees.

8. Providing financial aid for the care and protection of unaccompanied children—the most defenseless and troubled group among the refugee population.

9. Undertaking surplus food distribution to needy refugees. One of the major objectives of this directive was the reduction on the principal port-of-entry—Miami, Fla.—of the burden imposed on that community by the impact of large numbers of escaping Cuban refugees arriving there during a relatively short period of time. To do this we embarked upon a strong resettlement program with the assistance of the four voluntary agencies with long experience in refugee work—United States Catholic Conference, Church World Service, International Rescue Committee, and the United Hebrew Immigrant Aid Society Service. In helping move these people to other areas of the United States, two objectives were achieved. First, the overwhelming burden placed on Miami was minimized. Second, through sponsorship opportunities developed by the voluntary agencies the refugee was assisted to locate in an area where more jobs were available and where he could achieve self-support for himself and family, and where he could become a fully participating, contributing member of our society.

SECOND PERIOD, OCTOBER 1962—OCTOBER 1965 (21 months)

By the time of the missile crisis in October 1962, when all commercial transportation from Cuba to the United States was stopped, over 153,000 Cubans had registered at the Miami Center. The vast majority were still in Miami, and over 67,000 were receiving daaocio, assistance from the Federal Government.

The resultant sharp decline in arrivals—due to lack of transportation—permitted us to embark on an intensive study of the refugees in Miami. Information from case interviews was coded for data processing analysis. This process promptly identified those persons capable of accepting a resettlement opportunity and, what is more important, those requiring individual attention in order to prepare them for a resettlement opportunity.

THIRD PERIOD, OCTOBER 1965—PRESENT

By October 3, 1965, when President Johnson announced the new conditions under which the United States would accept Cubans who sought asylum here and the current influx began, over 93,000 refugees had been resettled from Miami. Associated with this was a drop in the number of persons receiving public assistance in Miami from 68,000 to 17,000 persons.

The current airlift began December 1, 1965. It has transported 164,737 Cuban refugees to the United States as of September 19, 1969. These airlift arrivals are considered parolees into the United States. During this same period, 117,607 of these refugees had been resettled to other parts of the nation, usually to relatives who arrived here during the previous influx. Adding these newest arrivals to the refugees previously registered by the Cuban Refugee Emergency Center in Miami we now have a total of 343,894 registered refugees of which 228,092 have been resettled out of Miami to homes and job opportunities to almost 3,000 communities

and in every state of the nation. This has been possible only through the splendid cooperation of the four national voluntary resettlement agencies cooperating with the program.

The committee may find interesting data concerning Cuban Refugee Program expenditures. From 1961 through fiscal year 1969 almost \$385 million had been spent to carry out the program. Fiscal year 1969 costs were about \$70.5 million. Some of the major activities during fiscal year 1969 were as follows:

- a. An average of 24,678 persons received monthly assistance in Miami.
- b. A total of 31,616 refugees were resettled out of Miami during fiscal year 1969.
- c. During fiscal year 1969, a monthly average of 22,572 of some 228,000 resettled refugees received financial assistance and/or medical services in their new locations.
- d. Refugees receiving hospitalization, including out-patient services: In Miami hospitals, over 36,000 patient-days were provided. Refugee Center Clinic, about 25,000 persons required some 88,000 out-patient services and examinations.
- e. The average number of unaccompanied children in foster homes and institutions was 283. This is a decrease from the all time high to some 8,000 children under program care. They have since been reunited with parents arriving via the airlift.
- f. The average number of Cuban children in the Miami/Dade County public schools was 27,176.

g. Loans were provided to 4,343 Cuban college and university students during the fiscal year 1969. This loan program is patterned after the National Defense Student Loan Program, and is administered also by the Office of Education.

h. An additional educational activity has involved the refresher and retraining course for Cuban refugee professionals. This effort has permitted many thousands to revalidate their professional credentials in the United States. For example, since the beginning of the program, over 2,000 Cuban physicians have been assisted to meet certification and licensing requirements in the respective states; over 4,000 Cuban teachers have been placed and/or trained to meet certification requirements to teach in respective public school systems of the United States.

I present these statistics to emphasize the extent of our services to the refugees and to attest to their desire to become productive members of our society.

In general, we have found the Cuban refugees to be cooperative and worthy in every respect of our assistance. Their excellent adjustment to the communities in which they have resettled has more than justified our efforts to help them. Their good work record has prompted many employers to seek them out for job opportunities. In fact, of the total registration, only a few of these have found it necessary to seek public assistance, and then illness is the major cause for the temporary setback. Occasionally the healthy find it necessary early in resettlement to seek temporary help, but by and large the Cuban refugee has developed good work habits, is motivated toward attaining and retaining the capacity for self-support, and has adjusted in the United States as far as his immigration status permits.

Returning to item six of the nine-point program established by President Kennedy, we find the basis for program support to the public schools of Dade County, Florida.

From fiscal year 1961 through 1969, program assistance to Dade County public schools for the costs in educating Cuban refugee children in grades 1-12, was based on the Average Daily Attendance of all Cuban refugee children in the system. Primarily this assistance was in recognition of the fact that parents of the great majority of these refugee children were without resources and, consequently, made little or no contribution to the financing of the public school system. A second, and most significant reason for this assistance, is found in the fact there was a sudden—and dramatic—increase in the enrollment of Cuban refugee children in the school system.

During school year 1960-61 there were only 678 Cuban children in the system.

By school year 1961-62 over 11,600 Cuban children had entered the public schools of Dade County, Florida. This large increase—over a relatively short period of time—placed an awesome burden on school facilities and officials. By February 1961, at the time the Department agreed to assist the school system the number of Cuban refugees in financial need in Dade County was growing rapidly. They constituted a large proportion of the total Cuban refugee population in the Miami area. Prior to the Missile Crisis of October 1962 approximately 1,700 needy Cuban refugees were arriving in Miami weekly. The number of persons receiving financial assistance had grown from approximately 15,000 in July 1961 to almost 67,000 persons at the end of October 1962. After October 1962 the

number of persons receiving financial assistance steadily declined through resettlement and resulting employment until June 1965, when only 17,000 persons in the Miami area relied on assistance from the Cuban Refugee Program. It was apparent that the great majority of Cuban refugees in Miami were either self-supporting or were on the way to self-support. For this reason, a policy decision was made at that time which in effect would have limited Federal assistance to the school system to only those children of families receiving financial assistance from the Cuban Refugee Program. Consequently, our budget estimate for fiscal year 1966 provided for the initial step aimed at the gradual withdrawal of Federal assistance for the education of Cuban children in Dade County whose families did not receive welfare assistance from the Cuban Refugee Program.

With the advent of the present orderly airlift, however, the Federal Government was again confronted with a responsibility to assist the Dade County school system.

In October 1965 there were still over 15,000 Cuban children in the school system. Facilities in the County were overcrowded, and the school system was strained to the maximum to provide the necessary programs and service for the various groups of children in the County. It was felt that adding another influx of an undetermined number of refugee children would result in serious consequences unless the Federal Government reconsidered its policy for assisting the Dade County school system. A new policy was adopted after careful study.

The new policy provided for payment of the full current operating cost per pupil for the refugee children who came into the county schools as a part of the new influx. In addition, it was determined to make a one-time payment for construction purposes of \$600 per refugee child for the net increase in school membership from October 3, 1965. This applied only to children entering as a part of the new influx.

For the children of families who arrived prior to October 1965, the Federal Government determined to continue its policy of contributing for those children whose families receive financial assistance, 60 percent of the estimated annual per-pupil cost for all children in families receiving financial assistance; and 45 percent of the per-pupil cost for the non-financial assistance child.

In 1968, however, we again reviewed the Federal cost arrangement seeking to bring about a leveling off of annual Federal funds requirements related to Dade County school costs. A new policy was implemented after negotiations with the school system effective with the school year beginning September 1968; this latest policy provides for the following:

For the children who arrived before the new influx (October 1965) payment to Dade County would be 30 percent of the cost of educating the children for the school year commencing September 1968, 15 percent for the school year beginning September 1969, and nothing thereafter.

For the children who arrive in the new influx, the Federal share is to be 60 percent of the operating cost per pupil for educating the child for the first 5 years he is in the school system and nothing thereafter. The one-time payment for the net increase in enrollment to cover construction costs continues. I might mention Sir, that children born in the United States are not included in this count.

Mr. Chairman, I would add only that, to the extent that a community is found where the impact of Cuban refugees on the educational program is of the magnitude that exists in Miami/Dade County, the Migration and Refugee Assistance Act provides authority to help and we should perhaps re-examine our current policy with respect to that particular community. We are in the process of reviewing a number of our policies and procedures to see what if any changes are indicated for the program. When this is completed we will be in a better position to respond to situations such as that in Union City and West New York.

That concludes my statement. I will be happy to answer any questions committee members may have regarding this program.

Mr. PALMATIER. I recognize that the bill under consideration today is addressed to the buildup of Cuban refugees that has occurred in a few communities during the last few years. To date, some 345,000 Cuban refugees have registered with the Cuban Refugee Emergency Center in Miami.

I think I should make it clear, sir, that no Cuban entering the United States is required to register with the Cuban Center in Miami, Fla., the HEW facility. They are required to go through the normal

processing of the Naturalization and Immigration Service that any alien entering the country does, but they register voluntarily with the center in Miami, and many only if they are in need of assistance.

Of the 345,000 who have registered to date, 228,000 have now been resettled outside of Miami to some 3,000 communities in all of the States, with the heaviest concentration in New York, New Jersey, California, Illinois, Massachusetts, Louisiana, and Texas. In some of the other States the number has been relatively small.

Approximately 3,900 a month continue to arrive in Miami as a result of the airlift that was initiated on December 1, 1965, following the negotiation of a memorandum of understanding between Cuba and the United States which permits the movement out of Cuba of persons who have relatives in the United States. It is a family-reunion scheme.

Of the 3,900 who come in monthly, about 76 percent do resettle outside of Miami, where they join relatives. The others remain there with relatives. In a sense, they are sponsored by these relatives. We also get a number of new arrivals via small boats and other means.

The resettlement activity is supported and funded in part by the Federal Government, but it is actually carried out by four national voluntary agencies that have been working on refugee programs since the end of World War II, and some of them even before that. They are: The U.S. Catholic Conference, representing the Catholics in the United States; the Church World Services, representing the Protestants; the United Hebrew Immigrant Aid Society, Jewish; and the International Rescue Committee, nonsectarian. These agencies, working through their own churches, synagogues, parishes, or civic groups, develop resettlement opportunities throughout the United States for the refugees. Or, if the person is joining a relative, they assist him in moving out of Miami and getting in touch with the relative, and otherwise assist in helping him become settled at his new place of residence.

The point I am trying to make here, sir, is that we in the Cuban refugee program have statistics on the number that we have resettled through our facilities since the inception of the program in 1961. We know their original point of destination outside of Miami.

Mr. DANIELS. Your written testimony will be part of the record and so will your oral testimony, and the record is available to all of the members of this committee to study to see what action they desire to take. You may proceed.

Mr. PALMATIER. I think I would summarize only several additional points from my prepared statement, to be inserted in the record.

What I was attempting to establish before is that we have good statistics on the ones we have sent to specific communities, but Cubans do move just as any other members of our society, and it is very possible there are at any given time, more or less, in a given community than our records would indicate.

Another point I want to make is that, to the extent a community is found where the impact of Cuban refugees on the educational program is of the magnitude that exists in Miami, Dade County, the Migration and Refugee Assistance Act of 1962 provides authority to help, and we should reexamine our current policies with respect to that community.

Mr. DANIELS. I would like to direct this question to all three of the witnesses. I would like to know, and I want it specified very clearly, the thinking and reasoning behind giving Dade County assistance because of the impact upon this school system, and why it is not available to communities like Union City and West New York, or any other communities similarly affected by the impact of the Cuban refugees coming to this country because of the airlift?

Mr. LILLYWHITE. I think he should answer first.

Mr. PALMATIER. I think if an examination is made—a detailed examination of the situation in any community, Mr. Daniels—and we find out that the situation in any one of these communities is as it is in Dade County, that our policy should be reexamined.

Mr. DANIELS. Well, then, could you make, as a result of the testimony which has been related here this morning, a study and evaluation of what is the true situation in Union City and the town of West New York, and compare it with Dade County and see whether or not they are entitled to some assistance?—because the problem which these two communities face is virtually going to put these cities into bankruptcy in a short period of time.

Mr. PALMATIER. I think that in Mr. Lillywhite's written statement, in the latter part of it, it is stated that we are immediately going to conduct a thorough examination of the situation in Union City and West New York, getting together with the people who have been here, and if such calls for a change in the policy, it will be considered.

Mr. DANIELS. How soon could such a study be undertaken, and how long a period of time do you estimate you would take to conclude it?

Mr. PALMATIER. I know that discussions for a study have already been initiated. I would prefer that the Office of Education representatives speak to the timing.

Mr. LILLYWHITE. We can start the study immediately, the first of next week. I don't think the study is going to take very long to make the comparison. People have the statistics, and they have given them.

I think there is a little more looking to do than just who are the Cubans, how long have they been here, and something about what kind of jobs. But the question, the policy determination, is out of our hands, and I don't know whether Mr. Palmatier cares to comment on that. But I would think a study of these two communities alone could be completed by the end of next week, pretty well.

Mr. DANIELS. May I ask one further question? If you undertake the study the early part of next week, and it takes 1 week to complete it, I desire to know—you gentlemen were in the room this morning and I believe you heard the testimony of all of the witnesses, or most of the witnesses. Is there anything further that you desire to know with regard to the two communities which has already not been testified to this morning?

Mr. PALMATIER. I don't think, Mr. Daniels, anything more is needed in the way of general testimony. I do think we would like to sit down with them and take a closer look at, among other things, the total number of children in the school system, the Cuban percentage of the total, the present status of the children and their parents with

respect to U.S. citizenship, perhaps the net increase annually in Cuban enrollment and its relation to the total enrollment, and the like.

Mr. DANIELS. You have here the mayors of the two towns, the superintendent of schools of the town of West New York, as well as the superintendent of Union City. You have members of the board of education here. I think these gentlemen can furnish you with any information that will supplement the testimony that was already given this morning. They are here today, and you can probably take advantage of their presence here and expedite this study.

Mr. LILLYWHITE. That was precisely the kind of information I was talking about, and I think that we could.

Mr. PALMATIER. Mr. Daniels, I had an opportunity to have a brief chat with some of them before the hearing started, and they do have a lot of information available for us.

Mr. DANIELS. Thank you. I want to thank you gentlemen for coming here this morning and presenting your testimony. At this time I ask unanimous consent to incorporate in the record data submitted by the board of education of Union City and West New York, Hudson County, N.J., entitled "The Need—The Community," which is supplemented by certain statements.

(The information referred to follows:)

THE NEED—THE COMMUNITY

THE NEED

In the official June 30, 1968 publication of the Cuban Refugee Center, the objective of the program was stated as bringing . . . "from Cuba immediate relatives of refugees already in this country, *effecting family reunions in the communities to which the earlier arrivals have been resettled.*"

The official statistics of the Refugee Center, statistics which relate only to direct resettlements, provide ample authority for establishing a vast need.

As of March 31, 1968 the total number of persons resettled directly was 158,761. 2326 Cities had accepted these refugees. This yields a per city average of 68.3.¹ In the North Hudson Community 6,854 refugees had been similarly located. There are six (6) small cities within the area; thus a per city average of 1142.3. Our area average is almost 17 times the average.

Broken down on an individual basis we find the towns of Secaucus and Guttenberg with no refugees directly resettled. As for our remaining four (4) cities:

City	Cuban refugees	National average	Amount over average	Ratio
Union City.....	4,182	68.3	4,113.7	60×
West New York.....	2,204	68.3	2,135.7	32×
North Bergen.....	207	68.3	138.7	3×
Weehawken.....	261	68.3	192.7	4×
Total.....	6,854	265.2	6,588.8	25×

In New Jersey itself the ratios of 60:1 in Union City and 32:1 in West New York are paramount.

Many of the refugees resettling in other areas of our State are moving to North Hudson in very quick fashion. In 1968-69 better than 900 new students who are non-English speaking Cuban refugees entered the Union City School System (Public Schools only) and 466 entered West New York public schools. The vast majority of these children would not be accounted for by official Cuban Refugee Center publications. (Separate data on educational census attached.)

¹ Reflecting not every city in the nation but only those in which Cuban Refugees have been directly resettled.

But even utilizing the official reports we find that the per city average of those cities in New Jersey accepting refugees is 131. Therefore our area runs 10 times our state average. And New Jersey, itself, has the highest percentage of resettlements in the nation.

AS OF JUNE 30, 1968

State	Refugees	Population	Ratio
New York.....	53,752	18,336,000	1 to 341.
New Jersey.....	32,003	6,066,782	1 to 189.
California.....	22,346	19,153,000	1 to 856.
Illinois.....	13,808	10,081,151	1 to 895.

The above figures depict the impact on the four most heavily affected states. New Jersey is far and away the most impacted. As a matter of fact, on direct resettlement, there are a *larger number of Cuban Refugees in the North Hudson community than in forty-six (46) states and the District of Columbia* (including Florida, Massachusetts, Michigan, Ohio, Pennsylvania, and Texas).

The 1960 Census showed no appreciable Spanish population in Union City-West New York areas. Today, using only the official resettlement figures, we see what a vast impact the Cuban Refugee influx has made.

AS OF MAR. 31, 1968

City	Refugees	Population	Ratio
Los Angeles.....	14,293	2,479,015	1 to 173.
Chicago.....	11,810	3,550,404	1 to 301.
Newark.....	15,635	455,220	1 to 30.
New York, N.Y.....	33,603	1,700,000	1 to 50.
Union City and West New York.....	6,400	93,000	1 to 15.

1. Rounded from 6,386.

It is evident that the impact on Union City and West New York is by far the greatest of any resettlement area in the nation.

Another vivid comparison can be drawn on the basis of population figures alone. The population of the United States is now in excess of 200,000,000. The population of Union City and West New York is approximately 93,000. The number of refugees in the country on direct resettlement is 159,000 and in Union City and West New York is 6,400.

$$\frac{\text{North Hudson 93,000}}{\text{U.S. 200,000,000}} \times \frac{6,400 \text{ Refugees}}{159,000 \text{ Refugees}}$$

Population ratio 1/2150—1 person in Union City and West New York for every 2,150 in the United States.

Refugee ratio 1/24—1 Cuban refugee in Union City and West New York for every 24 refugees in the United States, 90 times national assimilation.

THE COMMUNITY

Applying the foregoing facts to any American Community would create a vast impact on the society, costs, functions, and attitudes of its residents, both refugee and citizen. But when applied to the Union City-West New York communities the effect is devastating. What type of a community is this, that has willingly shouldered such an unconscionable share of the burden of this Federally motivated influx?

Union City and West New York were, and are, communities which cannot support themselves, let alone this additional population. It is a *fully* urbanized area, wracked by the same problems and blight of all such older core cities, with one additional drawback. Union City and West New York are cities *with almost no industrial or commercial ratables.*

	Number	Percent
Total number of families with incomes of \$1,000 to \$1,999:		
Union City	702	4.8
West New York	475	4.6
Total number of families with incomes of \$2,000 to \$2,999:		
Union City	901	6.2
West New York	557	5.4
Total number of families with incomes less than \$3,000:		
Union City	2,064	14.2
West New York	1,323	12.8
Total number of families with incomes from \$3,000 to \$3,999:		
Union City	1,429	9.8
West New York	845	8.2
Total number of families with incomes from \$4,000 to \$4,999:		
Union City	1,883	13.0
West New York	1,177	11.4
Total number of families with incomes of less than \$5,000:		
Union City	5,376	37.0
West New York	3,345	32.4

What do all these statistics and the supporting educational surveys mean in 1969? It is self-evident. We in North Hudson cannot begin to meet our responsibilities to ourselves, our families, our neighbors and community without massive assistance.

We welcome our newly arriving neighbors. In them we see a future hope for the rehabilitation of our community. But rehabilitation will be impossible if there is nothing left to rehabilitate. If our children, both native born and refugee are functional illiterates, if our services diminish to the point of no return, if tax strikes, and the threat of strikes by public employees continue, there will be no Union City and West New York. There will be instead a giant slum devoid of both services and reason.

If the Government of the United States continues to enforce an unjust economic burden on the already drained resources, economic and otherwise, of this community, the result will surely be inevitable. We will see our own Government destroy us, and with us the hopes and aspirations of thousands of these refugees. We will see the eventual cost of reconstructing a community driven upward a thousand-fold.

Our government has extended the hand of justice to Cuban refugees. It is a strange brand of justice that slaps the hand of the recipient and at the same time totally over burdens the one segment of its population least able to shoulder the load.

DATA SUBMITTED BY BOARDS OF EDUCATION, UNION CITY AND WEST NEW YORK, HUDSON COUNTY, N.J.

[Survey: Sept. 15, 1969]

City	Total public school enrollment	Number of children of Cuban descent	Number of Cuban children whose parents are citizens	Number of Cuban children whose parents are refugee/noncitizens
Union City	8,655	3,452	390	3,062
West New York	6,102	3,260	386	2,874
Total	14,757	6,712	776	5,936

	Percent
Cuban students in total public school population as of Sept. 15, 1969	45.4
Cuban students whose parents are citizens of the United States	12.0
Cuban students whose parents are refugee/noncitizens	88.0

SURVEY OF CUBAN STUDENTS IN UNION CITY AND WEST NEW YORK PUBLIC SCHOOL POPULATION

[Data submitted by Boards of Education, Union City and West New York, Hudson County, N.J.]

Year	Total school population	Students of Cuban descent	New entrants from Cuba	Percent of Cuban students in total school population
1965-66.....	11,752	2,035	¹ 198	17.3
1966-67.....	12,476	3,090	615	24.7
1967-68.....	13,395	4,418	1,038	32.9
1968-69.....	14,355	5,918	1,366	41.2
1969-70.....	² 14,757	² 6,712	² 1,171	45.4
	³ 14,952	³ 7,110	³ 1,975	47.5

¹ Union City data not included.² Sept. 15, 1969.³ Estimated for year.

5-YEAR SURVEY—1965-66 TO 1969-70 (AS OF SEPT. 15, 1969)—ANNUAL UNION CITY PUBLIC SCHOOL ENROLLMENT, NUMBER OF CHILDREN OF CUBAN DESCENT, ANNUAL INFLUX OF NEW ENTRANTS FROM CUBA, PERCENT OF CUBAN STUDENTS IN TOTAL SCHOOL POPULATION

Year	Total school population	Students of Cuban descent	New entrants from Cuba	Percent of Cuban students in total school population
1965-66.....	7,032	461 (Feb. 1, 1966).....	No data.....	6.5
1966-67.....	7,408	1,194 (Dec. 1, 1966).....	356.....	16.1
1967-68.....	7,936	2,045 (Oct. 1, 1967).....	757.....	25.7
1968-69.....	8,450	2,699 (Oct. 1, 1968).....	900.....	31.9
1969-70.....	¹ 8,655	3,452 (Sept. 15, 1969).....	662 (3 days, September).....	43.5
	¹ 8,850	3,850 (estimate for year).....	1,050 (estimate for year) ²	

¹ Estimate.² In September 1968, 600 new entrants arrived from Cuba; 900 in the school year 1968-69. In 1st 3 days of September 1969, 662 actually registered as new entrants, with 700 anticipated for month of September and 1,050 estimated for school year 1969-70.5-YEAR SURVEY—ANNUAL WEST NEW YORK PUBLIC SCHOOL ENROLLMENT ¹

Year	Total school population	Students of Cuban descent	New entrants from Cuba	Percent of Cuban students in total school population
1965-66.....	4,720	1,574	198	33.3
1966-67.....	5,068	1,896	259	37.4
1967-68.....	5,459	2,373	281	43.2
1968-69.....	5,905	3,219	466	54.3
1969-70.....	6,102	3,260	² 509 ³ 925	53.2

¹ 1965-66 (as of Sept. 15, 1969).² Sept. 15, 1969.³ Estimate for year.

DATA SUBMITTED BY BOARDS OF EDUCATION, UNION CITY AND WEST NEW YORK, HUDSON COUNTY, N.J.—SURVEY, 1962-63, 1969-70, UNION CITY PUBLIC SCHOOLS, ANNUAL ENROLLMENT, TOTAL BUDGET, AND PER CAPITA COST

Year	Enrollment	Total budget	Per capita cost
1962-63 ¹	6,544	\$3,802,573	\$581
1963-64 ¹	6,761	3,972,254	587
1964-65 ¹	6,794	4,079,210	600
1965-66 ²	7,032	4,275,880	608
1966-67.....	7,408	4,878,794	659
1967-68.....	7,936	³ 5,254,970	662
1968-69.....	8,450	³ 5,919,822	700
1969-70.....	⁴ 8,665 ⁵ ⁵ 8,850 ⁶	³ 6,871,335	⁶ 776

¹ Before airlift agreement between United States and Cuba.

² Airlift agreement started December 1965.

³ Not included in these figures is the annual budget in period 1967-68 through 1969-70, by a bond issue for rehabilitation and capital outlay. In 1967-68, the bond issue total was \$1,125,000; in 1968-69, \$1,425,000; and in 1969-70, will be \$390,000.

⁴ Sept. 15, 1969.

⁵ Estimated for year.

⁶ Estimated.

SURVEY, 1962-63 THROUGH 1969-70 WEST NEW YORK PUBLIC SCHOOLS ANNUAL ENROLLMENT, TOTAL BUDGET AND PER CAPITA COST

Year	Enrollment	Total budget	Per capita cost
1962-63 ¹	4,518	\$2,924,325	\$647
1963-64 ¹	4,598	3,056,130	665
1964-65 ¹	4,599	2,808,591	610
1965-66 ²	4,720	3,211,097	680
1966-67.....	5,068	3,355,500	662
1967-68.....	5,459	3,726,643	863
1968-69.....	5,905	4,719,275	799
1969-70.....	³ 6,102 ⁴ ⁴ 6,600	4,828,525	732

¹ Before airlift agreement between United States and Cuba.

² Airlift agreement started December 1965.

³ Sept. 24, 1969.

⁴ Estimated for year.

Mr. DANIELS. Thank you.

This concludes the hearing.

(Whereupon, at 11:40 a.m., the hearing adjourned, subject to the call of the Chair.)

