ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

HEARINGS

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETIETH CONGRESS

FIRST SESSION

ON

H.R. 6230

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

HEARINGS HELD IN WASHINGTON, D.C., MARCH 2, 3, 6, 7, AND 8, 1967

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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ELEMENTARY AND SECONDARY EDUCATION ACT AMENDMENTS OF 1967

THURSDAY, MARCH 2, 1967

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

The committee met at 9:30 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Green, Thompson, Holland, Dent, Pucinski, Daniels, Brademas, O'Hara, Carey, Hawkins, Gibbons, Ford, Hathaway, Mink, Scheuer, Meeds, Burton, Ayres, Quie, Goodell, Bell, Reid, Gurney, Erlenborn, Scherle, Dellenback, Esch, Eshleman, Gardner, and Steiger.

Staff members present: Robert E. McCord, senior specialist; H. D. Reed, Jr., general counsel; William D. Gaul, associate general counsel; Benjamin F. Reeves, editor; Louise M. Dargans, research assistant; and Charles W. Radcliffe, special education counsel for minority.

Chairman PERKINS. The committee will come to order. A quorum is present.

I am pleased to welcome before the committee this morning the distinguished Commissioner of Education, the Honorable Harold Howe, of the U.S. Office of Education.

It is my personal observation that the Commissioner has handled with considerable skill the many complex problems confronting the U.S. Office of Education in effectively administering new educational programs recently initiated by the 88th and 89th Congresses.

This morning the committee will be particularly interested in the course of these hearings, in learning how the law may be strengthened to bring about the greater educational opportunities all of us who have worked so hard on the legislation during the last two sessions would like to see in the elementary and secondary schools of our Nation.

I note that the administration has given attention to those certain features of the Elementary and Secondary Education Act which need additional authority for their continuation beyond June 30 of this year—the National Teacher Corps, the participation by the Bureau of Indian Affairs schools and the provisions of titles I, II, and III of the Elementary and Secondary Education Act of 1965, and the support being given the Department of Defense overseas schools for dependents of military personnel under the provisions of titles II and III of the act.

In addition to receiving data on the operation of the Elementary and Secondary Education Act of 1965, I am hopeful that we will be

receiving concrete information from the administration as to the technical amendments and the improvements that we sought to make in Public Law 81–874 in the 1966 amendments.

I am pleased that the proposals call for changes in the National Teachers Corps program which will greatly strengthen this source of vitally needed teaching resources for disadvantaged schools. I am hopeful that this committee may proceed to expedite its consideration of this legislation. I should say at this point that this special subcommittee composed of all the members will consider all features of H.R. 6230 with the exception of title II dealing with vocational education which will be referred to the general Subcommittee on Education.

It is entirely appropriate that these hearings open on this day, March 2, 1967. This is a landmark day for education. It marks the centennial anniversary for both the U.S. Office of Education and Howard University. This committee has legislative jurisdiction over both.

The establishment of Howard University 100 years ago was the earliest Federal institution to provide free higher education for the recently freed slaves. During its century, Howard has made great progress and today, as it embarks on its second century, its goals are to become a great university, rather than just a great Negro university.

In this it is reflecting the spirit and mood of the times just as its founding 100 years ago reflected the spirit and mood of those times. The progress that Howard has made is evidenced by the fact that the Nation's leading industrial corporations annually send recruiters to its campus seeking its eager and bright young students for employment in professional capacities.

On behalf of myself and the committee, I wish to congratulate Howard University and its fine president, Dr. James Nabrit. I pledge that this committee will cooperate wherever necessary with the administration of Howard to help it achieve its lofty goals.

Today also marks the 100th anniversary of the U.S. Office of Education which, like Howard, has grown from very modest beginnings to one of the most important, if not the most important single bureau within the Federal Government structure. This committee can join with Commissioner Howe in taking pride in the development of this Office, for the legislative programs which we have initiated during the last 10 years have contributed to its importance.

The anniversary will be marked by ceremonies in front of the Office's headquarters, 400 Maryland Avenue, at 12:30. Members of the committee have been invited to attend, and I should like to at this time remind them of the ceremonies and urge their attendance.

It is entirely possible that the Commissioner may wish to be excused before completion of his testimony and questions and answers, for the purpose of attending the ceremonies, and I am sure the committee will accommodate him.

If all members have not completed the questioning of the Commissioner and his staff, we can have him return this afternoon after the ceremonies and he will remain here as long as necessary for the completion of his testimony and all of the members have an opportunity to interrogate the Commissioner.

Commissioner Howe, on behalf of the committee, we extend our congratulations.

We take pride in two other landmark aspects of today's hearings. The Elementary and Secondary Education Act, when it was passed 2 years ago, was universally hailed as a landmark bill and today we seek to extend and amend its provisions, many of which do not expire until June 30, 1968, in an attempt to provide the time to the thousands of school administrators throughout the Nation. If achieved, this will be a landmark effort in coordinating Federal-State relationships.

Let me say, Mr. Commissioner, that there is tremendous interest. I personally know because of telephone calls that I have received every day from the school people throughout the Nation. They are critical about the cutback in the budget.

I am hopeful that from the estimates that we have, that somewhere along the line you may be able to tell us whether or not a supplemental has been discussed. With so many of these people who have already started on programs, it was difficult for some of them to get started and they now say they will have to cut back their personnel and dilute their best programs to a great degree.

I know the President of the United States, as hard as he worked to get this bill enacted, certainly wants to see a most efficient operation in all of the deprived schools of this Nation. I am most hopeful that the legislation can be financed to the full extent of the authorization.

The complaints that I seem to be receiving are to the effect that we only have sufficient money in the deprived sections of the country for operation purposes, not considering the great need for school construction in these deprived areas of the country.

It will be the purpose of this committee to strengthen these opportunities in every way we possibly can. We cannot appropriate money, of course, but we intend to provide the best legislation possible so that the Appropriations Committee can fulfill the authorization.

It is a great pleasure for me to welcome you here. I know you are doing an outstanding job as Commissioner of Education.

The hearings will be held on the bill that I have introduced. The number of that bill, H.R. 6230, and the number of the bill introduced by the distinguished gentleman from Indiana, Mr. Brademas, who will sponsor the legislation, is H.R. 6236.

(H.R. 6236 is identical to H.R. 6230.)

(The bill, H.R. 6230, referred to follows:)

[H.R. 6230, 90th Cong., 1st sess.]

A BILL To strengthen and improve programs of assistance for elementary and secondary education by extending authority for allocation of funds to be used for education of Indian children and children in overseas dependents schools of the Department of Defense, by extending and amending the National Teacher Corps program, by providing assistance for comprehensive educational planning, and by improving programs of education for the handicapped; to improve programs of vocational education; to improve authority for assistance to schools in federally impacted areas and areas suffering a major disaster; and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That this Act may be cited as the "Elementary and Secondary Education Amendments of 1967".

TITLE I—AMENDMENTS TO THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND RELATED AMENDMENTS

PART A—AMENDMENTS TO TITLE I OF ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

SUBPART 1—AMENDMENTS TO TITLE II OF PUBLIC LAW 81-874

Extending for One Year Provisions Relating to Schools for Indian Children

SEC. 101. The third sentence of section 203(a)(1)(A) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by striking out "June 30, 1967," and inserting in lieu thereof "June 30, 1968,".

Raising the Dollar Limitation for State Administrative Expenses Under Title II of Public Law 874

SEC. 102. Effective for fiscal years beginning after June 30, 1967, section 207(b)(2) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by striking out "$75,000" and inserting in lieu thereof "$150,000".

Technical Corrections With Respect to Payments on Account of Neglected or Delinquent Children and Payments for Children of Migratory Agricultural Workers

SEC. 103. (a) The first sentence of section 203(a)(2) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by inserting "(other than such institutions operated by the United States)" immediately after "living in institutions for neglected or delinquent children", and by striking out "paragraph (5)" and inserting in lieu thereof "paragraph (7)".

(b) Section 205(c)(1)(C) of such Act is amended by striking out "(8)" and inserting in lieu thereof "(10)".

(c) Section 206(a)(3) and section 207(b) of such Act are each amended by striking out "section 205(a)(5)" and inserting in lieu thereof "section 205(a)(6)".

Redesignating Section Numbers in Title II of Public Law 874

SEC. 104. For the purpose of avoiding confusion between references to section numbers of title II of the Elementary and Secondary Education Act of 1965 and references to section numbers of title II of Public Law 81-874 (which latter title is also generally cited as title I of the Elementary and Secondary Education Act of 1965), sections 201 through 214 of Public Law 874, Eighty-first Congress, as amended by the preceding sections of this Act, are redesignated as sections 101 through 114, respectively, and all references to any such section in that or any other law, or in any rule, regulation, order, or agreement of the United States are amended so as to refer to such section as so redesignated.

SUBPART 2—TEACHER CORPS

Teacher Corps Program Transferred and Reconstituted as Part B of Title I of Elementary and Secondary Education Act of 1965

SEC. 111. (a) Part B of title V of the Higher Education Act of 1965 (with its references therein to title II of Public Law 81-874 redesignated as provided by section 104 of this Act) is deleted from that Act (but without repeal thereof) and is inserted (as captioned) as part B in title I of the Elementary and Secondary Education Act of 1965 immediately after the last section of such title; and the sections so transferred (which are numbered 511, 512, 513, 514, 515, 516, and 517), and internal cross-references therein to any such section, are redesignated and are hereinafter in this title referred to as sections 151, 152, 153, 154, 155, 156, and 157, respectively, of such title I, so as to make such part B read as follows:

"PART B—NATIONAL TEACHER CORPS

"STATEMENT OF PURPOSE AND AUTHORIZATION OF APPROPRIATIONS

"SEC. 151. (a) The purpose of this part is to strengthen the educational opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation by—

"(1) attracting and training qualified teachers who will be made available to local educational agencies for teaching in such areas; and

"(2) attracting and training inexperienced teacher-interns who will be made available for teaching and inservice training to local educational agencies in such areas in teams led by an experienced teacher.

"(b) For the purpose of carrying out this part, there are authorized to be appropriated $36,100,000 for the fiscal year ending June 30, 1966, and $64,715,000 for the fiscal year ending June 30, 1967.

"ESTABLISHMENT OF NATIONAL TEACHER CORPS

"SEC. 152. In order to carry out the purposes of this part, there is hereby established in the Office of Education a National Teacher Corps (hereinafter referred to as the 'Teacher Corps'). The Teacher Corps shall be headed by a Director who shall be compensated at the rate prescribed for grade 17 of the General Schedule of the Classification Act of 1949, and a Deputy Director who shall be compensated at the rate prescribed for grade 16 of such General Schedule. The Director and the Deputy Director shall perform such duties as are delegated to them by the Commissioner.

"TEACHER CORPS PROGRAM

"SEC. 153. (a) For the purpose of carrying out this part, the Commissioner is authorized to—

"(1) recruit, select, and enroll experienced teachers, and inexperienced teacher-interns who have a bachelor's degree or its equivalent, in the Teacher Corps for periods of up to two years;

"(2) enter into arrangements, through grants or contracts, with institutions of higher education or State or local educational agencies to provide members of the Teacher Corps with such training as the Commissioner may deem appropriate to carry out the purposes of this part, including not more than three months of training for members before they undertake their teaching duties under this part;

"(3) enter into arrangements (including the payment of the cost of such arrangements) with local educational agencies, after consultation in appropriate cases with State educational agencies and institutions of higher education, to furnish to local educational agencies, for service during regular or summer sessions, or both, in the schools of such agencies in areas having concentrations of children from low-income families, either or both (A) experienced teachers, or (B) teaching teams, each of which shall consist of an experienced teacher and a number of teacher-interns who, in addition to teaching duties, shall be afforded time by the local educational agency for a teacher-intern training program developed according to criteria established by the Commissioner and carried out under the guidance of the experienced teacher in cooperation with an institution of higher education; and

"(4) pay to local educational agencies the amount of the compensation which such agencies pay to or on behalf of members of the Teacher Corps assigned to them pursuant to arrangments made pursuant to the preceding clause.

"(b) Arrangements with institutions of higher education to provide training for teacher-interns while teaching in schools for local educational agencies under the provisions of this part shall provide, wherever possible, for training leading to a graduate degree.

"(c)(1) Whenever the Commissioner determines that the demand for the services of experienced teachers or of teaching teams furnished pursuant to clause (3) of subsection (a) exceeds the number of experienced teachers or of teaching teams available from the Teacher Corps, the Commissioner shall, to the extent practicable, allocate experienced teachers or teaching teams, as the

case may be, from the Teacher Corps among the States in accordance with paragraph (2).

"(2) Not to exceed 2 per centum of such teachers or teams, as the case may be, shall be allocated to Puerto Rico and the Virgin Islands, according to their respective needs. The remainder of such teams or teachers, as the case may be, shall be allocated among the other States in proportion to the number of children counted in each State for the purpose of determining the amount of basic grants made under section 103 of title II of Public Law 874, Eighty-first Congress, as amended, for the fiscal year for which the allocation is made.

"(d) A local educational agency may utilize members of the Teacher Corps assigned to it in providing, in the manner described in section 105(a)(2) of Public Law 874, Eighty-first Congress, as amended, educational services in which children enrolled in private elementary and secondary schools can participate.

"COMPENSATION

"SEC. 154. (a) An arrangement made with a local educational agency pursuant to paragraph (3) of section 153(a) shall provide for compensation by such agency of Teacher Corps members during the period of their assignment to it at the following rates:

"(1) an experienced teacher who is not leading a teaching team shall be compensated at a rate which is equal to the rate paid by such agency for a teacher with similar training and experience who has been assigned similar teaching duties:

"(2) an experienced teacher who is leading a teaching team shall be compensated at a rate agreed to by such agency and the Commissioner; and

"(3) a teacher-intern shall be compensated at a rate which is equal to the lowest rate paid by such agency for teaching full time in the school system and grade to which the intern is assigned.

"(b) For any period of training under this part the Commissioner shall pay to members of the Teacher Corps such stipends (including allowances for subsistence and other expenses for such members and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported training programs.

"(c) The Commissioner shall pay the necessary travel expenses of members of the Teacher Corps and their dependents and necessary expenses for the transportation of the household goods and personal effects of such members and their dependents, and such other necessary expenses of members as are directly related to their service in the Corps, including readjustment allowances proportionate to service.

"(d) The Commissioner is authorized to make such arrangements as may be possible, including the payment of any costs incident thereto, to protect the tenure, retirement rights, participation in a medical insurance program, and such other similar employee benefits as the Commissioner deems appropriate, of a member of the Teacher Corps who participates in any program under this part and who indicates his intention to return to the local educational agency or institution of higher education by which he was employed immediately prior to his service under this part.

"APPLICATION OF PROVISIONS OF FEDERAL LAW

"SEC. 155. (a) Except as otherwise specifically provided in this section, a member of the Teacher Corps shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

"(b)(1) Such members shall, for the purposes of the administration of the Federal Employees' Compensation Act (5 U.S.C. 751 et seq.), be deemed to be civil employees of the United States within the meaning of the term 'employee' as defined in section 40 of such Act (5 U.S.C. 790) and the provisions thereof shall apply except as hereinafter provided.

"(2) For purposes of this subsection:

"(A) the term 'performance of duty' in the Federal Employees' Compensation Act shall not include any act of a member of the Teacher Corps—

"(i) while on authorized leave; or

"(ii) while absent from his assigned post of duty, except while participating in an activity authorized by or under the direction or supervision of the Commissioner; and

"(B) in computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of a member of the Teacher Corps shall be deemed to be his actual pay or that received under the entrance salary for grade 6 of the General Schedule of the Classification Act of 1949, whichever is greater.

"(c) Such members shall be deemed to be employees of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

"LOCAL CONTROL PRESERVED

"SEC. 156. Members of the Teacher Corps shall be under the direct supervision of the appropriate officials of the local educational agencies to which they are assigned. Except as otherwise provided in clause (3) of section 153(a), such agencies shall retain the authority to—

"(1) assign such members within their systems;

"(2) make transfers within their systems;

"(3) determine the subject matter to be taught;

"(4) determine the terms and continuance of the assignment of such members within their systems.

"MAINTENANCE OF EFFORT

"SEC. 157. No member of the Teacher Corps shall be furnished to any local educational agency under the provisions of this part if such agency will use such member to replace any teacher who is or would otherwise be employed by such agency."

(b) The heading of title I of the Elementary and Secondary Education Act of 1965 is amended by striking out "FINANCIAL" and by striking out "TO LOCAL EDUCATIONAL AGENCIES", and the following new heading is inserted below such heading:

"PART A—FINANCIAL ASSISTANCE TO LOCAL EDUCATIONAL AGENCIES FOR EDUCATION OF CHILDREN IN AREAS HAVING CONCENTRATIONS OF CHILDREN FROM LOW-INCOME FAMILIES".

(c) Wherever in any law, rule, regulation, order, or agreement of the United States reference is made, however, styled, to part B of title V of the Higher Education Act of 1965, or to any section thereof, such reference is amended so as to make comparable reference to part B of title I of the Elementary and Secondary Education Act of 1965, or to such section of that part as redesignated herein, respectively.

(d) Subject to the provisions of subsections (a) and (c), any order, rule, regulation, right, agreement, or application in effect under part B of title V of the Higher Education Act of 1965 immediately prior to the enactment of this Act, shall continue in effect to the same extent as if this section had not been enacted.

(e) Appropriations made for carrying out part B of title V of the Higher Education Act of 1965 which is transferred by this section to and reconstituted as part B of title I of the Elementary and Secondary Education Act of 1965 shall be deemed made for carrying out such part B of such title I.

(f) The section of title II of Public Law 874, Eighty-first Congress, redesignated as section 114 of such title by section 104 of this Act, is amended by inserting "Part A of" immediately before "Title I".

Extending Teacher Corps Program

SEC. 112. Subsection (b) of the section redesignated by this Act as section 151 of such part B of title I of the Elementary and Secondary Education Act of 1965 is amended by striking out "and" after "June 30, 1966." and by inserting the following immediately before the period at the end of such subsection: ", $36,000,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the fiscal years ending June 30, 1969, and June 30, 1970, respectively; and there are further authorized to be appropriated such sums for the fiscal year ending June 30, 1971, as may be necessary to enable any teacher-intern who has not completed his program of practical and academic training to continue such program for a period of not more than one additional year."

Requiring Approval of State Educational Agency

SEC. 113. The section redesignated by this Act as section 153(a) of part B (National Teacher Corps) of title I of the Elementary and Secondary Education Act of 1965 is amended as follows:

(a) Paragraph (2) is amended by striking out "with institutions of higher education or State or local educational agencies" and inserting in lieu thereof "with institutions of higher education or local educational agencies (upon approval in either case by the appropriate State educational agency) or with State educational agencies".

(b) Paragraph (3) is amended by striking out "after consultation in appropriate cases with State educational agences and institutions of higher education," and inserting in lieu thereof "upon approval by the appropriate State educational agency and after consultation, in appropriate cases, with institutions of higher education,".

Limiting Compensation for Teacher-Interns

SEC. 114. (a) The section redesignated by this Act as section 154(a)(3) of such part B is amended by inserting ", or $75 per week plus $15 per week for each dependent, whichever is less" immediately after "to which the intern is assigned".

(b) The amendment made by this section shall not apply to any person enrolled in the Teacher Corps before the date of enactment of this Act.

Clarifying Authority of Local Educational Agency To Refuse To Accept Particular Members Assigned to Such Agency

SEC. 115. The second sentence of the section redesignated by this Act as section 156 of such part B is amended by inserting "no such members shall be assigned to any local educational agency unless such agency finds such member acceptable, and" immediately before "such agencies shall retain the authority".

Authorizing Acceptance of Gifts on Behalf of Teacher Corps

SEC. 116. The section redesignated by this Act as section 153(a) of such part B, as amended by this Act, is further amended by—

(a) striking out "and" at the end of clause (3);

(b) striking out the period at the end of clause (4) and inserting in lieu thereof "; and"; and

(c) inserting the following new clause at the end thereof:

"(5) accept and employ in the furtherance of the purposes of this part (A) voluntary and uncompensated services notwithstanding the provisions of section 3679(b) of the Revised Statutes, as amended (section 665(b) of title 31, United States Code), and (B) any money or property (real, personal, or mixed, tangible or intangible) received by gift, devise, bequest, or otherwise."

Authorizing Assignment of Teacher Corps Members to Schools for Indian Children Operated by Department of the Interior

SEC. 117. The first sentence of the section redesignated as section 153(c)(2) of such part B is amended by striking out "2 per centum" and inserting in lieu thereof "3 per centum", and by striking out "Puerto Rico, and the Virgin Islands" and inserting in lieu thereof "Puerto Rico, the Virgin Islands, and elementary and secondary schools operated for Indian children by the Department of the Interior,".

Authorizing Assignment of Teacher Corps Members to Special Programs for Children of Migratory Agricultural Workers

SEC. 118. Such part B as amended by the preceding sections of this Act is further amended by adding the following new section at the end thereof:

"TEACHING IN SPECIAL PROGRAMS OR PROJECTS FOR CHILDREN OF MIGRATORY AGRICULTURAL WORKERS

"SEC. 158. For purposes of this part the term 'local educational agency' includes any State educational agency or other public or private nonprofit agency

which provides a program or project designed to meet the special educational needs of migratory children of migratory agricultural workers, and any reference in this part to teaching in the schools of a local educational agency includes teaching in any such program or project."

Conforming Amendment

SEC. 119. Subsection (c)(2) of the section redesignated by this Act as section 153 of part B of title I of the Elementary and Secondary Education Act of 1965 is amended by striking out "basic".

PART B—AMENDMENTS TO TITLE II OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

EXTENDING FOR ONE YEAR PROVISIONS RELATING TO SCHOOLS FOR INDIAN CHILDREN AND DEFENSE DEPARTMENT OVERSEAS DEPENDENTS SCHOOLS

SEC. 121. (a) Section 202(a)(1) of the Elementary and Secondary Education Act of 1965 is amended by striking out "June 30, 1967" and inserting in lieu thereof "June 30, 1968".

PART C—AMENDMENTS TO TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

EXTENDING FOR ONE YEAR PROVISIONS OF TITLE III OF PUBLIC LAW 89-10 RELATING TO SCHOOLS FOR INDIAN CHILDREN AND DEFENSE DEPARTMENT OVERSEAS SCHOOLS

SEC. 131. Section 302(a)(1) of the Elementary and Secondary Education Act of 1965 is amended by striking out "June 30, 1967," and inserting in lieu thereof "June 30, 1968,".

PART D—AMENDMENTS TO TITLE V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

SUBPART 1—AMENDMENTS RELATING TO GRANTS TO STATE EDUCATIONAL AGENCIES

Inclusion of Trust Territory of Pacific Islands

SEC. 141. (a) The first and third sentences of paragraph (1) of section 502(a) of the Elementary and Secondary Education Act of 1965, relating to apportionment of appropriations, are each amended by striking out "and" after "Samoa," and by inserting ", and the Trust Territory of the Pacific Islands" after "Virgin Islands".

(b)(1) Paragraph (j) of section 701 of such Act, defining the term "State", is amended by striking out "and for purposes of title II and title III, such term includes the Trust Territory of the Pacific Islands" and inserting in lieu thereof ", and for purposes of titles II, III, and V such term also includes the Trust Territory of the Pacific Islands".

(2) Such section 701 is further amended by inserting ", except when otherwise specified" immediately after "As used in titles II, III, and V of this Act".

Revision of Apportionment Formula

SEC. 142. The second sentence of paragraph (1) of section 502(a) of such Act is amended to read as follows: "The remainder of such 85 per centum shall be apportioned by the Commissioner as follows:

"(A) He shall apportion 40 per centum of such remainder among the States in equal amounts.

"(B) He shall apportion to each State an amount that bears the same ratio to 60 per centum of such remainder as the number of public school pupils in the State bears to the number of public school pupils in all the States, as determined by the Commissioner on the basis of the most recent satisfactory data available to him.

SUBPART 2—ADDITION OF NEW PART RELATING TO PLANNING GRANTS

Comprehensive Educational Planning

SEC. 145. (a) Title V of the Elementary and Secondary Education Act of 1965 is amended by adding "AND FOR STATEWIDE EDUCATIONAL PLANNING" to its heading and by inserting the following immediately below its heading:

"PART A—GRANTS FOR STRENGTHENING LEADERSHIP RESOURCES OF STATE EDUCATIONAL AGENCIES"

(b) Title V of such Act is further amended by striking out the words "this title" wherever they appear and inserting in lieu thereof "this part", and by adding at the end thereof the following new part:

"PART B—GRANTS FOR COMPREHENSIVE EDUCATIONAL PLANNING AND EVALUATION

"AUTHORIZATION

"SEC. 521. To the end of enhancing the capability of the several States to make effective progress, through comprehensive and continuing planning, toward the achievement of opportunities for high-quality education for all segments of the population throughout the State, the Commissioner is authorized to make, in accordance with the provisions of this part, comprehensive planning and evaluation grants to States that have submitted, and had approved by the Commissioner, an application pursuant to section 523, and special project grants, related to the purposes of this part, pursuant to section 524. For the purpose of making such grants, there are authorized to be appropriated $15,000,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years.

"APPORTIONMENT AMONG THE STATES

"SEC. 522. (a)(1) From the sums appropriated for carrying out this part for each fiscal year, 25 per centum shall be reserved for the purposes of section 524 and the remaining 75 per centum shall be available for grants to States under section 523.

"(2) The Commissioner shall apportion not in excess of 2 per centum of the amount available for grants under section 523 among the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands, according to their respective needs for carrying out the purposes of this part. The remainder of such amount shall be apportioned by the Commissioner as follows:

"(A) He shall apportion 40 per centum of such remainder among the States in equal amounts.

"(B) He shall apportion to each State an amount that bears the same ratio to 60 per centum of such remainder as the population of the State bears to the population of all the States, as determined by the Commissioner on the basis of the most recent satisfactory data available to him.

For purposes of the preceding sentence, the term 'State' does not include the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

"(b) The amount apportioned under this section to any State for the fiscal year ending June 30, 1968, shall be available for obligation for grants pursuant to applications approved during that year and the succeeding fiscal year.

"(c) The amount of any State's apportionment for any fiscal year under paragraph (2) of subsection (a) which the Commissioner determines will not be required for grants to that State under section 523 during the period for which such apportionment is available may from time to time be reapportioned by the Commissioner to other States, according to their respective needs, as the Commissioner may determine. Any amount so reapportioned to a State from funds appropriated for any fiscal year shall be deemed to be a part of the amount apportioned to it under subsection (a) for that year.

"COMPREHENSIVE PLANNING GRANTS

"SEC. 523. (a)(1) Any State desiring to receive a grant or grants under this section from its apportionment under section 522 for any fiscal year

shall designate or establish a single State agency or office (hereafter in this part referred to as the State educational planning agency) as the sole agency for carrying out or supervising the carrying out of a comprehensive statewide program of systematic planning and evaluation relating to education at all levels (including remedial education and retraining of adults), except that—

"(A) the field of higher education shall be included only if the State so elects and so provides in an application (or amended or supplemental application) under this section, and

"(B) in the event of such election the State may designate or establish a separate State agency (hereafter in this part referred to as the State higher education planning agency) for carrying out or supervising the carrying out of such planning and evaluation program with respect to higher education.

"(2) A grant to a State may be made under this section only upon approval of an application submitted to the Commissioner through the State educational planning agency, except that, with respect to States electing to include the field of higher education as provided in clause (A) of paragraph (1) of this subsection and designating or establishing a State higher education planning agency as provided in clause (B) of paragraph (1), the Commissioner, by or pursuant to regulation—

"(A) shall authorize the submission of a combined application which includes higher education (or an amended or supplemental application filed upon the making of such election) jointly through both of the State's planning agencies involved, or the submission of a separate application (or supplement) through the State's higher educational planning agency as to so much of the State's program as relates to planning and evaluation in the field of higher education, and

"(B) may provide for allocating, between the State's two planning agencies, the amount of any grant or grants under this section from the State's apportionment.

"(3) An application (or amendment or supplement thereto) under this section shall set forth, in such detail as the Commissioner deems necessary, the statewide program referred to in paragraph (1) (or, in the case of a separate application or amendment or supplement with respect to the field of higher education, so much of the statewide program as relates to that field), which shall include provision for—

"(A) setting statewide educational goals and establishing priorities among these goals;

"(B) developing through analyses alternative means of achieving these goals, taking into account the resources available and the educational effectiveness of each of the alternatives (including, in the case of higher education, the resources and plans of private institutions in the State bearing upon the State's goals and plans for public higher education);

"(C) planning new programs and improvements in existing programs based on the results of these analyses;

"(D) developing and strengthening the capabilities of the State to conduct, on a continuous basis, objective evaluations of the effectiveness of educational programs; and

"(E) developing and maintaining a permanent system for obtaining and collating significant information necessary to the assessment of progress toward the State's educational goals.

"(b) Applications (including amendments and supplements thereto) for grants under this section may be approved by the Commissioner only if the application—

"(1) has been submitted to the chief executive of the State for review and recommendations;

"(2) sets forth, if the State has elected to include the field of higher education and has designated or established a separate State higher education planning agency, such arrangements for coordination, between the State's educational planning program in that field and the remaining educational planning program submitted by the State, as will in the Commissioner's judgment be effective;

"(3) contains satisfactory assurance—

"(A) that the assistance provided under this section, together with other available resources, will be so used for the several purposes

specified in subparagraphs (A) through (E) of paragraph (3) of subsection (a) of this section as to result in the maximum possible effective progress toward the achievement of a high level of competence with respect to each of them, and

"(B) that assistance under this part will, by the State planning agency involved, be used primarily in strengthening the capabilities of its own planning and evaluation staff or, to the extent that the program is to be carried out under the supervision of that agency by other agencies, the planning and evaluation staffs of such other agencies; but consistently with this objective part of the funds received under a grant under this section may be used, in appropriate circumstances, to employee consultants, or to enter into contracts for special projects with public or private agencies, institutions, or organizations having special competence in the areas of planning or evaluation;

"(4) make adequate provision (consistent with such criteria as the Commissioner may prescribe) for using funds granted to the applicant under this section, other than funds granted for planning and evaluation in the field of higher education, (A) to make program planning and evaluation services available to local educational agencies, and (B) in the case of such agencies in areas (particularly metropolitan areas) with school populations sufficiently large to warrant their own planning or evaluation staffs, to assist such agencies (financially or through technical assistance, or both) to strengthen their planning and evaluation capabilities and to promote coordinated areawide planning for such areas;

"(5) provides for such methods of administration as are necessary for the proper and efficient operation of the program;

"(6) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid under this part to the State including any such funds paid by the State to agencies, institutions, or organizations referred to in subparagraph (B) or paragraph (3)); and

"(7) provides for making such reports, in such form and containing such information as the Commissioner may reasonably require (copies of which shall also be sent to the chief executive of the State), and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

"(c) A grant made pursuant to an approval of an application under this section may be used to pay all or part of the cost of activities covered by the approved application and included in such grant, but excluding so much, if any, of such cost as is paid for from grants under part A.

"SPECIAL PROJECTS

"SEC. 524. (a) The sums reserved pursuant to section 522(a)(1) for the purposes of this section shall be used for grants for special projects in accordance with subsection (b) of this section.

"(b) The Commissioner is authorized to make grants to public or private nonprofit agencies, institutions, or organizations, or to make contracts with public or private agencies, institutions, or organizations, for special projects related to the purposes of this part, to be conducted on an interstate, regional, or metropolitan area basis, including projects for such purposes as—

"(1) metropolitan planning in education in areas covering more than one State;

"(2) improvement and expansion in the educational planning of large cities within a State with due regard to the complexities of adequate metropolitan planning in such places;

"(3) comparative and cooperative studies agreed upon between States or metropolitan areas;

"(4) conferences to promote the purposes of this part and involving different States;

"(5) publications of general use to the planning of more effective and efficient educational services, and other activities for dissemination of information related to the purposes of this part.

"PAYMENTS

"SEC. 525. Payments under this part may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments, as the Commissioner may determine."

PART E—AMENDMENTS TO TITLE VI OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND RELATED AMENDMENTS

REGIONAL RESOURCE CENTER

SEC. 151. Title VI of the Elementary and Secondary Education Act of 1965 is amended by—

(1) inserting immediately below the heading of such title

"PART A—ASSISTANCE TO STATES FOR EDUCATION OF HANDICAPPED CHILDREN";

(2) inserting immediately below section 607

"PART D—GENERAL PROVISIONS";

(3) redesignating sections 608, 609, and 610 as sections 610, 611, and 612, respectively,

(4) striking out the words "this title" wherever they occur in sections 601 through 607, and inserting in lieu thereof "this part"; and

(5) inserting immediately after section 607 the following:

"PART B—REGIONAL RESOURCE CENTERS FOR IMPROVEMENT OF THE EDUCATION OF HANDICAPPED CHILDREN

"REGIONAL RESOURCE CENTERS

"SEC. 608. (a) For the purpose of aiding in the establishment and operation of regional centers which will develop and apply the best methods of appraising the special educational needs of handicapped children referred to them and will provide other services to assist in meeting such needs, there are authorized to be appropriated $7,500,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for each of the four succeeding fiscal years.

"(b) Appropriations under this section shall be available to the Commissioner for grants to or contracts with institutions of higher education, State educational agencies, or combinations of such agencies or institutions, within particular regions of the United States, to pay all or part of the cost of establishment (including construction) or operation of regional resource centers for the improvement of education of the handicapped in such regions. Centers established or operated under this section shall (1) provide testing and educational evaluation to determine the special educational needs of handicapped children referred to such centers, (2) develop educational programs to meet those needs, and (3) assist schools and other appropriate agencies, organizations, and institutions in providing such educational programs through services such as consultation (including, in appropriate cases, consultation with parents or teachers of handicapped children at such regional centers), periodic examination and reevaluation of special educational programs, and other technical services.

"(c) In determining whether to approve an application for a project under this section, the Commissioner shall consider the need for such a center in the region to be served by the applicant and the capability of the applicant to develop and apply, with the assistance of funds under this section, new methods, techniques, devices, or facilities relating to educational evaluation or education of handicapped children.

"(d) Payment pursuant to grants or contracts under this section may be made (after necessary adjustments on account of previously made underpayments or overpayments) in advance or by reimbursement, and in such installments and on such conditions as the Commissioner may determine."

IMPROVEMENT OF RECRUITMENT OF EDUCATIONAL PERSONNEL AND INFORMATION ON EDUCATIONAL OPPORTUNITIES FOR THE HANDICAPPED

SEC. 152. Such title VI is further amended by inserting immediately after part B, as added by the preceding section, the following new part:

"PART C—RECRUITMENT OF PERSONNEL—INFORMATION ON EDUCATION OF THE HANDICAPPED

"GRANTS OR CONTRACTS TO IMPROVE RECRUITING OF EDUCATIONAL PERSONNEL, AND TO IMPROVE DISSEMINATION OF INFORMATION CONCERNING EDUCATIONAL OPPORTUNITIES FOR THE HANDICAPPED

"SEC. 609. (a) The Commissioner is authorized to make grants to public or nonprofit private agencies, organizations, or institutions, or to enter into contracts with public or private agencies, organizations, or institutions for projects for—

"(1) encouraging students and professional personnel to work in various fields of education of handicapped children and youth through, among other ways, developing and distributing imaginative or innovative materials to assist in recruiting personnel for such careers, or publicizing existing forms of financial aid which might enable students to pursue such careers, or

"(2) disseminating information about the programs, services, and resources for the education of handicapped children, or providing referral services, to parents, teachers, and other persons especially interested in the handicapped.

"(b) To carry out the purposes of this section, there are authorized to be appropriated $1,000,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for each of the four succeeding fiscal years."

TRANSFER OF DEFINITION AND OTHER TECHNICAL AMENDMENTS

SEC. 153. (a) Section 602 of such title VI is redesignated as section 613 and transferred to the end of such title.

(b) Section 601 of such title is amended by—

(1) striking out the section heading and inserting in lieu thereof the heading

"GRANTS TO STATES FOR EDUCATION OF HANDICAPPED CHILDREN";

(2) striking out "(a)" in subsection (a);

(3) redesignating section 601(b) as section 602 by striking out "(b)" in subsection (b) and inserting "SEC. 602." in lieu thereof; and

(4) inserting above section 602 as so redesignated the section heading

"APPROPRIATIONS AUTHORIZED".

(c)(1) The portion of section 701 of the Elementary and Secondary Education Act of 1965 (containing definitions) which precedes subsection (a), as amended by section 141(a) of this Act, is further amended by striking out "As used in titles II, III, and V" and inserting in lieu thereof "As used in titles II, III, V, and VI".

(2) Paragraph (j) of such section 701, as amended by section 141(b) of this Act, is further amended by striking out "and V" and inserting in lieu thereof "V, and VI".

SHORT TITLE OF TITLE VI OF ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

SEC. 154. Title VI of such Act is further amended by adding at the end thereof the following new section:

"SHORT TITLE

"SEC. 614. This title may be cited as the 'Education of the Handicapped Act'."

INCLUDING SCHOOLS FOR INDIAN CHILDREN OPERATED BY THE DEPARTMENT OF THE INTERIOR AND DEFENSE DEPARTMENT OVERSEAS DEPENDENTS SCHOOLS IN TITLE VI

SEC. 155. So much of paragraph (1) of section 603(a)(1) of the Elementary and Secondary Education Act of 1965 as follows the first sentence is amended to

read as follows: "The Commissioner shall allot the amount appropriated pursuant to this paragraph among—

"(A) Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs, and

"(B) for the fiscal year ending June 30, 1968, (i) the Secretary of the Interior according to the need for such assistance for the education of handicapped children in elementary and secondary schools operated for Indian children by the Department of the Interior, and (ii) the Secretary of Defense according to the need for such assistance for the education of handicapped children in the overseas dependents schools of the Department of Defense. The terms upon which payments for such purpose shall be made to the Secretary of the Interior and the Secretary of Defense shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title."

EXPANSION OF INSTRUCTIONAL MEDIA PROGRAMS TO INCLUDE ALL HANDICAPPED CHILDREN

SEC. 156. Subsection (b) of the first section of the Act entitled "An Act to provide in the Department of Health, Education, and Welfare for a loan service of captioned films for the deaf" (42 U.S.C. 2491 et seq.), is amended to read as follows in order to conform its statement of objectives to amendments made to such Act by Public Law 89-258:

"(b) To promote the educational advancement of handicapped persons by (1) carrying on research in the use of educational media for the handicapped, (2) producing and distributing educational media for the use of handicapped persons, their parents, their actual or potential employers, and other persons directly involved in work for the advancement of the handicapped, and (3) training persons in the use of educational media for the instruction of the handicapped."

SEC. 157. Section 2 of such Act is amended by adding the following at the end thereof:

"(4) The term 'handicapped' means deaf, mentally retarded, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons."

SEC. 158. Section 3 of such Act is amended by striking out the word "deaf" and inserting in lieu thereof "handicapped" each time it occurs therein.

SEC. 159. Section 4 of such Act is amended by striking out "$5,000,000" and inserting "$6,000,000" in lieu thereof, and by striking out "$7,000,000" and inserting "$8,000,000" in lieu thereof.

AUTHORIZING CONTRACTS, AS WELL AS GRANTS, FOR RESEARCH IN EDUCATION OF THE HANDICAPPED

SEC. 160. (a) The first sentence of section 302(a) of Public Law 88-164 is amended by inserting ", and to make contracts with States, State or local educational agencies, public and private institutions of higher learning, and other public or private educational research agencies and organizations," immediately before "for research or demonstration projects".

(b) The second sentence of such section 302(a) is amended by striking out "Such grants shall be made" and inserting in lieu thereof "Payments pursuant to grants or contracts under this section may be made".

TITLE II—AMENDMENTS TO VOCATIONAL EDUCATION ACT OF 1963

PART A—EXEMPLARY AND INNOVATIVE PROGRAMS OR PROJECTS IN VOCATIONAL EDUCATION

SPECIAL PROGRAMS OR PROJECTS

SEC. 201. Section 4 of the Vocational Education Act of 1963 (Public Law 88-210, 20 U.S.C. 35c), is amended by inserting at the end thereof the following new subsection:

"(d)(1) There are authorized to be appropriated $30,000,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the four

succeeding fiscal years, to be used by the Commissioner for making grants to or contracts with State boards or local educational agencies for the purpose of stimulating and assisting, through programs or projects referred to in paragraph (3), the development, establishment, and operation of exemplary and innovative occupational education programs or projects designed to serve as models for use in vocational education programs. The Commissioner also may make grants to other public or nonprofit private agencies, organizations, or institutions, or contracts with public or private agencies, organizations, or institutions, when such grants or contracts will make an especially significant contribution to attaining the objectives of this subsection.

"(2)(A) From the sums appropriated pursuant to this subsection for each fiscal year, the Commissioner shall reserve such amount, but not in excess of 2 per centum thereof, as he may determine and shall apportion such amount among Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands, according to their respective needs for assistance under this subsection.

"(B) From the remainder of such sums the Commissioner shall apportion $150,000 to each State, and he shall in addition apportion to each State an amount which bears the same ratio to any residue of such remainder as the population aged fifteen to nineteen, both inclusive, in the State bears to the population of such ages in all the States.

"(C) Any amount apportioned to a State under this subsection for any fiscal year which the Commissioner determines will not be required for grants for programs or projects in that State during the period for which such apportionment is available shall be available for reapportionment by him from time to time to other States in accordance with their respective needs.

"(D) For the purposes of paragraph (2) (A) and (B) of this subsection, the term 'State' does not include Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

"(E) The population of particular age groups of a State or of all the States shall be determined by the Commissioner on the basis of the latest available estimates furnished by the Department of Commerce.

"(F) The amount apportioned under this section to any State for the fiscal year ending June 30, 1968, shall be available for obligation for grants pursuant to applications approved during that year and the succeeding fiscal year.

"(3) Grants or contracts pursuant to this subsection may be made by the Commissioner, upon such terms and conditions consistent with the provisions of this section as he determines will most effectively carry out the purposes of paragraph (1), to pay part of the cost of—

"(A) planning and developing exemplary and innovative programs or projects such as those described in subparagraph (B), or

"(B) establishing, operating, or evaluating exemplary and innovative vocational education programs or projects designed to broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps, which programs or projects may, among others, include—

"(i) those designed to familiarize postelementary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;

"(ii) programs or projects for students providing educational experiences through work;

"(iii) programs or projects for intensive occupational guidance and counseling during the last years of school and for initial job placement; or

"(iv) programs or projects designed to broaden or improve vocational education curriculums.

"(4)(A) Programs or projects referred to in clause (ii) of paragraph (3)(B) may include cooperative work-study arrangements, other educationally related public or private employment, or volunteer work. Preference in compensated work under such programs or projects shall be given to students from low-income families.

"(B) No grant or contract shall be made by the Commissioner under this subsection with respect to any such program or project unless—

"(i) such program or project will not involve the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

"(ii) such program or project will not result in the displacement of employed workers or impair existing contracts for services.

"(C) Funds appropriated under this subsection shall not be available to pay any part of the compensation of a student involved in a program or project referred to in clause (ii) of paragraph (3)(B) if the work is performed for any employer other than a public or private nonprofit agency, organization, or institution.

"(5)(A) In determining the cost of a program or project under this subsection, the Commissioner may include the reasonable value (as determined by him) of any goods or services provided from non-Federal sources.

"(B) Financial assistance may not be given under this subsection to any program or project for a period exceeding three years.

"(6) In administering the provisions of this subsection, the Commissioner shall consult with other Federal departments and agencies administering programs which may be effectively coordinated with the program carried out pursuant to this subsection, and to the extent practicable shall—

"(i) coordinate such program on the Federal level with the programs being administered by such other departments and agencies; and

"(ii) require that effective procedures be adopted by grantees and contractors to coordinate the development and operation of programs and projects carried out under grants or contracts pursuant to this subsection with other public and private programs having the same or similar purposes."

CONFORMING AMENDMENTS

SEC. 202. (a)(1) Section 4(a) of such Act (describing permitted uses of Federal funds under approved State plans) is amended by changing the period at the end of paragraph (6) to a semicolon and inserting immediately after paragraph (6) the following new paragraph:

"(7) The planning, establishment, operation, and evaluation of programs or projects of the kind described in subsection (d), whether or not previously assisted by a grant or contract under such subsection."

(2) Section 5(a)(2) and section 6(b) of such Act are each amended by striking out "and (6)" and inserting in lieu thereof "(6), and (7)".

(b) The second sentence of paragraph (1) of section 8 of such Act (defining the term "vocational education") is amended by inserting "(individually or through group instruction)" immediately after "counseling", and by inserting "or for the purpose of facilitating occupational choices" immediately after the word "training" the first time such word appears in that sentence.

(c) The first sentence of section 5(a) of such Act is amended by striking out "this part" and inserting in lieu thereof "section 3".

(d) The heading of section (6) of such Act is amended to read "PAYMENTS", and the following sentence is added at the end of subsection (d) of such section: "Other payments pursuant to this Act may be made in installments, in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments."

PART B—AMENDING SECTION 4(c) TO ALLOW CONTRACTING AND DISSEMINATION OF INFORMATION

SEC. 211. Section 4(c) of such Act is amended by inserting ", or to make contracts with private agencies, organizations, or institutions for, (1)" immediately after "cost of"; by striking out "and of" immediately preceding "experimental" and inserting in lieu thereof ", (2)"; and by inserting immediately prior to the period the following: ", or (3) for the dissemination of information derived from the foregoing programs or from research and demonstrations in the field of vocational education".

PART C—INCLUDING THE TRUST TERRITORY OF THE PACIFIC ISLANDS UNDER THE ACT

SEC. 221. Paragraph (6) of section 8 of such Act is amended by striking out "and American Samoa" and by inserting in lieu thereof "American Samoa, and the Trust Territory of the Pacific Islands".

SEC. 222. Paragraphs (1), (2), and (3) of section 3(d) of such Act are amended by striking out the words "and the Virgin Islands" each time they occur and by inserting in lieu thereof "the Virgin Islands, and the Trust Territory of the Pacific Islands".

TITLE III—FEDERALLY AFFECTED AREAS

PART A—ASSISTANCE FOR SCHOOL CONSTRUCTION AND CURRENT EXPENDITURES IN IMPACTED AREAS

CLARIFYING DEFINITIONS OF "FEDERAL PROPERTY"

SEC. 301. Section 15(1) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), and section 303(1) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), are each amended by—

(a) striking out te second sentence thereof;

(b) striking out "also" in the penultimate sentence thereof; and

(c) inserting immediately before the last sentence thereof the following new sentence: "Such term also includes any interest in Federal property (as defined in the foregoing provisions of this paragraph) under an easement, lease, license, permit, or other arrangement, as well as any improvements of any nature (other than pipelines or utility lines) on such property even though such interests or improvements are subject to taxation by a State or political subdivision of a State or by the District of Columbia."

PART B—ASSISTANCE FOR SCHOOL CONSTRUCTION AND CURRENT EXPENDITURES IN MAJOR DISASTER AREAS

ASSISTANCE TO DISASTERS OCCURRING AFTER JULY 1, 1967

SEC. 311. (a) Section 16(a)(1)(A) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), as added by Public Law 89-313, is amended by striking out "July 1, 1967," and inserting in lieu thereof "July 1, 1972,".

(b) Section 7(a)(1)(A) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), as added by Public Law 89-313, is amended by striking out "July 1, 1967,"and inserting in lieu thereof "July 1, 1972,".

AUTHORIZING, IN CASES IN WHICH THE DISASTER HAS NOT DESTROYED OR DAMAGED PUBLIC SCHOOLS, ASSISTANCE FOR CONSTRUCTION OF PUBLIC SCHOOL FACILITIES NEEDED BECAUSE OF DESTRUCTION OF PRIVATE FACILITIES WHICH WILL NOT BE REPLACED

SEC. 312. (a) Section 16(a)(2) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), is amended to read as follows:

"(2) as a result of this major disaster, (A) public elementary or secondary school facilities of such agency have been destroyed or seriously damaged, or (B) private elementary or secondary school facilities serving children who reside in the area served by such agency have been destroyed and will not be replaced, thereby increasing the need of such agency for school facilities;".

(b) Section 16(a)(4) of such Act is amended by inserting "(A)" after "needed", inserting "of such agency" after "the school facilities", and inserting the following before the semicolon after the word "damaged": "or (B) to serve, in facilities of such agency, children who but for the destruction of the private facilities referred to in clause (2)(B) would be served by such private facilities".

MODIFYING CONDITIONS OF ELIGIBILITY WITH RESPECT TO LOCAL EFFORT AND MINIMUM DAMAGE REQUIRED

SEC. 313. (a) Section 16(a)(3) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), is amended to read as follows:

"(3) such agency is utilizing or will utilize all State and other financial assistance available for the replacement or restoration of such school facilities;".

(b) Section 16(a)(4) of such Act is amended by inserting "and requires an amount of additional assistance equal to at least $1,000 or one-half of 1 per centum of such agency's current operating expenditures during the fiscal year preceding the one in which such disaster occurred, whichever is less," immediately before "to provide the minimum school facilities needed".

(c) Section 7(a)(2) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended to read as follows:

"(2) such agency is utilizing or will utilize all State and other financial assistance available to it for the purpose of meeting the cost of providing free

public education for the children attending the schools of such agency, but as a result of such major disaster it is unable to obtain sufficient funds for such purpose and requires an amount of additional assistance equal to at least $1,000 or one-half of 1 per centum of such agency's current operating expenditures during the fiscal year preceding the one in which such disaster occurred, whichever is less, and".

DETERMINING LEVEL OF EDUCATION TO BE RESTORED ACCORDING TO LEVEL OF TIME OF DISASTER INSTEAD OF LEVEL DURING A BASE YEAR

SEC. 314. The penultimate sentence of section 7(a) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress) is amended by striking out "during the last full fiscal year".

AUTHORIZING DISASTER RELIEF ASSISTANCE FOR TECHNICAL, VOCATIONAL, AND OTHER SPECIAL SCHOOLS

SEC. 315. (a) Section 16(a) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), and section 7(a) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), are each amended (1) by inserting "or any other public agency which operates schools providing technical, vocational, or other special education to children of elementary or secondary school age)" immediately after "If the Director of the Office of Emergency Planning determines with respect to any local educational agency", and (2) by striking out "if the Commissioner determines with respect to such local educational agency" and inserting in lieu thereof "if the Commissioner determines with respect to such agency".

(b) Clause (2) of section 16(a), as amended by this Act, is further amended by inserting "(or, in the case of a public agency other than a local educational agency, school facilities providing technical, vocational, or other special education to children of elementary or secondary school age)" after "public elementary or secondary school facilities".

CLARIFYING AUTHORITY TO PROVIDE FUNDS FOR MINOR REPAIRS UNDER PUBLIC LAW 874

SEC. 316. Section 7(b) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by inserting "to make minor repairs," immediately after "destroyed or seriously damaged as a result of such major disaster,".

Mr. PERKINS. The President's message on education and health in America will be placed in the hearings at this point.

THE WHITE HOUSE.

MESSAGE ON EDUCATION AND HEALTH IN AMERICA

To the Congress of the United States:

In Edmonds, Washington, three new evening classes today are helping 150 high school dropouts finish school and gain new job skills.

In Detroit, a month ago, 52,000 children were immunized against measles, during a campaign assisted by Federal funds.

In 25 states, Federal funds are helping improve medical care for 6.4 million citizens who get public assistance.

Over 8 million poor children are now getting a better education because of funds provided under Title I of the Elementary and Secondary Education Act. Nineteen million older citizens enjoy the protection of Medicare.

Three years ago, not one of these programs existed.

Today, they are flourishing—because a concerned people and the creative 89th Congress acted. They are the result of twenty-four new health laws and eighteen new education laws.

But even the best new programs are not enough.

Today, we face major challenges of organization and evaluation. If our new projects are to be effective, we must have the people to run them, and the facilities to support them. We must encourage states and localities to plan more effectively and comprehensively for their growing needs and to measure their progress towards meeting those needs.

Above all, each community, each state, must generate a spirit of creative change: a willingness to experiment.

In this, my fourth message to Congress on Health and Education, I do not recommend more of the same—but more that is better: to solve old problems, to create new institutions, to fulfill the potential of each individual in our land.

Nothing is more fundamental to all we seek than our programs in health and education:

Education—because it not only overcomes ignorance, but arms the citizen against the other evils which afflict him.

Health—because disease is the cruelest enemy of individual promise and because medical progress makes less and less tolerable that illness still should blight so many lives.

I. EDUCATION

I believe that future historians, when they point to the extraordinary changes which have marked the 1960's, will identify a major movement forward in American education.

This movement, spurred by the laws of the last 3 years, seeks to provide equality of educational opportunity to all Ameicans—to give every child education of the highest quality, no matter how poor his family, how great his handicap, what color his skin, or where he lives.

We cannot yet fully measure the results of this great movement in American education. Our progress can be traced partially by listing some of the extraordinary bills I have signed into law:

The Higher Education Act of 1965.

The Elementary and Secondary Education Act of 1964.

The Higher Education Facilities Act of 1963.

The Vocational Education Act of 1963.

The scale of our efforts can be partially measured by the fact that today appropriations for the Office of Education are nearly seven times greater than 4 years ago. Today we can point to at least 1 million college students who might not be in college except for Government loans, grants and work-study programs, and to more than 17,500 school districts helping disadvantaged children under the Elementary and Secondary Education Act.

This breakthrough is not the work of Washington alone. The ideas for these programs come from educational leaders all over the country. Many different communities must supply the energy to make these programs work. Yet they are national programs, shaped by national needs. Congress has played a vital role in reviewing these needs and setting these priorities.

The new Federal role in education is, in reality, a new alliance with America's States and local communities. In this alliance, the Federal Government continues to be a junior partner:

Local school districts will submit, and State governments will approve, the plans for spending more than $1 billion this year to improve the education of poor children.

Federal funds for vocational education are administered through State plans controlled by State, not Federal, officials.

The recommendations of the states have been sought and followed in more than 95 percent of the projects for centers and services which are funded by the U.S. Office of Education.

The education programs I recommend this year have three major aims:

To strengthen the foundations we have laid in recent years, by revising, improving, and consolidating existing programs.

To provide special help to those groups in our society with special needs: the poor, the handicapped, victims of discrimination or neglect.

To build for the future by exploiting the new opportunities presented by science, technology and the world beyond our borders.

The budget proposals I am making for 1968 will carry forward our efforts at a new level. The total Federal dollar expenditures for educational purposes, including health training, which I have proposed for Fiscal 1968 will amount to $11 billion—an increase of $1 billion, or 10 percent, over 1967 and $7 billion, or 175 percent, over 1963.

STRENGTHENING EDUCATION PROGRAMS

State and community education leaders have shouldered heavy new burdens as a result of recent increases in Federal programs. If these officials are to develop wise and long-range plans for education, they must have more help.

The Elementary and Secondary Education Act has provided funds to strengthen state departments of education. But additional funds are needed—money to improve community, state, and regional educational planning. Nothing can do more to ensure the effective use of Federal dollars.

I recommend legislation authorizing $15 million to help state and local governments evaluate their education programs and plan for the future.

A better education timetable

One condition which severely hampers educational planning is the Congressional schedule for authorizations and appropriations. When Congress enacts and funds programs near the end of a session, the Nation's schools and colleges must plan their programs without knowing what Federal resources will be available to them to meet their needs. As so many Governors have said, the Federal legislative calendar often proves incompatible with the academic calendar.

I urge that the Congress enact education appropriations early enough to allow the Nation's schools and colleges to plan effectively. I have directed the Secretary of Health, Education, and Welfare to work with the Congress toward the end.

Another way to ease this problem is to seek the earliest practical renewal of authorization for major education measures.

I recommend that Congress this year extend three major education measures now scheduled to expire in June 1968:

The National Defense Education Act of 1958.

The Higher Education Act of 1965.

The National Vocational Student Loan Insurance Act of 1965.

Improving program evaluation

Most of our education programs have been operating too short a time to provide conclusive judgments about their effectiveness. But we should be heartened by the evaluations so far.

Recently, the National Advisory Council on the Education of Disadvantaged Children reported:

"The morale of teachers and administrators in schools with many poor children—their will to succeed and their belief in the possibility of succeeding—is perceptibly on the rise in many of the schools visited. More teachers than ever are involved in an active search for paths to success. The paths are not all clearly visible as yet, but decidedly the search has taken on a new vigor."

The council did identify problems and weaknesses in the school districts. Our efforts to identify shortcomings and to assess our progress can never be fully effective until we provide sufficient resources for program evaluation.

I have requested $2.5 million to assure careful analysis of new programs so that we can provide a full accounting to the Congress and the American people of our successes and shortcomings.

The Education Professions Act of 1967

Our work to enrich education finds its focus in a single person: the classroom teacher, who inspires each student to achieve his best.

Next year, more than 170,000 new teachers will be needed to replace uncertified teachers, to fill vacancies and to meet rising student enrollments. Moreover:

There are severe shortages of English, Mathematics, Science and elementary school teachers.

More teachers are needed for our colleges and junior colleges.

Well trained administrators at all levels are critically needed.

New kinds of school personnel—such as teachers aides—are needed to help in the schools.

By 1975, the nation's schools will need nearly two million more new teachers.

To help meet this growing demand, the Federal government has sponsored a number of programs to train and improve teachers.

These programs, though they have been effective, have been too fragmented to achieve their full potential and too limited to reach many essential sectors of the teaching profession. Teacher aides and school administrators have not been eligible to participate.

We must develop a broader approach to training for the education professions. At the state and local level, education authorities must have greater flexibility to plan for their educational manpower needs.

I recommend the Education Professions Act of 1967 to:

Combine and expand many of the scattered statutory authorities for teacher training assistance

Provide new authority for the training of school administrators, teacher aides, and other education workers for schools and colleges.

Improving student loan programs

In the Higher Education Act of 1965, Congress authorized a program to support state guarantees for student loans made by banks and other lending institutions. For students of modest means, the Federal Government also subsidizes the interest cost.

The program has become an example of creative cooperation between the Federal Government, the states, private financial institutions and the academic community.

Though it began in a time of tight credit, the program is off to a promising start. This year, it is expected that loans totalling $400 million will be made to nearly 480,000 students. By 1972, outstanding loans are expected to total $6.5 billion.

I have asked all of the government officials concerned with the program—the Secretary of Health, Education, and Welfare, the Secretary of the Treasury, the Director of the Budget, and the Chairman of the Council of Economic Advisors—to review its operations in consultation with state and private organizations concerned.

If administrative changes in the program are necessary, we will make them. If any amendments to the legislation are in order, we will submit appropriate recommendations to the Congress.

SPECIAL PROGRAMS FOR SPECIAL NEEDS

Educating poor children

Over the past two years, we have invested more than $2.6 billion in improving educational opportunities for more than ten million poor children. This has been an ambitious venture, for no textbook offers precise methods for dealing with the disadvantaged. It has also been rewarding: we have generated new energy, gained new workers and developed new skills in our effort to help the least fortunate.

Dollars alone cannot do the job—but the job cannot be done without dollars.

So let us continue the programs we have begun under Head Start and the Elementary and Secondary Education Act.

Let us begin new efforts—like the Head Start Follow Through program which can carry forward into the early grades the gains made under Head Start.

The Teacher Corps

Young as it is, the Teacher Corps has become a symbol of new hope for America's poor children and their parents—and for hard pressed school administrators.

More than 1200 interns and veteran teachers have volunteered for demanding assignments in city and rural slums. Teacher Corps volunteers are at work in 275 schools throughout the country: helping children in 20 of our 25 largest cities, in Appalachia, in the Ozarks, in Spanish-speaking communities.

The impact of these specialists goes far beyond their number. For they represent an important idea: that the schools in our Nation's slums deserve a fair share of our Nation's best teachers.

Mayors and school officials across the country cite the competence, the energy, and the devotion which Teacher Corps members are bringing to these tasks.

Perhaps the best measure of the vitality of the Teacher Corps is the demand by school districts for volunteers and the number of young Americans who want to join. Requests from local schools exceed by far the number of volunteers we can now train. Ten times as many young Americans as we can presently accept—among them, some of our brightest college graduates—have applied for Teacher Corps service.

The Teacher Corps, which I recommended and which the 89th Congress established, deserves the strong support of the 90th Congress.

I recommend that the Teacher Corps be expanded to a total of 5,500 volunteers by the school year beginning in September 1968.

I propose amendments to enhance the role of the states in training and assigning Teacher Corps members.

Finally, to finance next summer's training program, I strongly recommend early action on a supplemental appropriation request of $12.5 million for the Teacher Corps in fiscal year 1967.

Educating the handicapped

One child in ten in our country is afflicted with a handicap which, if left untreated, severely cripples his chance to become a productive adult.

In my Message on Children and Youth, I proposed measures to bring better health care to these children—the mentally retarded, the crippled, the chronically ill.

We must also give attention to their special educational needs. We must more precisely identify the techniques that will be effective in helping handicapped children to learn.

We need many more teachers who have the training essential to help these children. There are now only 70,000 specially trained teachers of the handicapped—a small fraction of the number the Nation requires. In the next decade, five times that number must be trained and put to work.

I recommend legislation to:

Establish regional resource centers to identify the educational needs of handicapped children and help their parents and teachers meet those needs.

Recruit more men and women for careers in educating the handicapped.

Extend the service providing captioned films and other instructional materials for the deaf to all handicapped people.

Ending discrimination

Giving every American an equal chance for education requires that we put an end once and for all to racial segregation in our schools.

In the Civil Right Act of 1964, this Nation committed itself to eliminating segregation. Yet patterns of discrimination are still entrenched in many communities, North and South, East and West.

If equal opportunity is to be more than a slogan in our society every state and community must be encouraged to face up to this legal and moral responsibility.

I have requested $30 million—nearly a four-fold increase over this year's appropriation—to provide the needed resources under Title IV of the Civil Rights Act to help states and communities face the problems of school desegregation.

Education for the world of work

Three out of ten students in America drop out before completing high school. Only two out of ten of our Nation's young men and women receive college degrees.

Too few of these young people get the training and guidance they need to find good jobs.

I recommend legislation to aid secondary schools and colleges to develop new programs in vocational education, to make work part of the learning experience and to provide career-counseling for their students.

A number of our colleges have highly successful programs of cooperative education which permit students to vary periods of study with periods of employment. This is an important educational innovation that has demonstrated its effectiveness. It should be applied more widely in our schools and universities.

I recommend an amendment of the College Work-Study Program which will for the first time permit us to support cooperative education projects.

I am also requesting the Director of the Office of Economic Opportunity and the Secretary of Labor to use Neighborhood Youth Corps funds at the high school level for this purpose.

Combating adult illiteracy

At least three million adults in America cannot read or write. Another 13 million have less than an eighth grade education. Many of these citizens lack the basic learning to cope with the routine business of daily life.

This is a national tragedy and an economic loss for which each one of us must pay.

The Adult Education Act, enacted last year, is our pledge to help eliminate this needless loss of human talent.

This year, I am requesting $44 million—an increase of nearly fifty percent—for adult basic education programs.

These funds will help new projects, sponsored by both public agencies and non-profit private groups, to train volunteers for work in adult literacy programs and to establish neighborhood education programs reaching beyond the formal classroom.

BUILDING FOR TOMORROW

Public television

In 1951, the Federal Communications Commission set aside the first 242 television channels for non-commercial broadcasting, declaring:

"The public interest will be clearly served if these stations contribute significantly to the educational process of the Nation."

The first educational television station went on the air in May 1953. Today, there are 178 non-commercial television stations on the air or under construction. Since 1963 the Federal Government has provided $32 million under the Educational Television Facilities Act to help build towers, transmitters and other facilities. These funds have helped stations with an estimated potential audience of close to 150 million citizens.

Yet we have only begun to grasp the great promise of this medium, which, in the words of one critic, has the power to "arouse our dreams, satisfy our hunger for beauty, take us on journeys, enable us to participate in events, present great drama and music, explore the sea and the sky and the winds and the hills."

Non-commercial television can bring its audience the excitement of excellence in every field. I am convinced that a vital and self-sufficient non-commercial television system will not only instruct, but inspire and uplift our people.

Practically all non-commercial stations have serious shortages of the facilities, equipment, money and staff they need to present programs of high quality. There are not enough stations. Interconnections between stations are inadequate and seldom permit the timely scheduling of current programs.

Non-commercial television today is reaching only a fraction of its potential audience—and achieving only a fraction of its potential worth.

Clearly, the time has come to build on the experience of the past fourteen years, the important studies that have been made, and the beginnings we have made.

I recommend that Congress enact the Public Television Act of 1967 to:

Increase federal funds for television and radio facility construction to $10.5 million in fiscal 1968, more than three times this year's appropriations.

Create a Corporation for Public Television authorized to provide support to non-commercial television and radio.

Provide $9 million in fiscal 1968 as initial funding for the Corporation.

Next year, after careful review, I will make further proposals for the Corporation's long-term financing.

Non-commercial television and radio in America, even though supported by federal funds, must be absolutely free from any federal government interference over programming. As I said in the State of the Union Message, "we should insist that the public interest be fully served through the public's airwaves".

The board of directors of the Corporation for public television should include American leaders in education, communications and the creative arts. I recommend that the board be comprised of fifteen members, appointed by the President and confirmed by the Senate.

The Corporation would provide support to establish production centers and to help local stations improve their proficiency. It would be authorized to accept funds from other sources, public and private.

The strength of public television should lie in its diversity. Every region and every community should be challenged to contribute its best.

Other opportunities for the Corporation exist to support vocational training for young people who desire careers in public television, to foster research and development, and to explore new ways to serve the viewing public.

One of the Corporation's first tasks should be to study the practicality and the economic advantages of using communication satellites to establish an educational television and radio network. To assist the Corporation, I am directing the Administrator of the National Aeronautics and Space Administration and the Secretary of Health, Education, and Welfare to conduct experi-

ments on the requirements for such a system, and for instructional television, in cooperation with other interested agencies of the government and the private sector.

Formulation of long-range policies concerning the future of satellite communications requires the most detailed and comprehensive study by the Executive Branch and the Congress. I anticipate that the appropriate committees of Congress will hold hearings to consider these complex issues of public policy. The Executive Branch will carefully study these hearings as we shape our recommendations.

Instructional television

I recommend legislation to authorize the Secretary of Health, Education, and Welfare to launch a major study of the value and the promise of instructional television which is being used more and more widely in our classrooms, but whose potential has not been full developed.

Computers in education

In my 1968 Budget, I propose that the National Science Foundation be given new resources to advance man's knowledge and serve the nation. Its endeavors will help our scholars better to understand the atmosphere, exploit the ocean's riches, probe the behavior and the nature of man.

The Foundation will also step up its pioneer work to develop new teaching materials for our schools and colleges. The "new math" and the "new science" are only the first fruits of this innovative work.

One educational resource holds exciting promise for America's classrooms: the electronic computer. Computers are already at work in educational institutions, primarily to assist the most advanced research. The computer can serve other educational purposes—if we find ways to employ it effectively and economically and if we develop practical courses to teach students how to use it.

I have directed the National Science Foundation working with the U.S. Office of Education to establish an experimental program for developing the potential of computers in education.

Enriching the arts and the humanities

Our progress will not be limited to scientific advances. The National Foundation on the Arts and the Humanities, established in 1965, has already begun to bring new cultural and scholarly spirit to our schools and communities. State arts councils, museums, theaters, and orchestras have received not only new funds but new energy and enthusiasm through the National Endowment for the Arts.

The National Endowment for the Humanities has made grants to support new historical studies of our Nation's heritage, to encourage creative teaching in our colleges, to offer outstanding young scholars opportunities for advancement.

I recommend that Congress appropriate for the National Foundation on the Arts and Humanities $16 million—an increase of nearly one-third.

Higher education for international understanding

For many years, America's colleges and universities have prepared men and women for careers involving travel, trade and service abroad. Today, when our world responsibilities are greater than ever before, our domestic institutions of higher learning need more support for their programs of international studies.

The 89th Congress, in its closing days, passed the International Education Act—an historic measure recognizing this Nation's enduring belief that learning must transcend geographic boundaries. Through a program of grants under the Act, America's schools, colleges, and universities can add a world dimension to their students' learning experience.

I urge the Congress to approve promptly my forthcoming request for a supplemental appropriation of $350,000 for the International Education Act, to permit necessary planning for next year's program, as well as an appropriation of $20 million for fiscal 1968.

II. HEALTH

No great age of discovery in history can match our own time. Today, our wealth, our knowledge, our scientific genius give us the power to prolong man's life—and to prevent the erosion of life by illness.

In 1900, an American could expect to live only 49 years. Today, his life expectancy has been increased to 70 years.

These advances are the result of spectacular progress in research, in public health, in the medical arts. We have developed:

Sufficient knowledge to end nearly all of the hazards of childbirth and pregnancy.

Modern nutrition to wipe out such ailments as rickets, goiter, and pellagra.

Vaccines, antibiotics and modern drugs to control many of the killers and cripplers of yesterday: polio, diphtheria, pneumonia.

New medical and surgical techniques to combat cancer and cardiovascular disease.

Life-saving devices: plastic heart valves, and artificial artery transplants.

In 1967, to pursue this vital work, the Federal Government is investing more than $440 million in the construction of health facilities, $620 million for health manpower education and training, $1.3 billion in biomedical research, $7.8 billion to provide medical care.

But each gain, each victory, should focus our attention more sharply on the unfinished business facing this Nation in the field of health:

Infant mortality is far higher than it need be.

Handicaps afflicting many children are discovered too late or left untreated.

Grave deficiencies remain in health care for the poor, the handicapped and the chronically ill.

American men between the ages of 45 and 54—which should be the most productive years of their lives—have a death rate twice that of men of the same age in a number of advanced countries.

We still search in vain for ways to prevent and treat many forms of cancer.

Many types of mental illness, retardation, arthritis and heart disease are still largely beyond our control.

Our national resources for health have grown, but our national aspirations have grown faster. Today we expect what yesterday we could not have envisioned—adequate medical care for every citizen.

My health proposals to the 90th Congress have four basic aims:

To expand our knowledge of disease and our research and development of better ways to deliver health care to every American;

To build our health resources, by stepped up training of health workers and by improved planning of health facilities;

To remove barriers to good medical care for those who most need care;

To strengthen our Partnership for Health by encouraging regional, state, and local efforts—public and private—to develop comprehensive programs serving all our citizens.

HEALTH RESEARCH AND DEVELOPMENT: THE FOUNDATION OF OUR EFFORTS

Supporting biomedical research

Our progress in health grows out of a research effort unparalleled anywhere in the world. The scientists of the National Institutes of Health have shaped an alliance throughout the nation to find the causes and the cures of disease.

We must build on the strong base of past research achievements, exchange ideas with scholars and students from all parts of the world, and apply our knowledge more swiftly and effectively.

We must take advantage of our progress in trageted research as we have done in our vaccine development program, in the heart drug study, in artificial kidney and kidney transplant research, and in the treatment of specific types of cancer.

In the 1968 budget, I am recommending an increase of $65 million—to an annual total of almost $1.5 billion—to support biomedical research.

I am seeking funds to establish an International Center for Advanced Study in the Health Sciences and to provide scholarships and fellowships in the Center.

I am directing the Secretary of Health, Education, and Welfare to appoint immediately a lung cancer task force, to supplement the continuing work of existing task forces on leukemia, cancer chemotherapy, uterine cancer, solid tumor and breast cancer.

Health services research and development

America's annual spending for health and medical care is more than $43 billion. But despite this investment, our system of providing health services is not operating as efficiently and effectively as it should.

In some U.S. counties infant mortality rates, one yardstick of health-care, are 300 percent higher than the National average.

Seventy percent of automobile accident deaths occur in communities of less than 2500 people, where medical facilities are often poorest.

Even though we have good techniques for detecting and curing cervical cancer, eight thousand women die each year for lack of proper care.

Emergency rooms in U.S. hospitals are seriously overcrowded, not with actual emergency cases, but with people who cannot find normal outpatient care anywhere else.

Research and development could help eliminate these conditions by pointing the way to better delivery of health care. Yet the government-wide total investment in health service research amounts to less than one-tenth of one percent of our total annual investment in health care.

We have done very little to mobilize American universities, industry, private practitioners, and research institutions to seek new ways of providing medical services.

There have been few experiments in applying advanced methods—systems analysis and automation, for example—to problems of health care.

Our superior research techniques have brought us new knowledge in health and medicine. These same techniques must now be put to work in the effort to bring low cost, quality health care to our citizens.

We must marshal the nation's best minds to:

Design hospitals, nursing homes and group practice facilities which provide effective care with the most efficient use of funds and manpower;

Develop new ways of assisting doctors to reach more people with good health services;

Devise new patterns of health services.

To begin this effort, I have directed the Secretary of Health, Education, and Welfare to establish a National Center for Health Services Research and Development.

I recommend legislation to expand health services research and make possible the fullest use of Federal hospitals as research centers to improve health care.

I also recommend an appropriation of $20 million to the Department of Health, Education, and Welfare in 1968, for research and development in health services—nearly twice as much as in 1967.

DEVELOPING MANPOWER AND FACILITIES FOR HEALTH

Health manpower

The United States is facing a serious shortage of health manpower. Within the next decade this nation will need one million more health workers. If we are to meet this need, we must develop new skills and new types of health workers. We need short-term training programs for medical aides and other health workers; we need programs to develop physicians' assistants, and speed the training of health professions. We also need to make effective use of the thousands of medical corpsmen trained in the Armed Forces who return to civilian life each year.

Last May, I appointed a National Advisory Commission on Health Manpower to recommend how we can:

Speed the education of doctors and other health personnel without sacrificing the quality of training;

Improve the use of health manpower both in and outside the government.

Meanwhile, I directed members of my Cabinet to intensify their efforts to relieve health manpower shortages through Federal programs. This week they reported to me that federally-supported programs in 1967 will train 224,000 health workers—an increase of nearly 100,000 over 1966. Thirty thousand previously-inactive nurses and technicians will be given refresher training this year.

Through the teamwork of Federal and state agencies, professional organizations and educational institutions, we have launched a major effort to provide facilities and teachers for this immense training mission.

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To maintain this stepped-up training already started in fiscal year 1967, I am recommending expenditures of $763 million—a 22 percent increase for fiscal year 1968—to expand our health manpower resources.

Planning for future health facilities

Over the past two decades, the Hill-Burton program has assisted more than 3,400 communities to build hospitals, nursing homes and other health care centers. Hill-Burton funds have helped to provide 350,000 hospital and nursing home beds, and to bring modern medical services to millions of Americans. The authorization for this program expires on June 30, 1969. The contribution of the Federal Government in financing construction of health facilities has changed, especially with the beginning of Medicare, Medicaid, and other new programs. It is timely, therefore, that we take a fresh look at this area.

I am appointing a National Advisory Commission on Health Facilities to study our needs for the total system of health facilities—hospitals, extended care facilities, nursing homes, long-term care institutions, and clinics. In addition to considering the future of the Hill-Burton Program, the Commission will make recommendations for financing the construction and modernization of health facilities.

ELIMINATING BARRIERS TO HEALTH CARE

In previous messages to Congress this year, I have made recommendations to:

Extend Medicare to 1.5 million seriously disabled Americans under age 65.

Establish new health services through broader maternal and child health programs: a strengthened Crippled Children's program, and new projects in child health and dental care.

Improve medical services for the needy under Medicaid.

Combat mental retardation by supporting construction of university and community centers for the mentally retarded, and for the first time, helping to staff the community centers.

Guarantee the safety of medical devices and laboratory tests by requiring Food and Drug Administration pre-clearance of devices, and by requiring licensing of clinical laboratories in interstate commerce.

We must act in other ways to overcome barriers to health care.

The Office of Economic Opportunity has developed a program of Neighborhood Health Centers which not only bring modern medical care to the poor but also train citizens for jobs in the health field.

Last year, Congress endorsed this new approach and authorized funds for 24 such centers. More are needed.

I am requesting the Director of the Office of Economic Opportunity to encourage communities to establish additional centers. Our goal will be to double the number of centers in fiscal 1968.

In the past four years, we have launched a new program to attack mental illness through community mental health centers. This program is now well underway. More centers are needed, and we must strengthen and expand existing services.

I recommend legislation to extend and improve the Community Mental Health Centers Act.

Among the most tragically neglected of our citizens are those who are both deaf and blind. More than 3,000 Americans today face life unable to see and hear.

To help reach the deaf-blind with the best programs our experts can devise, I recommend legislation to establish a National Center for the Deaf and Blind.

Ending hospital discrimination

With the launching of the Medicare program last July, the Nation took a major step toward ending racial segregation in hospitals.

More than 95 percent of the Nation's hospitals have already complied with the anti-discrimination requirements of the Medicare legislation. They are guaranteeing that there will be no "second-class patients" in our health-care institutions: that all citizens can enter the same door, enjoy the same facilities and the same quality of treatment.

We will continue to work for progress in this field—until equality of treatment is the rule not in some, but in all of our hospitals and other health facilities.

Rising medical costs

In 1950, the average cost per patient per day in a hospital was $14.40. In 1965, this cost more than tripled to over $45. Other health costs have also risen sharply in recent years.

Last August, I asked the Secretary of Health, Education, and Welfare to initiate a study of medical costs. This study, now completed, indicates that medical costs will almost certainly continue to rise. It emphasizes the absolute necessity of using medical resources more efficiently if we are to moderate this increase in the cost of health care.

This is a job for everyone who plays a part in providing or financing medical care—the medical profession, the hospital industry, insurance carriers, state and local governments and many other private and public groups. Federal programs must also play a role in promoting cost consciousness in medical care.

The new National Center for Health Services Research and Development will develop ways to make our medical systems more efficient. The Center's first assignment will be to develop new ways to improve the use of professional and auxiliary health workers—a key factor in reducing hospital costs.

We can take other steps.

I am directing Secretary John Gardner to convene at the Department of Health, Education, and Welfare a National Conference on Medical Costs.

This conference will bring together leaders of the medical community and members of the public to discuss how we can lower the costs of medical services without impairing the quality.

In the weeks and months ahead, the Secretary of Health, Education, and Welfare will consult with representatives of the medical profession, universities, business and labor to:

find practical incentives for the effective operation of hospitals and other health facilities.

reduce the costs of construction and speed the modernization of hospitals, nursing homes and extended care facilities.

support those innovations in medical education which will lead to better training programs and promote the efficient practice of medicine.

OUR PARTNERSHIP FOR HEALTH

The Partnership for Health legislation, enacted by the 89th Congress, is designed to strengthen state and local programs and to encourage broad gauge planning in health. It gives the states new flexibility to use Federal funds by freeing them from tightly compartmentalized grant programs. It also allows the states to attack special health problems which have special regional or local impact.

I recommend that Congress extend the Partnership for Health legislation for four years; provide supplemental appropriations for planning in fiscal 1967 and total appropriations of $161 million—an increase of $41 million—in fiscal year 1968.

Our Regional Medical Programs for heart disease, cancer, and stroke depend on a second partnership, involving doctors, medical schools, hospitals, and State and local health departments. These programs will bring to every citizen the fruits of our Nation's research into the killer diseases. They will also promote the continuing education of the Nation's doctors, nurses and other health workers.

To sustain these nationwide programs, I recommend an appropriation of $64 million for fiscal 1968—an increase of $19 million over 1967.

Occupational Health and Safety

Occupational health and safety is another area in which we need to strengthen our partnership with labor, industry, medicine and government.

In 1965, more than 14,000 job-connected deaths and 2 million disabling work injuries caused untold misery and privation to workers, 230 million lost mandays of production, and billions of dollars in lost income.

We must learn more about the nature of job-connected injuries, so we can set effective safety standards and develop better protective measures.

I am recommending in the 1968 budget an appropriation for the Department of Health, Education, and Welfare of $8.1 million—a 25% increase over this year—to expand research and training programs in occupational health, and to strengthen state and local public health programs in this field.

I am directing the Secretary of Labor to improve and strengthen health protection and safety standards for workers through cooperative Federal-State programs.

III. To Fulfill the Individual

As a people, we have wanted many things, achieved many things. We have become the richest, the mightiest, the most productive nation in the world.

Yet a nation may accumulate dollars, grow in power, pile stone on stone—and still fall short of greatness. The measure of a people is not how much they achieve—but what they achieve.

Which of our pursuits is most worthy of our devotion? If we were required to choose, I believe we would place one item at the top of the list: fulfillment of the individual.

If that is what we seek, mere wealth and power cannot help us. We must also act—in definable and practical ways—to liberate each individual from conditions which stunt his growth, assault his dignity, diminish his spirit. Those enemies we know: ignorance, illness, want, squalor, tyranny, injustice.

To fulfill the individual—this is the purpose of my proposals. They present an opportunity—and an obligation—to the Ninetieth Congress.

I hope and believe this Congress will live up to the high expectations of a progressive and humanitarian America.

Lyndon B. Johnson.

The White House, *February 28, 1967.*

Mr. Perkins. Will you proceed in any manner that you care to proceed, Mr. Howe?

STATEMENT OF HON. HAROLD HOWE, U.S. COMMISSIONER OF EDUCATION; ACCOMPANIED BY J. GRAHAM SULLIVAN, DEPUTY COMMISSIONER OF EDUCATION; R. LOUIS BRIGHT, ASSOCIATE COMMISSIONER FOR RESEARCH; NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION; J. WILLIAM RIOUX, ACTING ASSOCIATE COMMISSIONER FOR EDUCATION OF THE HANDICAPPED; RICHARD GRAHAM, DIRECTOR OF THE NATIONAL TEACHER CORPS; AND ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION

Mr. Howe. Thank you very much, Mr. Chairman and members of the committee. I thank you particularly for your kind remarks and I would like to say that this committee has made a contribution to American education which will ring down the corridors for years to come.

The legislation this committee has placed in being is only beginning to have its real effects. The evidence from the schools already is that these effects are benefiting children immeasurably.

Mr. Chairman, I would like to introduce one or two of my associates who are here for the first time, and have them recognized by the committee.

On my right is Mr. Nolan Estes, who has replaced Dr. Arthur Harris as the Associate Commissioner for Elementary and Secondary Education. He is a person with whom the committee will certainly be doing a great deal of business.

On my left, way over here, is Mr. J. William Rioux, Acting Associate Commissioner for Education of the Handicapped.

We have established in the Office of Education since this committee last met a new Bureau of Education for the Handicapped, and Mr. Rioux is acting as the Associate Commissioner in charge of that Bureau.

On my immediate left is Mr. Richard Graham, whom I am sure members of the committee have met, but he has not testified before the committee before. He is Director of the National Teacher Corps.

I believe the committee has met all of the other people who are here from the Office of Education.

Mr. Chairman, I have a little bit of dilemma in that the testimony we have to present to you numbers something over 50 pages, and it seems to me that were I to read this entire testimony, it might use too much of the committee's time.

Chairman PERKINS. Without objection, the prepared statement will be inserted in the record at this point and you can summarize it or ad lib from it in anyway you care to.

(Mr. Howe's prepared statement follows:)

STATEMENT BY HAROLD HOWE II, U.S. COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and members of the committee, one hundred years ago today, President Andrew Johnson signed into law "An Act to Establish a Department of Education." The functions of the Department were several:

Collecting such statistics and facts as shall show the condition and progress of education in the several States and territories;

Diffusing such information respecting the organization and management of schools and school systems and methods of teaching as shall aid the people of the United States in the establishment and maintenance of efficient school systems; and

Otherwise promoting the cause of education throughout the country.

In the past century, the Office of Education has indeed striven to "promote the cause of education." In so doing, it has grown considerably from the original Commissioner—who earned the munificent sum of $4,000 per annum—and his three clerks. Today, the Office of Education has a staff of nearly 2,800 and an annual budget of almost $4 billion for the administration of over 75 educational programs.

As indicated by the dollar and staff growth, the functions and responsibilities assigned by law to the Office of Education have been increased significantly over the decades and particularly in the past few years.

It is a pleasure for me to appear before you this morning to discuss and support the Administration's legislative proposals as embodied in the Elementary and Secondary Education Amendments of 1967, H.R. 6230, which represent a further broadening of functions as well as a renewal of some expiring existing authority.

Before I detail these legislative proposals, however, I should like to highlight some of the accomplishments of the past year by State and local educational agencies under the Elementary and Secondary Education Act. This important piece of legislation has had a profound impact on the educational system of this Nation. Programs conducted under its authority have reached, directly or indirectly, nearly every schoolchild and teacher in the country. Last year, President Johnson noted that "Educational deprivation cannot be overcome in a year. And quality cannot be achieved overnight." But I feel we have come a long way in our efforts to provide high-quality educational opportunity for all.

TITLE I—EDUCATION FOR THE DISADVANTAGED

The first year of operation of Title I of the Elementary and Secondary Education Act of 1965 saw the beginning of major changes in the Nation's elementary and secondary schools, to meet the special needs of the children of poverty. Nearly $1 billion—$987,596,171—was spent to provide special services and programs for 8.3 million children who needed them most—the educationally deprived. The greatest concentration of funds went into poor rural counties in the South and into the ghettoes of our major cities. In the past, these isolated areas and slums have too often had the most inadequate schools, when they needed the best schools we could provide.

We have recently completed a study of the first year's operation—a study drawn from the reports submitted to the Office of Education by State educational agencies. These reports reveal both the scope and the promise of the program. Of nearly 27,000 local educational agencies in the country and outlying territories, almost 25,000 were eligible to receive Title I funds; 17,481 participated during the school year, conducting some 22,173 projects. The projects ranged from comprehensive preschool programs to courses in mathematics and job skills for high school dropouts.

Almost two-thirds of the projects were for language arts and remedial reading. Instructional services account for 51.6 percent of the funds expended in Fiscal Year 1966 and 57.6 percent in Fiscal Year 1967.

Children who had never visited a doctor or dentist were given medical care. In both Fiscal Years 1966 and 1967, more than 2 percent of the funds expended went for health services.

Food service programs, accounting for more than 2 percent of the local educational agency expenditures for each fiscal year, provided hot breakfasts and lunches to children formerly too hungry to learn.

Children from pre-kindergarten through the sixth grade accounted for nearly 70 percent of the total number of participants, an indication of the schools' attempts to eradicate early the crippling effects of poverty.

Appendix A shows a breakdown of all the major categories of expenditure for Fiscal Years 1966 and 1967.

Many school districts were extremely creative in their use of Title I funds. Let me give you a few examples, gleaned from the State evaluation reports:

In a Washington farm community, two nurses' aides (one of whom spoke Spanish) brought health care to the impoverished Spanish-speaking children of migrant farm workers.

New York City assembled teams of specialists—reading experts, counselors, and psychiatrists—for intensive work with preschoolers.

A Tennessee project developed wireless auditory training units for deaf children.

A Louisiana school taught English as a foreign language to children of Cuban refugees and resident aliens from South America.

An Iowa school provided evening classes for high school dropouts.

But the most encouraging aspects of our evaluation are the changes in attitudes—on the part of both students and teachers—that have been reported. Children taking part in a Title I project in Ohio, for example, who previously had exhibited great hostility to anything connected with school, openly admitted enjoying the program.

The National Advisory Council on the Education of Disadvantaged Children, in its January 31 report to the President and the Congress, stated: "The attitudes of teachers are crucial in improving the education of disadvantaged children." It cited summer schools aided by Title I last summer, "the atmosphere of experimentation," and "fresh feelings of success with children" as instrumental in changing traditional teacher attitudes. The State evaluation reports reflect such change. Teachers in a Chicago project were amazed at the rate of improvement in reading ability of a class of "educationally deprived" children once individualized remedial reading services were provided for the class. They and local school administrators learned that under-achievers, poor learners, or whatever they had been called in the past, could be aided by the proper educational program.

One of the potential problems with a program of this size is that of communication with the teachers and administrators at the State and local levels. We have tried to meet this need through constant contact with State administrators and through a series of meetings with State and local educators concerned about compensatory education. Early in the first year of the Act, we began a series of meetings with State department of education people who were to administer the Title I program. These meetings provided an initial contact which helped get the program off to a good start and established a relationship that has continued into the second year.

Representatives from the 21 largest cities, with their State department associates, met with Office of Education staff at three meetings in October 1966 to discuss Title I programs. The Federal-State-local dialogue set up by these meetings was clearly useful in helping us to serve the States better, and State and local representatives were unanimous in their desire for a continuation of the

dialogue. The Office of Education learned much from these meetings, becoming better able to appreciate the problems of our Nation's major cities, which accounted for over $200 million in Title I funds and almost 3 million of the children served. The communication links developed at these meetings are being continued as the present fiscal year progresses, and Title I field staff have recently visited each of the 21 cities to gain a first-hand understanding of their programs.

A conference was held in July 1966 for 500 local, State and Federal educators and administrators concerned about compensatory education for disadvantaged children in general and Title I in particular. This National Conference on Education of the Disadvantaged was the first such attempt to get these people together with USOE personnel and other related representatives from OEO, Department of Labor, Bureau of Indian Affairs, and Bureau of the Budget. Consultants from universities and independent groups were also brought in to discuss the philosophy of compensatory education. I am submitting for the record a report on this conference.

Amendments

Last year, Title I of the Elementary and Secondary Education Act of 1965 was amended to include Indian children enrolled in schools operated by the Bureau of Indian Affairs of the Department of the Interior. These children—some of the most disadvantaged in the country—have been substantially aided by the inclusion of Title I funds in their school programs this fiscal year. We estimate that 37,000 Indian children will be reached by special programs to combat their educational deprivation this school year, at a total cost of more than $5 million.

Provision for the participation of Indian children enrolled in BIA schools will expire at the end of this fiscal year. In order to make this provision uniform with the rest of the Title I authorization, we are requesting its extension through Fiscal Year 1968. An interdepartmental task force is currently studying the entire field of Indian education and will make further recommendations to the Congress later this year.

We are also proposing that the minimum amount allowed for State administration expenditures be increased from $75,000 to $150,000. Past experience has shown that the current allowance is insufficient in States with sparsely scattered school populations where program administration costs are high.

TITLE II—TEXTBOOKS, LIBRARY BOOKS, AND OTHER INSTRUCTIONAL MATERIALS

Title II of the Elementary and Secondary Education Act made available to the States a total of $100 million in Fiscal Year 1966 and $102 million in Fiscal Year 1967. Of the three types of materials eligible for acquisition under the Title—school library resources, textbooks, and other instructional materials—library resources have been given highest priority by most approved State plans. In fact, 45 States have authorized more than 50 percent of their allotments for this category. The State plans submitted indicate that an estimaed 49 million students and 1.9 million teachers in public and private elementary and secondary schools now have access to books and materials acquired under Title II.

States have used a variety of patterns to allocate resources for the use of children and teachers according to relative need. In some States, materials are provided for the use of children and teachers in all elementary and secondary schools to meet minimum standards within the State, and additional materials are made available for children and teachers in specific categories. Categories of need have been established in some States by comparing available materials with established State standards. Other States have established priorities that include elementary schools which lack basic resources and schools with special program needs.

Up to 5 percent of each State's allotment, or a minimum of $50,000, is available for administrative expenses. In addition to meeting administrative costs, State educational agencies are using administrative funds to conduct workshops, to provide consultative services, and to prepare publications for inservice teacher education in the selection and utilization of instructional materials. Thirteen States are developing instructional materials centers for demonstration and evaluation. Title II funds have also allowed States to strengthen their staffs by adding school library supervisors and other specialists with competencies in instructional materials. Nineteen States, six for the first time, have added school library supervisors to their staffs.

The Office of Education is directing its efforts toward assuring continuity of Title II programs, disseminating information, and providing a meaningful dialogue between the Office and those States receiving Federal assistance. Therefore, in November 1966, a conference was held for State coordinators and Office of Education staff. In addition, program personnel from the Office of Education are conducting program reviews in each State and are attending, as participants or consultants, numerous national and State education conferences.

Amendments

Last year, the Congress amended Title II to allow the participation of two new groups of children—Indian children enrolled in schools operated by the Bureau of Indian Affairs of the Department of the Interior and children enrolled in overseas dependent schools operated by the Department of Defense. During this fiscal year, more than $125,000 will be spent in providing textbooks, library books, and other instructional materials for Indian children; more than $404,000 will be spent for such books and materials for children in DOD schools.

As enacted, the provisions of Title II will be extended to both groups of children only through the end of this fiscal year. Therefore, we recommend their extension through Fiscal Year 1968, in order to make this authorization consistent with that of the rest of the Title.

TITLE III—SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES

Since the enactment of Title III in April 1965, 4,435 proposals for Title III projects—Projects to Advance Creativity in Education (PACE), as we describe them—have been submitted by 9,000 school districts, requesting $509 million. To date, 1,202 proposals costing $89 million have been funded and 1,300 proposals requesting $198 million are being evaluated for funding. So far, about 39 percent of the proposals submitted and about 29 percent of the amounts requested are being funded.

Over 10 million persons are being touched by Title III programs. They consist of nearly 10 million public and nonpublic elementary and secondary school pupils, 93,000 preschool children, 250,000 out-of-school youth, 355,000 classroom teachers, and 131,000 parents and other adults.

Of the projects funded, approximately 59 percent are for planning activities and 41 percent for operational activities. They fall into the following general categories: 39 percent for multiple purpose programs; 36 percent for special programs, including remedial instruction and special education; 10 percent for administration and personnel programs, including inservice training of administrators and classroom teachers and planning and operating systems for data processing; and 15 percent for single subject matter programs, covering regular academic subjects such as science, mathematics, and language arts. Appendix B gives a graphic analysis of the first year of experience under Title III.

School districts have truly been creative in planning PACE programs.

In Altoona, Pennsylvania, a Title III project is focusing on the utilization of computer-assisted instruction to improve student achievement and faculty instruction in secondary school mathematics and science. The capacity of an existing computer installation has been increased to allow additional terminals for the program and to make the computer accessible to all public and private schools in the area. Teachers are learning to prepare their own course materials in a program instructed by an academic coordinator who teaches them simple computer language, rather than complicated programming techniques.

Chicago, Illinois, public schools are developing a three-phased career development program for children in grades 4, 5, and 6. Teachers will be trained to integrate career development theory and occupational information into their regular classroom programs. Children will have an opportunity to become familiar with various occupations and training expectations before the traditional seventh grade careers program is offered. Parents will also be oriented to career development theory to foster early career guidance for their children.

In Magnolia, Arkansas, a regional services center has been established as part of a program of diagnostic and remedial services for children in southwest Arkansas. The center provides diagnostic, counseling, remedial and special educational services for pupils and inservice education for teachers.

The center staff will correlate all aspects of the program including clinical services for children, services and training programs for teachers, parents, and liaison personnel, and training programs for preservice teachers and other related disciplines.

Several approaches have been used to assure program continuity, effective dissemination, and an exchange of ideas among Federal, State, and local education agencies and personnel.

The Title III guidelines are revised periodically to incorporate evaluation results and suggestions of local and State educational agencies.

Administrative memoranda are sent to project directors and State Coordinators periodically to explain identified policy or procedure changes.

A filmstrip explaining Title III was provided free of charge to all State educational agencies.

All approved projects are processed into the ERIC system, which I will describe later, for more effective program dissemination. In addition, abstracts of all projects are published periodically in a listing called *PACEsetters in Innovation.*

Project personnel are invited to the Office of Education to work on special projects for 2-week periods in a new program called Visiting PACE Fellows.

Amendments

Last year, Title III was amended to include participation of Indian children in BIA schools and children in DOD overseas schools. It is estimated that nearly $205,000 will be expended on supplementary educational centers and services for Indian children during this fiscal year, and approximately $527,000 for children in overseas dependents schools. Provision for participation in Title III of these children expires at the end of this fiscal year. We are therefore recommending extension of these provision for one more year, through Fiscal Year 1968, in conformity with the authorization for the rest of the Title.

TITLE IV—RESEARCH

Title IV of the Elementary and Secondary Education Act amended the Cooperative Research Act of 1954, the Office of Education's basic authority to award grants or contracts for any research or related activities which promise to benefit education. By far the largest number of research activities receive project support—clearly delineated, limited-time research on subjects as varied as the questions educators seek to answer. The other form of research activity is called program support; this involves specifically announced problem areas in education where there is felt to be a need for continuous, intensive attention.

Several types of program support are carried on by the Office of Education. Research Development Grants support the efforts of small or developing colleges to acquire sound research capacity. Research and Development Centers—of which there were 11 in operation at the end of Fiscal Year 1966—concentrate on a single problem area in education and conduct activities ranging from basic research through dissemination. Educational Laboratories, now numbering 20, bring together the resources of universities and schools to develop, demonstrate, and disseminate new curriculum and new methods to improve education. A listing of the existing Research and Development Centers and Laboratories is attached as Appendix C.

Programs for Training Educational Researchers, authorized by Title IV, support undergraduate, graduate, and postdoctoral training, training institutes, inservice programs, and special projects dealing with educational research.

Getting the results of educational research into use in the schools and colleges is as important as the research itself. Unless the findings of a laboratory or and R & D center are put to work in the classroom, their value is meaningless. To promote dissemination, the Educational Research Information Center (ERIC), of which I spoke earlier, has been established. ERIC is a comprehensive national information system designed to serve American education by making available reliable, current educational research and research-related materials. The system is made up of a network of information clearinghouses or documentation centers located throughout the country and coordinated through Central ERIC in the Office of Education.

By the end of 1966, clearinghouses had been established in 13 substantive areas: counseling and guidance; disadvantaged; educational administration;

exceptional children; teaching of foreign languages; junior colleges; linguistics and the uncommonly taught languages; reading; school personnel; science education; small schools and rural compensatory education; vocational and technical education; and adult and continuing education.

TITLE V—STRENGTHENING STATE EDUCATIONAL AGENCIES

State educational agencies have experienced rapid growth, but that growth has not been a balanced one. It has occurred largely where Federal concern for education has been expressed in Federal funds.

In 1950, out of the approximately 4,100 professionals working in State education agencies, about half were involved with federally subsidized programs. The imbalance continued: 10 years later, 57 percent of the professional staffs were so engaged. In a quarter of the States, 70 percent of the professionals in the State agencies were assigned to Federal programs.

It made a lopsided picture. Let us look, for example, at State supervisors for specific curriculum subjects, who were never very numerous. In mathematics, science, and foreign languages, there were 15 supervisors in all State agencies in 1958; there were 20 in English and social studies. In 1963, after 5 years' experience with Title III of NDEA, the 15 math, science, and foreign languages supervisors in State agencies had increased to 173, more than 1,100 percent. By contrast, in English and social studies, for which there was no Federal support, the increase was only 60 percent, to 32 supervisors. In all States, there were only three specialists in preschool education in 1958; there were still three in 1963.

Congress, through Title V, took steps to correct this imbalance. The provision of grants to strengthen State departments of education gave these agencies the means to reinforce weak places in their structure, places not directly related to Federal concerns. The response was dramatic. Based on a first-year appropriation of $17 million, the States applied for funds to cover some 1,800 new positions, 1,000 of them professionals, to perform the following functions:

Study, planning, developing, and evaluating education programs and educational research—24.5 percent of the funds and 27 percent of the positions;

Extending instructional aid to local school authorities—23 percent of the money and 26.5 percent of the jobs;

General administration—17 percent of the funds and 16 percent of the positions;

Statistics and data processing—11.5 percent of the funds and 9.5 percent of the jobs;

Administrative aid to local educational agencies—6 percent of the funds and 7 percent of the positions.

Unfortunately, of the 1,800 jobs State agencies sought to fill, they succeeded in filling only 1,000. Scarcity of trained personnel proved the bottle-neck.

Amendments

Two amendments to Title V are proposed. The first would amend the allotment formula contained in Section 503 in order to provide for a more equitable distribution of funds. According to the present formula, 85 percent of the appropriated funds are available for allotment under Section 503. Of these funds, 98 percent are allotted to the States first on the basis of $100,000 per State and the remainder on the basis of public school enrollment; the remaining 2 percent is allotted to the outlying areas.

Smaller and less populous States have suffered from this distribution formula. Funds allotted to them have not gone far in meeting the pressing needs of their State educational agencies. In order to concentrate more Federal assistance on these often-needy States, we are recommending a change in the allotment formula. Forty percent of the amount available for apportionment among the States under Section 503 would be allotted to the States in equal amounts; the remaining 60 percent would be allotted on the basis of public school-age population.

Our second proposal for amending Title V is designed to meet a vital need in the educational community and in our society—long-range educational planning. We are asking the Congress to authorize and appropriate $15 million to begin this program.

Systematic, comprehensive, long-range educational planning at all levels is essential if our Nation's educational needs are to be met. If present programs are to be effectively coordinated and improved to fill the needs of each child, if new programs are to be developed to meet unmet needs, objective evaluation

of resources, goals, and methods of meeting goals must be carried out. Evaluation is impossible unless reliable information concerning the effectiveness of the education provided to our children is obtained and analyzed.

Some State and local educational agencies are making a real effort to implement planning programs. For example, certain agencies have hired personnel whose primary job is to plan and develop projects assisted with Federal funds and to coordinate those projects with the State and local educational programs.

Those agencies which have been able to hire personnel for this purpose are fortunate. All too often those areas which need independent planning and evaluation systems are the least likely to have them. Qualified personnel are not always available. Few agencies have the funds to hire them. Federal funds are available for this purpose only in very limited circumstances.

State educational agencies have been called upon for technical assistance for planning—assistance seldom available because the State agencies are overburdened with the responsibilities placed upon them by State and Federal education programs. Although most of the Federal programs do provide for payments to State agencies for administrative expenses, those payments ordinarily do not cover the cost of hiring or providing personnel for long-range planning.

To be sure State departments of education have grown considerably in the last few years; but this growth has been affected by Federal education programs to the extent that most of the growth is directly related to growth of Federal programs. State personnel hired to work on Federal programs are almost entirely associated with the administrative and curriculum supervision functions of the agency. They are not in positions which would provide the planning and technical competencies which are needed to mount a coordinated attack throughout the State on the major weaknesses of the schools as identified by detailed analysis and information-gathering.

Aware of the lopsided growth of State agencies, as I have already stated, Congress enacted Title V of the Elementary and Secondary Education Act, under which the States are taking constructive steps to correct the imbalance. The provisions for grants to strengthen State departments of education gave these agencies the means to reinforce weak places in their structures, especially in those areas not related to Federal programs.

In writing Title V, the Congress suggested 10 areas in which the State agencies might be strengthened. The very first is "educational planning on a statewide basis, including the identification of educational problems, issues, and needs in the State and the evaluation on a periodic or continuing basis of education programs in the State." The response was dramatic. Based on a first-year appropriation of $17 million, the States applied for funds to cover some 1,800 new positions. Twenty-five percent of the funds and 27 percent of the personnel were expected to work in the planning and evaluation areas.

The States recognized the need and took steps to meet it. However, by the end of the fiscal year, the States had amended their applications to reduce the planning function to 19 percent of the funds and 20 percent of the positions.

For Fiscal Year 1967, the applications have reduced this function still further: less than 18 percent of the funds requested, and 14 percent of the positions budgeted are to be used for planning.

The State departments of education have not lost interest in planning. Far from it. Other concerns were more pressing. In order to secure funds authorized by some 15 pieces of new Federal legislation before the end of the fiscal year, they had to mount new programs immediately. There were other pressures as well. Local education agencies had urgent needs for the improvement of instruction. The State agency had to improve its general administrative capacity. Capacity to deal with the masses of educational data emanating from all sources had to be developed.

The growing responsibilities thrust on them by the growing Federal programs of aid to education require all their existing resources, and more. They cannot afford to plan. Yet, they cannot afford not to.

Even if all local educational agencies could obtain the services necessary to carry out a systematic program of planning and evaluation, the effectiveness and efficiency of those programs would be limited by the fact that the scope of the project would be confined to one school in one area.

The effectiveness of the planning and evaluation processes is improved by the comparison of a number of approaches to similar problems in an areawide or statewide context. At the same time, those processes must be carried out

close to the people to be served. Our system of education, founded on the principle of State and local responsibility and control, is best adapted to planning and evaluation at the State and local levels, with the primary focus at the State level. State educational agencies now set minimum standards in such areas as school accreditation and teacher certification, while local boards of education are directly responsible for the local school. State programs administered in a manner which will permit maximum local initiative and flexibility would best meet the need for comprehensive planning systems.

If State and local educational agencies are to continue to carry out their present responsibilities, if Federal programs are to meet the needs Congress intends, and if the Nation's schools are to continue to meet the demands made of them, systematic planning must be encouraged. It is for this reason that we are proposing an amendment to Title V of the Elementary and Secondary Education Act of 1965, to authorize State agencies to establish and improve their programs for educational planning and evaluation.

Our proposed amendment would authorize $15 million for Fiscal Year 1968 to initiate a 5-year program of grants to the States to assist them in the establishment of programs for comprehensive, systematic, and continuous planning and evaluation of education at all levels. These programs would be designed to assure the achievement of opportunities for high quality education for all segments of the population throughout the State.

Seventy-five percent of the appropriation would be allotted among the States to support State programs. The other 25 percent of the appropriation would be held in reserve for special projects provided in Section 524.

Any State desiring to participate in the program would designate or establish a State agency to submit an application to the Office of Education and to administer the program within the State. Higher education programs may be included in the planning and evaluation system if the State includes higher education as a part of its application. If higher education is included in the program, the State may designate a separate agency to deal with higher education, but it must coordinate its planning in higher education with its precollege planning.

State applications would include provisions for setting educational goals; establishing priorities among and developing means of achieving those goals; improving present programs and planning new programs; the strengthening of the capacity of the State to conduct objective evaluations of the effectiveness of education programs; and maintaining a permanent system for obtaining the information necessary for the assessment of the State's progress in attaining its educational goals. The agency would give assurance that the funds would be used primarily for strengthening the competency of its planning and evaluation staff. However, the agency would be permitted to employ consultants or, by contract, utilize the services of public or private institutions and organizations in certain specialized fields.

State planning and evaluation systems would serve the State's education program by:

Developing procedures for monitoring progress toward educational objectives;

Evaluating the effects on equality of educational opportunity resulting from patterns of school district organization, State and local financing arrangements, and related factors such as the problems of districts too small to offer comprehensive or efficient educational programs, the disparities in educational expenditures per pupil, both among districts and among schools within the same district, and the special problems of racial and socio-economic minorities;

Evaluating the effectiveness of ongoing programs of compensatory education, wtih special attention to problems of coordination among programs oprated by different agencies or funded from different sources, and to an analysis of pilot projects, model school programs, or other special efforts by local educational agencies which appear to offer promise of more effective education for disadvantaged groups;

Surveying existing programs for occupational training, with an assessment of the adequacy of these programs in the light of present and projected employment opportunities;

Analyzing the relationships betwen occupational training programs and other programs at the elementary, secondary and post-secondary level;

Assessing the technical, professional and cultural resources in the State;

Examining the role played by private schools in the State, and of relations between public and private schools;

Evaluating programs for the prevention, early diagnosis and treatment of handicapping conditions, provisions for special education of the handicapped, and programs for neglected and delinquent children;

Examining existing State laws and regulations affecting education; and

Establishing procedures to preserve opportunities for innovation at the local level, to facilitate future modification of educational plans as new evidence on accomplishments is obtained, and to insure as far as possible the preservation of a system which is flexible and responsive to the changing needs of a rapidly developing technological society.

A number of recent activities supported by Title V of ESEA, and the development of several statewide systems designed to coordinate planning and supplementary programs under Title III of ESEA, provide indications that many States are increasingly assuming the major role in comprehensive planning.

Particularly encouraging are indications of the growing readiness of States to undertake cooperative activities with other States. For example, a cooperative project has been established under the leadership of Iowa, to develop and implement a complete integrated educational information system among 13 midwestern States. A development with similar implications is the establishment, in a large majority of States, of Research Coordinating Units, which include:

Coordinating occupational research activities conducted within the State, and, further, coordinating such research activities with those being conducted outside the State;

Identifying and maintaining an inventory of available occupational research and development resources in light of anticipated needs and programs within the State;

Surveying available data on employment opportunities, emerging occupational trends, and future job projections, as a base for planning vocational programs, curricula, and facilities within the State, and teacher training, recruitment and placement; and

Identifying issues and problems relating to the nature and place of vocational education in the State school system, and determining the contributions which occupational research and development could make in resolving them.

This legislation does not envision the development of anything which could be characterized as a national plan. It does anticipate that as States increase their capability for identifying problems and for pinpointing needs, there will emerge some fairly systematic procedures for comparing findings, for ascertaining the extent to which a national consensus exists on important issues of educational policy, and for assisting the States to develop increasingly more effective planning procedures.

If adopted this legislation would:

Encourage the collection and adequate analysis of far more precise and comprehensive information about the development of human resources than is now available;

Stimulate efforts to develop greater support for education at the State and local levels; and

Increase the visibility of accomplishments by individual school systems and encourage the spread of effective educational practices by encouraging healthy emulation, both within States and across State lines.

One of the functions of the planning and evaluation program would be to extend technical assistance and services to local educational agencies to assist them in evaluation of their present school program, the study of critical local educational needs, the assessment of the financial resources available to the school, the planning of new programs, and the coordination of Federal, State and local programs.

Some States may elect to give local educational agencies financial assistance to help the local school district in the establishment of a planning and evaluation system at the local level. It is expected that States in which there are large city school districts will prefer having the city school board carry out a program especially designed to deal with the problems of the cities.

Section 524 authorizes grants to and contracts with public and private agencies, institutions, or organizations for special planning and evaluation projects such as:

metropolitan planning in areas covering one or more States: the improvement and expansion of the planning and evaluation capacities of large city schools; comparative and cooperative studies; conferences to promote educational planning; and the publication of materials to disseminate information concerning the planning of better educational services and programs.

The authority established in this Section will enable the Commissioner to bring the best resources of the Nation, in the form of brainpower and technological training, to focus on the solution of the stubborn and difficult problems related to the planning of educational programs for the future. The results of such probing can then be made available to and shared with all States. Such a technique does away with unnecessary replication of the study in several different States. The value of this kind of authority has been proven with the special project provision contained in Section 505 of Title V. For example, we have supported a study wherein a group of eight Rocky Mountain States identified the common problem of foreseeing the prospective changes in society by 1980, and then tried to draw the necessary implications from their findings to provide guidance in the design of educational programs. Without this interstate authority for special developmental projects, this project would have been beyond the means of the interested States, and could not have come into being.

The authority given to the Commissioner in this proposed Section will provide the opportunity to utilize the technology and brainpower of both profit and nonprofit organizations capable of making a significant contribution to the solution of problems. In addition, this arrangement would enable the Commissioner to develop and fund special projects with various commissions and professional associations. One such project is now being funded out of the salaries and expenses appropriation of the Office of Education. In this study, the Council of Chief State School Officers is completing a study giving thorough treatment to the historical development of State educational agencies, thus providing a basis for determining their needs and evaluating their progress.

This Section would also enable the Commissioner to provide planning funds for the design of educational programs through a mechanism such as an interstate compact.

The problems associated with educational planning for metropolitan areas are sufficiently alike to warrant some interstate activity. If the States and local agencies wish to align themselves in such a way that an educational planning project could be efficiently administered, the authority provided the Commissioner in Section 524 would enable him to fund such an activity; it would have an impact across a metropolitan area that could affect several States. Title V, while exemplary in its way, is too limited in scope for the job that needs to be done.

Interstate grouping such as the Southern Regional Educational Board, the Compact of the Western States, and the New England Board of Higher Education could receive grants under this program and be enabled to make a significant contribution to their regions in planning for educational programs, establishing objectives, arranging for sharing professional planning personnel, and making similar efforts. The Appalachian Commission on Education has expressed special interest in planning educational programs appropriate for the 11-State Appalachian Region. The authority provided in Section 524 would enable the Commissioner to assist this group in their efforts toward planning programs and establishing educational objectives particularly appropriate for that hard-pressed region.

Educational planning is going to have an enormous impact on the strength and vitality of the future of this Nation. Such planning cannot be done, or even seriously attacked, unless the resources of every level of government, education, and private enterprise can be mobilized to supplement each other. The 25 percent portion of the funds provided by this amendment, made available for the Commissioner to use in the approval of special projects, will give assurance that the full potential of these resources can be realized.

TITLE VI—EDUCATION OF HANDICAPPED CHILDREN

On several previous occasions I have discussed the many programs supported by the Office of Education which contribute directly and indirectly to the education of handicaped children. Today I would like to reiterate our commitment to continuing these programs, highlight some of our efforts up to the present, and point to our future plans.

Our present and long-range goals for the education of handicapped children—the mentally retarded, hearing and speech impaired, deaf, visually handicapped, seriously emotionally disturbed, crippled, and other health impaired—include:

Early identification and educational evaluation of every handicapped child, at easily accessible centers throughout the Nation.

Comprehensive diagnosis of every handicapped child followed by suitable school or other educational placement.

A fully trained staff necessary to insure a comprehensive education for every handicapped child.

Support of a nationwide, intensive recruitment program for all types of personnel to work in the field of education of handicaped children.

Encouragement of expanded research and demonstration projects and the dissemination of information on proven methods and techniques.

Coordination at the Federal level, and with State and local, public and private agencies, of all programs which provide educational and related benefits to handicaped children.

I would like to describe our progress in assisting agencies at the State and local levels to provide educational services for meeting the special needs of handicapped children, so that these goals may be obtained. This assistance includes support of programs for research and demonstration, training of professional personnel, application of new educational media, and actual classroom instruction.

The Captioned Films for the Deaf program, established in 1958 and twice amended, has been highly successful. A variety of activities—motion pictures, programmed instructional materials and related instructional and cultural media—have been made available to deaf persons by a nationwide network of depositories and distribution libraries.

Projection of attendance figures indicates that circulation of 16,500 prints of 220 educational film titles and 2,640 prints of 20 recreational film titles plus more than 50,000 filmstrips will reach an estimated total audience of 1,500,000 during the current fiscal year. Films and other visual media presently are being circulated to 1,525 groups certified as eligible to use the materials and services of this program. This figure includes over 600 schools and classes for the deaf, 500 clubs and other civic organizations, 250 religious groups, 55 teacher training centers, and the balance composed of miscellaneous small groups such as employers, parent organizations and the like. In addition, captioned filmstrips are provided on an extended loan basis and are shipped directly to more than 300 schools and classes. The Captioned Films program recently became involved in lending equipment. Research and training activities conducted under this program focus upon programmed instruction for teaching reading to the deaf and field testing of language teaching materials. Studies are underway to identify new instructional devices to decrease communication problems for the deaf and to identify special needs for instructional media in the education of the deaf at the secondary and higher education levels. A potentially significant benefit from these efforts is the identification of new occupational fields which may be opened for the deaf through the use of communication media. In addition to more than 40 special media workshops of 2–3 day duration conducted in schools for the deaf, six-week media institutes at the Universities of Massachusetts, Tennessee, and Nebraska for the second year will provide special training for classroom teachers in the most advantageous use of a multi-media approach. Additional activities carried out on a year-around basis at the Regional Media Centers maintained at the above-named universities include dissemintion of training films and manuals to teachers, and area dissemination meeting for parents, teachers and the adult deaf.

Film production activities this year include 60 filmstrips for primary reading, thirty cartridge type loop motion pictures for finger spelling instruction and more than 70 loops for lipreading practice. The following are some examples of Captioned Films for the Deaf Projects currently underway:

Lipreading Program for Children with Impaired Hearing, Illinois School for the Deaf. This project will provide self instructional materials in speech, reading and language for hearing impaired children. Field testing of materials is now being done.

Cued Speech Workshop, Gallaudet College. This project will provide a week of intensive training in the use of Cued Speech, a new system of reinforcing and clarifying lipreading. One hundred teachers will be trained and will be provided with special training films for continuing practice after conclusion of the formal training period.

Project to Strengthen the Visual Perception of Deaf Children, New Mexico State University. This project is developing a multisensory body of materials for preschool deaf children to help them overcome perceptual deficiencies.

Demonstration Project for the Training of the Mentally Retarded Deaf. The Catholic University of America. The purpose of this project is to develop an instructional program heavily reinforced with educational media for instruction of the educable mentally retarded deaf.

The research and demonstration activities administered by the Office, primarily supported under Title III of P.L. 88–164, have expanded from a Fiscal Year 1964 budget of $1,000,000 to a Fiscal Year 1966 budget of $6,000,000 and a Fiscal Year 1967 appropriation of $8,100,000. The Research Division is supporting a diversity of programs of basic research throughout the country. This Division also administers a program of demonstration grants designed to accelerate the acceptance and actual utilization of new ideas into educational practice. (Appendix D–1 and D–2).

One of the most recent developments initiated by the Research Division which promises to be of inestimable benefit to the education of the handicapped community is the Instructional Materials Center program. This program was initiated as a means of encouraging the development and use of improved educational materials in the education of handicapped children. Ten centers have been established to provide national coverage. All of these centers are tied into a communication network (which includes an ERIC clearinghouse for handicapped children) to minimize overlapping effort and to insure that any teacher in the country has access to materials located anywhere in the country. The Instructional Materials Centers will identify existing materials, conduct research and evaluate these materials, and alert teachers to the availability and effective use of such materials.

The Instructional Materials Centers are located at the following sites:

University of Wisconsin, Madison, Wisconsin
University of Southern California, Los Angeles, California
Colorado State College, Greeley, Colorado
University of Kentucky, Lexington, Kentucky
University of Texas, Austin, Texas
American Printing House for the Blind, Louisville, Kentucky
University of Oregon, Eugene, Oregon
Michigan State University, East Lansing, Michigan
University of South Florida, Tampa, Florida
State Educational Agency, Springfield, Illinois
Four aditional centers have been approved but final negotiations have not been completed.

The establishment of 14 centers in conjunction with the ERIC clearinghouse for the handicapped completes the initial stage of this operation. Next, the Centers will develop satellites or sub-centers to serve teachers within the regions. Funding for the sub-centers will probably be made available under Titles III and VI of the Elementary and Secondary Education Act. The total cost of the Network will be approximately $1,500,000 for this fiscal year.

The Research Division is currently considering the site for a Research and Demonstration Center, authorized under P.L. 89–105. This center will help meet the crucial need for adequate facilities in which to conduct research into the education of handicapped children.

The Office of Education has supported a greatly expanded training program for the preparation of personnel in the area of education of handicapped children. Since the initial legislative provision in 1958, over 32,000 fellowships and training grants have been awarded in all areas of education for the handicapped. Various training programs in all areas of handicapping conditions are currently being funded by an appropriation of $24,500,000. I am sure that you will be encouraged, as I was, to learn the results of a pilot study survey conducted by the Division of Training Programs to determine the current employment status of 1965–66 academic year recipients of awards made under federally funded training programs.

The survey obtained information on the current employment status of 1,857 award recipients (greater than three-fourths of the total number of academic year 1965–66 award recipients) from among 114 randomly selected, participating colleges and universities. (Appendix E–1, E–2, E–3).

Most impressive among the findings is that over 93 percent (1,736) of the award recipients are currently engaged in programs for the handicapped. Over 62 percent (1,152) of the award recipients are currently employed in special class teaching positions; only thirty-five persons, or less than 2 percent, are employed as regular class teachers. Among this latter group, seven indicated extenuating circumstances for their being in a regular classroom position; i.e., three were in school systems that require a minimum of two years teaching experience with "normal" children before special class teaching is permitted; three were married to military men who were stationed where there were no special classes; and one individual was awaiting the opening of a new building that would accommodate a new special class assigned for her to teach. A number of recipients—19 percent of the group studied—have entered graduate schools to advance their education.

By combining the eighty-six persons under "other", who are currently in non-special education positions, with the thirty-five persons who are currently teaching in a regular classroom, we find that 121 recipients included in this pilot study are currently not active in the field of handicapped children. This number indicates that only 6½ percent of the total study population were reported in positions not directly identified with programs for the handicapped.

This report convinces me that the grant program authorized under P.L. 85–926, as amended, is providing the nation with professional personnel to help meet the needs of programs for the handicapped. The data indicate that more than 93 percent of award recipients surveyed are currently engaged in programs for the handicapped. Professional personnel enrolled in college or university training programs for the education of the handicapped throughout the nation and the graduates of these programs are accepting a wide variety of teaching and leadership positions directly or closely related to the handicapped.

I have specifically mentioned our programs which relate directly to the handicapped. In addition to these activities, the Office administers education programs under the Elementary and Secondary Education Act—particularly titles I and III—in which handicapped children are eligible participants. Title I was specifically amended, in fact, by P.L. 89–313 to provide earmarked funds for children in State-supported or -operated schools for the handicapped. This support amounted to almost $16,000,000 last year. (Appendix F).

The inclusion of Title IV—"Education of Handicapped Children" in the 1966 amendments to the Elementary and Secondary Education Act of 1965 reflects a serious Congressional concern. We share your concern that thousands of our estimated 5 million school age children limited by one or more handicapping conditions, have not been receiving special educational attention.

Under Title VI, the Office of Education is authorized to grant earmarked funds to assist the States in initiating, expanding and improving education programs and projects for handicapped children at pre-school and elementary and secondary school levels. Title VI promises to be the most significant and far-reaching enactment directly affecting the education of handicapped children. It can fund a variety of projects such as: educational diagnostic services, individual tutoring, mobile units to take services to children in rural areas, special transportation arrangements, professional personnel, small teacher-pupil ratio programs, libraries and materials centers, automated instructional devices and audio-visual aids, and the variety of specialized equipment necessary to the instruction of these children. Many projects will be designed to serve the educational needs of handicapped children on a multi-district or regional basis.

The addition of Title VI to existing legislation, especially P.L. 89–313 for State-supported or -operated schools for the handicapped, provides assurance that every handicapped child within every State will be eligible to receive the benefits of a federally assisted special education program.

Title VI provides for the establishment of a National Advisory Committee on Handicapped Children. This Committee, consisting of the Commissioner of Education and 12 other members, at least half of whom will be persons connected with educational, training or research programs for the handicapped, will review our programs for the handicapped and make recommendations concerning their administration and coordination.

Also in accordance with specific provision of the new Title, a Bureau for Education of the Handicapped was established in the Office and officially announced on January 12. I have every confidence that this new Bureau will admirably meet the leadership, guidance and coordinative demands made upon it as the focal point of our education programs for handicapped children.

The new Bureau consists of three divisions to supervise the existing programs of training support for teachers and other professional personnel in the area of education of the handicapped, grants for research in this area, and the operation of the Captioned Films for the Deaf program. (Appendix G). The new program of assistance to the States authorized under Title VI will be an important responsibility of the Bureau.

Amendments

Since Title VI has not been funded, we are requesting a supplemental appropriation of $2,500,000 to enable the Office to make grants to the States to be used in developing plans for the administration of Title VI programs and for necessary staff to administer the program.

Even with the funding of Title VI, as approved last November, we are aware of needs that will not be met by existing legislation. For this reason we are proposing two amendments to Title VI, an expansion of the Captioned Films program and an additional authority under P.L. 88–164. These amendments and additions will allow us to accomplish the goals I set forth earlier.

The first proposed amendment to Title VI is:

Regional Resource Centers for Improvement of the Education of Handicapped Children

Basic to formulating an education program for a handicapped child is the identification and educational evaluation of the handicapping condition. Regional Resource Centers would serve as focal points at which such diagnosis could be provided and decisions made as how best to allocate available resources in a particular area for particular handicapped children. The centers would 1) provide testing and evaluation services to determine the special educational needs of a handicapped child, 2) develop education programs to meet these special needs, and 3) assist schools and other agencies in a particular region to provide educational programs for the handicapped child. Special emphasis would be given to the use of instructional media, evaluation of available materials and the development of new media, techniques and procedures necessary for the instruction of handicapped children.

These centers would not be confined to providing diagnostic services: this is only one step in program planning. I see the centers as developing individualized educational programs for handicapped children and following through with seeing that such programs are provided for the handicapped children referred to the centers.

The second proposed amendment to Title VI is:

Recruitment of Personnel and Dissemination of Information on Education of the Handicapped

Although the training programs authorized under P.L. 85–926, as amended, make it possible for colleges and universities throughout the Nation to develop, expand and improve their teacher-training programs in the various areas of education of handicapped children, there nevertheless remains a critical shortage of qualified personnel. There are, in fact, only about 300 institutions of higher education capable of providing training, many in only one area. Less than one half of the estimated 5 million handicapped children are receiving special educational services because of this shortage; many existing positions in special education remain vacant because of the lack of qualified personnel; and a large number of special teaching positions are being filled by persons who are only partially trained in special education.

The personnel shortages will not be overcome until we are able to attract large numbers of persons into the field of special education. And this can only be accomplished through a concentrated, nationwide recruitment effort for all levels and types of personnel, utilizing all types of recruitment media. Included in a large scale recruitment program would be the dissemination of information about programs for the education of handicapped children and referral services to parents, teachers and other persons interested in the handicapped. This amendment would authorize grants to or contracts with public or private agencies to encourage intensive recruitment programs and information-dissemination programs. These would be directed toward encouraging students, professional and supportive personnel to work in the field of education of handicapped children.

We also are proposing an amendment to the legislation authorizing the Captioned Films program:

Expansion of Instructional Media Programs to Include all Handicapped Children

The potentialities of teaching physically handicapped children through new media have not been fully explored. Extension of the special media service as exemplified by the Captioned Films program, however, would provide a basis for the exploration of the potentialities in all areas of handicapping conditions. An expanded Captioned Films media program would provide a program of successive steps from the inception of an idea through research, development, testing and final dissemination of a finished product in an actual educational situation.

The U.S. Office of Education may now support research regarding educational media. This is generally restricted to research concerning the effectiveness of existing media. With the exception of the specific authority under the Captioned Films for the Deaf program there is no authorization to enter into contracts for the development of new media.

There is no authorization which would permit specialized training programs to train specialists in the use of such media nor is there any authorization which would permit involvement in the production of such materials or media except for that under the Captioned Films program. Although the Office of Education has no particular interest in the production and distribution of educational materials there are some instances where this can be important. For example, there is some value in the support of sheltered workshops for adolescent-aged retarded or otherwise handicapped youngsters. Such support would indirectly or directly require support for production of materials produced in the workshops.

The support for the development of instructional media is particularly important at this time. Development costs run high, yet the future of education for the handicapped may well depend upon the availability of media not yet off the drawing boards.

Finally, we propose a change in P.L. 88–164 to include:

Authorization of Contracts under P.L. 88–164

At this time in our efforts to assist in the improvement of education for the handicapped it is not reasonable to exclude from the total effort being made the private sector of the economy which can make a significant contribution. The request for contracting authority with profit-making organizations is based upon the very real need to involve such organizations in the effort to improve the education of these children—the benefactors of educational improvements.

The addition of these two amendments to Title VI and the changes in the Captioned Films legislation and P.L. 88–164 will provide a variety of necessary, expanded educational opportunities for all handicapped children. I am confident that our new Bureau of Education for the Handicapped will ably continue to administer the programs authorized by previous Congresses and will be well equal to the task of administering new programs authorized by Title VI, including the amendments and other changes I proposed and which I consider essential to a comprehensive program of educational and related services for every handicapped child—a primary goal of the Office of Education and of this Congress.

Technical amendments to Public Laws 815 and 874

We are also proposing several technical amendments to Public Laws 815 and 874—legislation concerning federally affected areas. Summaries of the proposed amendments appear in Appendix H.

I would like to turn now to the last item to be covered in my testimony. While last, it is certainly not least. It is one of the most promising programs ever placed upon the books and we deal with its future today. I speak, of course, of the Teacher Corps.

TEACHER CORPS

(Title I of the Elementary and Secondary Education Amendments of 1967)

Mr. Chairman, last fall, during the early weeks of the school year, the Nation was faced with an unprecedented shortage of almost 170,000 qualified teachers. Some of our major cities were short as many as 2,000 teachers on the opening day of school.

As expected, the teacher shortage was most acute in the urban slums and depressed rural areas. In Philadelphia, for example, a survey at the beginning of the school year showed the overall percentage of vacancies in the teaching staff to be nearly 11 percent. In the elementary schools of the city's ghettos the teacher vacancy rate was almost twice as high; approximately 20 percent of their teaching positions were unfilled.

Various reports and studies have evaluated the problems of the ghetto school and have concluded that it is not enough to overcome the teacher shortage merely by getting people to fill the positions, but new ways need to be explored and

developed to train people to work with the disadvantaged. The recent report of the National Advisory Council on the Education of Disadvantaged Children stressed the need for:

(1) Adapting academic content to the special problems of the disadvantaged child.

(2) Improving and expanding in-service training of teachers.

(3) Involving parents and the community-at-large in school programs.

These fundamental points are embodied in the Teacher Corps training program which combines the following elements:

Graduate training aimed at preparing teacher-interns to develop academic materials and techniques relevant to the deprived student;

Supplementary teacher-related responsibilities, in public school classrooms which constitute an unprecedented two-year in-service training period;

Community participation through which the intern not only becomes familiar with the sociology of poverty, but also becomes intimately acquainted with the community in which he is serving.

The Teacher Corps stands as the only nationwide effort specifically designed to attract and prepare men and women for highly skilled professional performance in serving disadvantaged children in our urban and rural schools.

From its inception, the Teacher Corps has appealed to men and women who conscientiously desire to teach youngsters for whom education has often missed the mark. It has evoked the pride of men and women who have committed themselves to developing a skill in teaching disadvantaged children—many of whom have specifically sought the challenge of a difficult job most people shun.

The hardest teaching positions to fill occur in the schools with the poorest equipment, the least desirable locations, and students with the greatest educational handicaps. Even apart from these problems, however it is not easy to find highly qualified persons who are willing to become members of the instructional staff at deprived schools.

This is one of the reasons why I disagree with those who feel that our slum schools will be able to solve all of their problems if they are just given large sums of money.

Simply making more money available to the schools of poverty will not by itself enable them to buy solutions to all of the problems which years of neglect have wrought nor can it assure the kind of educational programs which will meet the needs of disadvantaged children. Of course, raising the quality of education for such children requires a substantially increased investment in their schools. While I recognize the great importance of the home environment and influences other than the school itself, I am nevertheless confident that, if schools in disadvantaged areas had received the same level of support through the years as the schools in more affluent areas, their educational programs would be in better shape and students in these schools would not be so far behind. But money alone cannot compensate for all of the educational deficiencies which plague disadvantaged areas.

We are doing much to assist the local schools to meet the needs of educationally deprived children. Under title I of the Elementary and Secondary Education Act, the Federal Government assists local educational agencies to meet the educational needs of deprived children by special remedial and enrichment programs. Local teachers and teacher aides participating in these programs are working in ways they have never been able to work before to improve educational opportunities for disadvantaged children. So I think we are doing much to assist local school districts in the improved utilization of their educational resources—of teaching staffs and aides to teachers.

The Teacher Corps complements these efforts, because it taps a vast reservoir of talent from all over the country to be channeled to the areas of greatest need. The fact is that schools in poor areas have difficulty attracting and retaining good teaching staff. As teachers originally assigned to schools in disadvantaged areas acquire seniority they all too often transfer to other schools.

The Teacher Corps by virtue of its nationwide recruitment of college graduates fills a need which cannot well be met in other ways. Our young people are a great national resource. The Corps attracts talented young people. It appeals to their idealism and their need to commit themselves to offer service to the good of society. I think we would be failing in our responsibility to give disadvantaged children the best possible educational opportunities if we turned our backs on those who are willing to give two years of service to assist local teachers by helping them provide more individualized attention for children in the classroom.

by tutoring outside the classroom, and by working with children in a variety of ways that can stimulate their interest in learning.

And there are many who are willing and eager to volunteer. In fact, the number of high quality applicants for the Teacher Corps exceeded authorized positions by more than 8 to 1.

From over 10,000 applicants, 1,213 Corps members were selected. They are teaching in 29 States, the District of Columbia and Puerto Rico. Nine hundred and forty-five of these Corps members are teacher-interns receiving teacher training at 50 colleges and universities. These interns are grouped into 277 Teacher Corps teams working under the guidance of 268 experienced teachers. They spend part of every week working in an elementary or secondary school and part at a nearby university working toward their Master's degree.

The interns come from a wide variety of backgrounds—some volunteered immediately after completing college—others worked for a few years first. They include former Peace Corps Volunteers, secretaries, VISTA workers, writers, artists, and others. More than 75 percent majored in subject fields other than education.

In answer to a questionnaire on their career goals, fifty-six percent of these interns stated that they did not consider a career in teaching the disadvantaged prior to their membership in the Corps. Now 83 percent have stated that they plan to continue teaching in the slum schools where they are assigned. They share a common goal—to become the very best teachers possible for the disadvantaged children of our Nation.

The team leaders represent a different facet of the Corps. For the most part, they were nominated for the Corps by their principals and superintendents because they were the most talented teachers in their own schools. They are certified, usually have a Master's degree, and have taught in slum schools for about 5 years. The responsibility for the Corps' steady progress depends on them. The team leaders' classrooms are often used as learning laboratories for interns and for any regular teachers who wish to observe. They supervise three to ten teacher-interns. During both pre-service and in-service training it is their job to share the lessons they have learned from previous years of teaching youngsters from deprived areas.

These teacher-interns and team leaders are now engaged in service in 275 schools in 111 school systems in the Nation. They are working with the children of migrant laborers, Indians, and Spanish-American immigrants. They are serving in deprived areas in 20 major cities, Appalachian towns, and the Ozarks. Seventy percent of the teams are engaged in preschool and elementary school projects; the remainder deal with secondary school children.

The Teacher Corps is this country's first, full-scale teacher internship program. Although student-teaching has been a long-standing practice, its structure has seldom provided trainees with a substantial, deeply-involved teaching experience; internships have not ordinarily given trainees the opportunity to develop and practice new methods of instruction for reaching disadvantaged children. The two-year combined preservice and inservice program of the Teacher Corps incorporates year round academic instruction with practical classroom experience. It develops a competency and interest on the part of trainees which gives them the incentive to continue teaching and reinforces the conviction that the disadvantaged can be educated.

The Teacher Corps program is also generating new insights into teacher preparation. The university training centers have developed special programs, courses and curricula geared to the needs of neglected schools in their areas—courses which many have desired in the past but never could afford. Deans of education and presidents of the universities now look to their Teacher Corps programs as a means of testing new concepts for teacher training. The Corps training centers stimulate new thinking which leads to healthy changes in teacher preparation.

Almost without exception, teacher training institutions that are working with the Corps have made changes in curriculum that will apply not only to Teacher Corps training programs but also to programs for other students preparing for teaching.

These changes have been brought about because colleges and universities are introducing into the regular teacher education programs promising innovations learned in the Teacher Corps training centers.

The diverse and flexible nature of the program enables local project directors and local teachers and principals to design programs to meet the particular needs of their own communities. It is one of the important characteristics of the Teacher Corps that the resources of the community where Teacher Corps mem-

bers serve are brought to bear on the kind of teacher training programs which our future teachers are receiving. The energetic, able men and women chosen by institutions of higher education to head Teacher Corps training centers are entering into meaningful cooperation with the local schools in developing improved teacher training programs. Let us emphasize that the distinctive characteristic of the Teacher Corps is that the training and service aspects are developed together so as to be truly responsive to local needs.

In accord with this principle of diversity and local autonomy, the kinds of service which Teacher Corps members render in the educational programs of elementary and secondary schools differ from school to school, depending upon the needs as local teachers and school administrators see them. The availability of Teacher Corps teams makes it possible for school principals to undertake fresh approaches to specific problems which have not been tackled because of the scarcity of teachers trained and committed to work with deprived youngsters.

There are many ways the Teacher Corps can help communities provide better educational programs for disadvantaged children. In the area of early childhood education, recent evaluations of experience in Head Start and other preschool programs seem to indicate that the benefits of such programs will be lost, particularly if not followed through in the primary grades. Many Teacher Corps members are now serving in elementary school projects. Keeping in mind that projects should be tailored to meet local needs, I believe that in many places we will find that schools will wish to use Teacher Corps members in programs designed particularly to improve the programs in the primary grades. It is in the first three grades that so many disadvantaged children fall behind and lose interest in learning because the school environment is not stimulating to them and teachers do not have time to give them the close attention and human understanding they need.

I have touched on some of the educational reasons which I believe make the Teacher Corps a unique program worthy of expansion. Mr. Richard Graham, Director of the Teacher Corps, will discuss the Corps in action and provide specific examples of its impact across the Nation.

We are proposing a number of amendments—based on practical experience—which we believe will strengthen the program.

First, we think it appropriate that the Teacher Corps program be placed in title I of the Elementary and Secondary Education Act. The Teacher Corps was enacted with the mandate to supplement teaching staffs in poverty schools and to train new teachers for the disadvantaged. Only schools having concentrations of children from low-income families are eligible for Teacher Corps projects. In this respect the Teacher Corps is directed to the same schools as title I. Teacher Corps teams have been at work this year in title I schools, providing an added resource to assist teachers in poverty schools.

Second, we have learned from this first year of experience that service and training are motives for those interested in the Teacher Corps. The appeal is not financial. Because teacher-interns are trainees and are not full-fledged members of the teaching staff, we are requesting a change in the compensation rates for teacher-trainees. The present graduate fellowship programs of the Office of Education provide a weekly stipend plus an allowance for each dependent. The amendment would provide compensation to Teacher Corps interns on a similar basis. They would receive payment of $75 per week plus $15 per dependent or the lowest salary scale of a district, whichever is the lower. Inasmuch as teacher-interns are, in fact, trainees and are not carrying out the full responsibilities of regular teachers, it seems more appropriate to compensate them on the same basis as other students working toward their Master's degrees in education.

Third, to reinforce the tradition of local control and, thus, to encourage further the diversity of projects that we feel is so vital to the Corps' success we are requesting that State approval be required for a local educational agency's request for Corps members and for the training program offered by an institution or university. We are also amending the "Local Control" section to clarify the local school district's absolute right to decide what Corps members are assigned to their schools.

Fourth, we have proposed amendments to allow Teachers Corps members to serve wherever they are needed. At present, Teacher Corps teams can only serve in schools administered by local educational agencies. The amendments would permit Teacher Corps members to be assigned to migrant groups, and to schools operated by the Bureau of Indian Affairs.

Fifth, we have requested authority to allow the Commissioner of Education to accept gifts on behalf of the Teacher Corps, in the same way that the Peace Corps and VISTA are authorized to accept gifts.

Finally, we are asking that the program be extended three years with a tripling of the program next school year.

But even with the tripling of the program, the Teacher Corps will not solve the teacher shortage nor will it find all the solutions to the problem of educating the disadvantaged. But, it will help. It is already having a healthy influence on teacher education programs in our institutions of higher education. It will bring new people into poverty schools who otherwise would not have prepared for a career in education. It will offer these schools supplementary personnel during the two-year training period, and many will be interested in continuing to teach disadvantaged children who would not have made that commitment without the Teacher Corps experience. It will reduce the burden upon the regular classroom teacher. It will provide an apprentice teacher who can give youngsters the individual instruction and attention they need. And, the Teacher Corps will provide a new source of superbly trained teachers to those schools which need them the most but have the least.

If it meets with the pleasure of the Committee, Mr. Chairman, I would like at this time to ask Mr. Richard Graham to elaborate upon the operation of the Teacher Corps. I will stand ready at the end of his statement to try to answer any questions you might have.

Thank you.

APPENDIX A

Estimated expenditures under title I, ESEA

	Amount	Percent
Fiscal year 1966:		
Administration	$31,813,859	3.28
Instruction	500,486,317	51.60
Attendance Service	4,849,674	.50
Health services	22,308,498	2.30
Public transportation service	16,585,884	1.71
Operation of plant	8,244,445	.85
Maintenance of plant	6,789,543	.70
Fixed charges	32,201,832	3.32
Food services	20,958,590	2.16
Student body activities	2,036,863	.21
Community services	6,118,588	.63
Minor remodeling	15,518,956	1.60
Initial or additional equipment	204,686,292	21.19
Construction	97,335,383	9.95
Total LEAS	969,934,724	
Handicapped	11,165,689	
Administration	6,495,758	
Total	987,596,171	
Fiscal year 1967:		
Administration	33,297,007	3.28
Instruction	584,727,930	57.60
Attendance service	5,075,763	.50
Health services	23,348,511	2.30
Pupil transportation service	17,359,110	1.71
Operation of plant	8,628,798	.85
Maintenance of plant	7,106,069	.70
Fixed services	43,854,595	4.32
Food charges	21,927,297	2.16
Student body activities	2,131,821	.21
Community services	6,395,462	.63
Minor remodeling	16,242,443	1.60
Initial or additional equipment	164,353,215	16.19
Construction	80,704,636	7.95
Total LEAS	1,015,152,657	
Handicapped	15,078,410	
Juvenile delinquents (institutions)	2,037,344	
Dependent and neglected (institutions)	224,809	
Migratory children	9,737,847	
Administration (SEA)	11,178,933	
Total	1,053,410,000	

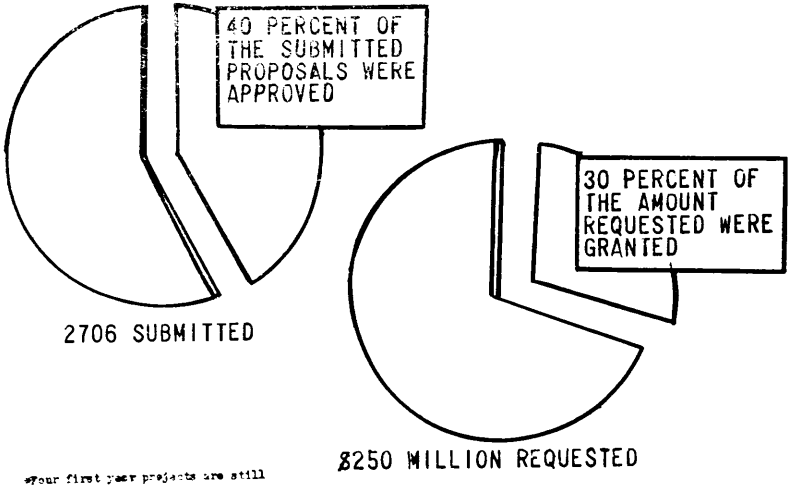
Appendix B

The First Year of PACE

ELEMENTARY AND SECONDARY EDUCATION ACT (PL 89–10), TITLE III, FISCAL YEAR 1966

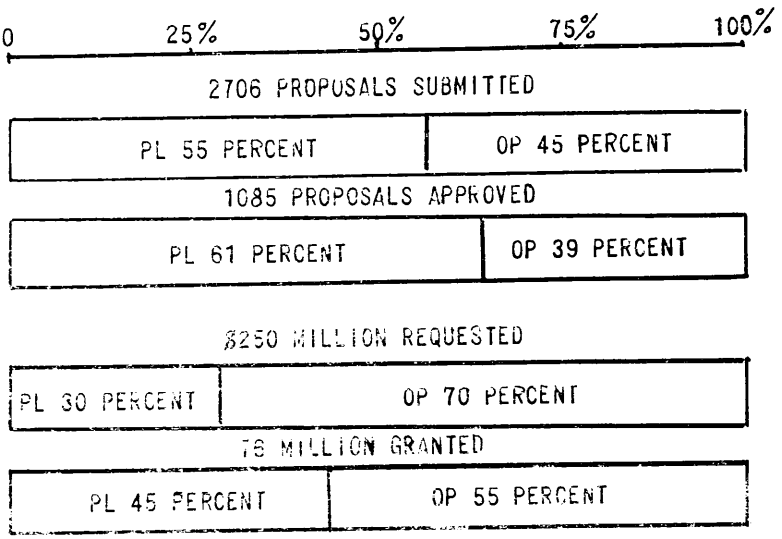
In the first year of PACE—
2706 proposals were submitted costing $250 million
1085 proposals were approved costing $75.8 million
10 million persons benefiting

IN THE FIRST YEAR OF PACE, 2 OUT OF 5 PROPOSALS SUBMITTED WERE APPROVED.*



*Four first year projects are still on HOLD.

IN THE FIRST YEAR OF PACE, PLANNING WAS EMPHASIZED OVER OPERATION



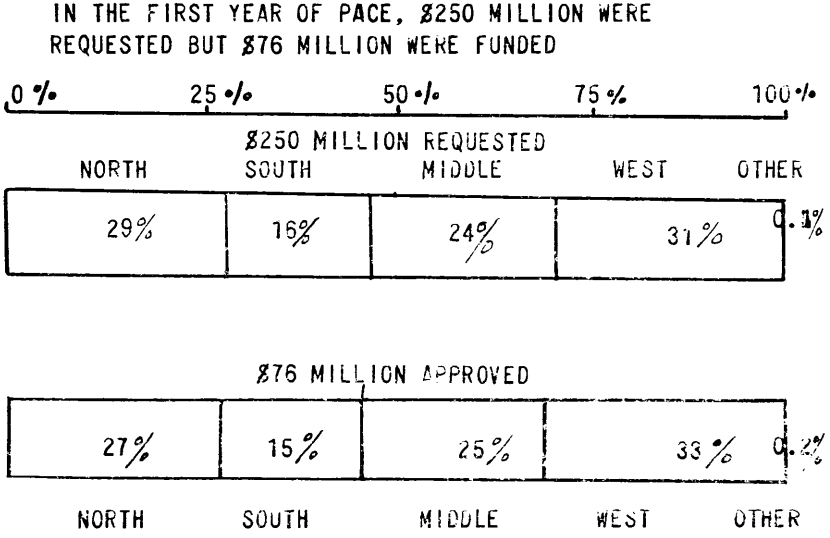
In the first year of PACE, funds were granted for:

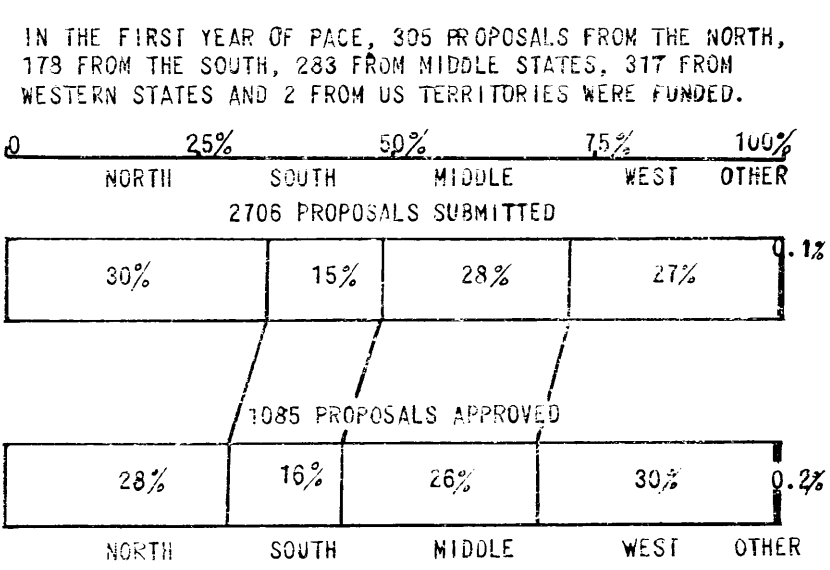
	Number	Amount
Multipurpose-type projects	426	$33,639,900
Special programs	395	27,419,200
Administration and personnel	103	6,293,000
Single subject matter projects	145	7,525,800
Other	16	928,400
Total	1,085	75,806,300

In the first year of PACE, every State submitted 2 or more proposals.

	Percent Approved
Northern States submitted 823	37
Southern States submitted 404	44
Middle States submitted 758	37
Western States submitted 719	44
Other 2	100

Key: North—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont, Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania. South—Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Virginia, West Virginia. Middle—Illinois, Indiana, Michigan, Ohio, Wisconsin, Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota. West—Arizona, New Mexico, Oklahoma, Texas, Colorado, Idaho, Montana, Utah, Wyoming, Alaska, California, Hawaii, Nevada, Oregon, Washington. Other—Guam, Virgin Islands, Puerto Rico, American Samoa, Trust Territory of Pacific.



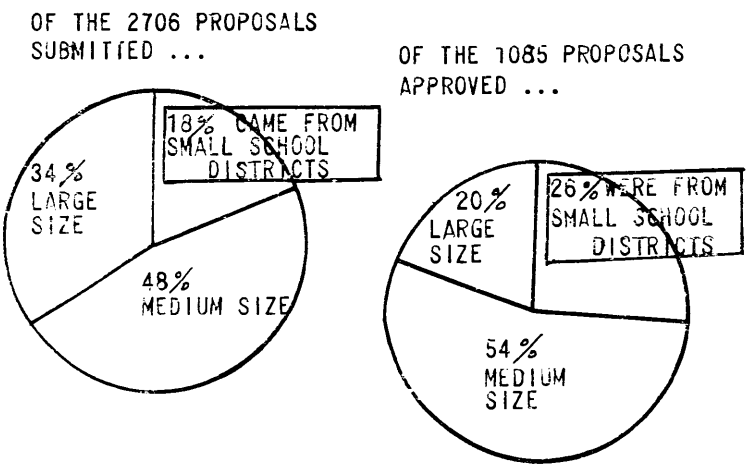


In the first year of PACE—

479 proposals were submitted by small school districts, 59% were approved.

1318 proposals were submitted by medium size school districts, 44% were approved.

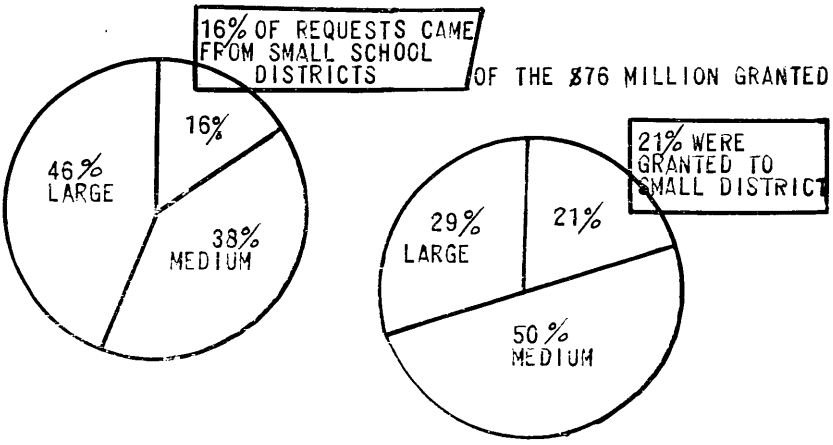
909 proposals were submitted by large size school districts, 24% were approved.



Key: Small School Districts—1 to 2,999. Medium School Districts—3,000 to 24,999. Large School Districts—25,000 or more enrollment.

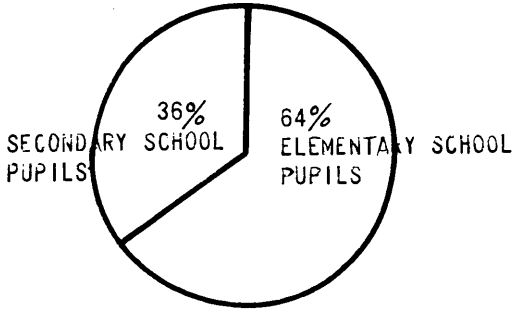
SMALL SCHOOL SYSTEMS HAD A SHARE IN THE FIRST YEAR OF PACE...

OF THE $250 MILLION REQUESTED



In the first year of PACE, over 10,798,000 persons are benefiting.
10,000,000 public and nonpublic elementary and secondary school pupils.
93,000 preschool children.
250,000 out-of-school youth.
355,000 classroom teachers.
131,000 adults.

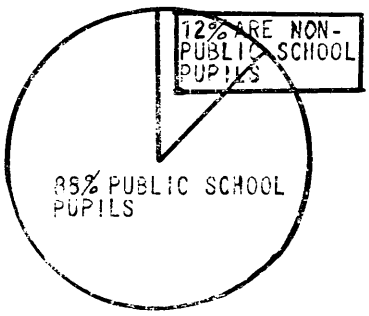
IN THE FIRST YEAR OF PACE, ALMOST TWICE AS MANY ELEMENTARY THAN SECONDARY SCHOOL PUPILS ARE BENEFITING



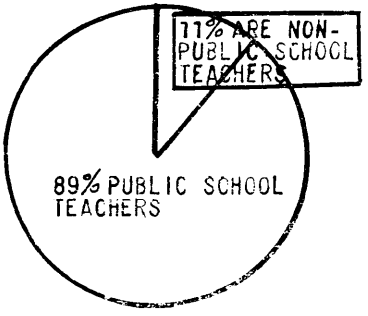
10 MILLION PUPILS BENEFITING

NONPUBLIC SCHOOLS HAD A SHARE IN THE FIRST YEAR OF PACE ...

OF THE 10 MILLION PUPILS BENEFITING



OF THE 355,000 TEACHERS RECEIVING INSERVICE AND/OR ORIENTATION



Of the 1085 proposals funded in the first year of PACE—
518 projects received extension of time and/or supplementary funds.
234 projects were terminated—207 planning and 27 operational.
851 projects are active.

A glimpse of fiscal year 1967: Fewer number of proposals are submitted but larger amounts are requested.

	Proposals submitted		Proposals approved	
	Number	Amount	Number	Amount
1st period	420	$59,614,000	157	[1] $16,426,279
2d period	1,300	198,000,000		[2]
Total	1,720	257,614,000		

[1] 60 projects still on hold costing $16,000,000.
[2] Still in process.

Appendix C. Research and Development Centers

The twelve R & D Centers in operation as of November 1966 are listed below by date of establishment. Ten are supported by Cooperative Research Program funds and two by provisions of the Vocational Education Act.

Fiscal year established — *Name of center, location, and area of inquiry*

1964—Learning Research and Development Center, University of Pittsburgh, Pennsylvania (Learning research and instructional practices)

Center for the Advanced Study of Educational Administration, University of Oregon, Eugene (School organization and administration in the societal context)

1965—Center for Research and Development for Learning and Re-Education, University of Wisconsin, Madison (Learning efficiency for children and adults)

Center for Research and Development on Educational Differences, Harvard University, Cambridge, Massachusetts (Effects of individual and cultural differences on the learning process)

Center for Research and Leadership Development in Vocational and Technical Education, Ohio State University, Columbus (Research and development activities, including operation of ERIC clearinghouse on adult and vocational education)

Fiscal year established — *Name of center, location, and area of inquiry*

Center for Research, Development, and Training in Occupational Education, North Carolina State University, Raleigh (Research and development emphasizing southern needs in adult and vocational education)

1966—Research and Development Center in Educational Stimulation, University of Georgia, Athens (Programs of early and continuous stimulation, 3- to 12-year-olds)

Research and Development Center in Teacher Education, University of Texas, Austin (Teacher education)

Stanford Center for Research and Development in Teaching, Stanford University, Palo Alto, California (Theory and practice of teaching and its effects)

Center for Research and Development in Higher Education, University of California, Berkeley (Organization, purposes, and outcomes of higher education)

Center for the Study of the Evaluation of Instructional Programs, University of California, Los Angeles (Study of evaluation processes and techniques)

1967—Center for the Study of Social Organization of Schools and the Learning Process, Johns Hopkins University, Baltimore, Maryland (Influence of social and administrative organization of schools on learning of students from diverse backgrounds)

REGIONAL EDUCATIONAL LABORATORIES AND PARTICIPATING STATES

As of November 1966, the following Regional Educational Laboratories had been established to serve every section of the continental United States, and a feasibility contract had been negotiated to study needs and resources for a laboratory in the Hawaii-Pacific Basin area.

Appalachia Regional Educational Laboratory, Charleston, West Virginia (West Virginia, the Appalachian counties of Virginia, Tennessee, Kentucky, Ohio, and Pennsylvania)

Center for Urban Education, New York, New York (Metropolitan New York City and some neighboring cities, excluding Long Island) (Evolved from R & D center)

Central Atlantic Regional Educational Laboratory, Inc., Alexandria, Virginia (Washington, D.C., and parts of Maryland, Virginia, Delaware, and West Virginia)

Central Midwestern Regional Educational Laboratory, Inc., St. Ann, Missouri (eastern Missouri, southern Illinois, and western Tennessee and Kentucky)

Cooperative Educational Research Laboratory, Inc., Winnetka, Illinois (Indiana, and parts of Illinois, Michigan, and Wisconsin)

Eastern Regional Institute for Education, Syracuse, New York (western Pennsylvania and New York State, excluding New York City)

Far West Regional Educational Laboratory, San Francisco, California (northern California, all of Nevada except Clark County)

Institute for Educational Innovation, Newton, Massachusetts (New England)

Michigan-Ohio Regional Educational Laboratory, Detroit, Michigan (Michigan and Ohio)

Mid-Continent Regional Educational Laboratory, Inc., Kansas City, Missouri (western Missouri, central Oklahoma, and parts of Kansas and Nebraska)

Northwest Regional Educational Laboratory, Portland, Oregon (Alaska, Montana, Oregon, Washington, and northern Idaho)

Regional Educational Laboratory for the Carolinas and Virginia, Rougemont, North Carolina (North Carolina, South Carolina, and southern Virginia)

Research for Better Schools, Inc., Philadelphia, Pennsylvania (eastern Pennsylvania, much of New Jersey and Delaware)

Rocky Mountain Regional Educational Laboratory, Denver, Colorado (all or portions of Colorado, Utah, Wyoming, Idaho, Montana, Arizona, Kansas, and Nebraska)

South Central Region Educational Laboratory Corporation, Little Rock, Arkansas (Arkansas, Mississippi, and portions of Louisiana, Oklahoma, Kansas, and Missouri)

Southeastern Educational Laboratory, Atlanta, Georgia (Florida, Georgia, and Alabama)
Southwest Educational Development Corporation, Austin, Texas (eastern and central Texas and southern Louisiana)
Southwest Regional Educational Laboratory, Englewood, California (southern California, southern Nevada, and southwestern Arizona)
Southwestern Cooperative Educational Laboratory, Albuquerque, New Mexico (all of New Mexico and portions of Arizona, Texas, and Oklahoma)
Upper Midwest Regional Educational Laboratory, Inc., St. Paul, Minnesota (Iowa, Minnesota, North Dakota, South Dakota, and part of Wisconsin)

In February 1967, a National Laboratory in Early Childhood Education was established, with its national coordination center at the University of Illinois. The other participating institutions are George Peabody College and Chicago, Syracuse, Arizona, New York, and Cornell Universities. Although 20 regional educational laboratories have been established under the authority of Title IV, the Early Childhood Laboratory is the first national laboratory to be created. Among projects underway or planned are:

Analysis of the educational assets and deficits of Mexican-American children:

Studies of two- and three-year-olds focused on language skills, concept formation, and physical coordination:

Development of curriculum for preschool and early primary school programs for disadvantaged Negro children:

Analysis of home environments and their effect on learning in children from middle and lower economic groups:

Examination of the extent to which social segregation exists in nominally integrated classrooms (of four-year-olds) and development of procedures aimed at eliminating the condition.

As of the end of fiscal 1966, Instructional Material Centers had been established at the following locations to serve the educational needs of handicapped children and youth.

American Printing House for the Blind, 1839 Frankfort Avenue, Louisville, Kentucky.
Colorado State College, Greeley.
Department of Special Education, Superintendent of Public Instruction, 302 State Office Building, Springfield, Illinois.
Michigan State University, East Lansing.
The University of Kentucky, Lexington.
The University of Oregon, Eugene.
The University of South Florida, Tampa.
The University of Southern California, Los Angeles.
The University of Texas, Austin.
The University of Wisconsin, Madison.

Appendix D–1

Examples of Developmental Activities Funded by the Research Division

A National prevalence study of speech and hearing disorders to determine how many children in public schools have different kinds of speech or hearing problems. Data from this study will be helpful in planning for programs at both the Federal and local levels in the establishment of programs for speech and hearing impaired children.

A grant to enable a private, nonprofit-making research organization with several regional offices to study the effects of the Instructional Materials Center program. This group will study the way in which teachers modify their behaviors with reference to educational materials as a result of the development of the Instructional Materials Center Program. This particular project is a good example of the Division's attempt to continually monitor and evaluate its own programs and impact.

A grant for the development of a conference to study problems in sparsely settled areas of the United States. This conference was held and many research projects are now being formulated addressed to these problems. The Division is now engaged in the development of a grant application to hold a Pan-Pacific conference to study the problems of handicapped children in the United States territories in the Pacific.

The Division of Research is working with the VRA for the establishment of model demonstration programs of vocational education for the deaf.

APPENDIX D–2

Research and demonstration projects supported under sec. 302, title III, of Public Law 88–164, June 30, 1966

GRANTS AWARDED IN EACH AREA OF EXCEPTIONALITY

Area	New projects	Fiscal year 1964	New projects	Fiscal year 1965	New projects	Fiscal year 1966	New projects	Total
Mentally retarded	11	$334,032	10	$665,141	28	$1,319,998	49	$2,319,171
Emotionally disturbed	4	249,389	6	531,024	10	970,967	20	1,751,380
Visually handicapped	5	53,261	1	56,747	5	136,147	11	246,155
Speech and hearing	3	64,340	6	210,703	9	609,330	18	884,373
Deaf	6	120,351	4	104,938	12	409,130	22	634,419
Crippled and other health impaired	1	19,070	5	252,420	11	765,245	17	1,036,735
Multiple	4	159,296	0	179,027	17	[1] 1,781,274	21	2,119,597
Total	34	999,739	32	2,000,000	92	5,992,091	158	8,991,830

[1] Includes $1,202,425 for instructional materials centers.

APPENDIX E–1

Brief statistical summary of the current employment status of 1,857 academic year 1965–66 aware recipients included in this study

	Number	Approximate percentage
Award recipients who are teaching a special class for the handicapped	1,152	62
Award recipients who are employed as directors, supervisors, and consultants of special education programs for the handicapped	79	4
Award recipients who are employed in special education positions at the college or university level	79	4
Award recipients who are currently engaged in graduate study	354	19
Award recipients who are in positions directly or closely related to the area of the handicapped (exclusive of the above "categories")	72	4
Award recipients who are currently teaching in a regular classroom	35	2
Award recipients who are currently in nonspecial education positions (exclusive or regular classroom teachers)	86	5
Total	1,857	100

APPENDIX E–2

Grant program in the education of the handicapped—Public Law 85–926, as amended—Results of pilot study on job status of 1,857 award recipients—Academic year 1965–66

Area making award	Special teaching	Regular teaching	Supervisor of special education	Director of special education	College instructor	Student	Other	Total
Crippled and other health impaired	86	4	9	0	6	30	17	152
Speech and hard of hearing	92	0	6	3	13	45	25	183
Mental retardation	581	25	23	16	44	155	71	915
Emotionally disturbed	74	2	4	2	9	44	12	147
Blind and partially sighted	58	1	3	1	4	26	11	104
Learning disabilities	7	0	0	1	1	5	1	15
Deaf	254	3	4	1	2	45	21	330
Administration	0	0	4	2	0	4	0	10
Total	1,152	35	53	26	79	354	158	1,857

APPENDIX E–3

Grant program for the preparation of professional personnel in the education of handicapped children under Public Law 85–926, as amended—Summary of awards—Institutions of higher education and State education agencies, fiscal years 1964–67 obligations

Area	1964		1965		1966		1967 (estimate)	
	Number of traineeships and fellowships	Total amount obligated	Number of traineeships and fellowships	Total amount obligated	Number of traineeships and fellowships	Total amount obligated	Number of traineeships and fellowships	Amount obligated
Mentally retarded	2,357	$6,419,332	2,506	$6,569,815	3,110	$7,658,002	4,093	$8,815,640
Deaf	431	[1] 1,496,383	581	2,068,350	888	2,552,180	1,137	2,822,947
Speech and hearing	646	1,852,780	605	1,706,623	1,214	2,723,325	1,682	3,695,955
Visually handicapped	363	657,090	274	865,850	487	1,281,780	690	1,512,809
Emotionally disturbed	464	1,330,014	429	1,475,910	919	2,388,050	882	2,911,620
Crippled (and other health impaired)	399	1,188,939	548	1,369,035	1,380	1,956,213	736	1,659,062
Other health impaired							2,002	1,369,904
Administrators	[2] 247	48,220	69	242,900	322	449,171	928	746,205
Administrative costs (States)				200,961		491,279		586,843
Conditional								158,726
Contingency fund								220,289
Total	4,910	12,992,758	5,015	14,499,444	8,320	19,500,000	12,150	24,500,000

[1] Public Law 87–276.
[2] (Other) supervisors, etc.

APPENDIX F

Public Law 89-313 fiscal year 1966 entitlements

Type of handicap	Number of children	Amount
Total	65,440	$15,917,101
Visually handicapped	6,662	1,524,688
Deaf	15,097	3,524,978
Mentally retarded	25,570	8,354,003
Crippled and special health	2,023	522,666
Emotionally disturbed	7,074	1,987,484

APPENDIX G

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

WASHINGTON, D.C.

Thursday, January 12, 1967.

A Bureau of Education for the Handicapped has been established in the U.S. Office of Education to strengthen and coordinate activities in behalf of the handicapped, U.S. Commissioner of Education Harold Howe II announced today.

The new bureau's mission is to assist States, colleges and universities, and other institutions and agencies in meeting the educational needs of the Nation's 5 million handicapped children who require special services. These children are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or have other health problems or major learning difficulties that can be helped by special education and related services.

The new bureau encompasses the existing programs which the Office of Education conducts expressly for the handicapped, such as support of training for teachers and other professional personnel to participate in the education of the handicapped, grants for research in this field of education, and operation of the Captioned Films for the Deaf project.

In addition, the bureau will administer a new program of financial aid to help States initiate, expand, and improve their resources for the education of the handicapped.

The Elementary and Secondary Education Amendments of 1966 approved last November 3, authorized $50 million for grants in the 1967 fiscal year which ends next June 30 and an additional $150 million for the following 12-month period. However, appropriations to fund them have not been made. The same legislation also provided for the establishment of the Bureau of Education for the Handicapped and of a National Advisory Committee on Handicapped Children.

The new bureau will be directed by an Associate Commissioner of Education who will also serve as principal advisor to the Commissioner on matters relating to the education of handicapped children and youth. Within the bureau, separate divisions will be concerned with research, personnel training, and direct or indirect educational services to the handicapped.

Dr. J. William Rioux, recently named acting director of planning and evaluation for the Bureau of Elementary and Secondary Education, is temporarily in charge of the new bureau. Acting chiefs of the divisions are: Dr. John Gough, educational services; Dr. Richard Schofer, personnel training; and Dr. James W. Moss, research.

APPENDIX H

Amendments to Disaster Authority in Public Laws 874 and 815

Public Laws 815 and 874 were amended by passage of Public Law 89-313, approved November 1, 1965, to give the Commissioner authority until June 30, 1967, to provide assistance to repair or replace school facilities damaged or

destroyed by natural disasters, to provide temporary facilities while damaged facilities were being repaired or rebuilt, and to provide operating assistance as might be needed in any area declared by the President to be a major disaster area.

This was a new program for the Office of Education; prior to these amendments, such disaster assistance had been provided by the Office of Emergency Planning. For a new program, it has worked exceedingly well. The costs are relatively small, but the needs are urgent for those districts that experience disaster damage.

There were 11 disasters during fiscal year 1966 and 2 disasters thus far in fiscal year 1967 for which applications for aid have been received. The total cost of the disaster program for applications received, as of February 1967, exclusive of Hurricane Betsy, is estimated to be $375,000.

The proposed amendments are as follows:

Extend coverage to a few special public schools that now provide elementary and secondary education, but are not covered by the Act because they are operated by a State rather than a local educational agency.

Eliminate the burden and effort test now required before emergency assistance can be authorized. This change is necessary because most school districts do not have in their yearly budget funds to meet emergency disaster needs, and they cannot get such funds until a new budget is approved for the following year. At present, the Office of Education cannot give assurance of Federal assistance when the disaster occurs and repairs must be made; the change would permit authorizing emergency aid when needed.

A minimum amount of $1,000 or one-half of one percent of the agency's operating budget for the year would be established for any disaster claim. This would avoid handling requests for very small amounts of money.

The phrase "during the last full fiscal year" would be eliminated from Section 7 of Public Law 874. This section authorizes Federal assistance on a continuing basis to finance a school program equivalent to that maintained the last full year prior to the disaster. This is not practical, because school programs are improving each year.

A provision is proposed to be added to Section 7(b) of the Act to authorize minor repair under P.L. 874. This amendment makes possible repairing minor disaster damage from operating funds in accordance with the normal practice of schools for making such repairs.

The Commissioner of Education would be authorized to grant funds to a public agency in sufficient amount to house students who were in a private school which was destroyed by a disaster, if the private school is not to be rebuilt. Under present wording, this can be done only if there also is destruction of or damage to public schools; the amendment would permit granting such assistance to a public agency when a private school is destroyed and not to be rebuilt, although no public school has been destroyed or damaged.

Authority to provide disaster assistance under Public Laws 815 and 874 would be extended until June 30, 1972. The five-year extension is necessary in order to give continuity to the program.

Amendment to the definition of Federal property in subsection 1 of section 303 of Public Law 874

A principal purpose of Public Law 874 was to provide, insofar as possible, a uniform basis for compensating school districts for burdens imposed on them through Federal activities, in place of the unrelated and inadequate programs that were in existence prior to 1950. Until that time, the Federal Government permitted local governmental units to tax leasehold interests and private improvements on Federal property, and it also made payments to local jurisdictions of earnings from various types of Federal properties such as National forests and game refuges. In order to avoid duplicate payments to school districts for the same purpose, Public Law 874 provided that tax payments and other Federal payments made to a school district on account of Federal property should be deducted from the gross entitlement computed under its provision for any school district. This was consistent with the position that the Federal payments under Public Law 874 adequately compensated the district for the financial burden imposed by Federal activities and, therefore, there should be no duplicating Federal payments.

The pertinent wording of Subsection 303(1) is as follows:

> The term "Federal property" means real property which is owned by the United States or is leased by the United States, and which is not subject to taxation by or leased from the United States by any State or any political subdivision of a State or by the District of Columbia. Such term includes real property which is owned by the United States and leased therefrom and the improvements thereon, even though the lessee's interest, or any improvement on such property, is subject to taxation by a State or a political subdivision of a State or by the District of Columbia. Such term also includes, (A) except for the purposes of Section 6, real property held in trust by the United States for individual Indians or Indian tribes which is subject to restrictions on alienation imposed by the United States. . . .

In accordance with this provision, the Office of Education has deducted from the gross entitlement computed for any school district the shared revenue payments and taxes on private improvements on all property defined as Federal for the purposes of the Act, when such funds were received by a district and available for school purposes. While the wording of the statute may not have been entirely clear for all types of situations that existed, it was felt that such deductions were in accordance with the intent and purpose of the Act.

In two recent court cases, *United States* v. *Apache (Arizona) County High School District* and *United States* v. *Pawhuska (Oklahoma) School District*, the U.S. District Court ruled that certain deductions should not have been made. Both cases arose because the school district did not intially report the receipt of other Federal payments as defined in the Act, and for specified years they were paid their full entitlement under Public Law 874 without making deductions. When a field review discovered that such Federal payments had been received by the district but not reported to the Office of Education, the applications for the years in question were reprocessed and the amount that should have been deducted was determined to be an overpayment. Efforts to get the two school districts to repay the overpayment were unsuccessful, and the cases were turned over to the courts for collection.

In each case, the overpayment resulted from receipt by the school district of taxes on private improvements constructed under a lease on lands owned by an Indian tribe but subject to restrictions on alienation. In each case, the court ruled that the wording of Section 303(1) above, as it defines Federal property for the purpose of the Act, did not cover taxes paid on private improvements constructed under a lease on land owned by an Indian tribe but subject to restrictions on alienation, because this was not a lease of property owned by the United States.

The purpose of the amendment is to clarify this ambiguity by specifying that all taxes and other Federal payments made with respect to any property considered to be Federal for the purposes of the Act should be deducted from the gross entitlement of the school district. We feel that this amendment carries out the spirit and intent of Public Law 874, of not making duplicate payments from two different sources to the same school district for the same purpose. It will clarify the administrative problem and uncertainty that now exists in these situations. It is expected that the amendment will save an estimated $2 million a year which has been deducted in the past in these situations. It is requested that the amendment be made effective for the current fiscal year.

Amendment to Public Law 815

The Office of Education, along with the Bureau of Indian Affairs of the Department of the Interior, is reviewing the operation of Section 14 of Public Law 815, which deals with the problems of school districts which provide free public education for Indian children who reside on Indian reservations. Specific amendments to this section will be forwarded to the Congress at a later date.

Mr. QUIE. Could we also have the names of the people from the Office of Education in the record?

Chairman PERKINS. Yes, sir.

(The names referred to follow:)

The Commissioner was accompanied by: J. Graham Sullivan, Deputy Commissioner of Education; R. Louis Bright, Associate Commissioner for Research; Nolan Estes, Associate Commissioner for

Elementary and Secondary Education; J. William Rioux, Acting Associate Commissioner for Education of the Handicapped; Richard Graham, Director, National Teacher Corps; Albert L. Alford, Assistant Commissioner for Legislation; John F. Hughes, Director, Division of Compensatory Education, Bureau of Elementary and Secondary Education.

Mr. BRADEMAS. Would it be appropriate to insert in the record the fact sheet describing the legislation which the Department has prepared?

Chairman PERKINS. Without objection, that may be done.

Mr. BRADEMAS. Could I also ask unanimous consent that there be included the text of the President's Message on Welfare of Children?

Chairman PERKINS. That will be done.

(The documents referred to follow:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

I. FACT SHEET: NATIONAL TEACHER CORPS

Background and need

The National Teacher Corps offers new hope for blighted schools, both in urban slums and in remote rural areas. It offers hope of increased educational opportunities for America's 8 million impoverished children, by training new manpower in the education of the disadvantaged. It offers new ways to tap idealism and motivation for public service, as a major factor in the national commitment to the elimination of educational deprivation through the partnership of governmental and voluntary action.

Studies have shown that many of the economically deprived are also educationally deprived. Their schools are more likely to be understaffed and overcrowded. Their teachers are more apt to be poorly qualified for the difficult tasks they face. Curricular materials are less likely to be available and up to date. The children themselves face other limitations: improverished family background and environment, lack of books and reading materials at home, absence of cultural experiences common to middle-class homes, low self-esteem.

The problem must not be underestimated.

Only one in four nonwhite children outside metropolitan areas is enrolled in school at age 5, compared with half the white children in the same parts of the country. In metropolitan areas, about three-fourths of all children, both white and nonwhite, are in school at age 5.

Nearly a million Spanish-speaking children in Southwestern States are unlikely ever to get beyond the eighth grade. Many are only vaguely familiar with English and, since they attend schools where classes are taught in English and speaking Spanish frequently forbidden, they fall behind in the first grade and progessively further behind thereafter.

In the metropolitan Northeast, the average Negro student is about 1.6 years behind the average white student in scholastic achievement in the sixth grade, 2.4 years behind in the ninth grade, and 3.3 years behind in the twelfth grade. In the South, both white and Negro students score below their northern counterparts.

Severe teacher shortages have plagued school districts across the Nation. A recent survey of 39 States showed that last September, 20 had substantial shortages of applicants for teaching positions; elementary school teachers were most in demand. Shortages affected communities of every size: 37 States lacked teachers for rural areas; 33 lacked teachers for small cities, 22 for large central cities, and 19 for suburbs.

Within a single system, however, the greatest demand for teachers occurs in impoverished schools; in these areas, school officials experience great difficulty in recruiting both beginning and experienced teachers. In Philadelphia, for example, the overall teaching staff vacancy rate was nearly 11 percent at the beginning of this school year; in elementary schools in poverty areas of the city, the vacancy rate was almost 20 percent. On opening day, New York City had to mobilize a 500-man substitute teacher force for full-time duty.

The *National Teacher Corps will help to meet these needs.* It has, at present, 262 veteran teachers and 965 college graduate interns who are working to build professional careers in teaching disadvantaged children. They serve in 275 schools in 111 school systems, with the cooperation of 50 university training centers in 29 States, the District of Columbia, and Puerto Rico. There are Teacher Corps teams in 20 of the Nation's 25 largest cities, among them: New York, Chicago, Detroit, Houston, Cleveland, San Diego, Buffalo, and Memphis. There are Teacher Corps teams in Appalachian towns and in the Ozarks, in Spanish-speaking communities in New York, Florida, California, and the Southwest.

Teacher Corps members serve at the request of the local schools in a program worked out by the State department of education, the school system, and a local university. They work in teams, with a veteran teacher serving as team leader for 3–10 interns.

Part of a Corps member's time is spent in and about the schools in which he teaches, and part in study at a nearby university. At the end of 2 years, the interns will have earned a master's degree and will be qualified as specialists in the education of the disadvantaged.

The Corps has had no problem with recruitment of persons to teach in slum schools and rural areas. On the contrary, 13,000 persons applied for membership in 1965. Those selected were all college graduates; they were chosen on the basis of teaching experience (in the case of team leaders) and of academic achievement (in the case of interns). They are paid at the salary rates in effect in the school district in which they teach. Since 70 percent of the projects deal with elementary school children, the National Teacher Corps should have substantial impact on a critical area of need—education of children of poverty in the early grades.

Proposal

The National Teacher Corps program would become a special part of Title I of the Elementary and Secondary Education Act of 1965 and would be extended for three years, through fiscal year 1970, plus authority to enable a teacher-intern to continue his program of practical and academic training for a period of not more than one year, for those who begin such training during fiscal year 1970.

Teacher-interns would be compensated at the lowest rate for teaching full-time in the school system in which they teach, as they are under existing law, or at the rate of $75 per week plus $15 per dependent, whichever is less.

State educational agency approval of the local educational agency's request for Corps members and of the training program offered by an institution or university would be required.

Teacher Corps members would be permitted to be assigned to a migrant group not in a regular school, who are taught by a public or other nonprofit agency, if the number of migrant children makes such an assignment feasible.

The Commissioner of Education would be authorized to accept gifts on behalf of the Teacher Corps, in the same way as the Peace Corps is authorized to accept gifts.

Teacher Corps members would be permitted to be assigned to schools operated by the Bureau of Indian Affairs.

The "Local Control" section would be amended to make it clear that no Teacher Corps member may be assigned to a local educational agency unless the agency finds the member acceptable.

II. FACT SHEET: COMPREHENSIVE EDUCATIONAL PLANNING

Background and need

Rational planning at all levels is essential if the Nation's educational needs are to be met. Reliable information concerning the effectiveness of existing education programs must be obtained and objectively evaluated in order to better coordinate and improve present programs and to develop new programs to fill unmet needs.

Local educational agencies receive funds from three primary sources—the local, State, and Federal Governments. Each school district must plan the use of those funds to meet local needs. However, almost all Federal funds and some State funds are earmarked for special purposes. The number of education programs designed to meet special needs has increased to the point that some districts have hired special coordinators to work the various programs together

into a comprehensive plan adapted to local needs. However, neither the local schools nor the States have the resources to extend this local coordination and short-range planning to a long-range project of regional or Statewide planning and coordination.

During the 1965–66 school year, $27 billion was spent on education by local education agencies. With expenditures of that magnitude, a program of systematic Statewide planning and evaluation must be established if duplication is to be avoided and maximum efficiency is to be attained.

If the evaluation and planning of education programs is to be effective, it must be carried out close to the people to be served by those programs. The American system of education is founded on the principle of State and local control. The responsibility for educational planning, therefore, rests at the State and local levels. State educational agencies now set standards for our schools and qualifications for our teachers. Local schools are directly responsible to local school boards. The best planning—that which will be most responsive to the needs of the persons to be served—must be carried out at the State and local levels.

If State and local educational agencies are to continue to carry out their present role in educational planning and if the administration of Federal educational programs is to reflect the intent of Congress, the Federal Government must share some of the burden placed on those agencies. This can be done by assisting them in developing comprehensive systems of planning and evaluation which will aid them in meeting educational goals at all levels of education, from preschool programs through postgraduate education.

Proposal

Title V of the Elementary and Secondary Education Act would be amended to establish a 5-year program of grants to States by the Commissioner of Education for programs of comprehensive, systematic, and continuous planning, and for evaluation of education at all levels, except that the inclusion of the field of higher education would be optional with the State. Any State desiring to receive a grant would designate or establish a State agency to be responsible for carrying out, or supervising the carrying out, of the comprehensive planning, except that, if the State so decided, the planning for higher education could be carried out by a separate agency, provided that there was assurance of effective coordination between the two. To be eligible for a grant, the programs set forth in the State's application would include: setting educational goals; developing through analysis alternate means of achieving these goals; planning new and improved programs on the basis of these analyses; developing and strengthening the competencies of the States for conducting objective evaluations of educational programs; and collecting, compiling, and analyzing significant data concerning education in the State. State applications would be submitted to the Governors for their review and recommendations.

Seventy-five percent of the funds appropriated would be apportioned among the States, the District of Columbia, and the outlying areas for grants according to State plans. The remainder of the appropriation would be reserved for grants to public and private nonprofit agencies, institutions, or organizations for special projects related to educational planning and evaluation on an interstate, regional, or metropolitan area basis.

$15 million would be authorized for comprehensive planning for fiscal year 1968.

III. FACT SHEET: INNOVATION IN VOCATIONAL EDUCATION

Background and need

The changing character of the American economy and the resulting change in manpower needs require that our schools anticipate the demands which will be made of their students in the future. In the next few years, employment opportunities in the professional, semi-professional, and technical fields will increase more than 40 percent, while job opportunities for unskilled workers and agricultural workers will actually decline. Opportunities in public srevice, in business, and in the professional and personal service fields are expected to increase at a much faster rate than in other areas. These shifts in the structure of the American labor market impose ever-increasing demands upon high school students. They must make decisions about schools which affect their entire lives, when they know very little about opportunities which will be available to them.

The job of our Nation's schools is particularly critical in view of the large number of workers under 25 years of age who will be continuing to enter the labor force. From 1965 to 1970, the number of persons 20 to 24 years old in the job market will be increasing by close to 500,000 or 4.8 percent per year—2½ times the rate for the labor force as a whole. By 1970 there may be close to 12 million of these young adult workers, representing about 14 percent of the total labor force, compared with 10 percent in 1960. Overall, the total number of teenage and young adult workers (aged 14 to 24) is expected to increase by almost 700,000 a year, constituting about 45 percent of the increase in the labor force between now and 1970.

More than one million students drop out of school each year. Of the students now in the fifth grade, approximately 80 percent will not complete college. A large number of these students will not receive the education or training which will prepare them to adapt to the jobs available ten or twenty years from now. If they are to develop to their greatest potential as wage earners and as citizens, school programs must be designed to keep them in school, and these programs must prepare them to function in an increasingly complex society.

Failure to meet the needs of students in high schools results in lessened employment opportunities. The unemployment rate for high school age youth is more than three times that of the public at large. The unemployment rate among those who fail to finish high school is 50 percent greater than among those who complete high school—in spite of an expanding economy.

The secondary school system of the United States must be strengthened to enable it to be more responsive to the needs, interests, abilities, and problems of all students and to the current and long-term demands of the world of work. This is especially true in the case of disadvantaged students. High school may be their last opportunity for formal education unless they are stimulated to continue on to college, and unless they receive training for employment they may be doomed to a life of unemployment. For students who do not plan to go to college, high school may be the last opportunity to prepare for, or receive training for, a job.

Proposal

The Vocational Education Act of 1963 would be amended to establish a 5-year program of grants to State vocational boards, local educational agencies, and public and private agencies, organizations, and institutions to support the planning, development, and operation of innovative occupational education programs which may serve as models for vocational education programs. Examples of the types of projects which might be supported are:

Exploratory occupational education programs to provide practical and educational experiences essential to understanding the demands and complexities of our modern society and opportunities in the constantly-changing world of work. These programs would be designed to familiarize students with the broad range of occupations available to them and requisites for careers in the various occupations.

Programs or projects to provide to students educational experience through part-time work to assist in their maximum development and to help in linking school and employment. Such programs would assist needy students to continue their education; promote a sense of achievement in school-related work experiences; enlarge educational opportunities; develop recognition of the value of work; and establish communication channels between education and the world of work which are not now in existence.

Guidance and counseling to assure that all students' interests and capabilities are developed in relation to their career objectives and to ease in the transition from school to work by assisting them in initial job placement.

Improvement of curricula to stimulate broad-scale innovative changes to provide more realistic vocational education programs for youth and adults at all skill levels. The curriculum changes would involve new instructional media; improved curriculum guides; and innovative techniques and services designed to met the needs of youth and adults for entry into the world of work or for continuing education at the post-secondary level.

The funds appropriated would be apportioned among the States and outlying areas as follows: $150,000 would be apportioned to each State and outlying area, and the remainder would be apportioned according to population aged 14 through 19.

$30 million would be authorized for fiscal year 1968.

IV. FACT SHEET: EXPANDED EDUCATIONAL OPPORTUNITIES FOR HANDICAPPED CHILDREN

Background and Need

During the past decade, the foundation has been laid for a comprehensive program of support for educational programs and services for mentally retarded, hearing and speech impaired, deaf, visually handicapped, seriously emotionally disturbed, crippled, and other health impaired children. Beginning with the Cooperative Research Act in 1954, Congress has enacted legislation to provide assistance for research and demonstration projects and for personnel training programs in the education of handicapped children. Over 32,000 fellowships and training grants have been awarded in all areas of education for the handicapped. Last year 8,300 grants were awarded in the area of teaching programs for handicapped children. The Captioned Films for the Deaf program, twice amended since 1958, now includes research, training, production and dissemination activities which are reaching an annual audience of 1.5 million.

The Elementary and Secondary Education Act of 1965 offers direct educational benefits to handicapped children. In addition, it was amended to include State-operated or -supported schools which provide free public education to handicapped children. Also enacted in 1965 was the National Technical Institute for the Deaf Act. This Institute will supplement the post-secondary educational opportunities for the deaf provided only by Gallaudet College. In the summer of 1966, an HEW Task Force on Handicapped Children and Child Development reviewed the Department's programs for the handicapped and suggested priorities of effort and means for improved coordination of programs.

In the last days of the 89th Congress, two important pieces of legislation for handicapped children were enacted. One authorized the Model Secondary School for the Deaf at Gallaudet College. The other added Title VI—Education of Handicapped Children—to the Elementary and Secondary Education Act. This title authorized earmarked funds for projects to develop education programs for the handicapped, and directed the Office of Education to establish a Bureau for the Education of the Handicapped. The establishment of the new Bureau was announced by the Office of Education on January 12, 1967.

Although these enactments provide an impressive foundation for research, professional training, and development of special education programs for handicapped children, we must continue to expand their educational opportunities.

Of the estimated 5 million children, or 10 percent of the school-age population, appreciably limited by one or more handicapping conditions, only about 40 percent are receiving the benefits of special education programs. Half of the public school systems in the United States report that they do not provide educational services for even one type of handicapping condition.

Little beyond verbal acknowledgement has been provided for the education of hundreds of multiply handicapped children. Some handicapped children must remain on residential school waiting lists 5 or 6 years before being accepted into an education program; this almost destroys a child's chance to prepare for his future and to prepare to contribute to our Nation's future.

Early diagnosis and identification of a handicapping condition is essential and basic to formulating an education program for a handicapped child. There should be a focal point at which such diagnosis can be provided to help decide how best to allocate available resources to meet the needs of all handicapped children.

The great obstacle to developing and providing educational programs for handicapped children is the critical shortage of trained personnel—teachers, teachers of teachers, supportive personnel. Of the estimated 300,000 teachers and other personnel necessary to provide educational opportunities to all handicapped children within this decade, there are now only about 70,000. And at this time, there are only about 300 institutions of higher education capable of offering training for the preparation of professional personnel, often only in one area. If the 300,000 goal is to be attained, a nationwide personnel recruitment program, utilizing comprehensive and innovative information-dissemination methods, must be immediately initiated.

Proposal

The proposed amendments for improvement of the education of the handicapped would provide a variety of expanded educational opportunities for all handicapped children. The proposed *Regional Resource Centers*, which would

be authorized by a separate part of title VI of the Elementary and Secondary Education Act of 1965, would provide testing and evaluation services to determine the special educational needs of a handicapped child, would develop education programs to meet these special needs, and would assist schools and other agencies in their respective regions in providing these educational programs for the handicapped child. $7.5 million would be authorized for the Centers for fiscal year 1968.

The proposal for *Recruitment of Personnel and Dissemination of Information on Education of the Handicapped* would provide grants to or contracts with public or private agencies or institutions to expand and encourage intensive nationwide recruitment programs and information dissemination programs aimed at encouraging students, professional and supportive personnel to work in the field of education of handicapped children. $1 million would be authorized to implement this program in fiscal year 1968.

Schools for Indian children operated by the Department of the Interior and overseas dependents schools operated by the Department of Defense would be made eligible for assistance under title VI of the Elementary and Secondary Education Act.

The proposal for *Expansion of Instructional Media Programs To Include All Handicapped Children* would insure that all handicapped children would receive the demonstrated benefits of the instructional media materials program established and successfully carried out under the Captioned Films for the Deaf program and would greatly help in shortening the time lag between new educational media discoveries and their actual applications. $1 million would be authorized in fiscal year 1968 for this expanded program.

Existing authority to make grants for research in the education of the handicapped would be made more flexible by authorizing the Government to obtain such research through contracts with public or private educational research agencies and organizations.

V. FACT SHEET: MISCELLANEOUS AMENDMENTS TO THE ELEMENTARY AND SECONDARY EDUCATION ACT AND THE FEDERALLY IMPACTED AREAS PROGRAM

Indian children in BIA schools and children in DOD overseas dependency schools

Background and need

Last year, the Elementary and Secondary Education Act of 1965 was amended to include two groups of children—Indian children in schools operated by the Bureau of Indian Affairs of the Department of the Interior and children in overseas dependents schools operated by the Department of Defense—who had not been afforded the educational benefits offered other children under the Act. Indian children in BIA schools were made eligible to participate in programs conducted under Titles I, II, and III of the Act; Department of Defense schools were included in the provisions of Titles II and III.

The benefits to the two groups of children have been substantial. It is estimated that 37,000 Indian children will be reached by special programs for the educationally deprived under Title I of ESEA, at a total cost of more than $5 million. More than $125,000 will be spent in providing these children with textbooks, library books, and other instructional materials during ths fiscal year, and nearly $205,000 will be expended on supplementary educational centers and services under Title III. Overseas schools will also reap the benefits of change during this fiscal year: more than $404,000 for books and instructional materials under Title II, and $527,000 for supplementary educational centers and services under Title III.

Proposal

Provisions for participation of Indian children enrolled in BIA schools and of children in overseas dependents schools would be extended one year, through fiscal year 1968. These provisions would otherwise expire at the end of fiscal year 1967. Extension would make them uniform with the rest of the Act, which continues through fiscal year 1968. A study of the provisions and further recommendations will be submitted to the Congress later this year.

Amendment to Title V of the Elementary and Secondary Education Act

In order to provide for a more equitable distribution of Title V funds the allotment formula would be amended. Forty percent of the amount available

for apportionment among the States would be allotted to the States in equal amounts and the remaining 60 percent would be allotted to the States on the basis of school age population.

Amendments to disaster authority in Public Laws 874 and 815

Background and need

Public Law 81-815 and Title I of Public Law 81-874 were amended by P.L. 89-313, approved November 1, 1965, to give the Commissioner of Education authority, until June 30, 1967, to provide assistance to repair or replace school facilities damaged or destroyed by natural disasters, to provide temporary facilities while damaged facilities were being repaired or rebuilt, and to provide operating assistance as might be needed in any area declared by the President to be a major disaster area.

Prior to these amendments, such disaster assistance was provided by the Office of Emergency Planning. Although this was a new program for the Office of Education, it has worked well in meeting the most urgent needs in disaster areas. There were 11 disasters during fiscal year 1966 and two disasters thus far in fiscal year 1967 for which applications for aid have been received. The total cost of the disaster program for applications received, as of February 1967, exclusive of Hurricane Betsy, is estimated to be $375,000.

Proposal

Authority to provide disaster assistance under Public Laws 815 and 874 would be extended five years, through fiscal year 1972. Coverage would be extended to a few special public schools that now provide elementary and secondary education, but are not covered by the Act because they are operated by a State rather than a local educational agency.

The burden and effort test now required before emergency assistance can be authorized would be eliminated. This change is necessary because most school districts do not have in their yearly budget funds to meet emergency disaster needs, and they cannot get such funds until a new budget is approved for the following year. At present, the Office of Education cannot give assurance of Federal assistance when the disaster occurs and emergency repairs must be made; the change would permit authorizing emergency aid when needed.

A minimum amount of $1,000 or one-half of one percent of the agency's operating budget for the year will be established for any disaster claim. This would avoid handling requests for very small amounts of money.

The Commissioner of Education would be authorized to grant funds to a public agency in sufficient amount to house students who were in a private school which was destroyed by a disaster, if the private school is not to be rebuilt. Under present wording, this can be done only if there also is destruction of or damage to public schools; the amendment would permit granting such assistance to a public agency when a private school is destroyed and not to be rebuilt, although no public school has been destroyed or damaged.

Amendment to Public Law 874

The only amendment proposed to P.L. 874 is a technical change in the definition of Federal property. This amendment is made necessary in order to remove any question as to the deductibility of other Federal payments from the gross entitlement of school districts in those cases where the other Federal payment is made because of taxes on private improvements on land held in trust for individual Indians or Indian tribes. Two recent court cases have ruled against making deductions in these cases. The amendment would prevent duplicate payments to some districts.

WELFARE OF CHILDREN

MESSAGE

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

RECOMMENDATIONS FOR THE WELFARE OF CHILDREN

FEBRUARY 8, 1967.—Referred to the Committee of the Whole House on the State of the Union and ordered to be printed

To the Congress of the United States:

In 1905, this Nation hummed with industrial growth—and Jane Addams discovered a boy of 5 working for a living by night in a cotton mill.

Thirteen percent of the laborers then in the cotton trade were child laborers. All across the Nation, in glass factories, in mines, in canneries, and on the streets, more than 2 million children under 16 worked—full time.

Slowly, what Theodore Roosevelt called "public sentiment, with its corrective power" stirred and raised a cry for action.

"The interests of this Nation," President Roosevelt declared to Congress in 1909, "are involved in the welfare of children no less than in our great national affairs."

By 1912, the Federal Children's Bureau was established. The long battle to end child labor moved toward victory. Congress had pledged its power to the care and protection of America's young people.

Upon that pledge, the Congress, the executive branch and the States have built public policy—and public programs—ever since.

In the past 3 years, I have recommended and you in the Congress have enacted legislation that has done more for our young people than in any other period in history:

Headstart and other preschool programs are providing learning and health care to more than 2 million children.

The Elementary and Secondary Education Act is improving the education of more than 7 million poor children.

Our higher education programs support more than 1 million students in college—students who might otherwise not have been able to go.

The Neighborhood Youth Corps, the Job Corps, and an expanded manpower development and training program are bringing skills to almost 1 million young Americans who only a few years ago would have been condemned to the ranks of the unemployed.

The "medicaid" program is now extending better medical service to millions of poor children.

In fiscal 1960, the Federal Government invested about $3.5 billion in America's children and youth. In fiscal 1965 that investment rose to $7.3 billion. In fiscal 1968 it will increase to over $11.5 billion—more than three times the amount the Government was spending 8 years ago.

We are a young nation. Nearly half our people are 25 or under—and much of the courage and vitality that bless this land are the gift of young citizens.

The Peace Corps volunteer in Bolivia, the Teacher Corps volunteer in a Chicago slum, the young Marine offering up his courage—and his life—in Vietnam: these are the Boy Scouts, the 4–H Club members, the high school athletes of only a few years ago. What they are able to offer the world as citizens depends on what their Nation offered them as youngsters.

Knowing this, we seek to strengthen American families. We also seek to strengthen our alliance with State and local governments. The future of many of our children depends on the work of local public health services, school boards, the local child welfare agencies, and local community action agencies.

Recent studies confirm what we have long suspected. In education, in health, in all of human development, the early years are the critical years. Ignorance, ill health, personality disorder—these are disabilities often contracted in childhood: afflictions which linger to cripple the man and damage the next generation.

Our Nation must rid itself of this bitter inheritance. Our goal must be clear—to give every child the chance to fulfill his promise.

Much remains to be done to move toward this goal. Today, no less than in the early years of this century, America has an urgent job to do for its young.

Even during these years of unparalleled prosperity:

5.5 million children under 6, and 9 million more under 17, live in families too poor to feed and house them adequately.

This year 1 million babies, 1 in every 4, will be born to mothers who receive little or no obstetric care.

More than 4 million children will suffer physical handicaps and another 2 million will fall victim to preventable accidents or disease.

One million young Americans, most of them from poor families, will drop out of school this year—many to join the unhappy legion of the unemployed.

One in every six young men under 18 will be taken to juvenile court for at least one offense this year.

Our Nation can help to cure these social ills if once again, as in the past, we pledge our continuing stewardship of our greatest wealth—our young people.

I recommend a 12-point program for the children and youth of America. With the help of the Congress, we can—

1. Preserve the hope and opportunity of Headstart by a "Follow-Through" program in the early grades.
2. Strengthen Headstart by extending its reach to younger children.
3. Begin a pilot lunch program to reach preschool children who now lack proper nourishment.
4. Create child and parent centers in areas of acute poverty to provide modern and comprehensive family and child development services.
5. Help the States train specialists—now in critically short supply—to deal with problems of children and youth.
6. Strengthen and modernize programs providing aid for children in poor families.
7. Increase social security payments for 3 million children, whose support has been cut off by the death, disability, or retirement of their parents.
8. Expand our programs for early diagnosis and treatment of children with handicaps.
9. Carry forward our attack on mental retardation, which afflicts more than 125,000 children each year.
10. Launch a new pilot program of dental care for children.
11. Help States and communities across the Nation plan and operate programs to prevent juvenile delinquents from becoming adult delinquents.
12. Enrich the summer months for needy boys and girls.

STRENGTHENING HEADSTART

Headstart—a preschool program for poor children—has passed its first trials with flying colors. Tested in practice the past 2 years, it has proven worthy of its promise.

Through this program, hope has entered the lives of hundreds of thousands of children and their parents who need it the most.

The child whose only horizons were the crowded rooms of a tenement discovered new worlds of curiosity, of companionship, of creative effort. Volunteer workers gave thousands of hours to help launch poor children on the path toward self-discovery, stimulating them to enjoy books for the first time, watching them sense the excitement of learning.

Today Headstart reaches into three out of every four counties where poverty is heavily concentrated and into every one of the 50 States.

It is bringing more than education to children. Over half the youngsters are receiving needed dental and medical treatment. Hearing defects, poor vision, anemia, and damaged hearts are being discovered and treated.

In short, for poor children and their parents, Headstart has replaced the conviction of failure with the hope of success.

The achievements of Headstart must not be allowed to fade. For we have learned another truth which should have been self-evident—that poverty's handicaps cannot be easily erased or ignored when the door of first grade opens to the Headstart child.

Headstart occupies only part of a child's day and ends all too soon. He often returns home to conditions which breed despair. If these forces are not to engulf the child and wipe out the benefits of Headstart, more is required. Follow-Through is essential.

To fulfill the rights of America's children to equal educational opportunity, the benefits of Headstart must be carried through to the early grades.

We must make special efforts to overcome the handicap of poverty by more individual attention, by creative courses, by more teachers trained in child development. This will not be easy. It will require careful planning and the full support of our communities, our schools, and our teachers.

I am requesting appropriations to launch a "Follow-Through" program during the first school grades for children in areas of acute poverty.

The present achievements of Headstart serve as a measure of the distance we must still go:

Three out of four Headstart children participate only in a summer program. The summer months are far too brief to close the gap separating the disadvantaged child from his more fortunate classmate.

Only a small number of 3-year-olds are now being reached. The impact of Headstart will be far more beneficial if it is extended to the earlier years.

Headstart has dramatically exposed the nutritional needs of poverty's children. More than 1.5 million preschoolers are not getting the nourishing food vital to strong and healthy bodies.

To build on the experience already gained through Headstart:

I am requesting funds from the Congress and I am directing the Director of the Office of Economic Opportunity to—

1. *Strengthen the full year Headstart progam.*
2. *Enlarge the number of 3-year-olds who participate in Headstart.*
3. *Explore, through pilot programs, the effectiveness of this program on even younger children.*

I am recommending legislation to authorize a pilot program to provide school lunch benefits to needy preschoolers through Headstart and similar programs.

CHILD AND PARENT CENTERS

There is increasing evidence that a child's potential is shaped in infancy—and even during the prenatal period. Early in life, a child may acquire the scars that will damage his later years at great cost to himself and to society. No serious effort in child development can ignore this critical period.

In every community, we must attack the conditions that dim life's promise. Today, the Federal Government and the States support a wide range of services for needy children and their parents.

But we have fallen short. Many of these services are fragmented. Many do not provide imaginative and inventive programs to develop a child's full potential. Others fail to enlist the adults of the community in enriching the lives of children and thereby enriching their own lives as well.

The task is to marshal these services—to develop within our comprehensive neighborhood centers a single open door through which child and parent can enter to obtain the help they need.

I am instructing the Director of the Office of Economic Opportunity to begin a pilot program of child and parent centers through its community action program in areas of acute poverty.

I am also instructing the Secretaries of Health, Education, and Welfare and Housing and Urban Development to support these centers with resources from related programs.

These child and parent centers would provide a wide range of benefits—as wide as the needs of the children and parents they must serve:

Health and welfare services.

Nutritious meals for needy preschoolers.

Counseling for parents in prenatal and infant care and instruction in household management, accident prevention, and nutrition.

Day care for children under 3 years old.

A training base for specialists in child development.

A typical center might serve a slum neighborhood or a large housing project. Where possible, the centers would be affiliated with universities to provide greater research and experimentation in the fields of child development and education.

TO WORK WITH CHILDREN

A wealthy and abundant America lags behind other modern nations in training qualified persons to work with children.

These workers are badly needed—not only for poor children but for all children. We need experts and new professionals in child care. We need more preschool teachers, social workers, librarians, and nurses.

New training efforts must be supported—for day care counselors, parent advisers, and health visitors. We must train workers capable of helping children in neighborhood centers, in health clinics, in playgrounds, and in child welfare agencies. Others must be prepared to support the teacher in the school and the mother in the home.

These jobs promise excellent opportunities for high school and grade school graduates, and for citizens who are retired. They can provide meaningful employment for persons who are themselves economically deprived. In helping needy young children achieve their potential, they can also help to develop themselves.

Two OEO programs, Foster Grandparents and Home Health Aids, have already proved the value of such services.

To help provide the trained workers needed for America's children, I recommend legislation to increase to 75 percent the Federal matching funds for State child welfare personnel, including training programs.

I am also directing the Secretaries of Labor and Health, Education, and Welfare, and the Director of the Office of Economic Opportunity, to emphasize through adult education, vocational rehabilitation and other programs, training for "new careers" in child care.

SOCIAL SECURITY INCREASES FOR CHILDREN

Two weeks ago, I proposed legislation to bring the greatest improvement in living standards for those covered under social security since that historic act was passed in 1935.

While this program extends primarily to the older Americans, it also covers a child if the family breadwinner, who is under social security, dies, retires, or becomes disabled.

Today, more than 3 million children receive social security payments. Their average benefit is only $52 a month.

To provide more adequate payments to these children, I recommend legislation to enlarge their benefits—with an average increase of at least 15 percent.

IMPROVING CHILD ASSISTANCE

Enacted during the 1930's, the "Aid to Families with Dependent Children" (AFDC) program is a major source of help for the poor child. Under AFDC, Federal financial aid is provided to States to help needy families with children under 21.

There are serious shortcomings in this program:

Only 3.2 million children received benefits last year.

Twelve million children in families below the poverty line received no benefits.

Thirty-three States do not even meet their own minimum standards for subsistence.

Seven States offer a mother and three children $120 a month or less.

Only 21 States have taken advantage of a 1962 law, expiring this year, allowing children with unemployed parents to receive financial assistance. Only 12 States have community work and training programs for unemployed parents to give them the skills needed to protect their family and earn a decent living. A number of States discourage parents from working by arbitrarily reducing welfare payments when they earn their first dollar.

To remedy these deficiencies and give the poorest children of America a fair chance, I recommend legislation to—

Require each State to raise cash payments to the level the State itself sets as the minimum for subsistence, to bring these minimum standards up to date annually, and to maintain welfare standards at not less than two-thirds the level set for medical assistance.

Provide special Federal financial assistance to help poorer States meet these new requirements.

Make permanent the program for unemployed parents, which expires this year.

Require each State receiving assistance to cooperate in making community work and training available.

Require States to permit parents to earn $50 each month, with a maximum of $150 per family, without reduction in assistance payments.

Even well-established State welfare programs lack adequate services to protect children where there is physical abuse or neglect. There should be protection for the child as well as help for the parent. Other State child welfare programs should expand day-care and homemaker services. New services must be tested, particularly for the mentally

retarded, for the child requiring emergency shelter, and for the child in the urban slum.

I recommend legislation to authorize a program of project grants to encourage States and local communities to develop new forms of child services.

CHILD HEALTH

Last year nearly 400,000 needy mothers received care through maternal and child health nursing services. About 3 million children received public health nursing services, including almost 20 percent of all infants under 1 year of age.

But our public health record for children gives us little cause for complacency:

At least 10 other nations have lower infant mortality rates than the United States. Nearly 40,000 babies in America die each year who would be saved if our infant mortality rate were as low as Sweden's.

Nearly 1 million pregnant women receive little or no prenatal care.

More than 3.5 million poor children under 5 who need medical help do not receive it under public medical care programs.

Our whole society pays a toll for the unhealthy and crippled children who go without medical care: a toll of incalculable human suffering, unemployment, rising rates of disabling disease, and expenditures for special education and institutions for the handicapped.

We have made hopeful beginnings toward reducing that toll.

Under the "medicaid" program enacted in 1965, the 25 States now in partnership with the Federal Government will help pay hospital costs and doctors' bills for more than 3.5 million poor children this year. By next year, we expect 23 more States to join "medicaid."

I am requesting increased funds for the "medicaid" program, including $221 million for medical care for needy children—an increase of some $100 million over last year.

We must also move in another direction. Nearly 500,000 youngsters now receive treatment under the crippled children's program. But more than twice that number need help.

The problem is to discover, as early as possible, the ills that handicap our children. There must be a continuing followup and treatment so that handicaps do not go neglected.

We must enlarge our efforts to give proper eye care to a needy child. We must provide help to straighten a poor youngster's crippled limb before he becomes permanently disabled. We must stop tuberculosis in its first stages, before it causes serious harm.

I recommend legislation to expand the timely examination and treatment of an additional 500,000 poor children in fiscal 1968.

In 1965 I proposed and the Congress enacted a special program to provide comprehensive health care for the poor child. Today, through the work of the Children's Bureau and local public health agencies, thousands of preschool and school children in more than 20 communities across America are being examined and treated The early success of this program justifies its further expansion.

I am requesting the full authorization of $40 million for the comprehensive health service program for preschool and school children.

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There are only 12,000 trained pediatricians and 13,000 obstetricians in the United States today—far too few to provide adequate medical care for all our children and mothers.

Our health goals for children cannot be met unless we develop new patterns of health care. This will require the great energy and skill of the American medical profession. New types of health workers must be trained to help our doctors do more. We must use more effectively the health manpower we have. Above all, the health profession should be encouraged to invent and innovate to give every child the medical care he needs.

I recommend legislation to authorize 10 pilot centers this year to provide research and development in child health care, to train health workers, to test new methods and to provide care for 180,000 needy children and 10,000 mothers.

These new centers will be associated, wherever possible, with medical universities or neighborhood health centers. They will—

Train new types of health workers to assist the pediatrician and obstetrician.

Design and develop more efficient methods and techniques of health care delivery.

Provide needed maternal and child health care.

In addition, I am directing the Secretary of Health, Education, and Welfare to allocate increased funds to help train more pediatricians, obstetricians, and family doctors.

MENTAL RETARDATION

Each year more than 125,000 infants are born mentally retarded. This dread disability strikes rich families and poor. The tragedy of mental retardation affects the child, the parents, and the entire community.

In 1958, the late Congressman from Rhode Island, John E. Fogarty, introduced legislation which launched our attack on mental retardation.

For the past 3 years we have intensified that attack on all fronts—in prevention, treatment, rehabilitation, employment, recreation services.

But today, America still lacks trained workers and community facilities to carry on the fight.

I recommend legislation to—

Provide, for the first time, Federal support to assist the staffing of community mental retardation centers.

Extend Federal support for the construction of university and community centers for the mentally retarded.

DENTAL NEEDS

Nearly two out of three disadvantaged children between the ages of 5 and 14 have never visited a dentist. They have five times more decayed teeth than their more fortunate classmates.

To begin meeting the dental needs of poor children, I recommend legislation to—

Authorize a pilot program of dental care for 100,000 children in areas of acute poverty.

Provide training for dental assistants to help bring care to schools and other community agencies.

Explore better methods of furnishing care.

THE JUVENILE DELINQUENCY PREVENTION ACT OF 1967

Youth can mean high spirits, great ambitions, wide intellectual interests, constructive group activities, and the exciting tests of physical and mental power.

But too often it means failure in school, dropouts, the emptiness of unplanned days, joblessness, flights from a broken home, and trouble with the police.

The rapid urbanization of our Nation and the sharply growing numbers of young people can mean new vigor and opportunity for our society—or new crime problems and more wasted lives.

This Nation has already committed itself to enrich the lives of our young people and to free the disadvantaged from the waste and boredom that would otherwise characterize their lives:

The Elementary and Secondary Education Act of 1965 and the Higher Education Act of 1965 are greatly expanding educational opportunities.

The Upward Bound program is preparing disadvantaged boys and girls for entry into college.

Work-study programs, grants, loans, and scholarships are helping to provide an education for young people unable to afford it.

The Manpower Training and Development Act, the Job Corps, and the Neighborhood Youth Corps are providing needed job skills.

Despite these achievements, much remains to be done to fulfill our commitment to your Americans. In later messages, I will propose additional measures that will assist young Americans—in education, in health, and in special employment programs.

But today, I propose to deal with the young American who is delinquent or potentially delinquent. Too many schools and agencies close their doors and minds to a young person with serious behavioral problems, and then pass him on to sterner but frequently less effective authorities. Most youth who commit delinquent acts ultimately grow into responsible adults. But if a youth behaves badly enough or is unlucky enough to enter the courts and correctional institutions, he is more likely to continue in criminal activity as an adult.

The past 5 years of experience under the Juvenile Delinquency Act and the report of the National Crime Commission have shown the need for new approaches for dealing with delinquent and potentially delinquent youth:

Special community-based diagnostic and treatment services for youth in trouble.

The strengthening of ties between the community and the correction and probation system.

The construction of modern correctional facilities employing the most advanced methods of rehabilitation.

We must pursue a course designed not merely to reduce the number of delinquents. We must increase the chances for such young people to lead productive lives.

For the delinquent and potentially delinquent youth, we must offer a New Start. We must insure that the special resources and skills essential for their treatment and rehabilitation are available. Because many of these young men and women live in broken families, burdened with financial and psychological problems, a successful rehabilitation program must include family counseling, vocational guidance, education and health services. It must strengthen the family and the schools. It must offer courts an alternative to placing young delinquents in penal institutions.

I recommend the Juvenile Delinquency Prevention Act of 1967.

This act would be administered by the Secretary of Health, Education, and Welfare. It would provide—

Ninety percent Federal matching grants to assist States and local communities to develop plans to improve their juvenile courts and correction systems.

Fifty percent Federal matching grants for the construction of short-term detention and treatment facilities for youthful offenders in or near their communities.

Flexible Federal matching grants to assist local communities to operate special diagnostic and treatment programs for juvenile delinquents and potential delinquents.

Federal support for research and experimental projects in juvenile delinquency.

The problems of troubled youth do not yield to easy solution. They must be pursued on a broad front. Thus, States and communities must be encouraged to develop comprehensive strategies for coping with these problems.

The facilities they build should be modern and innovative, like the "halfway" houses already proven successful in practice. These facilities should provide a wide range of community-based treatment and rehabilitation services for youthful offenders.

New methods of rehabilitation—establishing new ties between the correctional institution, the job market, and the supporting services a delinquent youth needs when he returns to the community—should be tested.

Local agencies, public and private, should be assisted in providing special diagnostic and treatment services for youth with serious behavioral problems. Other Federal programs for medical care, education, and manpower training should be supplemented to provide the intensive services needed to assist delinquent and potentially delinquent youth to become productive citizens. These efforts must first be concentrated in poor neighborhoods where the risk of delinquency is highest.

These steps must be taken now. But at the same time we must continue and expand our research effort. We must learn why so many young people get into trouble and how best to help them avoid it. To do this, we will look to universities and individuals, State and local agencies, and other institutions capable of adding to our knowledge and improving our methods and practices in this vital area.

SUMMER PROGRAMS FOR YOUNG AMERICANS

Last year, summer took on a new and brighter meaning for millions of needy young citizens:

Headstart served 570,000 preschoolers.

The Elementary and Secondary Education Act provided funds to bring remedial courses and day camps to 2½ million children.

Upward Bound enabled 25,000 high school students to live on college campuses and gain new learning experiences.

The Youth Opportunity Campaign found more than a million jobs for 16- to 21-year-olds.

The Neighborhood Youth Corps offered summer work to 210,000 young people.

Community Action and other OEO programs, such as Operation Champ, offered recreation to nearly 1 million children.

This summer we can do more.

We can enable additional schools and playgrounds to remain open when vacation comes.

We can, with the help of public-spirited local organizations, bring fresh air and cool streams to the slum child who has known only a sweltering tenement and who must sleep on a crowded fire escape to get relief from the heat.

We can enlist the volunteer help of many citizens who want to give needy children a happy summer.

To further these purposes, I will—

Establish a Cabinet-level Council headed by the Vice President to promote Summer Youth Opportunities.

Direct this Council to make public facilities available to provide camping opportunities for additional needy children this summer.

Request the Council to call on public and private groups to sponsor and operate these camps and to enlist college students and others to work in them.

Request the Council to call a national "Share Your Summer" conference to encourage more fortunate families to open their vacation homes to disadvantaged children for part of the summer.

In addition, I recommend legislation to provide funds for the construction of summer camp facilities for at least 100,000 children in 1968. These camps would be built only where there is an agreement with a private institution or local government agency to operate and finance them.

I am directing every Federal agency to strengthen its programs which provide summer employment, education, recreation, and health services. These summer programs must become a permanent feature in the year-round effort to develop our children and teenagers for responsible citizenship.

I call upon every city and local community to help make summers happy and productive for the youth of America. It should not take an act of Congress to turn on a fire hydrant sprinkler, to keep a swimming pool open a little longer, or provide lights and supervision for a summer playground.

A NEW PRIORITY

No ventures hold more promise than these curing a sick child, helping a poor child through Headstart, giving a slum child a sum-

mer of sunlight and pleasure, encouraging a teenager to seek higher learning.

I believe that the Congress recognizes the urgency—and the great potential—of programs which open new opportunity to our children and young people.

But beyond these beginnings, there is much to do.

We look toward the day when every child, no matter what his color or his family's means, gets the medical care he needs, starts school on an equal footing with his classmates, seeks as much education as he can absorb—in short, goes as far as his talents will take him.

We make this commitment to our youth not merely at the bidding of our conscience. It is practical wisdom. It is good economics. But, most important, as Franklin D. Roosevelt said 30 years ago, because "the destiny of American youth is the destiny of America."

We can shape that destiny if we act now and if we bring to this task the energy and the vision it demands.

LYNDON B. JOHNSON.

THE WHITE HOUSE, *February 8, 1967.*

Mr. Howe. I would like to do exactly as you suggest, Mr. Chairman, to run through the testimony, calling your attention to certain portions of it, reading certain portions of it, and as you say, ad libbing on others, to try to get the broad picture before you.

It is a body of testimony which reviews the existing Elementary and Secondary Education Act in all of its titles, and it has something to say about our operations in the Office of Education of the various portions of this act. It then connects up our suggestions for legislation this year with the operation of the act up to this time.

I commend the full body of the testimony to you and to others as perhaps one of the most comprehensive statements that we have of Federal activity in elementary and secondary education.

I also want to comment very briefly, before going into the testimony, on our statement about our celebration today—the 100th anniversary of the Office of Education. This will take place on the plaza outside of the Office of Education Building outdoors. Loudspeakers will be set up and various activities will go on.

I believe the Secretary will say a few words. I will try to say a few words. We hope to hear, although we are not 100 percent sure, from a very famous former school teacher and other people.

We hope that the members of the committee will be able to come and take part in these ceremonies with us. They won't take long. They will start about 12:30 or very shortly thereafter. There will be some music and other activities.

Mr. Chairman and members of the committee, 100 years ago today, President Andrew Johnson signed into law an act to establish a Department of Education. The functions of the Department were several:

Collecting such statistics and facts as shall show the condition and progress of education in the several States and territories:

Diffusing such information respecting the organization and management of schools and school systems and methods of teaching as shall aid the people of the United States in the establishment and maintenance of efficient school systems; and

Otherwise promoting the cause of education throughout the country.

In the past century, the Office of Education has, indeed, striven to "promote the cause of education." In so doing, it has grown considerably from the original Commissioner—who earned the munificent sum of $4,000 per annum—and his three clerks. Today the Office of Education has a staff of nearly 2,800 and an annual budget of almost $4 billion for the administration of over 75 educational programs.

As indicated by the dollar and staff growth, the functions and responsibilities assigned by law to the Office of Education have been increased significantly over the decades and particularly in the past few years, and, I might add, particularly through the endeavors of this committee.

It is a pleasure for me to appear before you this morning to discuss and support the administration's legislative proposals as embodied in the Elementary and Secondary Education Amendments of 1967, H.R. 6230, which represent a further broadening of functions as well as a renewal of some expiring existing authority.

Before I detail these legislative proposals, however, I should like to highlight some of the accomplishments of the past year by State

and local educational agencies under the Elementary and Secondary Education Act.

This important piece of legislation has had a profound impact on the educational system of this Nation. Programs conducted under its authority have reached, directly or indirectly, nearly every schoolchild and teacher in the country.

Last year, President Johnson noted that "Educational deprivation cannot be overcome in a year. And quality cannot be achieved overnight." But I feel we have come a long way in our efforts to provide high quality educational opportunity for all.

First of all I would like to comment on title I of the act.

We have recently completed a study of the first year's operation of title I of the act—a study drawn from the reports from the several States—of each State's experience. It is clear from this study that there has been very wide participation in the benefits available under that act.

Some 25,000 local educational agencies were eligible to receive funds, and 17,481 of them actually participated. We have given you in the appendix A of this testimony a breakdown of all of the major categories of expenditure for the fiscal years 1966 and 1967, so that you can see exactly the kind of things to which this money is going.

One of the potential problems in administering a program of this size is that communication with teachers and administrators of the State and local level is a massive enterprise in itself. Trying to get the proper policies set forth by the Congress carried out has been a major job for us.

We have worked hard on this. We have set up a number of special arrangements to communicate at the State level, to help the States communicate at the local level. We have special arrangements in being for interpreting the program in the 21 largest cities—working with the State departments when we do that.

We held a conference last July to which we invited some 500 educators from all over the United States to meet here in Washington to examine how the program was going. Mr. Perkins was able to give considerable time at that conference himself. The President of the United States attended it, as did the Vice President. It was, I think, a most successful affair and resulted in a good deal of useful communication about the operation of title I. We are submitting a copy of the report of that conference for the record here in this committee.

(The report referred to follows:)

National Conference on Education of the Disadvantaged

DISCRIMINATION PROHIBITED—Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." Therefore, the Elementary and Secondary Education Act of 1965, title I program, like every program or activity receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.

The National Conference on Education of the Disadvantaged was sponsored b

The Office of Education
U.S. Department of Health, Education, and Welfa

Harold Howe II, *Commissioner of Education*

Arthur L. Harris, *Associate Commissioner for Elementary and Secondary Education*

John F. Hughes, *Director*
Division of Compensatory Education

J. Rupert Picott
Conference Director

Title I, Elementary and Secondary
Education Act of 1965

OE-37004

National Conference on Education of the Disadvantaged

Report of a National Conference
Held in Washington, D.C.,
July 18–20, 1966

U.S. Department of Health, Education, and Welfare
John W. Gardner, *Secretary*

Office of Education
Harold Howe II, *Commissioner*

The President addresses the Conference at the Second General Session.

The White House

STATEMENT BY THE PRESIDENT

I have asked the U.S. Commissioner of Education, Harold Howe II, to call a national planning conference in Washington, July 18–20, on education for disadvantaged children.

The program provided by Title I of the Elementary and Secondary Education Act of 1965 has been started and the funds for this fiscal year dispersed in an unusually brief span of time. Its value has been clearly demonstrated. There are 7 million children who are receiving a better education this year because our State and local school systems moved swiftly and with ingenuity to use these funds. We must now assure ourselves that progress is universal. The gains made in some schools can be duplicated throughout the Nation if we exchange information and ideas quickly.

To this end I have suggested to Commissioner Howe that he invite the chief education officer of each State to name a four-man delegation to the conference. This delegation would be comprised of the State's Title I coordinator, a representative from a State college or university, and a representative each from an urban and a rural area.

The conference will provide a working environment for exchanging ideas and exploring new methods of educating the children of poverty. It can concern itself with problems discussed in the report of the National Advisory Council on Education of the Disadvantaged.

I have asked Commissioner Howe to make the results of the conference known to all State educational agencies, and I hope this meeting will be the forerunner of a series of similar conferences in each State before the fall school opening. We cannot rest until every boy and girl who needs special help in school receives it in the most effective, imaginative form that American ingenuity can devise.

MAY 24, 1966.

FOREWORD

This report on the National Conference on Education of the Disadvantaged testifies to the spirit of honest inquiry which motivated the conference participants. It is, in fact, a striking tribute to the candor and integrity of American educators, engaged in a search for lasting solutions to the educational problems of our time.

If the report appears to focus on shortcomings in our schools, this is because our educators recognize that self-examination, rather than self-congratulation, provides the key to progress. I think it is clear, however, that throughout the Nation, American teachers are gaining new insights into the educational process and are seeking, and finding, ways to make all our children more successful in the schools.

The spirit of change and progress which marks our schools today has been greatly stimulated by Federal programs established under the Elementary and Secondary Education Act of 1965. It is my hope and belief that this conference, and the printed summary of its proceedings, will be a provocative and refreshing stimulus to further progress.

I extend my heartfelt thanks and congratulations to the conference participants for their enthusiasm, their perceptiveness, and their productive deliberations.

It would be impossible for me in this short space to name all the others who gave so generously of their time, talent, and energies to this large undertaking. I can only say that I am most grateful to all persons, both within and outside the U.S. Office of Education, who contributed to the success of the conference.

Harold Howe II

HAROLD HOWE II.
U.S. Commissioner of Education

JULY 28, 1966.

CONTENTS

INTRODUCTION

As any multimillionaire will testify, "Making the first million is the hardest." As any educator concerned with Title I of the Elementary and Secondary Education Act will readily paraphrase it, "Spending the first billion is the hardest."

The National Conference on Education of the Disadvantaged convened less than 365 days after America made its first Federal commitment—in cash—to start wiping out inequality of opportunity in the schools.

More than 400 educators, as well as professional allies and critics, gathered at the Mayflower Hotel in Washington. Among them were the Title I coordinators from each of the States, a hardy group that stands in the eye of a national hurricane, weathering conflicting demands and expectations, yet upon which the Nation depends to pilot it over an uncharted sea.

Although Title I is regarded as an *action* program, it is, like early phases of the space program, a huge undertaking in *research* of the totally unknown. Perhaps one day soon a conference on education of the disadvantaged will be characterized by a competitive exchange of success stories and answers. This year's conference, first in perhaps a long series, certainly was not. It was hardly even an exchange of questions. It was a *search* for questions. At this early stage, the main question that emerged was not, How do you proceed? but, Where do you begin? If everyone agreed—as almost everyone did—that change is imperative and urgent, almost no one was sure of where change should properly start. Must change begin with the teacher, the principal, the superintendent, the school board? Do you begin in the school lunchroom by insuring a good breakfast as fuel for a healthy mind? Do you begin with parents, teaching them to read stories to the young and to spur the ambitions of the nearly grown? Do you begin with community action, trying to restore the confidence of the alienated in a society that claims to guarantee health care, police protection, a right to free choice of good housing, and equal opportunity to work for a living? Or is the question purely one of improving the skills of pedagogy? Do you begin with the mind of the child?

About half of the conference was composed of educational professionals directly engaged in planning or administering title I projects. They numbered four from each State—usually the State Title I coordinator, a university education specialist, and two administrators or teachers directly engaged in a Title I project, one urban and one rural.

The remaining half of the conference consisted of outsiders—Government officials in education and related fields, community action specialists, civil rights leaders, and officials of major educational organizations.

At times the conference was divided, as though in debate, by a loosely definable line. Community action specialists and civil rights leaders pressed for dramatic change in the structure of schools. To them, the evidence clearly added up to a gross failure of the schools, and therefore gross change was mandatory. Some of the school people present understandably resisted this report card of blanket failure. If educational adjustments need to be made in keeping with new national expectations, they argued, experienced professionals are the most qualified to judge what adjustments are necessary and how to make them. The mammoth institution of public education, they said, cannot be uprooted overnight; old institutions are capable of producing new kinds of behavior for new needs.

When at times the words grew hot, the listening correspondingly grew more alert. It was not a debate which anyone won or lost. It was an interpenetration of ideas from diverse vantage points. It is safe to say that no conferee went home without a deeper understanding of the complexities in which he is engaged.

The spirit of the Conference was effectively keynoted by Vice President Hubert H. Humphrey in a stirring address at the opening night's banquet. He called upon the delegates to help close the gap between the real and the ideal in education—"an educational system that will train, rather than chain, the human mind; that will uplift, rather than depress, the human spirit; that will illuminate, rather than obscure, the path to wisdom; that will help *every* member of society to the full use of his natural talents."

At the second night banquet, delegates were honored with a surprise visit by the President of the United States, who emphasized the high priority of the work

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of the conference in the great range of national commitments.

A final word about the structure of this report: Conferees were assigned to discussion panels, each panel to consider one of four topics: I. Diagnosis of the Problem; II. Strategies for Action; III. Some Effective Approaches; IV. Mobilizing Our Resources. Each subject had not one, but two panels charged with discussing it. The thought was that, because one mix of human beings is unlike any other, two panels on any subject might produce two valuable sets of viewpoints and ideas. Each panel was enriched by six or seven guest panelists who presented short papers on experiences or theory with which they were identified. Each was served by consultants from the U.S. Office of Education or some other Government agency.

In addition, two special group discussions were arranged: *Title I and School Desegregation*, and *Title I and the Performing Arts*.

For a very good reason, section I of this report, which summarizes the eight panel discussions, does not follow a panel-by-panel narrative format. The enthusiasm of the conferees, the freedom of discussion, and the very interrelationship of all aspects of the subject matter caused the panels to exceed the confines of their titles and to touch on most aspects of educating the disadvantaged.

To provide a logical grouping of related discussions, therefore, section I is divided into eight topics of prominent concern. Panel reports have been broken up and distributed within these eight topic reports. Under each topic, material is arranged in a sequence suggested by the flow of information. It is believed that this format will enhance the report's usefulness both to the participants and to others seeking to discover the real spirit and substance of the discussions.

If the discussion recorded in the subsequent pages appears useful and lively, much of the credit is owed to the distinguished group of panel chairmen. And, rich as the discussion was, its usefulness to others would have been lost without the skilled labors of eight summary writers, each an experienced and professional craftsman, and of the conference's editorial director, Bernard Asbell, who collated and edited their work.

The chairmen, summary writers, panelists, and consultants are identified in the panel lists appended to this report.

Section I. SUMMARY OF PANEL DISCUSSIONS

Using Title I to Produce Change

Panel IVA

Participants agreed that the poor of America, despite the potential of programs such as Title I of the Elementary and Secondary Education Act of 1965 (ESEA), still have little reason to believe they matter as human beings. The disadvantaged, adults and children, are failing in the educational system, and the educational system is failing them.

Participants agreed that there are many roadblocks to educational reform.

"If you're going to lead, you're going to have to cope with power," said panelist Mario D. Fantini, program associate, the Ford Foundation. "You need to be responsive to other sources of power and mobilize them. You have to be the internal agent of change. The educator needs power if he wants to lead, and he does not have power today."

Dr. Fantini, who directed Ford's 1962–65 Madison Area Project in Syracuse, New York, public schools, asserted that change can be effected through a "mutant group" which can "carve out a piece of the bureaucracy." While acknowledging that "we have no systematic internal system for change in the big bureaucracies," he said programs like Title I can be used to "create a subsystem for change."

He said that as a result of the Ford project, under which a much broader effort labeled "Crusade for Opportunity" has succeeded the original $160,000 program, "half of Syracuse, in 3 years, is radically different." Educators, he said, could expect similar results in their own communities if they used their Title I allocations as a catalyst for change. "At the end of 5 to 10 years," Fantini said, "we could have a different process for teaching children." He added: "I would like to see this money going into education serve as change money. We've built into our [educational] program a kind of remedial approach, a kind of strengthening what is. This is not going to be the payoff. I am hopeful that people here can begin to use the new money not for strengthening what is, but for changing what is."

Margaret G. Dabney, professor of adult education at Virginia State College, asked Dr. Fantini if the strategy he recommends would work "in different parts of the country where we are faced with total conservatism at all levels." He replied, "I look on every crisis situation as a chance for change. We should not just hang aid onto a system but we should use aid as an agent for change." He emphasized that he believes Title I people are the only group capable of setting in motion a large-scale program for producing a "steady search machinery" to change the schools.

Mrs. Dabney agreed that "we get hung up on a band-aid type of operation. We need to talk about a creative restructuring of the whole business."

Panel chairman John L. Cleveland, Title I coordinator for the Berkeley (California) Unified School District, concurred. "Whatever goals we have set for disadvantaged kids, they have not reached them," he said. "If I said there's a bomb under us right now, you'd make it, baby. . . . Educationally, we do have a bomb under us, under our whole educational system.

"The point is that we have no choice—whether we're going to lay the groundwork for change or sit around and be changed. We're failing. We don't have the answer. Eighty percent of these kids are going down the drain. . . . We've got to do the job quick or the whole system is going to blow up on us."

Panelist John J. O'Neill, dean of the Graduate School of Education at Rutgers University, said that "the question of the power structure is essential" in considering reform in the schools because "the schools always do what the culture wants." He said he was hopeful that colleges and universities can come up with some answers. "I think we have a staging area," he said, "but we don't have a beachhead and we don't have a perimeter."

What is lacking, participants agreed, is a full-scale commitment to the poor which would not only serve to improve their education and lives but would also instill in them a conviction of self-worth that should be their birthright. Mrs. Dabney reminded the group that "most of us could recite the psychological principles of poverty. So, why are we here? It's because these facts and principles and concepts really haven't worked their way into our guts."

Jule Sugarman, Deputy Director, Project Head Start, U.S. Office of Economic Opportunity (OEO), said much responsibility rests with the administrator. "It's

been my experience that the most critical element is the guy at the top of the organization," he said. "A lot can be done by fiat. A lot can be done by incentive and encouragement, and recognition of effort.

"This says a lot for the process of getting leaders. If we're going to have any massive intervention into the problems of the poor, we've got to find ways to get good people into key spots in leadership roles. There is a tremendous premium on the character of the person who is leading. A program won't work unless the person at the top is receptive to it."

Chairman Cleveland added that Title I presents opportunities which have never before been available to the administrator and teacher on behalf of the children who heretofore have simply been problem children.

"A good thing about Title I," he said, "is that you don't have to succeed. You just have to try something new."

Panel IIA

Panelist Philip Montez, State President, Association of Mexican-American Education, Los Angeles, Calif., told of an experiment with a group of alienated Hebrew and Mexican-American children in Los Angeles. Money was made available under Title I for the teachers to involve themselves at the community level. ". . . here I saw a teacher sitting with three or four kids drinking a coke. . . . talking their jazz, talking their lingual . . . This teacher in this program has been allowed time to participate with individual kids on things that are important to them, being willing to accept the threat of maybe entering into a world that she or he doesn't really understand. I think this is crucial in education today."

Another panelist, Arthur Pearl, Professor of Education, University of Oregon, said that the poor were "locked out" of our society and Title I could be used to change this situation. "The fact of the matter is right now, today, a Negro with a college education makes less money than a white person with a 10th grade education in this country," he said. "The unemployed rate with Negroes with less than high school education is just the same as if they had a high school education.

"Now, you have got $1 billion that can be used to start changing the world for people who are locked out. . . . The point is that out of . . . Title I you can hire poor people to teach. And you can start opening up the world for them."

Panel IIIA

One participant advised that Title I money be spent on the radical and revolutionary, "for the wilder the idea is, the more likely that it will do some good."

The participants were confused as to what innovation was supposed to mean and whether the ideas should be new per se or simply new to their school districts. Consultant Nolan Estes, Director, Division of Supplementary Plans and Services, Bureau of Elementary and Secondary Education, U.S. Office of Education (OE), outlined four essential steps for innovation: research or inquiry, development, diffusion, and utilization.

A question arose: Why concentrate on the innovative? Some contended that Title I presents an opportunity to get funds for old ideas that have not been tried in a school system previously because the money has never before been available. Such ideas, while old to the field, would be new to such a system.

Another contention was that innovative ideas usually require the kinds of specialized personnel that are hard to find and harder to train. In partial answer, it was suggested that, once Title I innovations are introduced, old parts of the curriculum that have not worked be eliminated, freeing the staff and equipment for the new programs. It was further advised that "our additive approach will run out. We need adaptive procedures because otherwise we'll run out of space, personnel, materials, and everything else."

The similarity of Title I projects was discussed, and some effort made to trace back their source. In at least one instance a publishing house has sent out a model proposal which, in turn, has been widely copied. The Federal guidelines and model proposals sent out by some of the States have been taken as gospel by some school systems and have been followed like blueprints. One reason for this is that, in the early stages of Title I, time was short and personnel to write proposals scarce. The participants expressed a desire for help in working up proposals and advice from coordinators and from college faculty in developing ideas.

This discussion got into the role of the Title I coordinator. Is the coordinator's function simply to see that the proposal is in order and pass it along for approval? Or is he to act as an innovator, encouraging superintendents and others to new ideas? There was no final agreement on the coordinator's role, although it was clear that some of the coordinators were functioning as program developers with local school systems.

A further, more basic question threaded its way through the meeting: Whether ideas that have failed in the past should be funded. An example was offered in the field of reading. Some 70 percent of all funded proposals are in the area of remedial reading, although remedial reading often has not been effective. Should the coordinator reject such proposals on the

Conference Director Picott and H.E.W. Secretary Gardner greet the Vice President.

basis of past experience? One panelist likened it to "prescribing a larger dose of what we know doesn't cure."

Another panelist concluded: "There has been standardization of how to go about the job of writing proposals, but a lot of pedestrian stuff has been approved. What is needed now is encouragement and stimulation to get truly innovative ideas, because our old ways of educating fall a long way short."

Panel IB

One delegate claimed that in his area teachers were using Title I remedial classes as a dumping ground for their problem students, just as they had used vocational classes provided under the Smith-Hughes Act. Another delegate worried that it might not be possible to dislodge faulty crash programs if they were once established.

Yet others were enthusiastic. Title I funds had enabled them to deal with elementary and obvious problems. "First things first" was the attitude of a rural Georgian school superintendent. We can see which children are suffering from malnutrition, he said, and feed them. We can find out who stay away from school because they lack warm clothes, and clothe them. We can provide glasses. Children are smart

and they can learn. There is money now for books and libraries. Parents are a problem, but we are finding ways to involve them, such as recreational programs and visits from school people. His county, he said, was so backward "the June bugs come in October," but parents would be reached by sending a school visitor to homes, "sitting on the back porch with them swatting flies, drinking buttermilk, and bragging on it. We'll have a change before we know it."

Panelist Edmund W. Gordon, professor of educational psychology and guidance, Yeshiva University, agreed that many of the obvious but ordinary things that are being done are indeed good. He would not demean them, but he would point out that they are directed at equalizing educational opportunity, and while that too is good, he suspected the crucial problem goes beyond that. Giving food and clothing, medical care, books, even little allowances permitting some to participate who might not otherwise, does equalize educational opportunity. It will make some difference. But it may not be sufficient to compensate for the deficiences of the background from which the disadvantaged child comes. Head Start, a tremendous innovation, may reduce the gap between the advantaged and the disadvantaged. But equalizing the opportunities, he said, will not compensate for the differences. We should go beyond equal opportunity to specialized opportunity. Dr. Gordon was worried that current efforts may prove to be both insufficient and inappropriate. "We did not cure the plague with blood letting. We did not cure TB by drinking milk."

Panel IIIB

A number of the participants felt that the first year of Title I has "produced money for action," and that it has already changed attitudes. Victor J. Podesta, superintendent of schools, Vineland, N.J., said that prior to the passage of the Elementary and Secondary Education Act "there was little action in the classroom. Teachers had been conditioned to expect failure, and had little outside contact with the problems of the disadvantaged. Title I provided health care and food service; it lengthened the schoolday and decreased class size. Title I gave us money to shake up programs and gave status to teaching the disadvantaged. You could always hire teachers for Evergreen School (a middle-class school), but if you mentioned Lincoln School (disadvantaged), candidates would immediately become interested in the next town."

Panelist Evans Clinchy, director of the Office of Program Development of the Boston Public Schools, described plans for a model demonstration subsystem within the Boston system, an attempt not at developing scattered special programs for disadvantaged children but at reshaping all aspects of a school, experimenting with curriculum, differing teaching styles, and new materials. The subsystem is now centered in one elementary and one junior school but will eventually be extended to the senior-high level. It includes trials with nongraded instruction, cultural enrichment, the development of close contact with parents and community, intensive work in language and arithmetic, and the provision of special resources and instruction in art, music, and dance (eurythmics). Ultimately, it is hoped, the trials in the subsystem will influence practices in other Boston schools and provide models for general change.

Among other projects described were—

- Provision of mobile classrooms, each with separate living quarters for a teacher, to bring special services to the scattered rural areas of North Dakota. (Vivian Nordby, county superintendent of schools, Amidon)
- A special program in biology for ninth graders from rural schools conducted at a university in Puerto Rico. (Ismael Velez, director, Biology Department, San German)
- A demonstration project in Danbury, Conn., focused on early childhood education, adult education, vocational training and special programs for the disadvantaged, employing rented construction project trailers specially equipped by the school system, and using nonprofessionals as teacher aides. (Ernest E. Weeks, assistant superintendent of schools, Danbury)
- An intensive remedial reading program at Virginia State College for the first-year students from disadvantaged schools, using closed-circuit television and other media, reported to have raised reading levels 4 years in a year's duration. (Harry Johnson, Virginia State College, Petersburg)
- Provision of special equipment and study facilities for remote schools in Alaska; at the University of Alaska, anthropology courses to train teachers for work in such schools. (Mrs. Winifred D. Lande, assistant director for State-operated Schools, Juneau)
- A cluster of 23 projects in Minneapolis, including free breakfast and lunch programs for disadvantaged children, the use of teacher aides and home visitors, and the institution of a special noncredit summer school in which teachers "don't have to cover any body of material, they just teach." (Donald Bevis, director of special Federal projects, Minneapolis)
- The institution of summer remedial reading and enrichment programs, and the use of a mobile dental unit which, in 1965–66, served 1,000 children in Little

Rock, Ark. (Paul Fair, deputy superintendent of schools, Little Rock)

- The Michigan State Department of Education has contracted with the State universities for consulting assistance in technical services for local districts, and is conducting an inservice program for its own staff. (Louis Kocsis, chief, elementary and secondary education, State Department of Education, Lansing)
- Use of private preparatory schools for summer enrichment programs. (Edward Yeomans, National Association of Independent Schools, Boston, Mass.)
- Establishment of ungraded programs, introduction of a variety of special services, and the enlistment of community involvement in a pilot elementary school project at the Cleveland School, Washington, D.C. The hope is that through the institution of ungraded groups the necessity for remedial reading programs will be eliminated since all children may progress at their own speed. (Mrs. Lorraine F. Bivins, supervisor of Cleveland Elementary School, D.C. Public Schools, Washington)
- The "lighted schools" of Rochester, N.Y., involving afterschool and evening programs conducted in churches and other facilities outside school buildings. Participants include college students and other volunteers. The program focuses on reading instruction for disadvantaged children and adults, including family reading programs in which parents are taught to read to their young children. (Mrs. Alice Young, administrator, Title I, ESEA, City School District, Rochester)

A number of these programs derived support from several sources. Connecticut, for example, has provided State funds that supplement Title I allocations.

There appeared to be a feeling that Title I has provided opportunities never before available, that necessary action can now be taken.

The School Views the Child—and Vice Versa

Panel IIB

Panelist Max Birnbaum, director of the Human Relations Laboratory, Boston University, put the overall problem in these terms:

"What we are now being asked to do is to find new and untried ways of inducing the disadvantaged sections of the population to defer substantial gratification over a long period of time—even past college or graduate school—and to substitute the pleasures derived from school achievement for those which correspond more immediately to life needs.

"The crucial question really is: How can we expect a lower class population to adopt—overnight—middle-class values which accept deferment of immediate needs gratification in order to achieve a delayed and profitable reward? The absence of this middle-class pattern of behavior has led many teachers to conclude that these children are 'ineducable.'"

Mr. Birnbaum added, "Our most difficult problem is that school principals, teachers, and other education leaders confront situations which their previous training has not equipped them to handle confidently or constructively."

Another panelist, Edward Zigler, professor of psychology, Yale University, noted in the same vein: "Disadvantaged children are not motivated by what the middle class takes for granted. The lower class child needs immediate and tangible reward. We need a cadre of experts who understand the poor. I have been struck by the numbers of people who think they *own* the poor, not just understand them."

Civil rights leader James L. Farmer, president of the Center for Community Action Education, Washington, D.C., also spoke of the alienation of the disadvantaged child. "In the Negro ghettos," he said, "you often hear the people say of themselves, 'The nigger ain't nuthin.' The disadvantaged youngster cannot identify with the world outside the ghetto."

"We are dealing," Dr. Zigler said, "with the child who expects to fail, who has no confidence. It is a reflection of his whole stance toward life."

Panel IIIA

In his presentation, Edward B. Fort, Division of Instruction, Detroit Public Schools, concentrated on what he called "attitudinal predeterminism." Teachers and administrators, he contended, hold attitudes that work against disadvantaged children learning in school. One prevailing attitude, he said, is that many Negro children are intellectually inferior and therefore cannot compete. This becomes a self-fulfilling prophecy as the child lives up to the teacher's expectations.

Another thesis is that children from the inner city need a different kind of education. They do not have the opportunity to behave as normal kids. They are given "social promotions" and watered-down curriculum. The student, in turn, quickly learns the "poor child syndrome" and blames his environment for his inability to learn or even try.

Dr. Fort suggested a variety of moves to change such attitudes:

- Programs should be established with curriculums relevant to students' real interests.
- Increased levels of expectation for children should be built into Title I projects. (He cited the example of a class in San Francisco where the teacher was told that the students' IQs were much higher than they actually were. In the experiment, the students' IQs actually improved as much as 10–20 points.)
- Administrators and teachers should learn more about the backgrounds of the children and treat them as individuals.
- A control system should be set up to avoid weakness, overindulgence, mistrust, and hostility on the part of teachers toward disadvantaged students.

One participant suggested that the issue raised by panelist Fort is hostility and no programmatic change is going to attack it. Another suggested that academic retardation of the disadvantaged is a fact. The teacher is put in the position of being either weak or punitive. "We have to face the fact and then get to the point of where we go from here."

Others felt that some teachers expect far too much of children. For instance, seventh graders who cannot read primers still use seventh-grade books. "The teacher should know the structure of what she teaches so that she can work with the child at whatever level of ability he presents."

Another participant said: "We need help on how to think outside of stereotypes about the disadvantaged.

There is an enormous range among homogeneous groups of kids. We need a better understanding of individual differences and of which differences don't make any difference."

Panel IB

Philip M. Hauser, professor of sociology, University of Chicago, included schools in his list of social and political handicaps borne by the disadvantaged child. He traced the Negro's inadequate preparation for urban life, moved through the "civil disobedience of State legislatures" (malapportionment and most State housing and civil rights legislation), the political fragmentation of metropolitan areas making the suburbs an escape hatch for whites, a widespread lack of interest more serious than bigotry, segregation, and unequal opportunity (adding that schools contribute to the stratification of society), inadequate resources given education ($500 per child instead of $1,000), the "rigor mortis" of the school establishment, the "timidity" of the Federal Government in facing Northern segregation, the lack of resources ("and sometimes even the will") in the Office of Education, and finally, the child himself. "If you focus on the child only," Dr. Hauser concluded, "you will still have the problem a generation from now."

Just what the focus should be was a matter of concern to many. Msgr. Arthur J. Geoghegan, superintendent of schools, Diocese of Providence, R.I., felt the problems of the disadvantaged were primarily the schools' business. "It is an instructional problem," he said. "The children are well motivated when they come."

"We're not beginning right," said a delegate from the Virgin Islands. "We're beginning with the child. We should begin with the parents." "We're starting too late," agreed another, who felt Title I will prove only a stopgap measure, a weak band-aid, if nothing else is done. The Office of Economic Opportunity and the Welfare Administration, he felt, should be stepping in before the child comes to school.

Just what the focus should be was a matter of particularly grave concern to panelist Gordon. He had recently finished a study (for the College Entrance Examination Board, to be published in September) of compensatory education for the disadvantaged that had left him "kind of troubled." He was afraid the thinking behind the problems of the disadvantaged was inappropriate. It is true, he agreed, that their problems are related to the structure of society, "but if we focus most on extra-educational problems, those we are least prepared to deal with, some of the more basic pedagogical problems may be missed." If educators were to act too much as "amateur sociologists" they would fail to do a good job in their real area of competence. We tend to talk about the characteristics of the disadvantaged across the board, he said, as if there were no variations among them. Yet there are great variations. Some interfere with their education, some occur frequently enough to merit generalization, but few are really useful to planning. He spoke of rehabilitation hospitals where the principal facilities are programs for diagnosis. By contrast, "we have not yet begun to specify special programs for special children."

Disorganization in the child's family and in his work at school seem to go together, he agreed, but there is little the schools can do about family disorganization. The focus should be on education, on reading level, "on the problems we should know something about." Yet, although it is clear that new kinds of learning approaches would be more appropriate for the disadvantaged than the basic curriculum, "there have been few new approaches to basic learning." He wondered if pedagogy has let itself become too distracted by other things. He suspected it is not trying to find new approaches.

Panel IA

Panelist Pearl accused the schools of failure to define "tolerable deviance—all differences are deprecated" and of dealing with rule violators (behavior problems) by "segregating them out of the system. Punishment is not an effective deterrent, but we operate in the schools as if this were the only basis for controlling behavior."

"What we have engaged in is a massive self-delusionary system, part of which is the basis that we think we are doing something for kids. And most of what the school does right now . . . doesn't prepare them for the world in which we live today, doesn't even prepare them for the world that existed 30 years ago . . . and certainly isn't preparing for the world of tomorrow."

Panelist Philip Montez pointed out the particular problem that the bilingual child has in the school system saying that the schools refuse to accept the reality that thousands of American children cannot speak English when they are in kindergarten or first grade. "To ignore this reality is to predoom these children to failure. And educational statistics prove this is exactly what we are doing."

Wilson C. Riles, panel chairman, director of compensatory education, California State Department of Edu-

cation, summed it up this way: "Teachers do the kind of job society demands and expects and they have done that well. But for the disadvantaged, society has not demanded that anything be done."

Panel IIIB

Hyman H. Frankel, director, Special Project on Human Development, Southern Illinois University, asserted that until the last decade "we could feel comfortable with our middle-class values and attitudes. Now teachers and administrators are being asked to perceive cultural differences and are asked to understand that old measures are ineffective indexes of learning ability. The burden of responsibility for the failure to learn has shifted from the child to the school. Teachers and administrators must bear the brunt of this change." Acceptance of responsibility for Title I projects, he said, requires a new set of attitudes reflecting the belief that "the ability of children to learn is limited only by our skills as teachers and administrators." If attitudes cannot be changed, he added, "then narrow middle-class professionalism will return."

Panel IIA

Misconceptions of the children's abilities have resulted from false interpretations of standard tests, said Paul I. Clifford, professor of education, Atlanta University. He advised delegates not to abandon the tests, but recommended "their proper and relevant use within the most demanding confines of professional competence, ethics, and maturity." He suggested that, in light of the knowledge that these children are likely to respond differently, results of standardized tests are likely to reveal not the child's maximum capabilities, but "what and how much the child has been able to learn in spite of an environmental handicap." They reflect the "pathology of the minority culture" and the "floors of the child's capabilities," he noted, while, in reality, the "child's capabilities are infinite."

In a separate discussion, the panel considered the possible negative effects of segregation on the educational process. Dr. John A. Morsell, associate director of the National Association for the Advancement of Colored People, said a recent study by OE in compliance with section 402 of the Civil Rights Act of 1964 will

Paul I. Clifford discusses a strategy for action with conferees at the IIA group meeting. Others seated at the head table are (left to right) Barbara Kemp, Marvin G. Cline, Don Davies, John A. Morsell, James E. Mauch, and Thomas W. Pyles (Chairman).

"exert a profound effect upon the course of thought and planning for education of the disadvantaged. It may well be the most important piece of educational research of our lifetime," he added, noting that the study confirms the pervasiveness of segregated education in every region of the country. The report, he stated, makes it plain that segregated Negro schools are on the whole inferior instructional institutions, and that "if a minority pupil from a home without much educational strength is put with schoolmates with strong educational backgrounds, his achievement is likely to increase."

One pupil-attitude factor, he said, appears to have a stronger relationship to achievement than to all other school factors together. This is the extent to which an individual feels he has some control over his own destiny. Among Negroes, Dr. Morsell said, "this characteristic is related to the proportion of whites in the schools. Those Negroes in schools with a high proportion of whites have a greater sense of control."

Marvin G. Cline, assistant director, Institute for Youth Studies, School of Medicine, Howard University, commented that without breaking up the ghetto school, the "child of the ghetto will never be sure that he is seriously expected to enter the wider society; that the real standards of the wider culture are being applied to him; and that his successes are true successes in the true world of the whites and not in the debilitating twilight world of the ghetto." Dr. Cline urged that the central task of Title I is the break-up of the ghetto. "Segregation is a form of miseducation," another panelist stated.

Panel IVB

Panelist Adron Doran, president, Morehead State College, pointed out that special aid for education of disadvantaged children was an issue at the time the Economic Opportunity Act was under consideration. Back in 1964, attempts were made to extend school aid to federally affected areas to include children of families receiving aid to dependent children for unemployment compensation. He also pointed out that the pattern of behavior of economically disadvantaged families is oriented toward: (1) individualism rather than mutualism; (2) traditionalism rather than innovation; (3) fatalism rather than creativity; and (4) being passive recipients rather than active agents.

Dr. Doran went on to emphasize that "teachers and administrators must be trained in the colleges and universities to: (1) understand the individuals and groups with whom they must work in the educational process; (2) discover and accept new ways of working with groups and teaching children; (3) seek new ways and means of involving the families of the disadvantaged children as resources in the educative process; and (4) learn better how to utilize and train noncertified personnel to assist in the affairs of the classroom."

James Wilson, Director, Indian Branch, OEO, implored the assembled educators to recognize that the children of poverty think differently, have different needs and experiences, and are essentially different people. But Dr. Wilson cautioned the group not to be too quick in their judgments. He recounted the events of his childhood on an Indian reservation. He noted that the dirt roof of the log cabin in which he was reared was adorned with flowers 25 years before the national beautification program was conceived.

How Much Can Schools Really Do?

Panel IIB

Panel chairman Austin Haddock, director of Public Law 89–10, Oregon State Department of Education, in his opening remarks noted that the problem is a horrendous one now and is going to get worse.

"By 1976, if the population projections are at all accurate," Dr. Haddock said, "60 percent of our population will be 18 years of age or under. Some 50 to 60 percent of the population between 18 and 22 will be in colleges of one kind or another. This means roughly that some 75 to 80 percent of the population will be under the direct physical control of the Nation's educators.

"Are we ready for this awesome responsibility?" Haddock asked. "Obviously not. If we thought we were, we wouldn't be here."

Dr. Zigler emphasized the need for much more provision under Title I for the kind of experience that takes children out of the school so that they can have a good time and learn through the gratification of new experiences. "We need to think in terms of something in addition to what we are doing which does not put a heavy burden on the youngster. It should be indirectly related to the school so that he goes back to school feeling that the school is more than just being confined in the classroom and working for grades."

According to Carl Marburger, Assistant Commissioner for Education, Bureau of Indian Affairs, a critical issue is that of institutional change. Unless the institution of the school is adaptable to innovative practices and new programs, we simply phase these children back into the system and the same kinds of things take place over and over again.

Charles Benson, professor of education, University of California at Berkeley, stated that studies have been made which demonstrate that you do not move quickly from an expenditure to some observable change in pupil behavior. Outcomes are dependent upon a number of variables and we must be able to determine which combinations of activities yield results. Possibly it is necessary to work on certain strategic community variables like housing and employment.

Panelist Marburger noted the demise of Higher Horizons, the exemplary compensatory education project which is now defunct. "I think it is important for us to take a hard look at our compensatory education programs and examine precisely what we are doing. Unless we bring evaluation and research to bear upon what we are doing, our own programs can go down the drain the way Higher Horizons did."

Panel IIIB

There was fundamental disagreement within the room regarding the past performance of American education; and on the degree that change was necessary. Chairman P. J. Newell, Jr., assistant commissioner, Division of Instruction, Missouri State Department of Education, asserted that "American school systems have been a great success." American education, he said, has lacked resources and some children have therefore "been shortchanged." But, he added, "we have a system that we can be proud of, that can take its place in the world." The entire Title I program, he pointed out, "provides specific funds for specific kids in specific areas. We cannot restructure all of education with those funds even if we wanted to. We can hope to make great strides as more funds become available.

Panelist Robert L. Green, director of education for the Southern Christian Leadership Conference, asserted that the educational system "has been a sorry failure," that it has been "set up systematically to make second-class citizens of Negro children." Dr. Green said that "we have created disadvantaged youth. Short-term solutions are a waste of time. The issue is not merely the attitudes of teachers and administrators, it is the American attitude." He proposed that teachers and school adminisrators begin to take leadership not merely in education, but in molding community attitudes on housing, employment, and other social issues affecting the life of the Negro.

Panelist Marvin Rich, executive director of the Scholarship, Education, and Defense Fund for Racial Equality, asserted that most enrichment programs fail

because they are fragmentary and irrelevant, and that most of the pilot projects "attempt to make the Negro child like white America. That child has to make it in the context of his own identity. We have to modify the existing curriculum, not add to it. We need better guidance from the earliest grades. We need materials more geared to urban life, material on civil rights, Negro history, African culture. The disadvantaged children fail because there is no reason to succeed. Given those conditions, apathy is the only proper response." And, he added, American schools are failing for the nondisadvantaged, too: "Both groups are disadvantaged by an outmoded educational system."

Mrs. Marie Duke, director of the Coordinating Council on Education of the Disadvantaged, New York, asserted further that all separate local and State efforts are insufficient. "We need a massive onslaught nationally," she said. "The problem has a horrible uniformity throughout the country. We have to bridge the gap between local, State and national efforts. With the mobility of the population this is a national responsibility. Let's start now and go to the public and inform them that the schools have to prepare children for the society as it is changing. Let's not begin with our own little separate problems."

Panel IA

The conferees agreed that not enough is being done, yet views ranged from "We've done nothing" to "We are doing *something* right."

At one extreme was panelist Pearl: "We've done nothing. Most of the things we have done are wrong. What we have is cholera. The only thing is, some people survive it. We have no basis for preparing people for the world in which we live. We think we're doing something for kids but we don't prepare them even for the world of 30 years ago."

Dr. Pearl suggested four major goals of education: (1) To guarantee every citizen a wide range of career choice. (2) To provide every citizen with the skills necessary for them to fulfill the duties of a citizen in a complicated democratic society. (3) To provide everyone with the basis of being culture carriers. ("When we take a look about us and recognize that Bat Man is the most important cultural contribution that took place in this country last year, we recognize how desperately education has failed in this respect.") (4) To provide people with the psychological strength necessary to survive in a mass society. Dr. Pearl felt that in none of these four areas were the schools anywhere close to reaching a simple minimal standard.

At the other extreme was Jack McIntosh, director of compensatory education for the Texas Education Agency: "The impression is being left that nothing good is being done. I think that something is being done today, we're making progress."

Mr. McIntosh cited Texas programs in which an effort is being made to instill an appreciation of Mexican culture and of those things in it that ought to be preserved and in which bilingualism in children is held as an asset, not a liability.

Similarly, William H. Moore, Title I coordinator for the Arkansas State Department of Education, pointed to imaginative use of Title I funds in an Arkansas school system to help overcome community resistance to school integration.

Significantly, the conferees rejected suggestions that separate schools or school systems be created to deal with the special problems of the disadvantaged. The poor already have experienced too much segregation, they concluded, and a separate system would do little or nothing to help them.

"We have our schools," said Howard Heding, professor of education, University of Missouri. "All we have to do is make them work for all."

Suggestions included an adult basic education program that would help poverty families understand the educational needs of their children, programs of community involvement in school planning, and use of Title I funds to aid school boards in gaining community acceptance of programs for the disadvantaged.

Educators, it was suggested, number some 2.3 million and represent a significant power potential in American society. "They will have to exercise that power," said one conferee.

Panel IIIA

The degree to which the schools have the responsibility for breaking the cycle of poverty came in for discussion on the final morning of the conference. It was generally agreed that it is not the sole responsibility of the schools, which must work with other agencies.

This led to a discussion of the role of Title I in accomplishing desegregation. One participant pointed to the danger present if projects are used to prolong racial segregation. "To what extent is it within the coordinators' prerogatives to see how projects address themselves to segregation?" he asked.

Several participants stated their belief that the act is for the disadvantaged who need help, no matter who they are. Another point of view, using Commissioner Howe's speech of the previous evening as evidence, felt

Group IIIA listens intently to a question from the floor. Seated at the panelists' table (l. to r.): Kay Earnhardt, John Henry Martin, Mildred Fitzpatrick (Chairman), A. Harry Passow, Peter G. Kontos, and Edward B. Fort.

the intent of Title I should be to bring children of different backgrounds together. (One participant said the Commissioner should "put his regulations where his speeches are.") In support of that thesis, another participant noted the triple coincidence of educational deprivation, racial segregation, and economic deprivation. And further support came from another who said, "There is good educational justification for projects that have built-in integration elements." Yet another noted a danger in Title I projects that create "separate-but-equal" education in the cities by having "too much happening in the ghettos."

Panel IB

The discussion group was in partial agreement on the political and social causes that have produced the disadvantaged child. It agreed on the administrative problems encountered in bringing him help, and in its identification of specific educational problems such as teacher attitudes and learning difficulties. But when it came to the heart of the matter—whether the new programs initiated were going to help—agreement fell away.

"What troubles me most about the disadvantaged," said a panel member "is that 5 years from now, when we look back and have to account for all the money we have spent, we may discover we really haven't solved the problem. Some may conclude nothing can be done."

"We're on the road," said a delegate from Wyoming. "I think in a few years we'll be there."

Frank L. Stanley, Jr., associate director for education, National Urban League, felt that among all the major institutions of the country, only the schools "have not moved to apply equality of opportunity." Thus, he said, "they may be the major force for re-segregation in America." His associate, Mrs. Harriet Reynolds, assistant director, Education and Youth Incentives, National Urban League, felt the school system can not be changed from within. Only outside pressure, "conferences like this and Federal bribes to make them teach who they're supposed to teach anyway" will help. ("Isn't there something good about our educational system?" delegates asked.)

A delegate from rural Georgia thought there would

be chaos in his country if the Title I program were stopped. He could see the benefits. He believed there would be change.

Others were more pessimistic. "I'm not sure that U.S. education is as effective as we like to think," panelist Gorden said. "We may have erased illiteracy in good measure, but we do not have a literate population. In terms of what has been needed for survival in the past, the schools have met their responsibility." For the future, however, Dr. Gordon thought, the kinds of liberal arts courses that seem to be a luxury today will be necessary simply for survival.

Training and Reorientation of Teachers

Panel IIB

How does a teacher teach a child whose basic reaction is to reject him?

That question in all of its ramifications cropped up repeatedly in panel IIB. Although there was some disagreement as to details, there was no question that teachers must be especially prepared for the tasks they face in dealing with alienated children. The group called not only for better original preparation, but for continuous inservice training.

As Larry Cuban, director of the Cardozo Project in Urban Teaching, Cardozo High School, Washington, D.C., pointed out, "Business has retraining programs going on all the time, but teacher education doesn't." Teacher internship, he said, must be a real marriage of academic work and classroom training.

Panelist Farmer commented that teachers have the most difficult and most critical jobs in our society at this time. "A teacher's empathy for students is vitally important," he said. "A sense of contempt on the part of the teacher rubs off very easily on pupils. The students themselves will become more involved with learning, have more confidence in themselves, if they believe the teacher thinks that they are important. And, the more identity there is between the teacher and the student, the easier it is for the teacher to teach."

Farmer touched off a heated reaction when he told the panel: "We are in a war. In a war, generals can't allow lieutenants to decide where they will fight. Teachers ought to be assigned to the places where they can do the best job."

There was no argument about the necessity of getting first-rate teachers into ghetto schools. There was general disagreement, however, with Farmer's proposal that they be assigned there, whether they like it or not.

Homer Cooper, director, Social Science Research Institute, University of Georgia, declared: "One of the few freedoms teachers have is that of mobility. They must be free to come and go, they shouldn't be trapped. We must find ways to motivate teachers to want difficult assignments, but we shouldn't let superintendents assign them there."

David Selden, assistant to the president, American Federation of Teachers, said: "Teachers will be reluctant to enter the profession or stay in it if they fear they'll be assigned where they can't succeed. You can't keep them where they will be continually confronted by failure. Give them a decent school, where they can succeed, and they'll stay there. This is a long-range problem which can't be solved with gimmicky arrangements."

Panelist Zigler called the assignment of teachers to the slums, as proposed by Farmer, "self-defeating." "Psychologists have shown," he said, "that the most common reaction to frustration is aggression. In this case it would be aggression against the children, a most harmful thing to the youngsters in their charge. . . . We've got to retrain teachers to have different goals for different children. America doesn't run on Harvard and Yale graduates but on high school graduates. I would like to see teachers flock to these schools because they understand the disadvantaged children and their problems, and then they will find success."

Mr. Cuban pointed out, "The earlier you take the preservice student going into education and work with him, the better retention rate you will have."

In the Cardozo project in the District of Columbia, Cuban said, "four interns are assigned to one master teacher. With a constant dialogue between the interns and the master teachers, we are able to telescope some years of training."

Charles Benson wondered whether, since teachers "must live on success," we might try to redefine the criteria of success toward the end that it is measured less in academic performance of college-bound students, less on getting a certain number in a good college, and more in taking a class of children who are not performing well and trying to raise them substantially from that point.

Mr. Selden pointed out, "A basic problem of slum schools is the shortage of teachers, but there is a tendency to evade it. We can't substitute a collection of teacher aides."

Mr. Cuban suggested making "the inner-city school attractive—not with just more money and small classes—but by making it a professional institution, make it attractive professionally. We should make

the inner city school a curriculum center and inservice training area where teachers would want to go."

To this Mr. Farmer replied: "We can't afford to wait until the schools become attractive and the teachers volunteer to go to the ghetto schools. Some of those who volunteer now do so because they think they can relate to these alienated children—but they can't. A superintendent who assigns teachers to those schools can watch them and learn from them, and then make other assignments if necessary."

Mr. Birnbaum suggested that perhaps one solution might be to get teachers as a group to volunteer for service in the inner city schools, and find success as a group where they might not as individuals.

How should teachers of the disadvantaged be prepared?

Morris F. Epps, superintendent of schools, New Brunswick, N.J., said, "The real training of these teachers has to take place inservice."

Glyn Morris, director of Title I, Board of Cooperative Educational Services, Lyons Falls, N.Y., agreed: "There *has* to be inservice training. The teachers don't get what they need in teachers college. They get these kids in the classroom and want them to talk—and the kids just don't know how to verbalize."

There was general agreement when William L. Lewis, general supervisor of Federal programs in Gary Public Schools, Indiana, suggested that there needs to be inservice training for administrators, too, particularly with regard to title I.

But on the general subject of inservice training, panelist Selden warned: "For Heaven's sake, let's don't get into the rut we were in 20 to 30 years ago when inservice training was a kind of degree-credit mill."

Panel IB

Dr. Hauser asserted that teachers are too middle class to communicate with the disadvantaged ("middle-class persons trained in middle-class institutions"). He felt the solution is to change their curriculum, give them enough social science, history, and psychology so they can understand the background of the disadvantaged child, and train them in the disadvantaged areas with the disadvantaged children. A delegate from Connecticut thought this oversimplified, that a few additional courses would not help. "The problem is the teacher's motivation," he said, and that is formed before their training begins. Teachers, he said, are too security conscious.

The notion that teachers are middle class, said Mrs. Reynolds, is a myth. They are newly middle class, not secure, afraid to look back, afraid to rock the boat, afraid to relate to the lower class from which they have just emerged. Yet the use of volunteer teachers who might relate is blocked by the educational system. She rebutted criticism from school authorities who complained that Title I came too late in the year for them to hire the people they wanted. "You limited yourselves to certified teachers," she said, adding that in Indiana the school authorities hired retired teachers to help with dropouts, the ones whose very techniques had caused the schools to lose these students in the first place.

"We have to stay within the law," said a State delegate.

"We have to change the laws," replied Mrs. Reynolds.

One of the delegates, who felt with Kenneth B. Clark, professor of psychology, City College of New York, that the teacher's attitude is "the critical factor" in reaching the disadvantaged child, wanted to know what is being done about it. She was told of workshops in Indiana, where it is felt changes in attitude are taking place, of programs in Virginia, now in their second year, where teachers are learning to recognize their attitudes and discovering their effect on teaching, and of teachers in Fort Sill, Okla., who themselves requested inservice training.

A delegate from Indiana said counties there had stretched the guidelines a bit, working with the teachers first to develop understanding, and waiting until fall to start programs.

One delegate drew a parallel. "We had this problem with teaching the mentally retarded for years. Now teachers of the mentally retarded have status. Ghetto teachers don't." Another held universities should share the blame.

There were those who felt they have no problem with teacher motivation. One was in charge of disadvantaged schools. Our teachers are willing, he said, we're holding no gun in their back. "And the young ladies who come out of the colleges you criticize," he added, "are bringing many valuable new techniques."

But a superintendent from Mississippi felt that teacher orientation is a problem. "We don't change people overnight," he said, and disagreed with those who think the superintendents are responsible by not taking the lead. "I work for the school board. I don't know who you work for," he said to his critics. Change will come but it will have to be a matter of degree. "We cannot afford to disrupt the education program or we will defeat the very people we are trying to help. We have to go slowly. I don't please the

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civil rights groups. I don't please the white groups either."

A delegate from Wyoming also felt it is a matter of degree, and that they are "on the road toward attitude change." In one group of teachers, each had promised to work this year with the worst pupil in her class. Next year, it would be with the worst two or three.

But a man who had taught for a year in a Boston slum school was pessimistic. "The teachers there are defeated, disappointed, both the young and the old." Only 3 out of 40 can be said to have enthusiasm. As a result, he would not want to pick teachers at random to teach the disadvantaged. "In Boston, we have to choose carefully where the money goes."

Panelist Gordon felt the answer lies not so much in attitudes as in providing the teacher with effective methods. "If one puts methodolgy in the hands of teachers, it probaby has a stronger impact than exhortation," he said. It is possible to talk to people and to touch them, he agreed. It is also possible that acquainting teachers with the background lives of the disadvantaged would have some effect. "When a teacher is helped to succeed, she loses her negative attitude." On the other hand, if she is faced with repeated failure, she will find it hard to retain any positive attitudes.

The key question remained, "Who is going to teach the teachers of the disadvantaged, and what are they going to teach?" Panelist Jacob Silverberg, chief psychologist, Memorial Guidance Clinic, said it is clear from experience in Richmond that there are not many people who know what to teach the teachers. Aside from courses in comparative culture, anthropology, and so on, "we still have to work directly with the child."

Panel IIA

Don Davies, executive secretary, National Committee on Teacher Education and Professional Standards, National Education Association, suggested that teacher preparation should be viewed as a whole, as a process which starts sometime in college, and continues through a period of supervised practice or internship, into the early and formative years, and throughout a teacher's career. He urged that teacher preparation be a joint responsibility of the school and the college, and that the concept of staff development be a broad one. It should include more than courses for credit and summer institutes; it should include a variety of planned activities (formal and informal), travel, independent study, work experience, work on curriculum and teaching materials, and, generally, be tailored to the needs of the individual teacher. He noted that many teachers in disadvantaged schools are alienated not only from their children but also from other members of the profession, and from the colleges and the community. "You don't change these deep-seated attitudes by lecturing to people about how they ought to love all the children." He urged that inservice programs be conducted within the community where the teacher works.

Dr. Davies suggested putting all teachers in disadvantaged schools on a 12-month contract and involving them heavily in developing strategy; setting aside 10 percent of Title I money for next year, and awarding it to individual teachers on the basis of proposals they submit for doing things in the classroom and community; supporting the concept of "the teacher and his staff" with the teacher as the central figure in a staff of supporting personnel, including teacher aides; limiting classroom activity of new teachers to no more than half time, the remaining time being devoted to study, and the observation and preparation of materials; and removing institutes for teachers of the disadvantaged from the university campus and putting them in slum schools in slum communities.

Panel IIIB

A number of speakers pointed out that education of disadvantaged children has always suffered from a lack of personnel and from the teacher's perennial difficulty in dealing with 30 or 35 children, meeting all curricular and administrative requirements, and simultaneously attempting to give individual attention to all pupils. "Teachers need time to do things," said Vernon A. Staggers, director of Federal programs for the Mineral County (W. Va.) public schools. "We need time to evaluate. I know that a teacher can do a better job with 20 kids than with 30." Although some of the panelists disagreed regarding optimum class size, there appeared to be no dissent from the ideas that teachers need extra help and that nonprofessionals can be used more widely and wisely.

Panel IVA

Jack W. Hanson, Title I administrator, Minnesota State Department of Education, said that until the job of teaching the disadvantaged is viewed in a more positive light the effort will continue to fail. "How in the world," he asked, "can we teach teachers to like kids who stink and swear and spit and with whom they can't identify?"

Panelist Dabney said that few undergraduate teacher-education programs stress anthropology courses to help teachers understand the disadvantaged. Instead, she said, teacher-education curricula help maintain society's overall rejection of the poor. "It's very impor-

Chairman John L. Cleveland (l.), John J. O'Neill, and Mario D. Fantini give attention to fellow panelist Margaret G. Dabney during the IV A discussion.

tant how the teacher perceives the child," she said, "because her perceptions are the facts out of which she operates."

Panelist Fantini also criticized teacher preparation. "I find that curriculum stocks up on content that tells us about the disadvantaged," he said. "Teachers come out and say, 'All right, I know that. Now, what do I do?' They still lack the technology of implementation."

Alva R. Dittrick, deputy superintendent of Cleveland, Ohio, schools, was more hopeful. "We have seen in Cleveland that you can change the attitudes of teachers," he said. "The key to it is staff development." Howe Hadley, dean, University of South Alabama, added that administrators, too, should receive inservice training in this area.

John W. Alberty, director of Title I, Missouri State Department of Education, said he was unconvinced that teachers are doing a bad job. "As long as we keep emphasizing what we're not doing, we're going to get a bad job," he said. "I don't mean that we should overlook the failures. But we should get enough space in the paper for what we're doing right as for what we're doing wrong."

Mrs. Dabney noted that "the whole teaching profession is having role and status problems. . . . Now teachers find themselves embattled. Their failures are submitted to public view. We need to help teachers overcome this threat." She added that "there is a high risk value in teaching, but the risks are hidden. It is a question of opening up life or not."

Panel IIIA

Several of the participants suggested ways to change teacher attitudes toward the deprived. One such change would involve setting up demonstration projects in schools and districts so that other teachers could see disadvantaged children actually learning with a good teacher. Teachers who are successful could be employed as models to work with other teachers. Another way would be for teachers to tell one another what works for them. "Every teacher has a little bit that works in a particular class. We need to put those pieces together."

Getting Help For Teachers

Panel IIIB

A major portion of the discussion centered on ways of opening schools not only to new ideas but to new people—teacher aides and other paraprofessionals—to relieve the regular staff of clerical and custodial duties. One participant urged that schools must stop acting as closed shops, fearful of community involvement and of the presence of nonprofessionals within academic walls.

Jarvis Barnes, assistant superintendent of the Atlanta public schools, said schools must come to accept the presence of subprofessionals as teacher aides and in other capacities. "We've been keeping them out," he said. "We've been trying to do too much." Such people, it was felt, would not only relieve teachers of clerical and custodial duties, they would also bring to the schools new insights and ideas. The panelists agreed that the social and economic backgrounds of nonprofessionals or paraprofessionals are not as important as a desire to work with disadvantaged youngsters and a training program for preparing them. Panelist Frankel said subprofessionals should be recruited and trained with a career orientation, that they should be carefully screened and evaluated, and that their use requires "the sustained involvement of administrative personnel."

Panel IIB

Panelist Cuban said that next year 30 boys, potential high school dropouts, will be trained as teacher aides at the elementary school level. They will be paid for their morning work, and their academic work in the afternoon will be related to their morning experience.

Panel IA

Perhaps the most unusual proposal came from panelist Pearl: he proposed using students as young as 16 years old as teachers, giving them advanced and professional education as they teach. In this way, he said, education would cultivate more and better teaching talent and at the same time open opportunities hitherto unavailable to the disadvantaged. Education and the Nation's other "growth industries"—health and welfare—will have to open such opportunities, he added, if the cycle of poverty is to be broken in our modern society.

Panel IIA

The group discussed whether it was best to recruit teacher aides from within the community or from the university. Most agreed it is sound to draw these people from the community. Participants were warned by several speakers, however, that these aides also must be exposed to a continuous program of inservice training if they are to play an effective role. "We run the danger of extending the incompetency of an incompetent teacher," one delegate warned. Speakers pointed out that one must deal with the fears of the teacher in accepting the aide into her classroom. One spokesman commented that teachers "have lived in splendid isolation most of their lives."

Panel IVB

R. C. Beemon, Title I coordinator, Georgia State Department of Education, told the group that paraprofessionals in the field of education lack adequate definition. The line between professional and paraprofessional activity seems unclear. Use of paraprofessionals such as teacher aides is frequently precluded by State certification regulations and policies.

This particular point was emphasized by Norman Brombacher, assistant superintendent of New York City public schools. Dr. Brombacher explained that the term "school aide" is used in New York to avoid possible conflict with the certification board. Even though New York's school aides do not engage in professional activity, there is fear that the certification board would claim jurisdiction if they were called teacher aides.

E. B. Stanley, division superintendent of schools, Washington County, Va., elaborated on his experience with teacher aides during the past year. In his school system, teacher aides were used to take care of bulletin boards, handle rental books, assist in recordkeeping,

watch over the cafeteria, and supervise physical education as well as playground activities. Young women were employed because it was believed they could take directions more readily. Before undertaking their duties as regular teacher aides, the women were enrolled for an inservice training program. According to Mr. Stanley, the experience proved to be most satisfactory. The conclusion was reached that a good teacher can effectively utilize the services of a teacher aide. On the other hand, it was observed that a poor teacher won't benefit from an aide because such a teacher does not spend the necessary time planning to use the aide to good advantage.

Mrs. Marilynn S. Scott, a classroom teacher from Alaska, told of the use of library aides to good advantage. She emphasized that these aides are not used to process books but to help counsel children. When the use of aides was first suggested, the community action program people wanted to assign several aides to move tables and chairs and direct hall traffic. But the final program provided much more effective utilization of aides.

Alexander J. Plante, Title I coordinator, Connecticut State Department of Education, suggested it would be a wise move to establish a formal structure for both professionals and paraprofessionals in education. Various levels of professional standing could be created for teachers, specialists, and aides similar to the structure which now exists in the health professions. He suggested there might be a place for some sort of assistant teacher educated at the 2-year or associate degree level. He also suggested parents and other residents in the school neighborhood might contribute much as full- or part-time aides, performing such functions as would be compatible with their capabilities.

Samuel A. Madden, director, field services, Virginia State College, seconded the move for training of teacher aides at the college level, whereupon panelist Wilson announced that San Francisco Junior College already has a teacher-aide course. In addition Dr. Wilson noted that under the Head Start program, Arizona State University, Utah State University, and the University of South Dakota have been cooperating in a paraprofessional program including orientation, inservice training, and an advanced cycle.

What Approaches to Curriculum and Learning?

Panel IIA

Planning for the educationally disadvantaged, according to Dr. Irvamae Applegate, dean of education, St. Cloud State College, and president, National Education Association, "must not be thought of in terms of projects, but must be on a continuous basis if our premise is correct that these chilldren are having problems because of lacks in their environment outside the school. At this point," she continued, "it appears to me that we are not encouraging long-range planning nor a coordinated or total attack on the problems of the educationally disadvantaged children." She also noted she was "very disturbed by the emphasis on such terms as 'imaginative thinking' and 'innovation.' Far too many people have interpreted this to mean gimmick and there has grown up a vocabulary of magic words thought by many to be the 'Open Sesame' to getting project approval, not only under Title I of Public Law 89–10 but under other titles of the act, as well as other acts."

Panel IIIA

In the opening presentation, A. Harry Passow, chairman, Committee on Urban Education, Columbia University, identified some patterns that have emerged in educating the disadvantaged. He called them promising provided their substance as well as their form is adopted. Among those he mentioned were—

- Preschool and early childhood education aimed at compensating for deficits, especially those dealing with language and concepts.
- Remedial programs in the basic skills (which have far less chance of success, said the participants, than preventive or compensatory programs).
- Individual or small group programs using professional teachers, paraprofessionals, or volunteers. (Often the most dramatic changes come in the teachers or volunteers themselves, which may be one reason these programs are always termed successful.)
- Broad exploration of the curricular values in those parts of a student's life outside the classroom.
- Special programs to develop teaching materials.
- Staff changes, including adding specialized personnel and redeployment of present staff.
- Special guidance and counseling for students and parents.
- Reorganization of the school day and the school year, coupled with better school-community relations.
- Preservice and inservice teacher training programs centered around strategies of working with the disadvantaged.
- Techniques and procedures for correcting racial balance.

Too often, pieces of such programs have been tried, with little effort made to fit the pieces together into a total program. Also, these programs have begun to bring to light a variety of gaps and lags in education, according to Dr. Passow.

Some of the gaps and lags:

- In the absence of any sociological or psychological theory of understanding the deprived, concentration has been on isolated factors rather than on their interaction.
- Although few studies have been made and little is known about the effectiveness of early intervention programs, the tendency has been to put all our eggs in the preschool basket.
- Our knowledge of parent education is based almost entirely on what we know about the middle-class home.
- The relation of nonintellectual factors, such as parental pressure, is not known.
- There is no knowledge of how lower class children use language for educational development.
- There are no guides for the teacher in either the selection or evaluation of books and other materials.
- Little is known about class size or about appropriate ways to prepare those who will teach the disadvantaged.

Repeatedly, the participants brought up examples of teaching or of Title I projects that illustrate the tendency toward the safe and sterile. One such example was called the Ming Dynasty approach. During the 1965 Cleveland riot, a social studies teacher was trying to interest her class in a lesson on the Ming Dynasty. The class, understandably, was more interested in the riot just outside the windows of the classroom. In a determined effort to stick to her guns, the teacher finally resorted to lowering the shades, thus successfully avoid-

ing an opportunity to capitalize on the student interest in a topic that fitted into her own field. It was even suggested that earlier concentration on such issues in Cleveland schools might have helped prevent such a riot.

There was little argument that reading presents the basic educational problem of the disadvantaged and that learning to read is the key to the rest of the curriculum.

Donald Cleland, professor of education, University of Pittsburgh, described the integrated experience approach to communication at the University of Pittsburgh, which concentrates on reading, listening, writing, speaking, perceiving, and understanding nonvocal signals. Since the disadvantaged child has often acquired an aural-oral repertoire that is foreign to the materials given him in school, other steps must be taken before introducing him to books. Such steps could involve movies, tape recorders, field trips, conversations, dictating stories to the teacher. In the Pittsburgh experiment, trade books rather than basal readers are used since they better meet the interests of the children.

The group agreed that there is no one method and no one group of materials that is best. The point is to get the child to read, whether textbooks, paperbacks, comic books, sports pages, or other printed material. In one experiment in Princeton, disadvantaged high school boys who could not read finally became interested through discussing questions that interested them.

One stumbling block to removing reading deficiencies is the lack of knowledgeable teachers, both for preventive and remedial programs. (There was agreement that remedial programs are seldom effective.)

In discussing attempts to teach children to read, John Henry Martin, superintendent of Mount Vernon public schools, New York, suggested that the schools do not take advantage of the child's early curiosity, do not give children the chance to do things for themselves or to teach each other; teachers do too much of the talking.

Mrs. Kay Earnhardt, coordinator of reading, Atlanta public schools, reporting an inservice training program in Atlanta, noted the following reasons teachers sometimes teach over the heads of students:

- Teachers are not aware that children do not learn things at the same rate. The teacher should be able to present her subject at whatever level the student is.
- Teachers cannot diagnose reading deficiencies and so do not know what is holding back a child.
- Materials for teaching reading to the disadvantaged are not adequate.
- If materials do not meet the requirements of the curriculum, the administrator will not let the teachers use them.

In the Atlanta program, some teachers learn how to make their own materials, making use of such things as the Beatles records (with their great emphasis on repetition). Fleets of "floating" teachers take the place of other teachers for a week's program in teaching reading. Eleven promising elementary school teachers were encouraged to get their certification as reading specialists.

In Colorado Springs, 14 teachers were given a 60-hour course in reading. They now are teaching other teachers.

In eastern Kentucky, inservice courses are provided, giving teachers the opportunity to see demonstration classes in the teaching of reading. Seventeen college faculty experts give the courses in the region. Sub-experts then become available in each area.

On the matter of reading materials, Mrs. Earnhardt said they found some Head Start materials useful for higher grades so they have simply taken the grade labels off all materials.

In various ways, States are making use of college and university faculty to advise local districts on reading projects and to help with the training of teachers.

Panel IIB

Just as middle-class values do not apply in the ghetto schools, so instructional materials designed for middle-class children are out of place there. That was an area of general consensus in panel IIB.

"I'm concerned by the large illiteracy rate of the Negroes in this country," said panelist Farmer. "Many are functionally illiterate, including some high school graduates. Some high school students are reading at the third and fourth grade levels. This is due to many factors, including the family structure of the Negro in the slums, as some authorities have pointed out. But it also is due to flaws in the educational structure. I am convinced that a big factor in the inability of the deprived youngster to learn is the lack of relevance on the part of much of the instructional material to the lives of the people using it."

Morris Epps concurred: "There is a paucity of good materials and will continue to be unless American educators stand up to be counted. When I was teaching in the South, one thing that hurt me very much was that the materials were all designed for white children. There was nothing to indicate to the Negro child that he amounted to anything."

Both Epps and Farmer noted that some improvement has been made in providing multiethnic textbooks, and both urged that they be used in all schools, white, colored, and integrated. Farmer also said that textbooks are needed which give full and honest treatment to the historical backgrounds of the Indians, Puerto Ricans, and Spanish-Americans, as well as the Negroes. And he added: "Despite the recent improvements in textbooks, 'See Johnny Run' doesn't help at all."

Dr. Glyn Morris told the group: "We must look outside the school for those experiences which have made up the life of the disadvantaged child. We ought to help a deprived youngster verbalize his own experiences before we clobber him with Dick and Jane. Reading disability is a symptom of another problem. There has been too much emphasis on remedial reading as the sole solution. One extra month of reading in summer school isn't going to get the job done."

Panelist Benson noted that, for the first time, "no longer do we have a monolithic concept of educational financing. Now there is an effort to relate resources available with the requirements of children. But it is possible to fritter this extra money away in the traditional school system. Money spread out over many projects may not work. On the other hand, too rigid specialization may not work, either—for instance, in the case of remedial reading. Reading may be affected by hot breakfasts and field trips as much as by added time in the classroom with a reading specialist."

Panel IB

Perception difficulties of the disadvantaged child were discussed by the panel's psychologist, Jacob Silverberg, but the discussion group had few systematic approaches to overcoming them. Silverberg said a program developed by Frostig in California is very good, but does not go far enough. A new one coming out by Ayers will be broader, a systematic 2-year approach that will require no special materials and is psychologically sound. It was pointed out, however, that faulty perception *habits* have to be differentiated from perception disturbances that have a neurological basis. The Frostig system was a good system to use for the latter, but a different approach is needed for the former. Another delegate agreed that the most important thing to do is to develop programs for perception difficulties, but felt that perception differences are not as marked as language differences—"the next step, where the gap is greatest." He, too, felt the schools cannot do much about the social, historical, and political causes that have produced the disadvantaged child, but they can do something about the language problem. "This is where we have the tools." But, again, this is where a systematic approach is needed and lacking.

Panel IA

Charles Cogen, president of the American Federation of Teachers, criticized the trend in current Federal and other programs for the disadvantaged. There is, Mr. Cogen said, too much emphasis on innovation and supplementary and remedial programs and not enough emphasis on "basic improvements in education." He added that money is being wasted on "useless and excess equipment," and teachers are not being involved in the planning of programs. "What is needed," Mr. Cogen said, "is the expenditure of many more billions of dollars to reduce class size and to 'saturate' the schools with special services aimed at helping the disadvantaged and at easing teacher loads." New York City's "More Effective Schools" program was held up as an example of what could be accomplished.

If conferees agree that not enough is being done, what new things do they propose?

Rodney Tillman, assistant superintendent in charge of elementary education, Minneapolis public schools, called for an individualized instructional program. To accomplish this, he said, both instructional groupings and curriculum will have to be altered. But he cautioned against excessive dependence on new grouping patterns and called for greater attention to adaptation of the curriculum. The most important curriculum revision, he added, is one that will help the pupil develop "a positive and realistic picture of self. Every dropout has a negative image of self." In addition, he called for involvement of pupils in the setting of achievement goals, programs that foster divergent thinking, and programs that increase the scope of tolerance of all individuals.

The first point was elaborated on by Philip Montez who said that "we must begin to personalize education. I do not mean taking each child one at a time, but training teachers in sensitivity and the area of just being human."

Roy McCanne, Coordinator for Migrant Education, Colorado State Department of Education, was concerned with the educational problems that migrant children face in our schools today. He cited six of these problems: (1) A penetrating experience enrichment program is needed that provides teaching that helps the children to become more curious, to ask questions, to do some independent and critical thinking on their own. (2) There is a need to provide inservice

Panelists Jacob Silverberg (l.), Frank L. Stanley, Jr., Edmund W. Gordon, Donald T. Donley (Chairman), and Msgr. Arthur T. Geoghegan consult with Office of Education staff assistant, Ruthe Farmer, before group IB convenes.

training for teachers in teaching English as a second language and to motivate the child to learn English. (3) The migrant agricultural worker is the lowest paid category of worker in the United States and paid work experience must be provided to get the older youth into school and education in consumer economics is needed to educate the migrant family in effective buying. (4) Since migrant families move so often, many parents feel it is not worthwhile to send their children to school. The school must do constant recruiting to get the children to the schools and must develop a system for the transfer of school records. (5) Cultural behavior patterns differ from group to group and the school curriculum should include the study of cultural differences. (6) Many school districts make no provision for the groups of migrant children that come through their districts every year.

Panel IIIB

The group was told of efforts in New Jersey to give children some of the experiences taken for granted among middle-class families (How, for example, can a child comprehend the word "picnic," someone asked, if he has never been on one?), and of similar efforts in western Alaska to prepare Eskimo boys and girls for readers that assume a firsthand acquaintance with supermarkets and automobiles.

Most of the projects described included remedial reading and other language arts activities, some using the initial teaching alphabet, others employing the daily newspaper, still others drawing on specially prepared materials relevant to economically deprived children and adults.

The panel also heard of plans to provide cultural enrichment and recreational opportunities—outdoor education, inschool performances by professional drama groups, trips to concerts and museums. These programs, coupled with an increasing amount of counseling, are designed to broaden children's horizons and to preclude premature selection and rejection of social and vocational possibilities as well as to provide general cultural enrichment. "The point of elementary vocational counseling, beginning in the third grade," said one speaker, "is to encourage students to keep their minds open and not to close doors."

Panel IVA

The subject of tests and measurements as they affect disadvantaged children was a topic of considerable debate. Panelist Dabney said that "society is 'gung ho' on objective measurements. One problem is that we're ambivalent in society as to commitment to humanistic values." She said that educators ought to be concerned with this as they prepare tests.

Chairman Cleveland noted that "middle-class people have a greater motivation to pass a test. For kids in the [antipoverty, Title I] target area there is very little in society that makes them want to pass a test. There are other tests they can pass. They can fight and steal. They know how to make it."

Bert A. Goldman, associate professor of education, the University of North Carolina, said a major difficulty with measurements and tests is that teachers do not know how to use them or interpret them. "Few undergraduate courses at universities deal with tests and measurements," he said.

Mrs. Dabney said there is also a continuing need for new textbooks that will stimulate the disadvantaged child. "Many of the multicultural books I have seen are Dick and Jane in technicolor," she said, referring to the new "integrated" approach. Panelist Leonard B. Ambros, assistant director, American Textbook Publishers Institute, assured her that "textbook publishers are spending more money on research than ever before" in order to produce sound educational books that are also nondiscriminatory. "We're waiting for help from the field—what will work and what will not work," he said. "We're waiting for help from the educational fraternity."

Panelist James G. Banks, executive director, United Planning Organization, suggested that a good beginning is to ask the disadvantaged what they want in the products designated for their use.

Involving Parents and Community

Panel IIIA

Panelist Martin noted that "our pedagogy has worked only when there has been parental concern. The greatest Negro revolution is that mothers are now determined that their children are to get an education. That will make everything we do work."

Panelist Peter G. Kontos, professor of education, Princeton University, described a community action program in Cleveland that took place several years ago and in some ways was a forerunner of many of today's antipoverty projects. The idea stemmed from disadvantaged teenagers themselves who did not like what people in the community thought of them. They organized into a Youth Corps to do things in the inner city without pay. Of the 80 members of the Youth Corps, over 70 percent had never before been involved in anything, in or out of school. They developed their own projects, such as informing the community on how to get more police protection and better health services. Once it became known that they existed, they were booked solid for months in advance with projects that other community agencies wanted done. The youth became consultants to other clubs in town that wanted to reach the inner city community. The entire project cost $200 for 2 years. The significant change was in the youth themselves. A byproduct change was in the school curriculum which began to make use of the community as a laboratory.

Panel IVA

Panelist Donald P. Stone, assistant for education for the Student Nonviolent Coordinating Committee in Atlanta, Ga., argued that the poor themselves have resources which should be brought to bear on their problems. "We accept the logic that poor people have no answers to problems," he said. "If we didn't accept this logic some of those poor people would be here with us now." The fact that representatives of the poor are absent from the conference is a "demonstration of bankruptcy" in the meeting, Stone said.

He urged that "power be redistributed along more realistic lines so that the people affected have a way to make some of the decisions." He said school people ought to involve themselves "intimately in the lives of the people in a spiritual, not a materialistic, way. I have seen teachers totally uninvolved socially or any other way outside of the classroom," he said.

Asked by panelist Ambos, how educators can find the leaders of the poor, Stone said that when the schools become thoroughly involved they will see the people themselves come forth with leaders.

Consultant Sugarman noted that the schools are accustomed to dealing with groups which "gather together on a stable basis and have constant leadership," and that the poor have shifting allegiances to leaders among them. "It's most difficult to deal with groups that are here today and gone tomorrow," he said.

Chairman Cleveland reminded the participants that "there is no group to represent all Negroes, just as there is no group to represent all whites." The only solution to finding the leaders of the poor is to "go out and get to know the people ourselves," he said. Panelist Stone added that the constitutional system permits enough flexibility to transfer power within groups, but those in power resist losing it.

Panelist O'Neill said, "The time has come to educate a minority group so it can speak and exert intelligent power. The capacity to perform at a sophisticated level is what is needed." Cleveland noted that frequently the friends of the poor are the ones who become leaders rather than the poor themselves.

Many participants urged that the schools make use of the resources of the poor. Cleveland said that in the rush of filing applications for the first year of Title I money, the poor were not consulted about the projects. While this is understandable, he said, "we're continuing the same programs next year."

Panelist Banks said, "It is not difficult to involve the poor—if they can see how the involvement will help them." They will not learn this as long as the school system is isolated from the community, he said. "There is a basic intelligence among people that we ought to tap."

Grant Venn, Associate Commissioner for Adult and Vocational Education, said the schools must devise some means to make education more palatable to the

children of the poor. "We must find a way to report success to their families instead of failures," he said. Not only do the schools report failures on report cards every few weeks but "they also make the parents sign them as true." He added, "We're not going to reach anybody if we tell them they're no good. The schools need to involve themselves in the process of telling them they are human beings—now."

Dr. Venn continued: "Why tell them they can't go out for sports or band if they don't get good grades, when these are the only things they can do, some of them?" The time for correcting this attitude is at hand, he said, because "the anxiety of parents about what's going to happen to these youngsters is higher than it's ever been."

Consultant Sugarman noted that OEO Director R. Sargent Shriver is confident of the resources of the poor and the community to help each other. "Shriver says that 90 percent of the time when you don't get people to help, it's because you haven't asked them," he said.

"The problem resides in us, too," said panelist Dabney. "We very seldom focus on the strength of the people. We need an attitude or approach in which we will see their strengths. There is a residue of involvement in the community. Everyone wants to help the schools."

Participants also expressed worry over whether they understand the disadvantaged. Ambos said, "We need more demonstrative evidence of what makes up the disadvantaged child." Throughout the sessions Banks suggested that the group is unprepared to talk about mobilizing resources to help the disadvantaged until it is certain it knows who the disadvantaged are.

Banks also took issue with the role of the schools in providing the wide range of social services now undertaken through the new Federal programs. He said he was concerned that the school, with an essential mission of education, will so encumber itself that it will become "jack-of-all-trades and master of none." He contended that the problem of social work is one for the community as a whole instead of for the school, and that it is the community that has failed. "The emphasis should be on improving educational content rather than social services," he said. "We need to concentrate on kids who don't go to college."

Mrs. Dabney and others disagreed. "You can't separate the two—education and social services," she said. "The schools should be social-work agencies." While they should avoid the rigidities characteristic of the operations of such agencies, the schools should concern themselves with an "attitude of global planning" which could integrate these services into the school program. She noted that in rural areas the schools must be social-work practitioners because of the unavailability of other resources.

O'Neill agreed that while social work "impinges on the efficiency of the school to perform its operation, it does have to be done. The problem is how it is to be coordinated." Mrs. Dabney added that these services are necessary for the child and that "no one but the school has jumped into the gap so far."

Fantini said that if the schools limit themselves to "the three R's and subject matter mastery" the result will be simply an end product rather than an educated child with the capacity to live constructively.

Venn suggested that school systems hereafter design schools which will accommodate the social welfare activities. "In the future," he said, "the schools will have to see their role not as judge and jury [sitting in judgment on the children] but as an instrument of society which assists other individuals."

Coordination of these programs with the school system's operations is a big task which must be handled well, participants agreed. And this coordination must also be accomplished within the Federal Government, they said. Some participants reported difficulty in dealing with OEO and OE and their often similar programs which can overlap if not planned properly. Close cooperation is also necessary between the Department of Health, Education, and Welfare and the Department of Housing and Urban Development so that urban development and de facto segregation can be considered simultaneously when schools are at the planning stage, one participant said.

Dittrick urged "development of a coordinating concept in Washington, D.C., itself" as one remedy for "fragmentation of programs and competition for dollars" at the local level. An OE staff member said the Commissioner's office has established a liaison position which ought to help this coordination within the Federal Government's education programs.

Sugarman said that citizens advisory committees have worked and can work, and discussions by various participants indicated generally that this is so. Mrs. William J. Cooper, chairman, Committee on Volunteer Development, National Council of Jewish Women, urged school people to mobilize the resources of the volunteer woman. "She's not a do-gooder," said Mrs. Cooper, "but we think of her as a supplement to the teacher."

Similarly, Sugarman said, "even young children can be used in a limited role" to help the schools.

Venn said that citizens' committees will function with

or without the sponsorship of the schools. "Does anyone here think he doesn't have a vocal citizens' committee?" he said. "Then let him visit the tavern or the bridge club." Venn said the school can receive the services of its young people in a volunteer capacity only if it indicates that it feels the services are needed.

"Why don't we make young people an asset to society?" he said. One patricipant described a Title I program in which teenagers are going into homes to help families that need help. "We're using home economics girls to help mothers put up hems," he said.

The school system must also call on the considerable resources of the college and university to help the disadvantaged, participants said.

Panel IA

Arthur Pearl asserted that generally the school and the parent engage in a "conspiracy" against the child. The parent only gets called into the school system when the child is in trouble. The neighborhood school of 30 years ago where the teacher lived in the neighborhood and the parent could easily consult with the teacher are gone, said Dr. Pearl. "Where are those teachers in East L.A.? They don't live in East L.A. Where are those teachers in Watts? They don't live in Watts."

Panelist Montez emphasized the need to go into the communities saying: "There is going to be a point in this educational system . . . that if it is going to survive. . . . we in this highly structured ivory tower . . . are going to have to get down there. We are going to have to get down to places like Watts . . . we are going to have to get a little dirty. We are going to have to be upset. . . . The only way we are going to find out how to deal with the disadvantaged . . . is in our own communities . . ."

Panel IIA

While the consensus of the discussion was in favor of the involvement of community people in the schools,

IA panelists take a "photo-break." Left to right, seated: Leander J. Shaw, Roy McCanne, Wilson C. Riles (Chairman), Arthur Pearl. Standing: Philip Montez, Harry L. Bowers, Rodney Tillman and Charles Cogen.

some warned that it was "rapidly becoming a panacea for almost every problem, but is probably raising more problems than it is solving." University students, especially those who are considering careers in teaching, should certainly not be overlooked. Through a sound program devised by both the public school system and the university, they can provide services desperately needed by the schools.

Programs of family and community involvement were noted by several participants:

- A classroom teacher from Knoxville, Tenn., reported that teachers go to the homes and involve the parents in sewing clubs, mothers' clubs, and a variety of activities that take place not only during the evening hours, but also on Saturdays and Sundays. In her school, teachers "are willing to do more." The positive climate results in educational progress for the children, the teacher said.
- At P.S. 192 in Harlem, 65 percent of whose pupils read at or above grade level, 75 percent of the parents are active in the PTA.
- Several participants mentioned involvement of local business and industry. It can help overcome some of the severe personnel problems facing local schools; help provide youngsters with saleable skills; and in work-study programs, it can be a source of part-time jobs.
- A Beloit, Wis., district administrator related the successful experiences of his system since they turned to private enterprise and industry 4 years ago. Industry and curriculum planners developed a program of study that lasts 12 months. Industry pays the students' salaries, and at the same time students are learning skills.

Research and Evaluation

Panel IIIA

Panelist Passow was particularly emphatic about the need for more effective help in evaluation techniques. "Title I is the first Federal law with built-in evaluation," he said. "The schools need assistance in evaluating their title I proposals. We're trying new ideas, but we are using old, inapplicable evaluating techniques."

This point was referred to again and again during the meetings. There is no way to measure self-concept in a 4-year-old, for instance, although the building of self-concept is one of the archstones in Head Start projects. There is no way to measure the value of field trips for preliterates or other students unable to take paper-and-pencil tests.

The questions Dr. Passow raised about the need for research were answered different ways in different contexts throughout the meetings. Opinion ranged from believing that present research is adequate but not being used, to the belief that very little is known about even the most basic elements of education. If research does exist, the group would like to see it put into usable form and widely disseminated.

Dr. Martin made the final panel presentation. "We are in considerable danger," he said, "that Head Start and other preschool programs that appear to be so successful mask the fact that we know next to nothing about early education." He called for longitudinal research on the consequences of early education.

There was unanimous agreement on the need for continued research. As one observer put it, "If we don't go on with research, in 1976 we'll still be fighting the war on poverty with the tactics of 1962."

Panel IIB

Dr. Zigler said that in his long experience with Operation Head Start, "I found not only reluctance but downright apathy to research. Too many educators treat the researcher as an enemy, not as someone to work with in seeing how we can all best serve children. We all want the best for these kids, but we aren't going to find it unless we keep looking. Now we have a kind of numbers game—how many kids and how much money—but no real evaluation. That's because it is easier to count kids and dollars than to evaluate motivation and morale."

Section II. SPECIAL PROGRAMS

Title I and School Desegregation

Chairman: James E. Mauch, Chief, Programs Branch, Division of Compensatory Education, U.S. Office of Education

We are her to discuss ways in which Title I projects can contribute to solving problems of school segregation. We all know that this can be done, and is being done in some localities. We also know that funds can be used to preserve the status quo. Any such discussion must look back to the school desegregation decisions of the U.S. Supreme Court in 1954 and 1955. In those decisions, the Court ruled that racially separate educational facilities are inherently unequal, and therefore unconstitutional.

As part of the Supreme Court's decisions, lower courts were directed to require school districts to make a prompt and reasonable start toward desegregating the schools. In discharging that responsibility, the courts have in many cases felt it necessary to define what desegregation really means. Thus, a recent court opinion stated: "It is not enough to open the previously all-white school to Negro students who desire to go there, while all-Negro schools continue to be maintained as such."

In short, school authorities have been told by the courts that they may not remain passive, that, on the contrary, they must take definite affirmative action to eliminate the dual school system. But, although the dual system is no longer legal, it all too often exists in fact in every part of the Nation, and so does the racial discrimination prohibited by law.

The position of the Office of Education in this situation is, I think, clear. In case it is not, I quote from Commissioner Howe's speech to the Urban League earlier this year:

> Considering the authority that we gentlemanly education officials have at our command to correct racial injustice in our schools I feel we have accomplished very little so far. While we have gone on urging moderation, sweet reason, and bigger and better panel discussions, of which this is one, the schools throughout the Nation remain almost as segregated as they were in 1954.

The Commissioner further stated:

> Our task obviously requires an activity more sophisticated than the gritting of our corporate teeth. School officials occupy a curious position somewhere between that of the educational leader and the political leader, but it is apparent that for many areas a necessary sensitivity to public opinion has tended to dilute their sense of responsibility for educational leadership and that they have exercised it only after the public parade has already decided which way it wants to go.

The men on this panel have chosen the substance of educational leadership rather than the shadow. They have been working on the issue of desegregation for some time, each in his own public and, I suspect, in his own private capacity. Whether or not they have met the success they hoped for, only they can say. But anyone who is familiar with them would, I believe, say that they have toiled long and hard in the vineyard.

I would ask them now to tell you about their efforts, why their efforts are important to our goals, and what these efforts have to do with the aims and use of Title I funds.

Wilson C. Riles, director of compensatory education, California State Department of Education

I would like to state at the outset that we in California do not think that we have solved the problem of eliminating de facto school segregation. We think we have made a start.

When Title I funds became available, we were faced with a program that might have been at variance with our State policy and laws. Back in 1962, the State Board of Education took a position on de facto segregation in the schools of California which became part of California law. The following is an excerpt from the Board's resolution:

> It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

The California Supreme Court backed up the State Board's policy in its decision in *Jackson* v. *Pasadena School District.* I will read one paragraph from its ruling in that case:

> So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in

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providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause anti-social attitudes and behavior. Where such segregation exists it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause.

That is the position and the policy of the State of California, as evidence by the Board resolution and the court ruling.

Title I, as you know, speaks of concentrations of disadvantaged youngsters, and some of us were much concerned that it would put us in a position of reinforcing segregation patterns. (And, by the way, there are people in California, as I suspect there are elsewhere, who would be perfectly willing to give you compensatory education if you kept the children in the ghettos.) For a year, our Advisory Committee on Compensatory Education has been wrestling with this problem regarding Title I.

In addition to the State Board's policy and the court's decision, which I have already quoted, we have in California the McAteer Act of 1965. This governs all compensatory education activities and therefore all programs for disadvantaged children, since in California all such programs are administered under the Division of Compensatory Education. Let me read you one key section in this State law:

Nothing in this chapter shall be construed to sanction, perpetuate or promote the racial or ethnic segregation of pupils in the public schools.

Our first confrontation with the problem with regard to Title I of ESEA came by way of a school district whose administrator said, as we were informed: "Now I am going to put Wilson Riles and the Department of Education and the U.S. Office of Education on the spot. I am going to ask for Title I funds for buses to integrate 250 youngsters in my district, and I am going to see what they will do about that."

We welcomed this challenge, and let it be known that we would certainly have to review such an application. But first we went into the question of how to deal with the problem of disadvantaged youngsters where there are no concentrations of poverty—in other words, how to deal with scattered poverty. We worked out a system whereby we would review a project on the basis of how it defined where the disadvantaged youngsters were, the problems they had, and the process the school had gone through to define the problem and arrive at ways of dealing with it.

If a district decided to completely integrate its schools and scatter its poverty, we thought we could deal with this on the basis of the intent of the act. In the case of the busing project just mentioned, we simply said that if the district wished to really integrate and set up a situation where it would have scattered poverty, we would be willing to work out something with it. But, if it was just going to come up with a token plan to move 250 youngsters, we would raise some serious questions. In the end, a project was worked out which also relieved overcrowding and added personnel, special instructional equipment and materials, teacher inservice training, and curriculum development.

Now, finally, as for the action we took on the overall problem. On June 9 the State Board of Education adopted its present position with regard to Title I projects. The State law provides, as we have seen, that programs should not sanction, perpetuate, or promote racial or ethnic segregation of pupils in the public schools. In our guidelines for Title I of the Elementary and Secondary Education Act of 1965, we prescribe certain actions to comply with California State policy with regard to the integration of pupils in the public schools and to provide the maximum educational benefits to the children being served.

In its application for funds for a project under Title I, we say the applying district shall include a statement as to the effect, if any, that the proposed project will have on patterns of segregation in its schools. It must explain the extent to which it has addressed itself to the problem of de facto segregation and what actions it proposes to alleviate this problem. The crucial test is whether the project sanctions or perpetuates segregation.

We suggest a few examples. Some of these have been tried; others have not. In a newly integrated school district, funds under Public Law 89–10 may be used to facilitate preparations for the integration process, provided these funds focus on educationally deprived children residing in the target area. After the integration process is operative, programs of compensatory education using Title I funds may follow, to help enhance the children's educational attainment and adjustment to the new situation.

Funds may also be used for the purchase of intergroup relations materials. Let me preface that remark by saying this: We have somewhat structured what the State feels about desegregation, but we know that the local district must first identify what they consider the problem to be.

Again, if a district says—and we are encouraging districts to say this—that one of the pressing needs, or the most pressing need, to which a project is addressed is the elimination of isolation and separation, we feel that this falls completely within Title I.

Let me add just two more examples: School districts which recognize that in the education of deprived children motivation for achievement may be increased by racial integration, can develop a plan for using the funds to assist deprived pupils who will be involved in an integrated situation. And in school situations where classroom space is available, Title I funds may be used to develop a program whereby children would be transported from a target school and placed elsewhere in the district. This procedure should not only facilitate racial integration but also reduce the class size in the target school.

We also feel very strongly that under the State's responsibility to judge the size, scope, and quality of a project, we must help school districts to use Title I funds properly.

With regard to construction: We have received a number of projects that contained a component for reducing class size, and had to make a judgment as to whether we would permit building permanent structures in ghettos. In the $74 million we have allocated we have not approved one permanent construction component. We have taken the position that the youngsters need help now, and not 2 or 3 years from now, after a building has been constructed.

Thomas F. Pettigrew, associate professor of social psychology, Harvard University

I think we can all agree that Title I establishes a great precedent for public education in the United States.

But Title I also has one great danger. If, through its special programs, it acts to separate the poor and the disadvantaged from other children in the public schools, it may prove self-defeating. I am not talking merely about racial segregation now, but about the separation of disadvantaged children in general from advantaged children.

In the recent study which the Office of Education completed under title IV of the Civil Rights Act, one of the chief findings is that the aptitude and achievement scores of disadvantaged children are more related to the characteristics of the children with whom they go to school than to other school variables. That is, it is important for the education and the achievement scores of disadvantaged children that these children be in schools with advantaged children. If Title I funds should be used, directly or inadvertently, to separate the disadvantaged from the advantaged, we would be losing what the survey has shown, on the basis of very clear data, to be the most important means of raising the achievement of disadvantaged children.

Frankly, this danger in Title I concerns me a great deal. And, to be blunt, most of the examples that we were given as we came in of Title I projects involving desegregation do not greatly reassure me. But two of them are, I think, reassuring—and it is about these that I will talk here.

Many projects are really hashed-over examples of measures that have failed in the past, that is, special arrangements for the disadvantaged treated separately from others. The past record of education is literally crammed with the failures of such programs.

But two programs among the samples we were given do reassure me, particularly because they have long-range potentials. These are the East Orange, N.J., program for an educational plaza and the Hartford plan for regional desegregation [see exhibits A and B]. It seems to me that these two commendable programs, taken together, contain the ingredients and show the direction for long-term solutions to the problems, solutions that must and, we hope, can be supported with Title I funds.

The idea of an educational park for the entire school system is one ingredient that we will need. The other idea, contained in the Hartford plan, adds the suburban dimension.

It is hardly a secret that in Washington, Philadelphia, Chicago, Cleveland, and other cities, we are simply running out of white children to desegregate in the inner city. We are not running out of whites in the United States, however. Whites are also coming to the metropolitan areas, just as Negroes are. But, before there can be any ultimate solutions to the desegregation of the public schools in our inner cities, we must involve the suburbs. These have been well called the white noose that surrounds the Negro neck: they will have to become something more positive in educational terms than they are now.

I would hope that Title I would be the source of funds for such a program as the Hartford plan, and that it and other similar plans (for example, METCO in the Boston area) might serve as experimental pilot models for us to watch, particularly with a view to combining such plans with the educational park idea.

I accept the point just made by the gentleman from California that we have to do something immediately. But let us not fix our exclusive attention on short-run

solutions that will institutionalize problems for the future. We should also be thinking of long-run solutions—of, for example, ringing our large cities with educational parks in which half or more of the student bodies would be drawn from the suburbs.

I urge this not just for reasons of desegregation but for many other educational reasons as well. This would, I think, really meet what the Congress had in mind in Title I—the raising of the achievement levels of disadvantaged American youth. If, on the contrary, the danger in Title I that I mentioned above comes about, if we separate the advantaged from the disadvantaged, I am afraid that Title I will go down as an unfortunate precedent for American education.

Alexander J. Plante, Title I coordinator and executive director, Office of Program Development, Connecticut State Department of Education.

I agree with Dr. Pettigrew that maybe in the long-run planning we can develop quality education in the city. But for the immediate solution and for the generation we are dealing with, we must have the cooperation of all people and not just manifest our hatred and our disgust of the city and take the attitude: "You are responsible; we are not. Therefore, you live with your problem." In the Hartford plan [see exhibit B] we are saying that immediate solutions to the problem we are facing and discussing here today cannot be found in the city alone.

The point of view that the plan embodies is based on two university studies. The first was a study, by the University of Connecticut, of 4-year-old Negro children in low-cost housing in the city of Hartford. When the researchers compared the so-called native intelligence of these youngsters with their linguistic ability, they found that these 4-year-olds were very intelligent but that, as they prepared to enter the mainstream of society, they would be increasingly handicapped by their limited linguistic ability.

The second was a study made in Hartford by Harvard University. This study found that 52 percent of the elementary-school children in the city of Hartford were nonwhite, that this number was rising at the rate of 5 percent a year, and that, if no countermeasures were taken, Hartford would in time become essentially an all-Negro ghetto, and any attempts to to find solutions in the city would therefore be self-defeating. The study concluded that the solution cannot be found within the city; there must be cooperation with the suburbs.

In addition to this, we listened to the people. Anyone who has listened to the group of people we are talking about quickly gets a sense of their isolation from the mainstream of society. To such remarks as, "Aren't things better? Jobs are available; society is more affluent," they would reply, "No, things are getting worse. At one time there were many poor people with all kinds of aspirations. But now you in the North, because of the pigmentation of our skin, keep us isolated from the mainstream of society by the subtle organizational ways in which you operate."

So we felt a bold intervention was necessary. Let me now briefly tell you what our plan consists of. Moving on a pilot basis, we will arrange for 300 youngsters from 1 through 5 to be accepted into schools in 5 suburban towns.

Eight schools in Hartford have an attendance of more than 85 percent nonwhite; seven of these schools go to 95 percent or more nonwhite. From these 8 schools we selected the 300 children from 2 kindergartens and 2 first, second, third, fourth, and fifth grades. We used a random basis of selection so as to get a cross-section of the entire nonwhite community.

We asked 4 suburban communities just to let us use their vacant seats: for example, if they had 23 children in a class and could accommodate 25, to let us put 2 in there; or if they had 20 children and could accommodate 24, to let us put in 4. We were looking for places for 75 youngsters in 4 communities. One community (Glastonbury) turned us down, but two other communities came to the fore and said they would participate. So we now have five communities participating with us to some degree.

We learned from the University of Connecticut study that deprivation starts early; that you cannot just pick out a group of these youngsters and leave it at that; that you must make sure that the deprivation already caused is quickly ameliorated, and that the education of these children proceeds rapidly. Therefore under the Hartford plan, with every 25 youngsters we will send a supportive team consisting of a teacher from the city of Hartford and educational aides who will work with these youngsters and other youngsters in the receiving community with similar types of disabilities.

We are looking very hard for answers, and I think we will get some from our strong research component. As this plan proceeds, we will observe the educational achievement of the white youngsters as compared with that of the nonwhite youngsters—and of the youngsters who remain in the ghetto compared with that of those who travel to the suburban towns. We will also observe and seek for the kinds of things we can do to train

people for desegregation programs, not just in Hartford but in other places—New Haven, Bridgeport, Waterbury, and throughout the State of Connecticut. Requests have already come in from other Connecticut communities for a similar kind of program.

What are our problems? I think you must know them, and I think we must face them and understand them.

The subtle prejudices of the North, to me, are much more devastating than the open prejudices of the South. Make no mistake about it; we live in the same box. We've had meetings of 200 to 300 persons where we would have to have 15 policemen to guard us from physical harm. It was an experience I never thought would happen. So let's not feel proud of what we are or look askance at others; let's look to our own situation here, for, believe me, we have a long way to go.

There also seems to have developed in this country the widespread belief that the suburban community has no relevance to the inner city. It is amazing to me how we can go into that city each day, earn our living, use the hospitals, use the cultural activities, use the sewage systems, and say, "The heck with you!" It just isn't possible, because disease in the city will bring disease to the suburbs, and we will all perish from it. Make no mistake about it. Running throughout the United States is a suburban isolation from the city which needs to be broken down.

It seems to us that we must secure the necessary financial support for the kinds of things we are trying in Hartford. I certainly hope the U.S. Congress will make it possible financially to move this kind of program forward.

It seems to us, also, that we must go to our State legislatures immediately, to establish the legal basis for such programs. We expect to be in court a lot next year. I think we will win every time. But the statute should be clear and should provide for and encourage school desegration.

I also want you to know there are carefully organized groups that will operate in your community and will distort everything you say. In other words, they will say that housing must come first; or that adopting Negro orphans will be the solution to everything; and so forth. This is only feinting. Or they will call your plan metropolitan, devastating, federalistic, socialistic, communistic, or any other bad word they can dream up. They are well organized. This sort of stuff will be broadcast in your communities just as fast as the mimeograph machines can turn it out. You have got to be aware of this.

One other point which is extremely important for anyone undertaking a program of this kind. We picked the most affluent communities in the Hartford region and the communities where the educational level was the highest. The lower social classes feel threatened by the Negro. So, if you are going to make your move, make it where you can be successful.

We hope to have some results for you in 2 years. We feel almost overwhelmed by the potential for success here. As I look at these youngsters and the response from the Negro community, I think we are all going to have a great deal of satisfaction from the Hartford plan.

John Henry Martin, superintendent, Mount Vernon Public Schools, Mount Vernon, New York

I make the following statement in PTA's, Lions Clubs, and similar important agencies of our community life: "The time has come to say openly that the all-Negro school, or the nearly all-Negro school, in the American city is an educational curse. The evidence is in. It is indefensible as a continued institution. The question is, what do you do about it?" I would hope that the school superintendents of America would individually and collectively make a similar flat statement.

The U.S. Commissioner of Education made such a statement, and made it eloquently. But the question is not what he has said, but what he does about it. And the same question confronts the cities and the small towns of America.

The answers are relatively easy in suburban areas where there may be, say, five all-white schools and one Negro ghetto school in a school district. Here the solution is relatively simple and has been achieved in many places, though not without turmoil, courage, and a great deal of difficulty. It is to close the ghetto school down, roll the buses in, take the children out, and distribute them among the other schools of the town. Some of us have done that.

But that answer is not applicable in densely populated urban areas such as Mount Vernon, which has a population of 20,000. There, more than 50 percent of the elementary school pupils are Negro. Closing down 5 or 6 of the 11 schools won't do the job. The civil rights leadership has an answer: Use the same fleet of buses to take half of the Negro pupils out of these schools and to bring half of the whites in from the northern half of the city. That is a variant of the Princeton plan, with its instant desegregation. The

difficulty with this solution is that the board of education won't adopt it—and, at this point, no one is in a position to compel them to adopt it.

Between those two answers lie others. There is, for example, the 4-4-4 plan. This plan I rejected as an answer for our community on the grounds that while it effected a kind of solution for the middle school and the high school, it gave up on the solution for the first 4 elementary years and allowed a permanent segregated pattern during these 4 years of education.

Yet another answer is the educational park. In terms of its impact as a desegregation device, I have no argument against this answer, other than the fact that it is years and years of bond issues and construction away.

But there is a second basis for criticism of the educational park. This is the fact that the plan contains within itself no ingredient for educational reform or improvement. If you rebundle on one site thousands of children from a larger geographic area but do not envisage a reform and reorganization of the structure of education, once they are on that site, you may have the answer to the question of desegregation; but your answer has nothing to do with the reform of education as such.

This criticism is not antagonistic to the desegregation intent of the plan. All I am saying is that the educational heart of the program has yet to be evolved. I think I have a partial answer in the academy concept [see exhibit C] and I would marry both, one to the other.

The plan we in Mount Vernon came up with, in the idea of the academy as an interim measure, was based on the recognition of the importance of time in terms of months, not years. The establishment and operation of the academy would call for the purchase of a sizable piece of property and the utilization of buildings already there. On this site would be evolved and conducted a program for the academic review, the supervision, and the tutorial instruction of children from every elementary school in the city. These children would come to the academy every day for 2 hours of intensive remedial, advance, corrective, clinical work on an individual basis which had been diagnostically established.

That is the academic center of the plan. It would mean that within a period of 10 or 12 months initial steps could be taken with the first several hundred children. The operation could be programmatically increased in 30-day cycles, and we should expect that in about 18 months we would be in full swing, with 2,000 of the 6,000 children in the K to 5 program at the academy for each working day they were in school.

But there is a growing hostility within the community to the accomplishment of this plan. The board voted it. The commissioner of the State of New York approved it. Civil rights groups opposed it. At one time we had the distinction of having just about as remarkable a consensus as President Johnson might have dreamed of, all opposed to the plan.

To me, the plan appears to offer a functional structural reform in the nature of elementary education, a byproduct of which would be high-speed integration of the elementary schools.

Title III would provide the planning and operational funds. Title I would provide the transportation funds. We have such money set aside for the beginning operation this coming year.

John H. Fischer, president, Teachers College, Columbia University

It seems to me that if we are to have the kind of comprehensive approach to the problem we are talking about here this afternoon, it is important to prepare first what the strategist calls an estimate of the situation. As we look at the situation we have to deal with, it would be well to take into account the facts that can't be talked away. One way or another, we will have to deal with them.

First, we have to face the fact that we are dealing here with a form of social inertia which is particularly baffling. This is not to say it cannot be changed. But to act as though we were not confronting this social analogue of Newton's first law of motion seems to me unrealistic to the point of irresponsibility.

Second, we need to face the fact that we are dealing, in this inertial condition, with apprehension, unfamiliarity, and insecurity—if you will, with fear. We lump these together and call them prejudice. But it isn't as simple or as easy as that. We have to face the components of this prejudice if we are to deal with it. If we don't deal with it, I am afraid whatever plans we lay are likely to come to grief.

In the third place, we are dealing with the hard fact of the ghetto. None of us here like ghettos. But we have them and we won't wish them away overnight. We will have to lay plans to deal with them. Unless they are taken into account in our planning, our planning again is not likely to be very effective.

In the fourth place, we are dealing with shifting residential patterns. We have not only the problem

of the ghetto and the problem of desegregating our cities; we have, also, the problem of preventing resegregation. One of our saddest experiences these days is when we find ourselves, after we have taken brave, bold steps to desegregate schools, face to face with the fact that housing resegregation is bringing the water back as fast as we can pump it out.

Again, we are dealing, as Tom Pettigrew has reminded us, with the white suburban influence. Sometimes this means also with a series of tripwires. There are all kinds of hazards here. Whatever words, whatever figures, we use, the fact is that we do have this ring of white homogeneous, unresisting opposition to the integration of our population.

Monsignor James C. Donohue of the National Catholic Welfare Conference; Dr. John H. Fischer, Columbia University; Commissioner Howe; and Austin Haddock of the Oregon State Department of Education, converse during the Conference.

In addition, we have a great many small, independent, and relatively homogeneous school systems. They are not only homogeneously white. Increasingly, we are getting school systems that are homogeneously Negro. I don't know which is worse, an all-white or an all-Negro school system. Neither says much about an open society. Until we find a way to come to grips with this problem, we are going to have shortages in our plans.

Furthermore, we have the problem of the segregating effect of nonpublic schools. I doubt that anybody in this room would want to remove from the American system the option parents now have of choosing independent schools for their children. But when you look at New York City and other cities, the fact of the matter is that the option of parents to choose nonpublic schools for their children means in many cases the option to choose a segregated white school. Of course, most of these schools now have their token enrollment. They have their demonstration Negro children placed in the places of high visibility, like the receptionists in corporate offices on Madison Avenue. But we are still dealing with a difficult situation that must be taken into account.

Over and above this, we have the fact of wide overlap in this country between minority racial status and economic poverty. Tom Pettigrew was getting at this point earlier, when he spoke of the hazard in Title I of segregating children in terms of poverty, only to discover that we have at the same time segregated them in terms of race.

Lastly, we have another fact which we don't talk about as much as we should, although schoolmen are coming to talk about it more and more often these days. This is the fact and tradition of the political isolation of our public schools in this country. There was a time when it seemed awfully smart and absolutely necessary to separate the schools from partisan and often corrupt political arrangements, particularly in our large cities. But we have now separated them for something like 50 or 75 years, to the extent that they have become in many cases almost hermetically sealed, administratively and politically, from the ordinary decision-making and policy-forming practices of municipal and State government.

So, as we plan our strategies, we had better remember that they have to be something more than exhibitions of opportunistic ingenuity. As we select Title I projects to deal with the difficulties of segregation and to move toward desegregation and integration, we should choose our projects and plan them so that they will not only deal with the specific problems of culturally and educationally disadvantaged children but also attack the broad problems that I have been trying to sketch out. We can't rely on the simply opportunistic approach.

I think Henry Adams once called simplicity one of the most deceitful mysteries that ever betrayed mankind, and I suspect that we have a problem here in guarding against allowing the single target approach of Title I to confuse us into thinking that, if we hit that target, everything else will be taken care of.

We need, of course, to concentrate on the target. But we don't want to develop tunnel vision at the time we are keeping our eye on that one target. This won't be easy. It means, for one thing, that as we set up our Title I projects we shall need to make deliberate efforts to involve children of both races in every possible case. This doesn't mean that we would necessarily reject a project just because it happens to meet the needs of children of one race at the moment. But it does mean that wherever possible we will want to involve the children as well as the parents and teachers of more than one race.

Second, we will need to work on the periphery of our ghettos as well as in the heart of the ghettos. It may be that in some instances we shall not be able to desegregate schools in the depth of the worst of the ghettos. As it appears to me now, about the only way to do that is to ask all of the Negro children to move, at their expense of trouble and time and effort, to the places where the white children already are. Somehow, that strikes me as offensive. This is not to say that a bus is never a handy or useful instrument. There are, of course, times when it is good. But to rely on it as the sole means of dealing with the problem of the ghetto seems to me unjust and inequitable and in the final analysis unrealistic. But every one of our ghettos has a periphery, and the larger this gets, the more opportunities it presents.

Another thing we will need to do is set up joint projects involving groups of schools and groups of school districts. You have already heard allusions to that kind of activity this afternoon, and many of you are involved in it. This is one of the ways of drawing a larger circle to include the smaller circles which we are trying to serve and ultimately to eliminate.

We are going to have to find ways to bring together the new arrivals and the old arrivals in communities. We will have to find ways to ease the problems of transition as people move in and out of our neighborhoods. Another way of putting it is to say that we will try to make a virtue rather than an obstacle of the mobility of our population.

We are going to have to make particular effort to bring together city and suburban children. You have heard references to that this afternoon. But it won't be easy. Here in Washington, the only way to bring together the city and suburbs is to bring together two sovereign States and the Federal Government. There are easier problems to deal with, I am told. Maybe this is where we need a State and Federal Government compact.

Another thing we need to pay attention to are cooperative projects that will pool the resources of small districts and so bring their people together. We have had entirely too much compartmentalization of our educational government in the name of local independence. We had better recognize that localism in itself is not necessarily a virtue. It has virtues within it, but let's not confuse the virtues with the vices.

We might very well move to demonstration projects under State or intermediate district leadership that would transcend the difficulties and in some cases the obstinacy of local school units. I would like to think of this as a display of leadership rather than a display of coercion; and I think the leadership might win out in the long run. But the run had better not be too long, or we will be dealing with another generation of children.

We need joint activities to bring together on deliberate, carefully arranged bases the children, parents, and teachers of public and nonpublic schools. We can't get into all kinds of arguments about the problems of church and state, the independence of independent schools, and all of that kind of thing. But here again we had better recognize that there is a broader circle to which all of the smaller circles relate, and I think part of it is a matter of drawing the broader circle that will take in the smaller ones, respecting their integrity but not insisting on their isolation.

In addition, we ought to find ways to integrate across socioeconomic as well as racial lines. If we think of integration solely as a racial problem, we are likely to come to grief. It is more than a racial problem; it involves cultural differences, economic differences, many kinds of ethnic differences. But it is race that has made the biggest single difference for us in America, and therefore we had better not lose sight of race as we talk about the broader picture.

In all of this I keep thinking of a line in the *Brown* [v. *Board of Education*, 347 U.S. 483] decision that might give us a clue. Indeed, I think this clue is going to give many of our courts and our States clues as we move on into another level of attack on the problem of de facto segregation. This line says that the opportunity to receive an education—and here I think I can quote the exact words—"where the State has undertaken to provide it, is a right that must be made available to all on equal terms."

We are going to have to come back to the problem Tom Pettigrew stated in his comments on Title I: How we are going to take care of the special problems of the disadvantaged child while at the same time we undertake to provide truly equalized educational opportunities for all our children? This is not easy. But I don't think we dare put the problem on any lower plane.

EXHIBIT A

EAST ORANGE, N.J.

Educational Plaza

East Orange proposes to build its entire school system on one central school site, in a series of stages, starting with a middle school for grades 5 through 8. While the school will be administratively and physically concentrated, the plan calls for a major reformulation of the role of the school in an urban community in what might be characterized as a "swing" city. They are hoping to invert and expand the usual school-community concept, believing that the community itself and all of its resources should become the school.

The idea of an entire citywide school system on one central site is itself unique. It presents opportunities of curriculum development, personnel deployment, and the commitment of community resources, all in a variety of new patterns of interrelationships. Since there will be only one school site, total integration will be achieved.

Planning is viewed in terms of both substantive needs and process goals. Community participation, involvement, and commitment are viewed as essential to the success of the program and will be an integral part of the planning process. A distinguished advisory group has been assembled for overall policy and program development advice, and a range of technical consultants will be sought on specific project needs.

Planning funds were requested under Title III, ESEA.

EXHIBIT B

HARTFORD. CONN.

Regional Desegregating Plan

The Connecticut State Department of Education, in cooperation with the Connecticut OEO, the cities of Hartford and West Hartford, the towns of Farmington, Manchester, South Windsor, and Simsbury will initiate, plan, and implement a regional desegregation program for elementary school children. Specifically, the ojectives of this project are to—

Develop a corporative structure between an inner city and suburban communities to help solve the educational problems related to racial desegregation

Secure, analyze, and interpret data on attitudes of white and nonwhite children, parents, educators, and other appropriate persons where nonwhite children are transported from inner cities to suburban schools

Secure, analyze, and interpret data on the educational achievement of white and nonwhite children participating in regional desegregation plan

Establish and evaluate the extracurricular and social activities in which nonwhite children from inner city schools can participate when transported to suburban schools

Orientate Connecticut communities toward regional solutions for educational problems related to racial desegregation

Train professional and nonprofessional personnel for effective operation of desegregation programs

Determine effective educational designs for communities involved in this type of desegregation plan.

The proposed program involves the random selection of approximately 300 children in grades kindergarten through 5, from schools of the city of Hartford with more than 85 percent nonwhite enrollment. During the second year of the project, these children will be enrolled in grades 1 through 6. With each 25 children identified for transporting, a professional teacher and a nonprofessional aide will be assigned as a supportive team. In addition, a social worker will be assigned for each 100 children to provide community services. A university team will evaluate findings secured from the project.

EXHIBIT C

MOUNT VERNON, N.Y.

The Children's Academy

A new concept in school organization is being planned, involving Federal, State, and local partnership for integration and educational reform.

The tripartite plan is based on excellence in education, equality of opportunity, and survival of the urban center.

An addition to the present high school will be built to conduct all 4 years of high school on one site. This means 100 percent integration on the high school level for 3,800 students and makes possible rigorous business and industrial training and an elite college preparatory school.

Housing of the seventh and eighth grades in one complex (possibly sixth grade) eliminates 4 racially imbalanced junior high schools and achieves 100 percent integration for 1,800 children of seventh and eighth grades.

A new complex is envisaged including the following centers:

- Center for academic control, supervision, and pupil auditing
- Educational and medical clinic center
- Center for the performing and creative arts
- Children's library center
- Farm for city children
- Center for teacher training

Approximate total cost: $5 million.

Title I and the Performing Arts: Some Possible Approaches

Chairman: Kathryn Bloom, Director, Arts and Humanities Program, Office of Education

In this special demonstration session, Miss Bloom introduced three groups of artists and arts administrators who have had extensive experience with performing arts programs in schools enrolling large numbers of culturally handicapped children.

Although demonstration formed an important part of the program, particularly in the case of the section on the dance, the explanatory remarks by the performers contained descriptions of their work in the schools. Excerpts from their comments, in a slightly edited form, appear below. The performers who gave these demonstrations have indicated their willingness to provide further information and/or materials about their experiences, on request.

I. Dance

Pearl Primus,[1] the Primus-Borde Dance Studio, 17 West 24th Street, New York, N.Y. 10010

I understand that educators have reached the point where they realize that the word—spoken or written—is not enough to reach the whole being. We are talking here especially about the deprived child. To me, the deprived child is one who has been socially and economically cut off from the visible and obvious benefits that can contribute to his personal growth. What has he done? He has taken the intangible essence which cannot be controlled by society and put it into his own world—and he has closed the doors. In many instances we cannot reach him with the obvious, with the visible and tangible. But through the arts, man's oldest and strongest means of communication, we can reach into the inner being of all children and all adults.

Dance, like all arts, deals with an inner and invisible substance or essence which we cannot quite put our fingers on but must allow to speak for itself. Since earliest times, dance has been used to teach the young the values in their society and to pass on values from generation to generation, even where there was no written word. The dance, sculpture, music, poetry, drama, painting—all of these have something today that has a value for society. And the child who is deprived has lived with dance and music—which often he has created for himself. *Through* dance and music and other forms of art, we can *reach* that child.

As an example, this afternoon, I am going to demonstrate one of the most interesting and effective ways of subtly getting across what is right and what is wrong in a community. I believe that children, like all people, are essentially alike all over the world. Children especially are alike. When it is time to go to bed, they don't want to. And mothers are alike all over the world because they don't care for this—when it is time for the children to go to bed, they insist upon it.

When the child stalls, he says, "Mommy, may I have a drink of water please?" or "Mommy, may I watch TV, please?" or "Hey Mom, will you read a story to me, please?" All over the world, it's the same thing. The child will stall before going to bed. And so this has become the magic hour—the hour for story telling. In Africa, when a mother rises to tell a story, often through the dance, the story she tells has to do with certain things, either desirable or undesirable, in the society, in the culture.

Now, as educators, we know that the legend, the story, is a powerful vehicle for transmitting values. And now we are going to see a story told in a way that gets these values across to the children without them even knowing it. The story that will be told in my dance today is "How Mr. Spider Got Such a Small Waistline." Now, Mr. Spider, in west and central Africa, is a trickster; he is the vehicle for parents and teachers to portray those qualities which are not desirable in society. And, when you say to a child, "You're like Mr. Spider," it is indeed a terrible, terrible thing.

Whether you like the story or not, notice the technique of telling it. For it *reaches* the child—not only in Africa, not only in South America, not only among American Indians, not only among the people of Australia and the continent of Europe, but right here in our own big cities. For a story, told or danced, reaches

[1] Miss Primus, the American ethnic dancer, has just completed an Office of Education research project utilizing African dance to help elementary school children understand other cultures and peoples. Last year, as part of the project, the Primus-Borde troupe gave dance and storytelling presentations in more than 25 Harlem elementary schools.

Miss Primus tells a "bedtime story" through the dance.

the child in ways that few other educational devices can.

II. Theater

Marcelle Felser,[2] The Vanguard Theater, Vanguard Projects Division, Pittsburgh Playhouse, 222 Craft Avenue, Pittsburgh, Pa. 15213

[2] As producer-director of the Vanguard Projects Division of the Pittsburgh Playhouse, Mrs. Felser has brought live theater to high school and college students in the Pittsburgh area, working primarily with the 17 public schools in Pittsburgh.

There is no mystery in the fact that Miss Primus has just been talking to you about "reaching," and that I have come up here to talk to you about "reaching." Because we are all in the same business of trying to give an understanding of the contribution that the artist—the creative person—can make to the education of the human being. We in the Vanguard Theater believe strongly that classic theater, theater of content, has an enormous contribution to make to education.

To bring theater into the schools is no revolutionary

idea. In many places in this country theater is already being brought into the schools, occasionally and in small amounts. We were not content with that. We said that the theater belongs in the schools as a co-curricular activity—not as an extraordinary, esoteric, and invited guest who can be brought to the table at 3:30 in the afternoon and kept very separate from everything else there was to learn. We asked that we might bring carefully designed theater into the high school auditorium to support the curriculum because the high school student has been *studying* theater as though it were a book, a record, or a film. The theater is none of these.

The theater involves the impact of the performing human being—the reach, if you will. We have had our most magnificient, rewarding, and exciting impact when we have performed in the so-called culturally disadvantaged areas because the reach there is difficult. To reach across apathy, across distrust, across a kind of closing off and alienation, you need the kind of impact that makes the connection. The performing arts are interactive, and they do make that connection. The reaching that we talk about in the theater is the kind of reaching that connects the performance to the human being sitting out there in the audience.

We all play roles; and somewhere along the line you must learn to use words in their natural form. We discovered when we performed in these culturally disadvantaged areas that many of the students had comes from homes where a kind of guttural exclamation took the place of words. Often too, their words were in no way connected with the emotion that was appropriate to them. There was no way for these children in their day-to-day lives to come to understand the beauty and magnificence of words.

Again, somewhere along the line, as well as learning the ritual of the society out of which you come, you have got to understand what is the role of the human being, who you are, what *connects* you to—and what separates you from—every human being who has ever lived. And this is *one* of the things the theater can do for you. Because, when a man stands on the stage and talks to you about war and about war being the destruction of the human race, and you suddenly remind yourself that he is using words that were written in Greece two and a half millennia ago, it gives you a sense of the fact that there may be some continuity to life after all.

We say that there have to be *live* actors performing this classic literature which educators have agreed belongs in the education of the human being. For the theater is the only art form where man stands on a stage and talks to man on *behalf* of man. And the theater is the art form devoted to, built on, and structured around behavior—the role of the human being, the study of man, and the explanation of man.

When we go into the high schools, we work in two ways. In the first, we put into the auditorium a stage set, complete with lighting and sound equipment, so that every performance can maintain the same high standard of excellence. Our performances run from an hour and 15 or 20 minutes to an hour and a half; they are designed to fit into two periods, back to back, not after school, not before school, not on Saturday—but during the schoolday. Our performance may consist, for example, of some scenes from *Richard III* linked to some scenes from Shaw's *St. Joan*. The theme running through this is: There are assassins among us, and there are powerful people among us. How can we tell who they are? What makes the difference between a man like Richard III, who obviously went to hell, and a saint like Joan? They were both powerful. They both could use people. What was the difference?

The second way we work is to take performers and bring them into the History and English classrooms. When I speak of bringing actors and actresses into the classrooms, I am speaking of people who are extraordinarily trained and educated, and who have this rare thing which is called talent, the talent to create while you watch them. They come into the classroom as specialists directly illuminating the educational material which the student has to study.

We do scenes from Shakespeare; we do dramas from all the dramatic poets; and we present the poet as a writer of direct communication, as a resource in the educational process. And we hope that what we are doing is illuminating for these students not just the moment that we are there, but that after we go, they look again into poetry because someone has come in and done something that has gotten them scared or happy or excited. They thought poetry was something that a lot of jerks did, with long hair, sitting under a big apple tree, in the garden. They suddenly find masks in poetry—vigrous poetry, live poetry, reflective poetry. Or they find that history is exciting and absorbing. There have been many history classes where the students have gone to the teacher after one of our performances and said such things as: "Now, listen, we've studied those Lincoln-Douglas debates, but we never got any of this. Could we read aloud some of *Washington's* speeches?"

This is what happens when you perform the characters honestly. You make them come alive, and sud-

denly the student understands that history is not full of faded figures in a book, or wax dummies, but *people*—people who coughed, and sneezed, and got scared, and cried, and stubbed their toes, and were human.

Miriam Cherin, general manager, the Vanguard Theater

We have a small company of nine people. The 3 actors and 1 actress are sometimes called upon to play 12 roles between them in 1 production. We also have three professional stagehands and two technical people who travel with the company. A scene designer, a voice and speech coach, a music consultant, and a sound consultant are on call. Our operation is not as tremendous and overwhelming a problem as you might think, particularly if there is a community theater or a resident theater or a university theater in your area that you can work with, as we have with the Pittsburgh Playhouse.

We have worked primarily with the 17 public high schools in Pittsburgh. We have a budget of about $60,000. We charge $600 a performing day, and this includes the auditorium production and six classroom presentations. From these figures you can see that these things can be handled by school systems within existing budgetary limitations.

III. Music

Coleman Blumfield,[3] consultant, Residential Living and Counseling Branch, Office of Economic Opportunity, 1200 19th Street NW., Washington, D.C. 20506

I am well aware of the great performing arts centers that are springing up in the United States and of the millions of dollars that are being spent.

But it seems to me that a great gap exists when it comes to bequeathing this cultural heritage, whether it be drama, dance, or music, to our young people. It is my contention that the performing arts can be presented to young children of every socioeconomic group. I don't care whether they're "disadvantaged" or whether they're from the most sophisticated neighborhoods. They will respond, and respond spontaneously, if the work is presented properly.

My first 2 years as artist-in-residence to the city of Flint were devoted to professional performances for the adult population and to workshops or master classes for the talented piano students of Flint and its surrounding areas. Toward the end of my second year of residence, however, I tried an experiment.

Flint is, as you may know, the hometown of General Motors. The Greater Flint population is approximately 400,000, and there are about 50 elementary schools, 3 senior high schools, and about 10 junior high schools, along with a junior college, and a University of Michigan extension. As an experiment, I scheduled myself into the three senior high schools, during school hours, to perform an assembly program. I played works of the same standard as those I have played in Carnegie Hall or here in Constitution Hall. And the kids stood up and yelled in a way the Flint public schools had never heard before.

As a result, with the financial help of the city's businessmen and cultural leaders and with the blessing and cooperation of the Flint Board of Education, we began a systematic series of classical concerts in all the Flint schools—public and parochial. We performed for children who ranged in age from prekindergarten to college kids. An interesting thing about the 45,000 kids we reached the first year was that I personally received over 3,000 letters, and very few were written because "the teacher told me" to write them. And there were letters from parents, the school board, and from many of the civic leaders, too.

These performances were not just cold playing. I spoke to the children briefly of the merits of attending concerts, plays, art institutes, museums, going into the literary classics, and touched on some nontechnical information concerning the work and the composer. I tried, where I could, to draw the teachers in so that they could lead from a performance of, say, a Prokofiev sonata, into an historical discussion of that particular era—1939–42—in the Soviet Union.

The first year I began with a Schumann arabesque, a Chopin ballade and then the entire *Pictures at an Exhibition* of Mussorgsky. This last work alone runs about 30 minutes. The second year we expanded. We did a Bach organ toccata and fugue, a large Chopin work, and an entire contemporary sonata. In the elementary schools, we did not lower the standard; we just chose classical works of shorter duration. Besides the personal rewards that I received through letters and comments, there was a very marked increase in the number of young children going to the Art Institute of Flint and to concerts in Ann Arbor and Detroit. Flint is a bit deficient right now in theater, but they were attending some of their own school performances and they

[3] Coleman Blumfield has recently concluded a concert tour, under OEO sponsorship, of some 25 Job Corps centers and communities. Prior to this he was for 3 years artist-in-residence to the city of Flint, Mich.

were going to concerts. Little by little, we began to see the results of this unique program.

Last summer, I became very concerned about the young people in the poverty war, and within 3 weeks of my initial contact with the Office of Economic Opportunity I was off on a first Job Corps tour. I went into areas that I don't think are even on the map, besides going into the large cities. And the reception was not just a polite acceptance; these Job Corps youngsters stood up and yelled as if somebody had hit a home run. Young corpsmen are writing to Mr. Shriver, and they are writing to me, asking, "When are we going to have more?"

And now Congress has legalized the performing arts in education, through passage of the Elementary and Secondary Education Act of last year. And it is time now that we have a fruitful marriage. We wish, as performing artists, to build audiences that will fill to the brim the cultural centers that are coming up now. You, as educators, are in a unique position because you can make it possible for us to work together. There is nothing frightening about the performing arts; on the contrary, they provide education with marvelous resource materials, and with a marvelous motivational force. I can see no more perfect union in this country, at the present time, than that now coming into existence between the performing arts and the educators. I only wish that we had had this opportunity when we were all going to school.

When you are applying for artistic performances to be brought into the schools, however, please make sure that the experience will be of the highest professional excellence. Because it is very easy to introduce mediocrity in the arts, as in anything else. There is plenty of mediocrity around waiting to get a foothold and, once it does creep in, it's twice as hard to dislodge it as it would have been to provide excellence in the first encounter.

You may have to do some negotiating as far as fees are concerned, but our great American artists are available to the schools, if you want them. It seems to me that Title I of the new education act offers you the means to bring these people within reach of young people everywhere. Through them, we can build a new and fantastically productive cultural era in the United States.

Section III. MAJOR ADDRESSES

Education—The Ideal and the Reality

Hubert H. Humphrey
Vice President of the United States

Throughout history, we seem to have revered and honored education—and almost in the same breath we have also seemed to be damning the schools. (It's remotely possible, of course, that some of you have observed this phenomenon yourselves.)

Henry Adams—who thought well of education since he entitled his autobiography *The Education of Henry Adams*—asserted nonetheless that "the chief wonder of education is that it does not ruin everybody connected with it—teachers and taught."

Diogenes called education the foundation of every State. In fact, it was a truism among the ancient Greeks that only the educated are free. Yet Socrates was executed by the Athenians as a corrupter of youth—perhaps the first in a long line of martyrs to progressive education.

Our own American scholars, such as Jefferson and Emerson, have been loud in their advocacy of education and merciless in their criticism of "the academies."

You, as school officials, can undoubtedly call to mind a few other slings and arrows closer to your own time and circumstance.

We should remember, however, that this seeming contradiction in attitudes does not spring entirely from some innate perversity in man. The truth is that educational methods have never been good enough—and indeed may never be good enough—to feed man's insatiable hunger for knowledge and wisdom and useful skills.

The ideal, of course, is an educational system that will train, rather than chain, the human mind; that will uplift, rather than depress, the human spirit; that will illuminate, rather than obscure, the path to wisdom; that will help *every* member of society to the full use of his natural talents.

The desire to bring the reality of education closer to the ideal is here—as it has always been. But the gap between the two is better perceived and defined, I believe, than ever before.

Educators are being called upon to find ways to close the gap—as they have always been. But we are closer to a true understanding of the methods than before. Most important, we today have the opportunity, and the means, to put those ways to work throughout the Nation.

We see education, or the lack of it, as part of a larger social service system that has inadequacies—particularly for the poor in this affluent America. And so we have moved in numerous ways to improve those social services—in health, in welfare, in housing, in consumer protection, in urban development, in transportation. I need not tell you that a sick or a hungry child is never an eager or an alert learner.

In the field of education for the disadvantaged, the sixties have brought new programs and major improvements in old ones—Area Redevelopment Act training programs: Manpower development and training, economic development, vocational education, library services—and the whole range of antipoverty programs, including Head Start, Job Corps, Neighborhood Youth Corps, adult literacy, Upward Bound—and many more.

And to climax it all, we enacted the Elementary and Secondary Education Act of 1965.

Of course, the exciting thing about the Elementary and Secondary Education Act is not merely that it offers aid to education. Through Title I of that act—with which you are primarily concerned here—this Nation has begun to clarify and define the true role of education in America.

It rejects the idea that the school is a mere facet of community life.

It rejects the idea that education is but a reflection—and a delayed reflection at that—of American thought. It expresses, instead, an understanding—not new in American life, but sometimes obscured—that education must lead rather than lag; that it is an instrument of creation rather than a mirror only, of the American dream.

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It offers to the schools the opportunity to strike at the roots of poverty by bringing intellectual awakening to millions of children who have in the past found only frustration and rejection in the classroom.

If the Elementary and Secondary Education Act is sometimes referred to as a revolutionary step in American education, it is because it presents to the schools the magnificent opportunity of playing an active rather than a passive part in the continuing task of perfecting American democracy. The Commissioner of Education, Mr. Howe, has called you to this national conference, at President Johnson's request, so that you can help American educators make the most of that opportunity.

This national program to aid the educationally disadvantaged has been in actual operation only 10 short months. I think all of us here are probably agreed that, even in this short time, it has had a tremendous impact on our schools, and effected some substantial benefits for our children. Over 7 million deprived children have participated in projects funded under Title I this year.

But it isn't just gross numbers that impress me. I'm impressed with the imaginativeness, the innovativeness, the simple brilliance of some of the projects I've been reading about.

In Charleston, W. Va., dinner is served 1 night a week in the school cafeteria to about 135 impoverished parents and children. Parents pay 35 cents, children nothing. Parents and children then go to separate study sessions. Subjects taken up by the parents were selected by them, and include the new math, foreign affairs, and homemaking. The program is creating a new, close relationship between the school and the community and improving education for whole families.

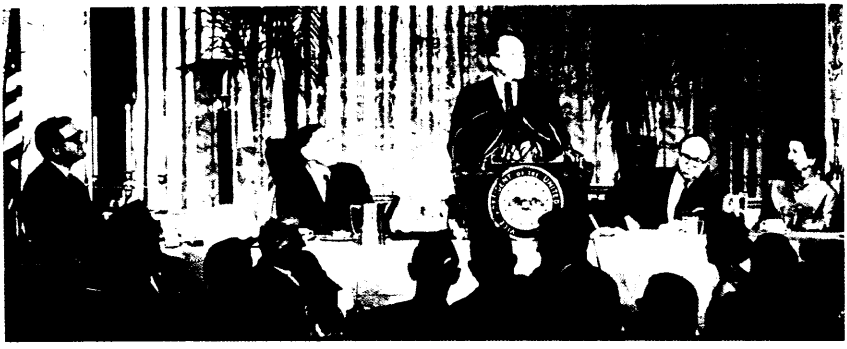
In Tucson, Ariz., 200 college students are paired on a 1-to-1 basis with first graders from a slum school. They spend 1 hour each week together in an activity of their own choosing. The young adults are students in educational psychology, trained to ask questions and elicit responses which sustain interest, promote further reaction, and stimulate linguistic effort. It is the highlight of the week for both college students and first graders.

In New Mexico, Navajo children are going to summer school this year in a mobile classroom as they follow the herds across the summer grazing lands. In Arizona, Papago children go to jail to learn English: the tribal jail now houses a language laboratory center.

Mentally retarded teenagers in Bloomington, Ind., are being trained in a work-study project so they may continue a meaningful school curriculum and at the same time qualify for promised jobs in the community.

Some children have gained as much as 5 pounds in the first week of hot breakfast projects, and their ability to stay alert and participate in class has correspondingly improved.

In Rochester, N.Y., art action centers funded under Title I caused much excitement among both teachers and pupils. One nonverbal second grader began to talk after the first day in the art center.



Vice President Hubert Humphrey delivers the keynote address at the opening general session. Commissioner Howe and Secretary Gardner on the left; Under Secretary Wilbur Cohen and Director of Welfare Ellen Winston on the right.

What you are seeking here today are the ways to make *every* Title I project a quality project.

You are asked to chart the way—or at least to find some of the guideposts—by which your colleagues throughout the Nation can steer their course during the coming year.

You are dealing with a complicated set of social, psychological, and educational problems. There are no panaceas for instant healing of the cultural and psychological wounds which the disadvantaged child carries with him to school—or those which are, all too often, actually inflicted on him in the classroom.

We all know, however, that these scars will not yield to the same old bromides that have failed in the past. We must find new and original approaches to education or we will go on condemning millions of Americans to generation after generation of intellectual and economic deprivation. In truth, what we are doing in our schools today simply does not work well enough for most of our children, and it does not work at all for millions of children whose values and experiences differ from the middle-class norm.

This knowledge is profoundly disturbing, I know, to you and to educators all over the country. You and others are raising some basic questions about education which you will undoubtedly explore in depth at this meeting.

May this ex-teacher raise some of the questions which he knows are of concern to America's educators and to your Government:

- Are schools structured to suit the convenience of the teacher rather than the needs of the child?
- Do some of our schools stifle initiative and the development of self-mastery?
- Do we stamp some children with failure from the day they enter the first grade?
- Are we actually reinforcing, in the classroom, the sense of inadequacy, of humiliation, of hopelessness, that begins in a deprived home environment?
- Can it be that our schools actually contribute to nonlearning among the children of the poor?

If any of these things are true, then it is time we reexamined some of the time-honored shibboleths of the profession and sought new insight into the educational process.

You will not, of course, be able to find all the answers at this conference, but you will make progress toward that goal. America is determined to build a Great Society in which all her citizens can be full participants. You are here to help move us forward toward that goal. You are going back to your own States to hold similar conferences with your colleagues there. Yours will be the responsibility of transmitting to them the fresh and invigorating ideas which are bound to come from your discussions here.

Our goal of a Great Society is based, first and foremost, upon our abiding faith that all levels of government and all social institutions in this great land are ready and anxious to play their full role in moving America forward.

The Elementary and Secondary Education Act was perceived by the President and enacted by the Congress in the true spirit of a creative federalism which reflects that faith. It places, in fact, the principal areas of responsibility right where responsibility for education has always been in America—at the State and local level.

Local school superintendents and their staffs have the freedom to develop Title I projects tailored to the specific needs of the deprived children in their own communities. And they have the responsibility for seeing that the projects work toward that purpose. Theirs is the first, and the decisive, role in the three-way partnership.

State officials have a responsibility to review carefully the proposals of the local schools to make doubly sure that this great program is actually working to meet the needs of the children for whom it is intended. But their responsibility cannot end with merely approving or rejecting those proposals. Some schools in every State—usually those that need good Title I projects the most—lack the staff or the time or the originality to do effective planning on their own. Here is where State leadership can make itself felt.

We have heard much—and appropriately so—about our urban problems. But let us not overlook the special problems of our rural areas. Here especially we must provide adequate technical assistance—on all levels.

There is no room for apathy or pedestrianism at either State or local level. Enthusiasm, originality, and sound planning are the keys to making this program work. State and local superintendents must carry their full share in the partnership. If they do not, they are turning their backs not only on opportunity but on the children who look to them for help. The tragic loss will be all America's.

I am sure that one of the problems for which you will be seeking solutions at your conference is one which has beset the schools for many years. And it is a problem that new educational programs—for the time being, at least—tend to make worse rather than better. That

is the shortage of trained teachers and other skilled school personnel.

Over the years, through such new programs as the Teacher Corps and through special scholarship and training programs, I am sure that we will be able to attract many more people into the schools. I believe too that the new and invigorating climate of education in this country, the opportunity for doing challenging and worthwhile work, is already stimulating a new trend back into the educational professions.

The problem, of course, is that today's children cannot wait for tomorrow's teachers. The shortage is going to persist for some years, but already we have begun, and particularly in the Title I projects, to find some new solutions to the problem.

Commissioner Howe tells me that he has urged chief State school officers to take the lead in recruiting teacher aides, part-time staff, and volunteers to help out in the schools. I want to add my voice to his in urging you to explore this sensible, and typically American, solution to the teacher shortage. It is typically American because it is based upon an American tradition that is at least as old as the "little red schoolhouse"—the tradition of community involvement and participation in education. Our forefathers built their own schools with the help of their neighbors. They had box suppers and bazaars and hoe-downs to raise money to keep the schools going. They took turns providing bed and board for the "schoolmarm." (That's part of the tradition I imagine most schoolteachers are glad to see is on the way out.)

In recent years, it seems to me, schools have too often tended to become aloof from the community. It is time we reversed this tendency. The problems we face in our schools today are too big for the schools alone. They require that all the resources of the community be put to work.

Last year some 50,000 teacher aides were at work in our schools, freeing the teachers from routine duties to do a better job of teaching. When school opens this fall, many more will undoubtedly be on the job.

I am sure that many homemakers who are qualified teachers would be willing to work part time if the need were known to them.

And let us not forget the volunteers. If there is any doubt that community volunteers can make a willing contribution to education, I refer you to the experience of the Head Start program, which in its first year recruited nearly 100,000 volunteer helpers, as well as 46,000 paid neighborhood workers.

The truth is that the American school, and particularly the school serving the poor, can no longer afford, for many reasons, to be an island cut off from community life. There is a mutual need: The community needs the school, and the school needs to become a real part of the community. Here again, Head Start has made the point quite clear. In last summer's program alone, more than half a million disadvantaged kids were reached and given a short but wonderful experience. We know how dramatic and hopeful have been the immediate results of this experience.

But many are asking—and I now ask: Will Head Start be a waste because the community does not do the necessary followthrough on the health and family problems detected? Or because the schools to which the Head Starters go just are not good enough or resourceful enough?

There are many ways we must employ to secure constructive cooperation between the school and the community. Let me cite just a few.

Active involvement of parents—a hallmark of Head Start—must be stepped up at all levels of elementary and secondary schools. This is particularly true in districts where our disadvantaged children go to school. The children will benefit; the parents will benefit; the school will benefit; and the community will benefit.

Our private organizations—labor, business, civil rights, fraternal, women's, and civic—are looking for a chance to serve. It is your responsibility and opportunity to add this important resource.

Dedicated and talented students in nearby colleges and universities represent a rich source of tutors for disadvantaged children—as the burgeoning student-tutorial movement attests.

I have already referred to the need for educators to be concerned with the broad range of social services which must complement education as such. To all of this must also be added the need to face with increasing determination the issue of segregation in our schools.

I want to stress in the strongest possible terms, that we must press forward vigorously toward full integration of our schools.

In our large cities particularly, economic factors and the movement to the suburbs are creating serious racial imbalance in the inner city schools.

Many States and communities have developed ESEA projects which successfully aid the cause of school integration. They are showing that we can have both *quality and equality* in our schools.

It is unthinkable that compensatory education should be misused as an excuse to postpone integration. For the two are in reality effective and complementary allies

in achieving our objective—an educational system in which every child can lift up his head and glimpse the true vision of America.

For our goal is nothing less than the fulfillment of the American dream. It is the goal expressed a generation ago by the American author Thomas Wolfe:

"To every man his chance, to every man, regardless of his birth, his shining, golden opportunity. To every man the right to live, to work, to be himself, and to become whatever thing his manhood and his vision can combine to make him. This . . . is the promise of America."

The Task Ahead

Dr. Ralph W. Tyler

Director, Center for Advanced Study in the Behavioral Sciences, Stanford, Calif.

With the aid of Federal funds, the schools of America are now engaged in a concentrated attempt to improve the educational opportunities for disadvantaged children. The purpose of this intensified effort is to enable children who suffer from a variety of handicaps to acquire, through learning, the same educational objectives as other children so that all may participate constructively in our civil life, in our economic endeavors, in fulfilling and enjoying the responsibilities of family members, and in realizing as fully as possible their own individual potential. The aim is not to establish a substitute program for those heretofore thought to be incapable of learning but to provide means that will help the disadvantaged eventually to become full participants in our society.

This endeavor precludes the provision of busywork and play to occupy the time of children who will be given no effective opportunities to learn those things that are essential to intelligent citizenship, occupational competence, constructive parenthood, and breadth and depth of personal enjoyment. That learning which is important for more fortunate children is the aim for those who are disadvantaged. The path to reach this goal and the rate of progress may be different, but we shall not be satisfied until we have devised ways by which all children may become lifelong learners.

Educational disadvantages are of many sorts, and an individual child may suffer from one or more of them. Among the more common handicaps to learning are: limited early experience in learning in the home and neighborhood; no encouragement given to learning; lack of confidence in one's ability to learn; limitations in early language development; lack of attractive examples of learning in the home or neighborhood that would serve to stimulate learning; lack of supporting materials and facilities in the home, neighborhood or school, such as places for study, books, art objects, musical performances. Further common handicaps are imposed when values instilled in the home are in conflict with values assumed in the school, when the content of school learning is perceived by the child as irrelevant to his life, interests, and needs, or when the child suffers from inadequate nutrition, ill health, or physical and mental disabilities. These educational disadvantages may result from various conditions such poverty, a broken home, a low educational level in the home or neighborhood, or the fact that the English language is not used in the home. Or they may be caused by delinquency or neglect in the child's home or neighborhood, by family ill health, or by limited community services in the areas of education, health, recreation, and culture.

Because of the range of possible educational handicaps and the variety of contributing factors, disadvantaged children are to be found in all States and in most localities. The patterns of problems are different among different schools, but the tragic impact upon the child remains whenever he suffers serious educational limitations. The evidence obtained from current investigations indicates that for most disadvantaged children the gap between their educational attainments and those of average children continues to widen with each school year. Children from a city or rural slum are commonly a year behind their more fortunate age-mates when 4 years old; by age 12 they are commonly 3 years or more behind. We face difficult tasks in seeking to strengthen the educational environment from early childhood throughout the years of schooling.

Although the task of compensating for severe educational handicaps is hard and complex, almost all communities have some resources on which they can draw to attack this problem. We have some knowledge that has already been obtained from the experience of school people and from research studies. I am confident that additional helpful knowledge will be obtained from some of the programs recently instituted, and from the investigations undertaken by educational research and development centers and by regional laboratories. We now know that in early childhood,

experience in discriminating sense impressions, particularly those of sound and sight, provides a basis for language learning. We know that extensive oral language experience at ages 2 to 5 involving conventional vocabulary and syntax is an important basis for learning to read. We know that the attitude of parents and peers toward school learning is a factor influencing children's confidence and efforts. We know that early success in learning builds motivation for continued learning. These are only a few illustrations of knowledge which we can now use in guiding our planning and our work. More will be increasingly available.

A second resource which many schools can use is the parents of the disadvantaged children. Most parents really care about the welfare and progress of their sons and daughters, but they lack understanding of how they can help, and they may be deficient in the skills required. Most of them need guidance and encouragement, for they often lack confidence in their own ability to help their children.

The sincerely dedicated teachers and administrators to be found in most schools provide another important source that is essential to a successful assault on the problem. The willingness of many professional educators to take the time and effort to get to know each child in difficulty, to study the background information that may help in working with him, and to learn new ways of teaching and counseling should not be underestimated. This provides us with a very worthwhile mission and a sense of pioneering on a major frontier.

Many laymen, too, can be enlisted in the campaign. As loyal citizens and people who care about others, many of us are ready and able to use our time and our own selves, if we can be sure that we can be used constructively. The contributions laymen can make will vary with the needs of the children and with the roles to be filled when the educational program is worked out. Generally, however, with careful attention to the necessary training and supervision, laymen will provide an important resource in many schools.

A fifth resource on which we can draw are the many aids to learning which are already available and which may be constructed and tested in these new programs. Blocks, pictures, games, movies, tapes, records, responsive electronic devices, programed materials, typewriters, simple apparatus for experiments, new tools and instruments—these are among the more obvious aids that may be employed. However, there use should be guided by educational purpose and plan. Too frequently, we purchase aids before we have any clearcut use in mind. Instead, we need to work out the steps to be taken to aid the child's learning and to see which of these steps can be facilitated by appropriate use of learning aids.

A sixth kind of resource available in many localities is that of community agencies other than the school. Health and social services of various sorts, recreational opportunities, library services, museum offerings, musical performances, work opportunities and the like are sometimes available from community agencies and organizations. In some cases, these agencies are interested in, and are able to develop, new services or will modify older ones to meet imperative needs of children. Where they can be obtained, services of this sort constitute a very helpful resource.

Finally, but not least, we ought to recognize that a major resource in dealing with these difficult problems is the intelligence and ingenuity of the school leaders. In many communities there are no present blueprints or doctrines to guide them in the development of effective programs. Fortunately, leaders in American schools are accustomed to striking out on new paths and solving new problems. The education of disadvantaged children represents an opportunity for imaginative administrators and teachers to design new programs to meet our aspirations.

The job of devising and instituting ways to enable disadvantaged children to become full participants in our society and to achieve their own self-realization is a hard one. We are fortunate to have a number of resources on which to draw as we undertake the task.

How can we best proceed in developing an effective program in an individual school?

Since the particular patterns of handicaps among children vary from school to school and since the resources available also vary, we cannot expect a single National, State, county, or even citywide program to be appropriate for any individual school. In significant respects the constructive means for aiding the disadvantaged children in one school will not be identical with those in another. Hence the task we face is one of devising programs as well as implementing them.

I emphasize the need for individual program designs because we are all anxious to get ahead with the job as soon as funds are available. But this can be unwise, wasteful, and disappointing unless we are embarked on a program appropriate for the problems in our school. I would urge that the first step undertaken in each school be a careful study of the kinds of handicaps found among the disadvantaged children in the school. Which children have deficiencies in language development? Which children find schoolwork irrelevant to their concerns? Which children lack confidence in

their ability to learn? What are the inadequacies of the home and neighborhood environment for each child? With these and other relevant questions as a basis for searching inquiry, a list of the learning deficiencies and obstacles in the path of his educational development can be made for each disadvantaged child. Such a catalog serves to set the specific program tasks in helping each child to surmount his handicaps.

A second step is to review what is now known about these obstacles to learning and the ways in which they can be attacked. This review furnishes initial leads about what needs to be done. Limitations in sensory perception of young children may be partly overcome through systematic practice in sensory discrimination. A small English vocabulary and lack of conventional linguistic patterns among primary children may be attacked by active participation in listening, discussing, and reporting in oral English. The inclusion of learning experiences in which reading, mathematics, science, and social studies are involved in problems with which the students are vitally concerned can help to reduce the alienation from schoolwork viewed as irrelevant by the pupils. A new selection and more careful grading of learning experiences will often help students to find that they can make progress in learning, and the teacher can aid by expressing approval and encouraging the child in his learning efforts.

These are only a few examples illustrative of the suggestions emerging from experience and published reports about ways to attack the problems identified in the initial study of the disadvantaged children in one's own school.

Once one has obtained ideas about ways of attacking these problems, it is useful to survey the resources available in the school and community on which one can draw or which can be mobilized, organized, and trained for the implementation of the ideas suggested. Are there public or private health agencies that could work on the health problems? What social agencies might be able to meet the nutritional needs of the chronically undernourished? Are the parents from homes that are giving little aid to learning sufficiently interested in their children to be willing to undergo training and undertake some of the guidance and encouragement of their children's learning? Are there agencies or volunteers that would be willing to read to young children and stimulate language usage? Which teachers have experience in parent education that could be used in training parents and laymen? Which are deeply interested in these children and have experience on which individualized learning programs might be carried on? What consultants are available who have special competence relating to some of the problems? These are a few of the questions that one can ask in connection with a survey of the resources that might be drawn upon in devising and carrying on a program that could provide substantial help to disadvantaged children in their learning.

Having identified the serious problems of the disadvantaged children in one's own school, having brought together a number of ideas about the ways in which problems could be attacked, and having surveyed the resources that could be mobilized, one has the information and suggestions from which a local program can be formulated systematically to furnish help on each problem and to provide individual guidance and graduated learning experiences from early childhood throughout the years of schooling. Such a program must meet several criteria.

In the first place, within the program should be found all the provisions needed to attack the problems identified. Usually these would include, when appropriate, a range of activities such as: parent training in helping young children with language learning and problem solving; special opportunities outside the home for young children to gain sensory discrimination, language habits, interest in learning, and confidence in their ability to learn; habits of punctuality and responsibility; opportunities in the school to continue these elementary learning experiences; revision of the school curriculum to give more attention to content relevant to the children's interests and needs, and a more gradual sequence of learning experiences; opportunities for older children to take partial responsibility for some of the learning activities of younger ones; individual practice materials; utilization of a wider range of learning experiences such as games, audio-visual aids, work responsibilities and the like; and extension of constructive learning opportunities and related features of a stimulating environment to the entire neighborhood, including recreation, community service, and the like. It is not enough to have a little change here and there. Significant impact on the education of disadvantaged children requires consistent efforts over the whole period of childhood and youth. This calls for a carefully planned comprehensive program.

In the second place, the program must be sound and thoroughly worked out. There is no place here for superficiality. We are always tempted to boast of having adopted a popular practice without having carefully analyzed it and supported it with the necessary understanding and training. The impediments in the way of learning encountered by disadvantaged children are so serious that we must understand them and spend the

time and effort needed to become competent to work effectively on them. We must not expect that some attractive title or some simple principle can include all that we must do. Every step of the way we must try to see clearly what needs to be done and how to do it, and then get the training and the materials to do it well.

In the third place, we must plan and work on a program that represents a big step forward. Minor adjustments, small contributions of time and energy are too little to do more than frustrate both teachers and pupils. Unless we invest enough time, thought, and energy to create a critical mass—to use a term often employed in science—we will get no return.

When the plan for the program is being worked out, attention should also be given to the evaluative process that will furnish periodically evidence of how the program is succeeeding and where inadequacies are being encountered. This continuing appraisal is necessary to afford a basis for making necessary improvements in the program and for detecting weaknesses before it is too late to eliminate them. However, in many cases the instruments for appraisal will need to be devised or obtained from special projects now under way.

Widely used achievement tests are focused on the educational performances of average children, since this affords the most efficient use of testing time where the purpose is to measure the mean or median achievement of class groups. Typically, 80 percent of all the test exercises lie within the band of 40 percent to 60 percent level of difficulty. There are so few exercises representative of the current achievement of disadvantaged children that their scores on most of these tests are not greatly different from zero. This does not mean that they have learned nothing. The test has not sampled reliably the levels of learning with which they may have been involved. For this reason new tests are being constructed to aid in the evaluation.

In addition to tests, we need accurate reports on the learning activities undertaken, on results of observations and interviews with representative samples of disadvantaged children focused on their learning practices, and on the development of attitudes, interests, and habits relevant to the educational objectives. Some schools are devising promising plans for evaluation that may be more widely useful. At least annually, but preferably more often, evaluation data should be reviewed and studied, and the implications for program modification carefully considered. In this way we can hope to make constructive improvements in programs through experience.

I think it is clear to all of us, but still worth reiterating, that the handicaps of disadvantaged children are serious and will not be overcome in a short time. This problem calls for long-range plans, not for temporary makeshifts. Each individual child needs years of learning experiences which are meaningful to him, which he can master at each stage of his development, from which he can gain confidence and competence, and from which he can emerge able to participate without serious limitations in all the important functions of modern life. So for him we must plan a program with which he can work for 14 or more years.

To develop a program that is highly effective requires the further education of personnel, the devising of curricula, teaching procedures and materials of instruction, and the testing and modification of plans and materials through evaluation experience. Hence, for a school to reach an adequate stage in its work with disadvantaged children will take several years. If we are seriously determined to raise the educational opportunities for these pupils, we must think of this as part of the long-time responsibility of the school. It is not an ephemeral effort which can be forgotten in a few years.

The conditions of life today require the education of everyone who would participate fully in it. At least 15 percent to 20 percent of our children are not now attaining the level of education required for employment, for intelligent citizenship, for responsible parenthood, or for achieving their own individual potential. These disadvantaged children include those with one or more of various kinds of educational handicaps arising from a corresponding variety of physical, educational, cultural, and emotional conditions. The children are distributed throughout our country, but the particular patterns of handicaps vary widely among the schools. The task for each of us is to study the disadvantaged children in our own school, seeking to understand their handicaps and then to work out a comprehensive program for the school, a program that is calulated to make an effective attack upon the problems these children face and that uses the resources available to the school. As the program is carried on, periodic appraisal should provide bases for improvements.

Over a period of time, we can hope to develop paths by which the disadvantaged children in each school may learn to participate with their more fortunate companions more fully in American life. This is a difficult and long-time task, but it is so essential to our political and social ideals and successful efforts will be so rewarding that this hard job is worth our big investment.

The Vice President greets conferees following his address.

Remarks

Lyndon B. Johnson
President of the United States

When Secretary Gardner told me that he was planing to visit with you, I asked him if I could come along.

I have a very brief message to bring: No group anywhere in this Nation is charged with a problem more urgent that yours.

You are at work on the bedrock foundations of all we ever hope to build in America.

You work along a lonely frontier—as exposed and, in some ways, as hazardous as the soldiers' outpost in Vietnam. On both battlefronts the future of free men will get its toughest testing.

To reach the disadvantaged child's mind—to tear away the awful shrouds that dim the light of learning—to break barriers built by poverty and fear and racial injustice—this is the most exciting task of our times.

We have not asked you to come to Washington because the Federal Government has the *answers*.

But we have the *questions* and we like to believe that is the beginning of wisdom.

Our Federal program is based on a simple proposition: that it costs *more* not *less* to educate a disadvantaged child. It takes the *best* not the *mediocre* teachers. It calls for the three I's of education—inspiration and innovation and ideas—if we are going to get anywhere with the three R's.

That is why we made Title I the granddaddy of the Elementary and Secondary Education Act—over *five* times larger than all the other titles combined.

That is why we have fought so hard to found and to fund the Teacher Corps.

I believe the school bill now on the books is the most creative legislation passed by Congress since I came to Washington.

But it will be a sterile piece of paper unless you breathe life into the programs that flow from it.

Since I became President, we have increased the total funds for education and training from just under $5 billion to over $10 billion.

But these billions will be wasted unless you have the vigor and the vision to spend them wisely.

That is why we have invited you to Washington.

We hope you will have an opportunity to review your plans, exchange your ideas, describe your problems—and then go back home and work double time on your programs.

I would like to add one word of caution: Some enthusiasts argue that if a $10 billion education program is good this year, $20 billion would be better.

Your President cannot leap to easy conclusions like that.

He must ask certain questions.

He must ask his advisers whether a sudden, large increase of funds makes good sense in educational terms. Their answer is that it definitely does not. On the contrary, they argue that it could lead to waste and mismanagement which would bring discredit to the program.

Your President must ask his advisers what would be the effect of a large deficit in the Federal budget. They reply that it could trigger inflationary pressures and undermine all that you are attempting to accomplish.

And your President must ask his advisers whether he could justify such an increase by cutting back on other programs—for health, for Head Start, for making our cities a decent place to live. But our schools do not operate in a vacuum. And I don't believe educators want us to cripple these other programs that are vital to their communities.

Your President must get answers to all these questions when he makes a judgment. But of one thing you can be sure: So long as I hold this office, education will continue to be the "first work of our time." And educators will occupy a place of honor at the banquet table.

When you go back home, I hope you will pass the word to all your associates. Your President cares deeply about what you are doing. He has a lot of money and a lot of hope riding on you.

A New Benchmark for Education

Harold Howe II
U.S. Commissioner of Education

I am here tonight to thank you for your time, your interest and your creative contributions to this conference. I am also here to try to take an honest look at perhaps the most demanding challenge confronting American elementary and secondary education—the challenge of helping the schools do more for those students who come to the classroom with a built-in disadvantage.

As we go about this exercise of looking at our problems, it is important to keep a decent perspective, lest we seem to be saying that nothing is good about American education. We all know that much of the activity in our schools is first rate. I think it is entirely accurate to say that the United States provides more education to more people than any other nation in the world.

Remarkable advances are taking place in many of our schools. Some communities have taken positive and successful steps toward providing equal opportunity for all children and toward introducing promising innovations in teaching methods and tools. Consolidation of the schools in many States is providing a richer education for hundreds of thousands of children. The general public interest in improving education has reached unprecedented levels during the past 10 years, and the actions of our President and our Congress have made us an education-conscious Nation.

But as we take pride in these achievements, we must recognize that innovative education and high quality education and equal educational opportunity are not available to many of America's children. And we must recognize also that the children who are least served by the new push of the last 10 years to improve the schools are those who are most in need of special help: the minority group children—the Negroes, the Puerto Ricans, the Mexican-Americans. Add to them the children of those we call "poor whites" and you have about 20 percent of America's school-age young people, those between 5 and 17. It is because of these children that we have Title I of the Elementary and Secondary Education Act. And it is because of them that you and I are here in Washington tonight to share our ideas on how to make better use of the magnificent opportunity this act gives us as educators.

As we consider next steps to improve what we are doing with Title I funds in the service of disadvantaged children, we have the benefit of new insights into our problem of providing equal educational opportunity. These insights come from a scholarly study of the status of our efforts in desegregating the schools, in upgrading the education offered to disadvantaged children, in giving these youngsters a sense of their own worth in the national community.

The study I speak of is summarized in a 33-page booklet published by the Office of Education and entitled *Equality of Educational Opportunity*. My feeling is that the data lying behind this publication will have—and most certainly should have—a deep and lasting effect on American education. I would like to discuss the report this evening because it bears on the subject of our conference.

The booklet presents the preliminary findings of an undertaking instigated by the Congress in the Civil Rights Act of 1964. The Congress directed the Commissioner of Education to survey "the lack of equal educational opportunities for individuals by reason of race, color, religion, or national origin at all levels in the United States, its territories and possessions, and the District of Columbia." The full 700-page report is expected to be off the presses by the end of this month.

The project ultimately involved some 60,000 teachers and 645,000 pupils in 4,000 schools across the Nation and in its territories.

So far as I know, this is the largest, most comprehensive and most scientific look that has ever been given to the schools—and the schoolchildren—of the United States. We asked some straightforward questions, and we assume we got straightforward answers.

I stress the fact that the findings I shall refer to tonight need further interpretation. It will be many

months before the data collected in a survey of this magnitude can be fully evaluated, so that firm recommendations for public policy can flow from them. I stress, too, the fact that the information on which the report is based was gathered last fall—before any title I projects really got launched. So, although the survey was not made with Title I in mind, I think it may provide a reliable baseline for measuring the impact of the various Title I programs now underway.

The survey is in effect an effort to describe statistically the extent of educational opportunity which exists through the country for the minority groups as compared to the white majority.

In the months and years ahead the Office of Education staff, aided by advisors from the educational community throughout the country, will be studying how the survey findings can sharpen our current programs and what implications they have for future directions.

But the study does not belong to the Office of Education. It belongs to the Nation, and I would encourage other groups, public and private, to explore it carefully. In particular, I invite the attention of those of you here tonight. Challenge the survey, hypothesize from it, learn from it. I especially ask for your cooperation because I think that in many ways the survey's implications and the applications of title I are complementary.

Now, let's take a look at what we have found so far—and what the survey might seem to suggest to the States and the local school systems most of you represent.

We found that for all practical purposes, American education can be labeled as segregated.

Over two-thirds of all Negro pupils in the first grade go to schools that are 90 to 100 percent Negro; only a handful of the Nation's Negro first graders are getting the benefit of desegregated education. In the light of the 1954 Supreme Court ruling, the requirements of the Civil Rights Act, and the further finding of this survey that segregated education is likely to be of lower quality for minority group children than for the majority, these facts should give us pause.

Turning to the general characteristics of schools, in one part of the survey we measured such matters as the age of the school building, the average number of pupils per classroom, whether there was a library, a cafeteria, a chemistry laboratory. We asked about accreditation, accelerated curriculum, use of the track system, salaries of principals, debate teams and bands, teacher tenure.

Next we turned to the classroom and asked questions of the students themselves. Some of the questions were designed to give us an index of socioeconomic factors; others, an academic achievement rate of verbal and mathematical results.

Among other things we found that many of the obvious differences among schools do not have a major bearing on differences in student achievement. Within that finding, however, it was also clear that achievement of disadvantaged pupils does depend to a statistically significant degree on the schools they attend—considerably more than for children of the white majority.

Put another way, advantaged students are less affected one way or the other by the quality of their schools. It is for the most disadvantaged children that improvements in school quality mean the most.

This finding obviously has significant implications. It seems to say, for example, that a program like Title I can make a difference if we are skillful enough to use it effectively. But before I jump to this or any other conclusion, I want to offer you the same caveat I offered my staff when we first discussed the survey. I think we must steadfastly refrain from reaching for quick, simplified conclusions. I believe we all need to spend considerable time with the full report—all 700-odd pages of it—before we can make plans for special projects and programs based upon it. We have to insert a step between implication and application, and that step should involve very careful study—not just speculation.

Next, let's take a look at the teachers we surveyed—60,000 of them.

We sought information about how much they earn, what they majored in at college, years of teaching experience, average scores on a verbal test, and so on.

The results were not especially surprising. In some ways—though by no means all—they were reassuring. The figures indicate that the quality of teachers defined in terms of the factors I have just listed bears a much stronger relationship to student achievement than does the quality of the school. Furthermore, a good teacher's impact on students appears to be greatest at the higher grades. And third, teacher quality seems to be significantly more important to the disadvantaged boy or girl than to the advantaged student.

These facts have interesting implications too, particularly when they are put against other information that emerged from the study—information which shows that disadvantaged students tend to wind up with the least capable teachers. We must, then, link this fact with the finding that it is the disadvantaged child who most needs a good teacher and who can gain the most from him. Parenthetically, it seems to me worth noting that Congress wisely preguessed these survey findings by forming the National Teacher Corps. This new enterprise is the only effort on a countrywide basis to train high quality teachers specifically for working with disadvantaged children.

Now that I have suggested some implications concerning schools and teachers, let us turn to the children. We asked 145,000 of them to take an achievement test, designed to measure verbal and mathematical skills that are most important in our society for getting a good job, moving up to a better one, and keeping on top of an increasingly technical world.

We also touched upon such matters as student attitudes and aspirations in the survey. And in the process we came upon one pupil attitude that appears to affect achievement more than all other school factors together. I refer to the extent to which the individual student feels he has some control over his destiny—over the possibility of his own success or failure. Far more than the average youngster, the disadvantaged boy or girl feels that his future lies in the lap of the gods, that whether he succeeds or fails will be determined primarily by blind chance rather than by his own efforts.

Such findings raise interesting questions about what schools can do to build confidence and self-assurance—qualities characteristically lacking in a great many disadvantaged pupils. We must explore the implications here for counselors in the schools, for school organization, and for the human relationships which exist between pupil and teacher.

The survey also demonstrated that when the disadvantaged child walks in the schoolhouse door for the first time, he scores lower on standard achievement tests than his advantaged peers. And by the time he reaches the 12th grade, the gap has widened considerably. Whatever may be the combination of nonschool factors which put minority children at a disadvantage when they enter first grade—poverty, community attitudes, low educational level of parents—the schools have not only failed to make up the diffierence, they have let these youngsters slip further away from the mainstream of our national life.

This fact presents a sobering challenge to American education. The survey report is full of such challenges. And thus our schools have—for the first time, to my knowledge—a benchmark. Against that benchmark, in the next 2 or 3 years, we can measure the impact of programs like the Elementary and Secondary Education Act in the schools.

One more item from the survey about students: The findings strongly suggest that perhaps the most significant element in creating opportunity for disadvantaged pupils is to put them in school with children who are not disadvantaged. I want to emphasize that the educational effectiveness of a mixture of children from different backgrounds does not refer only to racial integration. It also refers to economic and social integration. It means that if you put a small group of disadvantaged Negro children in a class with a large group of white children from middle-class homes, the Negro children will profit appreciably by that association almost without regard to the quality of the school. And it means that if you put white children from an urban slum in a classroom with middle-class children—white or Negro—the disadvantaged white children's schoolwork will also improve. On the other hand, if you took two groups of disadvantaged children—some Negro, some white—and put them in the same classroom, neither group would receive the kind of stimulation for added learning achievement that our survey findings reveal. Such integration would perhaps improve the social attitudes of both Negro and white children, but it would not necessarily produce intellectual stimulus.

Finally—on this matter of students stimulating other students—our survey findings indicate that the integration of children from different social and economic backgrounds helps the disadvantaged without harming the education of the advantaged.

The major point to remember is that when we are talking about public policy and placing youngsters of varied backgrounds in school together to create the best learning situation, we are talking economic and social factors every bit as much as racial factors.

The report also says this to us: that the neighborhood school concept is going to be subjected to considerably more study and debate, much of it doubtless heated. I think we must all agree that neighborhood schools have served us well and continue to do so in many areas of the Nation.

But the extraordinary population shifts taking place in our country make it necessary that we take a close look at what the meaning of the word "neighborhood" has come to include. To a disturbing degree it has come to mean the polarization of families according to the size of their split-level homes or the size of their welfare checks. We are faced with the fact that we are becoming a nation of plush suburbs on one hand and midcity slums on the other. Economically and socially, and in the ability of millions of American citizens to achieve their aspirations, the two show signs of becoming separate and even antagonistic continents.

The schools in the suburbs teach children who live in a world of wall-to-wall carpeting, pleasant backyards, and summers at camp. The parents demand quality education, and they have the political muscle and the capacity to tax that make this demand stick.

But they also have the capacity to forget that their neighbors in the central city have children who play in

alleys and live six to a room. These people share the suburbanite's interest in quality education, but they can support it only with their spirit, not their pocketbooks.

Let me emphasize here a fact that often gets lost in our discussions on civil rights: Deprived children come in assorted colors. When we talk about the "disadvantaged" we are not speaking only of Negro children. Nor are poverty and want strictly urban afflictions. There are rural enclaves—in Appalachia and in the Ozarks, to mention just two—where Anglo-Saxon Americans still live in tarpaper shacks and cannot read or write or earn a decent living. And there are pockets of poor whites within the boundaries of our industrial cities.

These are the reasons why we will have to reappraise where the boundary lines of neighborhoods should be drawn when we speak of "the neighborhood school." It is essential that we give youngsters a glimpse of American life as Americans of every stratum actually live it. Among other things, this means operating our school systems in a fashion that encompasses the rich social, economic, and cultural diversity that distinguishes our Nation.

None of us is sure what changes should be made in school policy and organization. But we are rapidly developing a useful shopping list of ideas for experimentation. States and local school boards will have to determine what approaches best fit their particular situations. Certainly they can be helped by Title I funds as they make changes of a variety of kinds.

Learned Hand once observed that "it is well enough to put one's faith in education, but the kind makes a vast difference." I suspect that in the surge of faith in education that has characterized the last few years, too many Americans have neglected to pay enough attention to what kinds of education we are talking about—what standards of quality we have in mind and how universal we believe quality education should be. I congratulate all of those here tonight who have taken on the responsibility of leading the drive to give *all* our children the best education that money, talent, training, and initiative can provide.

Your success in providing that leadership and marshaling the good will and resources of the American people toward the achievement of equal opportunity will provide the final comment on the survey I have been reviewing tonight. Your actions in the next 12 months and the next decade will determine whether the report on equal educational opportunity becomes a plan for progress, or whether it remains nothing more than an interesting, well-documented diagram of inequalities which exist in 1966 and will continue to exist in the years that follow.

Section IV. COMMENTS BY PANELISTS

Comments by Panelists

At the close of the conference, panelists were invited to submit brief comments relating to the work of the conference or expressing their own views on education of the disadvantaged.

Regarding the conduct and accomplishments of the conference, most of the panelists commented favorably, and many offered generous praise. A number gave valuable suggestions for making future meetings more productive. A few expressed grave dissatisfaction with the makeup, conduct, and usefulness of the conference.

The Office of Education, and the conference staff, are grateful for these candid expressions of opinion—both the "bouquets" and the "brickbats." Panelists' suggestions will be carefully studied and taken into account in the planning of future meetings.

For inclusion in this section of the conference report, however, only statements bearing directly on the subject matter of the conference have been selected, and these are, of necessity, excerpts only.

Not every panelist is represented. In the interest of brevity and to avoid unnecessary reiteration of the same or similar points of view, the comments quoted below were chosen to present to the reader a broad range of panelist opinion. In no sense should they be regarded as summarizing the views held by the panelists. On the contrary, this section of the conference report purports to do no more than offer a series of interesting vignettes which, it is hoped, will prove stimulating and thought provoking and serve as a useful supplement to the Summary of Panel Discussions (section I).

Edward B. Fort, director, Division of Instruction, Detroit Public Schools

The issue of school desegregation is the area wherein school leaders can really prove their leadership.

Arthur Pearl, professor of education, University of Oregon

There was anger expressed at the conference, anger at those who argued that this was not the best of all possible worlds, those who insisted that education is falling farther behind in meeting the needs of youth. This is misplaced anger. The anger should be at those institutions which inhibit growth. Title I must be a beachhead for schools; it must (1) provide everyone freedom of life choice, (2) generate skills necessary to citizenship in a complicated democratic society, (3) develop capacity to be a culture carrier, and (4) foster the strength to thrive in a mass society. The conference failed to crack through complacency. The conference did not provide a conceptual outlook for wholesale educational change. Thus, this major job is still before us. At the present time we are too timid, too tired, too conservative.

Adron Doran, president, Morehead State College

College teachers today continue to teach those preparing to teach in elementary and secondary school in the same manner as they themselves were taught.

We need to know far more about how the disadvantaged children respond and learn, and then we need to modify the teacher education programs of preparation accordingly.

J. K. Haynes, executive secretary, Louisiana Education Association

Today, we are in a face-to-face confrontation with another important challenge in the desegregation process—that of desegregation of faculties. This will require a posture of leadership that this Nation cannot abdicate. A segregated faculty is discriminatory to all school children—thus, faculty desegregation becomes a vital component in desegregation of our public schools.

Harriet Reynolds, assistant director, Education and Youth Incentives, National Urban League

We must quickly develop new educational methods for reaching the so-called unmotivated student and his parents. Students will learn to the degree that education is made important to them, reasonable in terms of their value system, and rewarding. Parents will assist in motivation for education to the degree to which they are involved and understand both the process and the value which it holds for the child. These statements have been demonstrated, and what is now needed

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is a refinement of the techniques and a determination by the Office of Education of how we duplicate and expand successful projects without watering down the effect. May I suggest that the critical issue to be faced under Title I is how we develop new techniques rather than expand the old.

James G. Banks, executive director, United Planning Organization

The need for a sense of urgency among educators about this matter is so great that I would recommend that the Office of Education engage panels of evaluators for deployment throughout the country to study Title I programs. These panels should include parents of the disadvantaged, employers, social service people, poverty program officials as well as educators. One of the primary objectives of the panel should be to assist local school officials in recognizing the magnitude of the problem, their own role in its resolution, and the availability of a host of resources to assist in doing the job. Schools should be challenged to provide community leadership in meeting the need.

Margaret A. Dabney, professor of adult education, Virginia State College

This conference reiterated one of the first principles in programing: the need to involve the people for whom the programs are designed. However, even though all of this was enunciated time and time again I have some skepticism about the extent of its application; often when pressed, participants would admit that the people whom they were involving were really the friends of the poor who presumed to speak for the poor.

Jacob Silverberg, chief psychologist, Memorial Guidance Clinic

The key person who lives with the children everyday in the classroom is the teacher. Substantial enhancement of teacher training and of teacher acceptance and long-term work stability I see as very material provisions to cope with the problem of educating the disadvantaged child. Let us not find ourselves when the smoke settles with "disadvantaged teachers."

Marvin G. Cline, assistant director, Institute for Youth Studies, Howard University School of Medicine

A skillful teacher might be able to use a variety of helpers, but this requires a very careful analysis of the events in the classroom and the problems of management. Indiscriminate use of aides without preparation of the master teacher and the rest of the school structure may do more harm than good. Another danger in the use of aides comes from their restriction to custodial work in the classroom. While this may ease the teacher's burden, it also reinforces the child's view that poor people (if they are the source of aides) are typically the custodians, even in the school situation.

The notion of educational complexes or parks is an exciting and productive one. The large, flexible campus is the most attractive technique now available for reshaping the metropolitan school picture.

Frank L. Stanley, Jr., associate director for education, National Urban League

Excellence in public education in a democratic society must strive for academic, intellectual, and creative growth in terms of human values and human relations. Public education must have a purpose germane to the ideals of our society.

Therefore, academic skills should not be viewed as ends in themselves, but rather as tools for responsible, knowledgeable, and humane citizenship in a multiracial, pluralistic society.

Rodney Tillman, assistant superintendent in charge of elementary education, Minneapolis Public Schools

Teaching can no longer be considered as only working in the classroom with pupils. It must include time for planning appropriate learning opportunities for learners. This will require a longer year for many educators. It seems very inconsistent that education (formal schooling aspect), now generally agreed to be America's most important business, is carried on by part-time workers.

Robert L. Green, director of education, Southern Christian Leadership Conference

Significant progress will not be made in elevating the general staus of the poor until educators begin to adopt the *attitude* that our society must achieve a commitment to being fully open in (1) housing, (2) employment, (3) integrated education, and to the acceptance of all men without reservations. A federally financed program of inservice training for both teachers and administrators is immediately necessary.

The USOE should assume an aggressive leadership program both for schoolteachers and administrators, focusing on their responsibility in creating an atmo-

sphere that will facilitate the type of democratic attitude that will lead to a fully open society. The components discussed above would also be relevant here.

Educators have long voiced their concern about building a democratic society; however in building this society, we must move outside of the narrow definition that has often been applied to the term "education."

A. Harry Passow, chairman, Committee on Urban Education, Teachers College, Columbia University

School systems have not dealt creatively with the technical aspects of evaluation of Title I programs—using the financial support as the means for diagnosis and differentiation as well as assessment and measurement. (In addition, we might use Title I evaluation as basis for a related cooperative research program to really study program effectiveness.) Far better assessment is needed.

Our approaches to parent education have been generally unimaginative. There is a "hidden curriculum" in the home of the achieving child. What elements of this can be or should be "taught" the parent of the disadvantaged child? Can we involve parents in the teaching process as a way of teaching them?

Don Davies, executive secretary, National Commission on Teacher Education and Professional Standards, National Education Association

Other suggestions, briefly noted, were—

- Set aside 10 percent of all Title I funds for small grants to individual teachers to enable them to carry out small projects and activities which they cannot or do not do because of lack of money. The grants might range from $500 to $2,000.
- Have no teacher in a disadvantaged school during his first 2 years of teaching carry more than a half-time load. Provide supervision, help, support for beginning teachers.
- Have institutes and workshops on the education of disadvantaged children in slum schools rather than on college campuses and hotels.
- Include in the elementary school curriculum for disadvantaged children the study of human behavior and human relations.
- Find a variety of ways to make the job of the teacher in the slum school more manageable and attractive—through teacher aides, help from other specialists, special preparation.
- Put all teachers in disadvantaged schools on a 12-month contract.

Dixon Bush, director, Antioch Interracial Education Program, Antioch College

There is disagreement as to what education is for the disadvantaged.

It can be cast as an urging to change and be like the dominant society. It could be an invitation to grow and become more extensive without rejecting antecedents. The first works only rarely, and then with questionable consequences; the second is a course which the schools are ill prepared to try. It will work, with effort.

John A. Morsell, associate director, National Association for the Advancement of Colored People

More work is needed to clarify our knowledge of the interaction between the child's state when entering school, what happens to him during his school years, and the nature of his nonschool environment.

For example: I have known that the gap in achievement of disadvantaged and advantaged children, substantial at first grade, widens over the next several years. It is assumed that this represents a challenge solely to the school, which is responsible for overcoming it. My personal inclination is to accept this view. But I and those who share this view would be on firmer ground if research could determine to what extent the widening of the gap represents school inadequacies and to what extent it represents the continuing and cumulative effect of the elements which produced the initial disparity.

In other words, how much can the schools accomplish, under the wisest and most resourceful programs, so long as the nonschool environment of disadvantaged children remains essentially the same?

The dictum that the segregated school is inherently inferior continues to stand, in some minds, as an inhibitor of efforts to make effective learning instruments out of schools which, for the foreseeable future, cannot possibly be desegregated. Some thorough clarification of what is possible, without in any sense sacrificing the ultimate goals of truly democratic education (i.e., integrated education), is greatly needed.

The junior high school contains all the problems of disadvantaged pupils in their most concentrated and virulent form. If we can hope for the end of the junior high school, there still remain the tens of thousands who will have to suffer through it until it is done away with. Attention paid to this area should also seek to determine whether, and to what extent, reorganization on a 4–4–4 basis actually eliminates junior high school

problems or merely leaves them untouched under another name.

Leander J. Shaw, dean, Graduate School, Florida A. & M. University

This problem of the disadvantaged is serious enough to suggest that teacher training programs in colleges and universities become more specialized and directed toward training more teachers, counselors, and administrators for work with disadvantaged children. For its practical application, such a program should be interdisciplinary, which would permit the teachers who major in these specialized areas to integrate courses in many fields.

Irvamae Applegate, president, National Education Association

The use of the terms "innovation" and "imaginative thinking" should be played down and more emphasis given to meeting basic needs. Too many planners have interpreted innovation as being something completely new, and many man-hours have been wasted in seeking gimmicks which should have gone into a search for successful practices and how to adapt them to the local situation.

In the development of curriculum to meet the needs of educationally disadvantaged, it would be useful to planners if they could be helped to recognize that the principles of sound curriculum development apply and that they are really not dealing with anything so new or different, that they are now only being asked to face up to providing for a group not previously reached.

James L. Farmer, director, Center for Community Action Education

A teacher can be effective in teaching the disadvantaged only when he believes they can be taught, and believes in *them*—not in a romantic way, ascribing to *all* of them *all* of the virtues and *none* of the vices of man, but in the realistic sense that there is among them a reservoir of submerged intelligence, talent, and ability, the discovery of which is an exciting adventure, worthy of the best in any teacher. If the teacher views them as worthless, they sense it quickly, and this reinforces all that a hostile society has said to them in the past. In a word, the teacher must empathize.

There is a growing awareness among educators that many of the teacher's functions, especially nonteaching roles, can be performed by nonprofessionals working as teacher aides under the supervision of the teacher. Fuller, more creative use of the teacher aides not only frees the teacher to spend more time on teaching duties but also opens up new careers for nonprofessionals.

Instructional materials, including textbooks, need to be relevant to the lives, the experiences, and the frames of reference of the learners. Otherwise they cannot be meaningful aids to learning. Materials must deal with the things children know about—the kind of houses they live in, the kind of stores they shop in, the kind of streets they play in. Most importantly, the materials should deal with *themselves*, black faces as well as white. And they must learn about their people and their history, as they learn about other peoples and *their* histories.

Kay Earnhardt, coordinator of reading, Atlanta Public Schools

I am suggesting that the primary cause of learning disability might be directly attributable to the fact that the teacher is so unaware of the overall structure of her subject matter that she is unable to match the level of her presentation to the capacities of students of different abilities at different grades in school. I think there is sufficient evidence that much of what we already know to be sound educational practice is not taking place in many classrooms for the disadvantaged and that it might be a waste of time and energy to devise new programs when many of the ones we have now have never been used properly.

How can we design inservice training courses to help teachers meet the individual needs of their students? Are we going to continue to have facultywide inservice meetings where we all come together every other Tuesday afternoon to get enlightened, from kindergarten through grade 7? After 4 years of lectures at the college and university level I doubt that more of the same is going to bring about improved teaching. Inservice training needs to be as individualized as we want the classroom teaching to become. Teachers need today's questions answered today within the confines of their own classrooms, not Tuesday week in front of the entire faculty.

R. Lee Henney, director Adult and Literacy Education, Indianapolis Board of Fundamental Education

A subject which was cut very short beacuse of time was the evaluation of projects. We seem to have fallen in the trap in Title I projects of equating number of persons served with effectiveness of the program. It has been pointed out that in 10 months we served 7 million in Title I projects. However, what multiplier factor did we get in behavioral change? How different

is the attitude of the participant? Does the teacher know how to use the new visual aids? Is the library being used by the target population? How do we measure change in the human being, especially from this population?

The question was raised, in our group, of why more money cannot be put into Title I projects for evaluation, and the question was not answered. This is a critical area where objectivity needs to be developed. All Title I projects should have moneys for evaluation, not only self-evaluation but outside evaluation by objective observers. Only can we increase our quality when we see the need for change.

The greatest contribution to Title I projects which can be developed is inservice training programs for the teacher. We put more specialized duties on the teachers and expect them to keep up without helping them find out how. Also, there seems to be little communication between staff in any given system or interchange of ideas between teachers at the local level. Title I projects should develop inservice training programs for all teachers and mandatory preservice and inservice training programs for Title I projects.

Roy McCanne, consultant, Education of Migrant Children, Colorado State Department of Education

It is a grave mistake to consider all disadvantaged children or even all migrant children as having the same culture. The cultural behavior patterns of one group, such as Mexican-Americans, are different in many respects from those of another group, such as Navajo Indians. Probably the most useful framework for studying cultural difference and for understanding how to adapt the school curriculum is the philosophical framework: What do the people believe is real? What do they think is true? Where do we get truth or knowledge? Where does man fit into the world? What is important, and what is not important? To whom or to what does a person owe his ultimate loyalty? Some research is available to help answer these questions about specific groups. More is needed.

Edmund W. Gordon, professor and chairman, Department of Educational Psychology and Guidance, Yeshiva University

The educational problems of the disadvantaged must be solved in the context of a concerted attack upon a wide variety of problems which go far beyond the school and involve aspects of society other than education. However, the tendency on the part of school people to focus on and blame these other problems for the school's problems and failures may serve to deter the school from a systematic attack upon those problems which are primarily within the realm of pedagogy and are primarily the responsibility of educators.

Robert E. Christin, director, Educational Projects Incorporated

I think the report should mention a major need related to all programs for the disadvantaged, that is, regional centers set up to bring together the better teachers from around the country to (1) develop teaching materials and approaches to help with the disadvantaged, and (2) demonstrate these discoveries at the centers and at schools in the region.

This seems to be a major problem in Title I, Upward Bound, the Job Corps, and in all schools serving the disadvantaged.

If we fail to help those many teachers of good will, we will fail, regardless of how much money we have or how many programs.

Leonard B. Ambos, assistant director, American Textbook Publishers Institute

It is obvious to me that a great deal more needs to be done to make Title I effective. There is a need for us to (1) determine those forces which create an individual's self-concept, (2) determine how we can upgrade the self-concept of individuals, (3) develop and test innovative methods and materials (and also the old which prove valuable) to determine their effectiveness in changing and improving learning behavior.

It may already be too late to salvage and make into productive citizens many of the children with whom we associate the term "disadvantaged." The times in which we live, however, insist that we aid each child to reach his maximum potential.

Educators must stop talking about "meeting the needs of individuals" and do something about it.

Evans Clinchy, director, Office of Program Development, Boston Public Schools

What bugs slum kids is *school*, school as it is conceived of and operated by the people who inhabited Panel IIIB. No one talked about how to change school itself or even how we could go about changing it or what we should change it into.

Most of the people in our room were simply taking Title I money and using it to add some sugar-coating to the same old bitter ineffectual pill. They were still planning to subject kids to the same basal readers (perhaps jazzed up with a few black faces). They were still

going to expect kids to run the conventional rat race of right answers and coverage of large quantities of stale obsolete bodies of knowledge (or what one of the delegates referred to as the four R's of "rote, recall, regurgitation, and restraint").

One thing is becoming increasingly clear to me. The money poured into Title I is largely going to be wasted if we continue to spend it on bolstering the present system of educating children. Somehow we have to devise a way of putting at least that much money every year into research and the development of new and better ways of doing things.

Title I has to become much more directed toward breaking the established habits and patterns that have proved themselves totally incapable of even helping, much less educating, disadvantaged children. If this requires Congress to rewrite the title, so be it. But simply to assist the present system to do in a more elegant way what it is already doing so badly is to pervert the possibility of what American education should and could be.

Peter G. Kontos, professor of education, Princeton University

The major gaps in practices that were identified are: A lack of psychological and sociological theoretical frameworks from which an interactive effect of programs can be demonstrated; an absence of data as to the effect of an educational policy of programming early intervention; no real understanding of language development; a lack in definitive programs in teacher preparation; and, finally, an absence of adequate evaluation techniques.

Basically, the disadvantaged child, like all children, learns best in a child-centered, inductive, educational situation which is also racially integrated.

Staff development and teacher training are keys to the successful educational process; guidelines should therefore not be so tightly drawn—as they are now—as to include staff training for ony *specific* Title I programs. Changing the basic attitudes of teachers and administrators toward educational innovation and toward acceptance of disadvantaged children as learners should be a program which may be separately funded under Title I and should not be required to be part of any specific action program.

There is a great danger that programs that closely approximate the familiar are too easily funded. Evidence is beginning to indicate that these programs are most susceptible to failure. Disadvantaged children must not be subjected to playing the remediation catch-up game in which educators institutionalize the child by laying out his life in nine daily 40-minute remedial periods. In the midst of an educational revolution we cannot afford to prolong the dull and advocate the pedestrian.

Charles Benson, associate professor of education, University of California, Berkeley

It seemed to be generally agreed that teaching talent is distributed unequally among the schools in large cities, with slum schools having a disproportionate number of less trained and provisionally certificated persons. One primary way to attack the problem is desegregation, but this cannot be a short-term answer, physically speaking, in the largest cities—or not a complete answer anyway. What would seem to be good is that the Office of Education encourage the National Education Association and the American Federation of Teachers to devise schemes, semivoluntary from the point of view of the teacher, to afford staffs in slum schools that are balanced with respect to age, sex, training, and experience. It was suggested that teachers must work in a school setting in which they can be successful. Presently, criteria of success are mainly related to the academic performance of the collegebound. It was hoped that it might be possible to broaden the definition of success to include helping the disadvantaged to achieve at a higher level, starting from where the disadvantaged are. The analogy made was the satisfaction many teachers appear to gain from helping the physically handicapped to make progress.

The suggestion was made in our panel that there be established in inner-city areas institutions called professional schools. These schools would be centers of inservice training and educational research. An analogy would be the teaching hospital. Hopefully, teachers would regard it as a professional opportunity to be associated with these schools. One task of such schools could be to develop materials appropriate for the instruction of the disadvantaged. This suggestion combines opportunity for relevant inservice training and the reallocation of high-grade teaching talent to the inner city. It might serve to restore the large cities to a position of educational leadership.

I would also like to suggest that Title I programs emphasize mathematics in the middle school years. For the disadvantaged, there are fewer cultural blocks to excelling in mathematics than there appear to be in reading and verbal activities generally. Employment opportunities for persons who manage to acquire mathematical competence are good and seem likely to remain

so. However, many elementary teachers, I believe, are themselves not attracted to mathematics, and the standard materials do not do a great deal to help stimulate the mathematically gifted.

John Henry Martin, superintendent, Mount Vernon Public Schools

From the urban centers of the country the achievement test scores and IQ ratings show a progressive decline in the relative position of school children of the racial minorities as compared to the white children in the city or the Nation. Their early childhood environment sends ghetto children to school handicapped, according to test scores, by 1 year. The radically unbalanced ghetto school will increase the negative distance of these children from their white age peers by as much as 2 to 3 years. This is the single most widespread educational catastrophe of our times. It is the root cause of the academic deficiencies of the disadvantaged child with which the schools of the Nation must deal. Failure to see Title I moneys as an opportunity and a commitment to do something about this while only seeing them as the source for remediating the consequences is to persist in treating the victims of malaria while continuing to ignore the breeding areas of mosquitoes.

Edward Zigler, professor of psychology, Yale University

A major issue in our discussions was whether the educators of the deprived should take a social work approach or should expand their energies and resources in beefing up those practices that are basic to the orthodox educational effort.

In my opinion, the dichotomy raised is a false one and stems from a failure to understand all the factors that are important in the determination of children's learning. Until teachers and administrators become fully cognizant of the complex nature of the learning process in the culturally deprived child, many of the innovations that hold high promise will be met with apathy, if not actual hostility.

The social work approach is not alien to successful teaching. What this approach does for the teacher is to make her sensitive to the socioeconomic plight, everyday experiences, and resulting motivational structure of the child she is to teach. This motivational structure accompanies every child to the classroom and is probably just as important in determining the success of the teacher's efforts as are the formal cognitive characteristics of the child.

APPENDIXES

APPENDIX A

PROGRAM OUTLINE

Monday, July 18	
2:00 p.m.	Registration.
5:30 p.m.	"Meet the Conferees," Chinese Room.
6:30 p.m.	OPENING GENERAL SESSON—Dinner in the Ballroom.
	Presiding: Hon. John W. Gardner, Secretary, Department of Health, Education, and Welfare.
	Statement: Ralph W. Tyler, National Advisory Council on the Education of Disadvantaged Children.
	Address: Vice President of the United States.
9:30 p.m.	Chairmen, Panelists, Consultants, and Summary Writers—New York Suite.
Tuesday, July 19	
9:00–12 noon	First Work Session (Panels).
2:00–4:00 p.m.	Second Work Session (Panels).
4:30–5:30 p.m.	Special Programs.
6:30 p.m.	SECOND GENERAL SESSION—Dinner in the Ballroom.
	Presiding: Arthur L. Harris, Associate Commissioner for Elementary and Secondary Education, U.S. Office of Education.
	Address: Harold Howe II, U.S. Commissioner of Education.
	Remarks: The President of the United States.
8:30–10:30 p.m.	Third Work Session.
	Panel Discussion: Techniques for Successful Follow-Through in State Conferences.
Wednesday, July 20	
7:30 a.m.	Chairmen, Panelists, Consultants, and Summary Writers, Breakfast, North Room.
9:00–12 noon	Fourth Work Session (Panels).
2:00–4:00 p.m.	FINAL GENERAL SESSION—State Room.
	Presiding: Commissioner Howe.
	Reports of Work Group Chairmen.

APPENDIX B

DISCUSSION PANELS

TOPIC I. DIAGNOSIS OF THE PROBLEM

Panel A

Chairman: Wilson C. Riles, director of compensatory education, State Department of Education, Sacramento, Calif.

Panelists

Harry L. Bowers, assistant superintendent, Preston County Schools, Kingwood, W. Va.

Charles Cogen, president, American Federation of Teachers, Chicago, Ill.

Roy McCanne, consultant, Education of Migrant Children, State Department of Education, Denver, Colo.

Philip Montez, State president, Association of Mexican-American Education, Los Angeles, Calif.

Arthur Pearl, professor of education, University of Oregon, Eugene, Oreg.

Leander J. Shaw, dean, Graduate School, Florida A & M University, Tallahassee, Fla.

Rodney Tillman, assistant superintendent in charge of elementary education, Minneapolis Public Schools, Minneapolis, Minn.

Consultants

William F. Brazziel, Office of Education

Stan J. Salett, Office of Economic Opportunity

Summary writer

James I. Morisseau, editorial associate, Educational Facilities Laboratories, New York, N.Y.

Panel B

Chairman: Donald T. Donley, director, Center for Research and Field Services, State University of Albany, Albany, N.Y.

Panelists

Msgr. Arthur T. Geoghegan, superintendent of schools, Diocese, of Providence, Providence, R.I.

Edmund W. Gordon, professor of educational psychology and guidance, Yeshiva University, New York, N.Y.

Philip M. Hauser, professor of sociology, University of Chicago, Chicago, Ill.

Mrs. Harriet Reynolds, assistant director, Education and Youth Incentives, National Urban League, New York, N.Y.

Jacob Silverberg, chief psychologist, Memorial Guidance Clinic, Richmond, Va.

Frank L. Stanley, Jr., associate director for education, National Urban League, New York, N.Y.

Consultants

Lee G. Burchinal, Office of Education

Martin W. Spickler, Office of Education

David S. Seeley, Office of Education

Summary writer

Barbara Carter, Free Lance Associates, Inc., New York, N.Y.

TOPIC II. STRATEGIES FOR ACTION

Panel A

Chairman: Thomas W. Pyles, director, Division of Federal-State Programs, State Department of Education, Baltimore, Md.

Panelists

Mrs. Irvamae Applegate, dean of education, St. Cloud State College, St. Cloud, Minn., *and* president, National Education Association

Paul I. Clifford, professor of education, Atlanta University, Atlanta, Ga.

Marvin G. Cline, assistant director, Institute for Youth Studies, School of Medicine, Howard University, Washington, D.C.

Don Davies, executive secretary, National Committee on Teacher Education and Professional Standards, National Education Associates, Washington, D.C.

R. Lee Henney, director, Adult and Literacy Education, Board for Fundamental Education, Indianapolis, Ind.

John A. Morsell, associate director, National Association for the Advancement of Colored People, New York, N.Y.

Consultants

Barbara H. Kemp, Office of Education

James E. Mauch, Office of Education

James K. Rocks, Office of Education

Summary writer

John Saunders, program specialist, Program Evaluation Branch, Office of Education

Panel B

Chairman: Austin Haddock, director of Title I, ESEA, State Department of Education, Salem, Oreg.

Panelists

Charles Benson, associate professor of education, University of California, Berkeley, Calif.
Max Birnbaum, director, Human Relations Laboratory, Boston University, Boston, Mass.
Larry Cuban, director, Cardozo Project in Urban Teaching, Cardozo High School, Washington, D.C.
James L. Farmer, president, Center for Community Action Education, Washington, D.C.
David Selden, assistant to the president, American Federation of Teachers, Chicago, Ill.
Edward Zigler, professor of psychology, Yale University, New Haven, Conn.

Consultants

John T. Cicco, Office of Education
Genevieve O. Dane, Office of Education
Carl L. Marburger, Bureau of Indian Affairs

Summary writer

G. K. Hodenfield, special projects writer, Indiana University, Bloomington, Ind.

TOPIC III. SOME EFFECTIVE APPROACHES

Panel A

Chairman: Mildred Fitzpatrick, chairman, Title I, ESEA, State Department of Education, Santa Fe, N. Mex.

Panelists

Donald Cleland, professor of education, University of Pittsburgh, Pittsburgh, Pa.
Mrs. Kay Earnhardt, coordinator of reading, Atlanta Public Schools, Atlanta, Ga.
Edward B. Fort, director, Division of Instruction, Detroit Public Schools, Detroit, Mich.
Peter K. Kontos, professor of education, Princeton University, Princeton, N.J.
John Henry Martin, superintendent, Mount Vernon Public Schools, Mount Vernon, N.Y.
A. Harry Passow, chairman, Committee on Urban Education, Teachers College, Columbia University, New York, N.Y.

Consultants

John T. Blue, Office of Education
Nolan Estes, Office of Education
James E. Steffensen, Office of Education

Summary writer

Gloria Dapper, Free Lance Associates, Inc., New York, N.Y.

Panel B

Chairman: P. J. Newell, Jr., assistant commissioner, Division of Instruction, State Department of Education, Jefferson City, Mo.

Panelists

Mrs. Lorraine F. Bivins, supervisor, Cleveland Elementary School, Washington, D.C.
Dixon Bush, director, Antioch Interracial Education Program, Antioch College, Yellow Springs, Ohio
Evans Clinchy, director, Office of Program Development, Boston Public Schools, Boston, Mass.
Hyman H. Frankel, Special Project on Human Development, Southern Illinois University, Carbondale, Ill.
Robert L. Green, director of education, Southern Christian Leadership Conference, Atlanta, Ga.
Marvin Rich, executive director, Scholarship, Education, and Defense Fund for Racial Equality, New York, N.Y.

Consultants

Anita F. Allen, Office of Education
Kathryn Bloom, Office of Education

Summary writer

Peter Schrag, associate editor, *Saturday Review* Education Supplement, Amherst, Mass.
Chairman: John L. Cleveland, coordinator, Berkeley Unified School District, Berkeley, Calif.

TOPIC IV. MOBILIZING OUR RESOURCES

Panel A

Panelists

Leonard B. Ambos, assistant director, American Textbook Publishers Institute, New York, N.Y.
James G. Banks, executive director, United Planning Organization, Washington, D.C.
Mrs. Margaret G. Dabney, professor of adult education, Virginia State College, Petersburg, Va.
Mario D. Fantini, program associate, Ford Foundation, New York, N.Y.
John J. O'Neill, dean, Graduate School of Education, Rutgers, The State University, New Brunswick, N.J.
Donald P. Stone, assistant for education, Student Non-Violent Coordinating Committee, Atlanta, Ga.

Consultants

F. Peter Libassi, Department of Health, Education, and Welfare
Jule Sugarman, Office of Economic Opportunity
Grant Venn, Office of Education

Summary writer

Patricia Platt, editorial associate, National Schools Public Relations Association, Washington, D.C.

Panel B

Chairman: Irving Ratchick, coordinator, Title I, ESEA, State Education Department, Albany, N.Y.

Panelists

Norman Brombacher, assistant superintendent, New York City Public Schools, New York, N.Y.

Robert Christin, director, Educational Projects, Inc., Washington, D.C.

Adron Doran, president, Morehead State College, Morehead, Ky.

J. K. Haynes, executive secretary, Louisiana Education Association, Baton Rouge, La.

Mrs. Cernoria D. Johnson, director, Washington Office, National Urban League, Washington, D.C.

James Wilson, director, Indian Branch, Office of Economic Opportunity, Washington, D.C.

Consultants

Regina Goff, Office of Education

Samuel Halperin, Department of Health, Education, and Welfare

William J. Holloway, Office of Education

Louis J. McGuinness, Office of Education

Summary writer

Buckman Osborn, editorial consultant, Omnimedia International, Washington, D.C.

Mr. HOWE. Now, in connection with title I, we have a number of what you might describe as minor amendments to propose. Last year title I was amended to include Indian children administered by the Department of the Interior. That amendment expires at the end of this year and we are asking that it be renewed.

We are also proposing that as a change in title I, the minimum amount allowed for State administration expenses be increased from $75,000 to $150,000 per State. Experience has shown that the current allowance is insufficient for some States.

Jumping to title II, we have had appropriations of $100 million in fiscal year 1966 and $102 million in fiscal year 1967. We have found that there has been very good cooperation from the States in using these funds to bring added materials in the form of textbooks and library materials for the benefit of youngsters in the schools, both public and private.

The greatest area of expenditure has been in library resources, accounting for more than 50 percent of the expenditure by States.

Thirteen of the States have set up instructional material centers, so that there are places where people can go to actually get material, special library-like resource centers. Nineteen States, six for the first time, have added school library supervisors to their staffs.

We have again some minor amendments connected with title II. Last year the Congress amended this title to include two groups of children—Indian children and those children in overseas dependent schools operated by the Department of Defense.

During this year about $125,000 will be spent for Indian children, and about $404,000 will be spent for Department of Defense schools. The arrangements for those expenditures go only through this fiscal year, and we are asking their extension through fiscal year 1968.

Now I go to title III.

Since the enactment of title III in April of 1965, 4,435 proposals for title III projects, which we call Projects to Advance Creativity in Education—that is where we get the abbreviation PACE—have been submitted by 9,000 school districts, requesting $509 million.

Up to the present time, some 1,200 proposals costing $89 million have been funded, and 1,300 proposals requesting $198 million are being evaluated for funding.

So far about 39 percent of the proposals submitted and about 29 percent of the amounts requested are being funded.

We give you in appendix B an analysis of the first year of experience under title III.

We would call to your attention that there is a great variety of activity under title III, just as the Congress intended. It is an innovative enterprise, the schools have responded well, and we cite in this testimony examples from Altoona, Pa.; Chicago, Ill.; Magnolia, Ark.; and other places to give you the flavor of some of these proposals.

Several approaches have been used to assure program continuity, effective demonstration, and an exchange of ideas among Federal, State, and local education agencies and personnel in administering title III.

The title III guidelines are revised periodically to incorporate an evaluation of results and suggestions of local and State agencies.

Administrative memorandums are sent to project directors and State coordinators periodically to explain policy or procedure changes.

There is a filmstrip which explains title III. We will be happy to make it available to this committee if the committee would be interested.

All approved projects are processed into our so-called ERIC system, which is a system for handling information about educational research and demonstration. Through that system, any school system can find out what is going on in any other school system easily and conveniently.

We have one or two amendments again in title III. Last year title III was amended to include participation of Indian children, and children in the Department of Defense schools. We are asking in BIA schools, as we have in the other titles of this act, for the extension of that authority through fiscal year 1968.

I would like to read now some of the body of this testimony in regard to title IV, our research activity in the Office of Education.

Title IV of the Elementary and Secondary Education Act amended the Cooperative Research Act of 1954, the Office of Education's basic authority to award grants or contracts for any research or related activities which promise to benefit education.

By far the largest number of research activities receive project support—that is clearly delineated, limited-time research on subjects as varied as the questions educators seek to answer.

The other form of research activity is called program support; this involves specifically announced problem areas in education where there is felt to be a need for continuous, intensive attention.

Several types of program support are carried on by the Office of Education. Research development grants support the efforts of small or developing colleges to acquire sound research capacity.

Research and development centers—of which there were 11 in operation at the end of fiscal year 1966—concentrate on a single problem area in education and conduct activities ranging from basic research through dissemination.

Educational laboratories, now numbering 20, bring together the resources of universities and schools to develop, demonstrate, and disseminate new curriculum and new methods to improve education. A listing of the existing research and development centers and laboratories is attached as appendix C.

Programs for training educational researchers, authorized by title IV, support undergraduate, graduate, and postdoctoral training, training institutes, inservice programs, and special projects dealing with educational research.

Getting the results of educational research into use in the schools and colleges is as important as the research itself. Unless the findings of a laboratory or an R. & D. center are put to work in the classroom, their value is meaningless.

To promote dissemination, the Educational Research Information Center (ERIC), of which I spoke earlier, has been established. It is a comprehensive national information system designed to serve American education by making available reliable, current educational research and research-related materials.

The system is made up of a network of information clearinghouses or documentation centers located throughout the country and coordinated through central ERIC in the Office of Education.

By the end of 1966, clearinghouses had been established in 13 substantive areas and we list them for you in the testimony.

We have no amendments in connection with title IV.

Mr. QUIE. Could I ask what the Commissioner means by the clearinghouses. I looked at the R. & D. centers, and the educational labs, and the supplemental centers of title III, but this is the first I have heard of the clearinghouses, unless I misunderstand. You have 13 subject matters here. Is this run like the ID centers, that you have one of these subject matters in each geographical location.

Mr. HOWE. Mr. Quie, it is simply a place that has the technical facility to send out information on research-related or demonstration-related activities under one of these headings.

The first is counseling and guidance, and so we have a place that collects, all in one place, all documentation about research on counseling and guidance. On your inquiry or that of a school superintendent about any specialized aspects of counseling and guidance this clearinghouse can immediately send, through an electronically arranged system, a summary of what has been done in research on that subject, and then send further documentation if people want longer details.

So it provides easy access to those who operate in education, to what has been discovered in the realm of research. It is in many ways like a very effective library service, each center specializing in some subject.

Mr. QUIE. Could you give us the geographical location of these clearinghouses?

Mr. HOWE. We will submit them for the record.

(The information follows:)

ERIC CLEARINGHOUSES

During fiscal 1966, the first 13 of a network of ERIC clearinghouses were established. They will provide information on the subject areas listed below:

ERIC Claringhouse on Counseling and Guidance, University of Michigan, Ann Arbor, Mich. 48104.

ERIC Clearinghouse on the Disadvantaged, Yeshiva University, 55 Fifth Avenue, New York, N.Y. 10003.

ERIC Clearinghouse on Educational Administration, University of Oregon, Eugene, Oreg. 97403.

ERIC Clearinghouse on Exceptional Children, Council for Exceptional Children, National Education Association, 1201 16th Street, NW., Washington, D.C. 20036.

ERIC Clearinghouse on the Teaching of Foreign Languages, Modern Language Association of America, 4 Washington Place, New York, N.Y. 10003.

ERIC Clearinghouse on Junior Colleges, University of California, 405 Hilgard Ave., Los Angeles, Calif. 90024.

ERIC Clearinghouse on Linguistics and the Uncommonly Taught Languages, Center for Applied Linguistics, 1755 Massachusetts Avenue NW., Washington, D.C. 20036.

ERIC Clearinghouse on Reading, Indiana University, 204 Pine Hall, Bloomington, Ind. 47401.

ERIC Clearinghouse on School Personnel, City University of New York, 33 West 42d Street, New York, N.Y. 10036.

ERIC Clearinghouse on Science Education, Ohio State University, 1314 Kinnear Rd., Columbus, Ohio. 43212.

ERIC Clearinghouse on Small Schools and Rural Compensatory Education, New Mexico State University, University Park, N.Mex. 88070.
ERIC Clearinghouse on Vocational and Technical Education, Ohio State University, 980 Kinnear Rd., Columbus, Ohio. 43212.
Library for Adult and Continuing Education, Syracuse University, 107 Roney Lane, Syracuse, N.Y. 13110.

Mr. HOWE. Title V of the Elementary and Secondary Education Act addresses itself to the strengthening of State educational agencies.

State educational agencies have experienced rapid growth, but that growth has not been a balanced one. It has occurred largely where Federal concern for education has been expressed in Federal funds.

One of our major new proposals here can be interpreted as an effort to bring greater balance into the efforts of the States as they try to strengthen particularly their planning capacity which has not been given as much emphasis as it might in connection with title V funds as they have developed over the past year or two.

The amendments which we are proposing to title V are two: The first would amend the allotment formula contained in section 503 in order to provide for a more equitable distribution of funds.

According to the present formula, 85 percent of the appropriated funds are available for allotment under section 503. Of these funds, 98 percent are allotted to the States first on the basis of $100,000 per State, and the remainder on the basis of public school enrollment.

The remaining 2 percent go to outlying areas. Smaller and less populous States have suffered from this distribution formula. We are suggesting a new distribution formula: 40 percent of the amount available for apportionment among the States under section 503 would be allotted to the States in equal amounts.

The remaining 60 percent would be allotted on the basis of public school population, thereby solving the problem some of the smaller or less populous States have had.

Our second proposal for amending title V is designed to meet a vital need in the educational community, and in our society—long-range educational planning. We are asking the Congress to authorize an appropriation of $15 million to begin this program. Systematic, comprehensive, long-range educational planning at all levels is essential if our Nation's educational needs are to be met.

If present programs are to be effectively coordinated and approved to fill the needs of each child, if new programs are to be developed to meet unmet needs, objective evaluation of resources, goals, and methods of meeting goals must be carried out.

Evaluation is impossible unless reliable information concerning the effectiveness of the education provided to our children is obtained and analyzed.

In writing title V, the Congress suggested 10 areas in which the States agencies might be strengthened. The very first is "educational planning on a statewide basis, including the identification of educational problems, issues, and needs in the States and the evaluation on a periodic or continuing basis of education programs in the State."

The response was dramatic. Based on a first-year appropriation of $17 million, the States applied for funds to cover some 1,800 new positions. Twenty-five percent of the funds and 27 percent of the personnel were expected to work in the planning and evaluation areas.

The States recognized the need and took steps to meet it. However, by the end of the fiscal year, the States had amended their applications to reduce the planning function to 19 percent of the funds and 20 percent of the positions.

For fiscal year 1967, the applications have reduced this function still further: less than 18 percent of the funds requested, and 14 percent of the positions budgeted are to be used for planning.

The State departments of education have not lost interest in planning. Far from it. Other concerns were more pressing. In order to secure funds authorized by some 15 pieces of new Federal legislation before the end of the fiscal year, they had to mount new programs immediately. There were other pressures as well.

Local education agencies had urgent needs for the improvement of instruction. The State agency had to improve its general administrative capacity. The capacity to deal with the masses of educational data emanating from all sources had to be developed.

The growing responsibilities thrust on them by the growing Federal programs of aid to education require all their existing resources, and more. In a sense, the States cannot afford to plan under title V as it is now set up; yet, they cannot afford not to.

If State and local educational agencies are to continue to carry out their present responsibilities, if Federal programs are to meet the needs Congress intends, and if the Nation's schools are to continue to meet the demands made of them, systematic planning must be encouraged.

It is for this reason that we are proposing an amendment to title V of the Elementary and Secondary Education Act of 1965, to authorize State agencies to establish and improve their programs for educational planning and evaluation.

Our proposed amendment would authorize $15 million for fiscal year 1968 to initiate a 5-year program of grants to the States to assist them in the establishment of programs for comprehensive, systematic, and continuous planning and evaluation of education at all levels.

These programs would be designed to assure the achievement of opportunities for high-quality education for all segments of the population throughout the State.

Seventy-five percent of the appropriation would be allotted among the States to support State programs. The other 25 percent of the appropriation would be held in reserve for special projects provided in section 524.

Any State desiring to participate in the program would designate or establish a State agency to submit an application to the Office of Education and to administer the program within the State. Higher education programs may be included in the planning and evaluation system if the State includes higher education as a part of its application.

If higher education is included in the program, the State may designate a separate agency to deal with higher education, but it must

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coordinate its planning in higher education with its precollege planning.

State applications would include provisions for setting educational goals; establishing priorities among and developing means of achieving those goals; improving present programs and planning new programs; the strengthening of the capacity of the State to conduct objective evaluations of the effectiveness of education programs; and maintaining a permanent system for obtaining the information necessary for the assessment of the State's progress in attaining its educational goals.

The agency would give assurance that the funds would be used primarily for strengthening the competency of its planning and evaluation staff.

However, the agency would be permitted to employ consultants or, by contract, utilize the services of public or private institutions and organizations in certain specialized fields.

This legislation does not envision the development of anything which could be characterized as a national plan. It does anticipate that as States increase their capability for identifying problems and for pinpointing needs, there will emerge some fairly systematic procedures for comparing findings, for ascertaining the extent to which a national consensus exists on important issues of educational policy, and for assisting the States to develop increasingly more effective planning procedures.

One of the functions of the planning and evaluation program would be to extend technical assistance and services to local educational agencies to assist them in evaluation of their present school program, the study of critical local educational needs, the assessment of the financial resources available to the school, the planning of new programs, and the coordination of Federal, State, and local programs.

Some States may elect to give local educational agencies financial assistance to help the local school district in the establishment of a planning and evaluation system at the local level.

It is expected that States in which there are large city school districts will prefer having the city school board carry out a program especially designed to deal with the problems of the cities.

Section 524 authorizes grants to and contracts with public and private agencies, institutions, or organizations for special planning and evaluation projects such as: metropolitan planning in areas covering one or more States; the improvement and expansion of the planning and evaluation capacities of large city schools; comparative and cooperative studies; conferences to promote educational planning; and the publication of materials to disseminate information concerning the planning of better educational services and programs.

The authority given to the Commissioner in this proposed section will provide the opportunity to utilize the technology and brainpower of both profit and nonprofit organizations capable of making a significant contribution to the solution of problems.

In addition, this arrangement would enable the Commissioner to develop and fund special projects with various commissions and professional associations.

One such project is now being funded out of the salaries and expenses appropriation of the Office of Education. In this study, the

Council of Chief State School Officers is completing a study giving thorough treatment to the historical development of State educational agencies, thus providing a basis for determining their needs and evaluating their progress.

There are various other possibilities for using these assigned funds available to the Commissioner, and certainly among them would be making contributions for planning activities to such organizations as the Compact of the Western States, the Southern Regional Education Board, and New England Board of Higher Education, Appalachian Commission, and other such organizations which can be very effective planning agencies and need support for those activities on a regional basis rather than just a State basis.

Mr. QUIE. Could I ask one question in explanation?

In section 524, you can use 25 percent of the money for this purpose. Can grants be made to church-related schools or parochial schools?

Mr. HOWE. I would like to give you an answer on that at a later time, because it is an important question and we would like to be sure that we fully looked at it, Mr. Quie. May we do that?

Mr. QUIE. That is acceptable to me.

Mr. HOWE. Thank you very much.

(The information requested follows:)

Section 524 authorizes grants and contracts for special projects "related to the purposes of this part." The overall purpose of the part is to strengthen comprehensive planning of a broad scale nature. Grants will not be made for individual schools to carry out projects; but rather to agencies with broad responsibilities for planning to meet educational needs. Therefore no grant would go directly or indirectly to either a public or private school.

This program is designed to strengthen "planning and evaluation" competencies—not to provide services to students in the schools. Special projects would go to organizations which have special competencies to carry out projects for planning or for assessing resources on a broad basis—a large metropolitan area or an interstate regional study, for example. Private agencies would be eligible to carry out these special projects; in effect a project would be contracted out to a private agency just as public agencies can contract for other services, but the project would serve a public purpose—to know what our educational needs and resources are and to plan the best use of public resources to achieve our goals.

Special project authority has the particular purpose (in the language of Section 524) of improving comprehensive planning on an interstate, regional, or metropolitan area basis. No funds would be used to enable a private agency to plan for the construction of church-related schools, just as no public funds would be used to pay architects' fees for nonpublic schools. But in projecting future educational needs and resources, the private schools are a highly significant part of the picture and that would be taken into account in the planning. Total educational needs and goals cannot be set if the States do not have some idea of what the private schools are expected to do and what the special educational needs of children who attend those schools may be.

It should also be pointed out that both public and private institutions of higher education would be appropriate agents to carry out special projects related to planning and evaluation.

Section 524 would be covered by the limitation in section 705:

"Nothing contained in this Act shall be construed to authorize the making of any payment under this Act, or under any Act amended by this Act, for religious worship or instruction."

Mr. HOWE. This, then, Mr. Chairman, gives you a picture of this new amendment to title V which has to do with comprehensive educational planning.

I would like to now move to title VI of the Elementary and Secondary Education Act, enacted in the last session, and a program for the

benefit of handicapped children, and bring to you both a review of our activities in support of the handicapped and some amendments we have to suggest.

Our present activities in support of the education of the handicapped fall into several broad areas—research and demonstration, the training of professional personnel, the development of new educational media, and actual classroom instruction.

The media program is exemplified by the captioned films for the deaf program. Here is a program which is providing very much needed services. We have some 220 educational film titles. We are actively engaged in sponsoring a lending of equipment to benefit the deaf. We have film production going on at a regular rate, including 60 filmstrips for primary reading, 30 cartridge type loop motion pictures for finger spelling instruction and more than 70 loops for lipreading practice.

This gives you an example of the kind of activity under that relatively small but very important program.

Our research and demonstration activities for the handicapped have moved from a budget item of $100 million in 1964 to a budget item of some $8 million in the current year.

Mr. CAREY. Would the Commissioner repeat those figures, from $100 to $8 million?

Mr. HOWE. Excuse me, Mr. Carey. It is $1 million in 1964. I misread the figures.

Mr. CAREY. I knew it was going downhill, but not that fast.

Mr. HOWE. Thank you, sir, and it is $8,100,000. Roughly, it is an eightfold increase.

We have established 10 instructional materials centers across the country, to distribute materials for the benefit of teachers of the handicapped, so that they have quick and easy access to all kinds of instructional materials, and we have four more such centers in the process of being established.

We have a greatly expanded training program for the preparation of personnel in the area of education of handicapped children.

Since the initial legislative provision in 1958, over 32,000 fellowships and training grants have been awarded in all areas of education for the handicapped.

I am sure that you will be encouraged, as I was, to learn the results of a pilot study survey conducted by the division of training programs to determine the current employment status of 1965–66 academic year recipients of awards made under federally funded training programs. That is programs to bring new personnel into education of the handicapped.

What that study shows, in summary, is that we have a very high retention rate in the service of the handicapped of those people who receive this specialized training. You will find detailed figures on that in the testimony.

The Elementary and Secondary Education Act in its titles I and III also provides possibilities for service to the handicapped, and the number of projects in both titles I and III are resulting in such services.

Title I was specifically amended to provide earmarked funds for children in State supported or operated schools for the handicapped,

and this support amounted to about $16 million last year. We have laid that out in detail for you in the appendix F.

Title VI, which you added in the last year, promises in many ways to be the most significant and far-reaching enactment directly affecting the education of handicapped children.

It provides for the establishment of a National Advisory Committee on Handicapped Children. I can report to you that the members of that Committee have been selected and I have sent forward their nominations to the Secretary and we hope to announce the appointment of that Committee shortly.

Also, in connection with title VI which was passed in the last session, we have established in the Office of Education the new Bureau for Education of the Handicapped, and we have organized all of our services for the handicapped within that particular Bureau.

Mr. Rioux, whom I introduced earlier, is the acting head of that Bureau, and can give us further information on the organization of it if the committee so desires.

We are suggesting several amendments to our broad program for the handicapped.

The first proposed amendment to title VI is an amendment which will allow us to establish regional resource centers for improvement of the education of handicapped children. These centers, of which we expect to have three in the first year—funding this program with $7½ million—will provide testing and evaluation services and referral services. They will assist schools and other agencies in a particular region.

We see this first development of these diagnostic and referral centers and resource centers for the handicapped as a demonstration effort, and we hope that after developing experience with them in the years ahead, there will be a spread of these serving the entire country.

The second amendment we propose to title VI is an amendment to allow further recruitment of personnel, people to actually serve in schools, after having had specialized training for education of the handicapped. This will be recruitment to get people into those training programs, and to disseminate information about the nature of handicapped, special services to the handicapped in education.

We are asking for $1 million for those activities and for amendments which make them possible.

The third amendment we are asking for is an amendment to the captioned films program which would allow us to extend the kind of technical services that program makes available to deaf children across the board to children from all categories of handicapped, physical or otherwise.

We are including in our budget $1 million additional to develop that program we authorized.

Finally, we propose a change to include authorization of contracts under Public Law 88–164. At this time, in our effort to assist in the improvement of education for the handicapped, it is not reasonable to exclude from the total effort being made by the private sector of the economy which can make a significant contribution.

The request for contracting authority with profitmaking organizations is based upon the very real needs to involve such organizations

in the effort to improve the education of these children, the benefactors of educational improvements.

The addition of these two amendments to title VI and the changes in the captioned films legislation in Public Law 88–164 will provide a variety of necessary expanded educational opportunities for all handicapped children.

We have then in addition, Mr. Chairman, some technical amendments in connection with Public Laws 815 and 874, and I will not go into those at this time, but when the committee wishes to go into those we will bring our expert, Mr. Lillywhite, to explain the details of them.

I would like to turn your attention to the Teacher Corps, and this is the last of the several amendments or pieces of legislation on which I will be commenting.

In connection with the Teacher Corps, I want to make a number of general points, and then present to you the amendments we are suggesting. The general points I would make are as follows:

First of all, that this is the program which fits in with and complements the very broad effort we are making under title I of the Elementary and Secondary Education Act. The broad effort under title I is an effort to provide special educational services to deprived children, and the Teacher Corps is a program to train the people who can do that job.

Mr. GIBBONS. Mr. Commissioner, this program used to be in another act. Why was it transferred over here?

Mr. HOWE. We have some testimony on this, but I will summarize it for you. Perhaps I can read the testimony and then comment further on it.

First, we are proposing a number of amendments. First of all, we think it appropriate that the Teacher Corps program be placed in title I of the Elementary and Secondary Education Act. The Teacher Corps was enacted with a mandate to supplement teaching staffs in poverty schools and to train new teachers for the disadvantaged.

On schools having concentrations of children from low-income families are eligible for Teacher Corps projects.

In this respect, the Teacher Corps is directed to the same schools as title I. Teacher Corps teams have been at work this year in title I schools providing an added resource to assist teachers in poverty schools.

It is essentially an elementary-secondary school program. It is directly involved with the elementary schools. Within the administration of our Office it should have direct contact with and indeed, does have direct contact with our administration of title I and title III.

There are many complementary arrangements worked back and forth between these programs. It seems to us that it is more reasonable to include this as a portion of the elementary-secondary education amendments that we are bringing up and to handle it in the Congress in the way that we are handling it in the administration.

Going ahead, then, with the points I wanted to make, broadly, about the program, it addresses itself to a very real area of teacher shortage. There is just no question about this, although there are a number of teacher training institutions which are directing their attention to doing a better job of training people to go into the poverty schools.

We welcome their doing this and are encouraging them to do this. There isn't enough of this kind of activity in regular teacher training institutions. The Teacher Corps has stimulated some of this activity, and is clearly a useful enterprise in that respect.

Thirdly, there is a clear demand for the people who work in the Teacher Corps by local school districts.

Mr. Graham can give you, later, some figures on this. We are heavily oversubscribed. We have many more requests than we can meet.

Local school superintendents, indeed, want, and are using and are reporting enthusiastic results from the people in training in the Teacher Corps.

It is a program which has a unique flexibility. It can adapt itself to whatever local conditions are. There is no single formula for the operation of the Teacher Corps. It is operating in places where the schools are largely Spanish-speaking schools and its members are going to those places and doing a particular kind of job there, offering in many cases the first kind of regular instruction in English as a second language that the pupils in those schools have had.

It is in 20 of our major cities and it is adapting itself to the particular problems of a major city, and the conditions which exist in the ghetto areas of some of those cities. Indeed, some of the Teacher Corps members have elected to live in those areas to come to understand them better.

It is adapting itself to the particular problems of Appalachia, and the formulation which the Teacher Corps takes, the nature of the services, is determined by local school districts as these members of the corps are placed in the employ of local school districts.

I would make another point, which although tenuous, seems to me worth making in regard to this program. It taps the idealism of the younger generation. It offers young people a chance to do something which is important in this society. It brings them the opportunity to work on what is really one of the frontiers of this society: The problems of the people who can't fit into it and who have not been successful in it, and particularly the problems of the children of those people.

Mr. QUIE. May I ask a question there?

Do you think it would be advantageous if we could put Federal corpsmen labels on other teachers so they could have that same dedication?

Mr. HOWE. I think there is no problem about labels here. These people are working in the schools, for the schools. There is nothing Federal about them except that they have been brought in by a Federal recruiting program. But their training programs are run by universities, they are employed by schools, and when you get into the schools you can't tell them from other people who might be in training, except that they have greater flexibility in their assignments and can provide additional services.

This is what they do. They provide additional services over and above what has ordinarily been there.

Mr. QUIE. I have always felt that there has been a host of teachers who never had Federal corpsmen labels put on them who had that same dedication toward the young people in socially and culturally deprived areas. Not enough, I warrant. But it seems to me you have.

in effect, indicted all the other teachers of the Nation by saying that we need this program called the corpsmen in order to get that dedication.

Mr. HOWE. No, I don't think we need the program as the only basis for that dedication.

But the fact is, as you will recognize, that we have serious shortages of teachers and particularly serious shortages of teachers who are trained to do the job in the places where the Teacher Corpsmen are going.

I certainly agree with you, Mr. Quie, that there are large numbers of teachers who have the same kind of dedication that Teacher Corps trainees have, and who are doing the jobs in the schools. But there are not enough. There isn't enough independent effort on the part of teacher training students to get this particular type of training to work in these places.

What we have here is indeed a small program but apparently from the feedback we are getting an effective program to meet those needs.

Mr. BELL. May I ask a question at this point?

Do you also involve the teaching or training of teachers to work in preschool education?

Mr. HOWE. Some of these people will be working in preschool education.

Mr. BELL. I understand that is a great shortage today.

Mr. HOWE. This is also a shortage area. But again, in preschool education, they are working with deprived children.

I might go ahead and outline for you the amendments which we propose to the Teacher Corps program.

I have already mentioned the point of wanting to move this into the elementary and secondary amendments.

Secondly, we have learned from the first year of experience that service and training are motives for those interested in the Teacher Corps. The appeal is not financial. Because teacher interns are trainees and are not full-fledged members of the teaching staff we are requesting a change in the compensation rate for teacher trainees.

The present graduate fellowship programs of the Office of Education provide a weekly stipend plus an allowance for each dependent. The amendment would provide compensation to Teacher Corps interns on a similar basis. They would receive payment of $75 per week plus $15 per dependent or the lowest salary scale of the district, whichever is lower.

Inasmuch as teacher interns are in fact trainees and are not carrying out the full responsibilities of regular teachers, it seems more appropriate to compensate them on the same basis as other students working toward their master's degree in education.

Some of you will recall that there has been some concern expressed about the fact that Teacher Corps trainees in the first year of the program were paid at the going rate for first year teachers in the school systems where they were.

This changes that situation and puts them in most cases at a lower rate, although in a very few low-paid school districts, the $75 a week rate may be above what the local school district has and, therefore, we are asking them to take the lower rate in that case, which the school district offers.

Mr. QUIE. Then would it be accurate to say that the appeal was financial in many cases before and you want to reduce the financial appeal so that your statement would be accurate in the future?

Mr. HOWE. Our feedback from members of the Corps indicates that this is not true. Our feedback from members of the Corps indicates that this is something they want to do, and that they are steamed up about what they are doing. The financial incentives have not been a major portion of the program.

Mr. Graham, who administers the program, I believe, has a good deal of evidence of this kind. Perhaps he can comment further on this.

I am going to ask him to make a brief presentation on the Teacher Corps when my testimony is finished.

Third, to reinforce the tradition of local control and thus to encourage further to diversity of projects that we feel is so vital to the Corps success, we are requesting that State approval be required for a local educational agency's request for Corps members and for the training program offered by an institution or university. We are also amending the local control section to clarify the local school districts absolute right to decide what Corps members are assigned to their schools.

Mr. BRADEMAS. Mr. Commissioner, may I ask, at that point, if you have had any complaints about Federal control which causes you to make such proposal?

Mr. HOWE. I can't recall receiving complaints from school superintendents. I may have had one or two from chief State school officers. It is in response to that kind of concern that we make these amendments.

There was never any intention on our part in this program to make it a program which bypassed the usual arrangements for handling assignment of people to the schools, and which bypassed the authorities of the States.

In administering it we have been to the States in every case, and particularly to the certification people in the States who control teacher certification and control who shall teach in the schools to get their authorizations, even though this was not required under the law.

Now we are asking that it be required under the law so that there will be no doubt about it.

Mr. BRADEMAS. Thank you.

Mr. HOWE. Fourth, we have proposed amendments to allow Teacher Corps members to serve wherever they are needed. At present, Teacher Corps teams can only serve in schools administered by local educational agencies.

The amendments would permit Teacher Corps members to be assigned to migrant groups and schools operated by the Bureau of Indian Affairs.

Fifth, we have requested authority to allow the Commissioner of Education to accept gifts on behalf of the Teacher Corps in the same way that the Peace Corps and VISTA are authorized to accept gifts.

Finally, we are asking that the program be extended 3 years with a tripling of the program in our budget for the next school year.

The budgetary situation is that we are asking for a supplemental appropriation for the Teacher Corps in this budget year of $12.5 million, and for 1968 we are asking for $36 million for the Teacher Corps in the 1968 budget.

Mr. Chairman, what I have presented to you brings together our existing programs and all of the amendments we are suggesting for action by this committee.

Just to review very briefly, the Elementary and Secondary Education Amendments of 1968 include five items: The first of them is the "Teacher Corps." The second is the "Comprehensive educational planning," which we have discussed some this morning.

The third is a series of innovations in vocational education which I have not brought to this committee and which will be discussed subsequently.

The fourth is the expansion of educational opportunities for handicapped children and the several amendments there; and the fifth, the series of miscellaneous amendments which we have outlined this morning.

Mr. Chairman, I don't know how you wish to proceed, but if it is your wish, what I would request would be that you ask Mr. Graham to make a brief statement about the Teacher Corps since this is the first of these elementary and secondary education amendments.

Chairman PERKINS. If there is no objection, Mr. Graham will proceed with his statement. The complete text of his prepared statement will appear at this point.

STATEMENT OF RICHARD GRAHAM, DIRECTOR, TEACHER CORPS, U.S. OFFICE OF EDUCATION, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and members of the Committee.

It is a privilege to appear before you to tell of the first year's work of the Teachers Corps. Commissioner Howe has described the country's need for more teachers who are willing to work with disadvantaged children. I will concentrate on what the Teacher Corps is doing to help meet that need.

The Teacher Corps actually is a series of local programs, each developed through mutual planning by a school district and a nearby university and the State Department of Education.

The local school identifies children with special needs and—in partnership with the university—submits its proposal for use of Corpsmen to the State Department of Education. When approved by the State, the proposal is submitted to the Teacher Corps.

Experienced teachers are nominated as team leaders by their school systems and are selected by the universities. Corps member interns are recruited locally and nationally. After screening by the Teacher Corps, intern applicants are selected for preservice training by the local schools and universities.

Corpsmen are hired, fired and can be reassigned by officials in the schools where they work and learn.

But special training for teachers in poverty neighborhoods is a job few local schools or colleges could do alone. In most cases, the schools who most need specially trained teachers can least afford to hire them, let alone establish training programs of their own.

A national base for recruiting produces more candidates of high quality and Federal funds make the program financially feasible for a poorer school.

The Teacher Corps provides another important element—team spirit. A recent Harvard graduate told one of our staff members he would "never have gone it alone." He said he would have felt incapable of doing by himself what he can do and is doing as a member of the Corps.

Commissioner Howe has made it very clear that teachers must receive special training to work in inner city schools. Many teaching interns have served tours

of duty in the Peace Corps and come home to seek another area of public service. Many of them have told me that conditions in some American schools are far worse than anything they saw in foreign countries.

The Teacher Corps was created to help poor children in the big cities, in nearly dead mining towns, in trailer villages, and an Indian reservation.

All of the money spent for education in this country depends, in the last analysis, on two people—the child and the teacher. That is where you find the Teacher Corps. Our job is to help universities train teachers who are dedicated to the job of making children not only learn but want to learn.

In the past few days, we have received our first tangible progress reports from the field on how well we are doing that job. Copies of these reports will be given to the committee, but I would like to summarize what officials of the schools and universities where Corpsmen are working have to say about the program:

First, seventy-five per cent of both the schools and universities say the Teacher Corps is a better program for teacher training than any other they have used.

Second, the principals of the schools which now have corpsmen want more. The average request is for three times more Corpsmen than are now available.

Third, the Teacher Corps already has inspired significant changes in curricula at colleges where Corpsmen are studying for their degrees. Among colleges reporting, an average 37% of the courses offered interns had never been offered before.

An assistant principal in Detroit told a recent visitor: I really don't know how we would have survived this year without the Teacher Corps. They have really helped us out, especially in problem cases. When problems get tough, I frequently go to them for help."

A Cincinnati principal wrote to us: "It is one of the greatest training programs I have ever witnessed because it gives trainees experience they would never have gotten in a normal training program."

The superintendent of schools in Rio Grande City, Texas, told us our Corpsmen are "enthusiastic, prepared and willing to work with underprivileged children and we are in dire need of their help."

And the principal of a school in Chicago says the Corps has made at least one big difference in his school: "Our teachers see these Corps kids here until 5:30 or 6 o'clock. Now, nobody runs out when the bell rings and we're all doing a better job."

I am pleased to say that this sort of enthusiasm for the Teacher Corps is typical of the reports from the men and women who know the Corps best—the people in the schools where our Corpsmen are working.

The Corps is making itself felt in the colleges as well.

Dr. Evan Sorber, who teaches at Temple University, tells us: "If the Corps should end tomorrow, the College of Education at Temple would never be the same. We are constantly incorporating the new techniques we've learned with Teacher Corps into the regular curriculum for all education majors."

And the assistant dean of Education at Temple said recently: "It's very safe to predict that the fringe benefits of the Teacher Corps money will be to revitalize teacher education throughout the United States."

What makes the principals so enthusiastic about the Teacher Corps is the way it is able to focus on the problems of each student in the school.

For example, in Ben Bolt, Texas, Corpsmen are tutoring small groups of Mexican-American children in elementary school who have trouble reading English. Local school officials gave this higher priority.

In Detroit, 43 students at Spain Junior High School with records of repeated failures were selected by Principal Theodore Myer and classroom teachers for special instruction. A team of Corpsmen instructs this group every morning for three consecutive periods.

In Canada, North Carolina, a town without newspapers or telephones, interns are working with alternate grade levels under the supervision of their team leader. Before the Corps arrived, there were only four teachers stretched over eight grades.

The work of the interns goes beyond the classrooms to establish new relations between the school and the community.

In Detroit, interns organized a "book fair" at which they sold low-priced books to youngsters who had never owned a book; perhaps had never wanted one. They sold 1000 books.

In Omaha, interns helped canvass the ghetto neighborhoods as part of th mayor's survey on unemployment.

In Milwaukee, Corpsmen lived in the heart of the ghetto during preservice training.

None of these activities is an end in itself. But to the student-teacher, they are the keys to knowing and understanding the larger environment which shapes the lives and habits of their pupils. And from this understanding comes acceptance and good teaching.

This is how Kathleen Rosentretter, an intern and former Peace Corps volunteer, explains its value:

"When a boy falls asleep at his desk, I recall the visit I made to an apartment house without glass in the windows. At night, the nine children sleep curled around the only radiator. When the boy awakes in class, I merely inform him of what he has missed and will have to make up on his own time.

"If the noise level rises during a class activity, I no longer become alarmed, because I know that noise is synonymous with city ghetto life and is more frequently an indication that learning is taking place.

"But, when I catch a student's blank stare, I know that the same ghetto clamor has now created a different result. The student is practicing a technique of escape he has perfected after living in a three room apartment with ten people who shout, argue and cry a great deal. I attempt to change the tempo of class activity to draw him back to the reality of the classroom."

This kind of sensitivity we desperately need in the teacher of the ghetto.

Why is such extensive and specialized preparation necessary for this job? One answer is that too many teachers on their first assignment are dropped into a classroom of students whose life is utterly strange to them; pupils whose existence is inconceivable to the recent college graduate; whose behavior is conditioned by reward patterns incomprehensible to the campus coed; whose learning patterns are far removed from the book-centered university. The new teacher in such a situation undergoes a kind of cultural shock.

So far, despite program uncertainties, the dropout rate among Teacher Corps interns in the first school year is half that of the national average. Because with the Teacher Corps the job shock comes before, and not after, graduation, far more of the Teacher Corps graduates are likely to stay with teaching than is generally the case—particularly among ghetto teachers.

The Teacher Corps has built-in shock absorbers. Working as part of a team, the young intern's morale is more easily lifted. There is always someone to turn to when the going gets rough. There is a group commitment which keeps performance high.

In the last analysis, no program is any better than the people who make it work. Here is where the Teacher Corps offers a unique contribution. It is able to attract bright, dedicated, imaginative, warm young people to one of the toughest jobs in the teaching profession.

The reasons are many, but one is pervasive. The Teacher Corps represents a national commitment to improve education where it is starting to do its job. The Teacher Corps means a chance to work and study with others who really care and who are willing to forgo private advantage for the satisfaction of greater service.

This opportunity attracts college graduates who had not previously considered teaching. It is helping to raise the sights and stature of dedicated teachers who are already working with the disadvantaged. Assignment to a slum school has traditionally stigmatized a teacher as either a neophyte or a reject.

The Teacher Corps is helping to change that—helping to show that teaching the disadvantaged child can attract our best, most respected and most dedicated young men and women.

And it is helping to show these young people that nothing is more important or more rewarding than taking part in this national effort to eliminate poverty of the mind in the schools of the poor.

TEACHER CORPS

CONTENTS

A. Teacher Corps in the Schools

1213 Teacher Corpsmen 945 interns and 268 experienced teachers are at work in 275 schools in 111 school districts in 29 states, Puerto Rico and the District of Columbia. Of the 111 school districts, 50 are in the cities and 61 are basically rural. (Attached in appendix is a complete list of participating universities and school districts by state.)

Because of the local nature of the Teacher Corps the activities of Corpsmen vary widely from project to project depending on the desires of the local school district and the local university. For the purpose of this presentation we have drawn up reports of Corpsmen activities. These reports represent all of the 50 universities involved and 79 of the 11 school districts participating.

From them we have drawn statistics for an "average" Teacher Corps intern.

The average Teacher Corps intern spends 25 hours working directly in the local school, 9 hours in university classes, 14 hours studying and preparing for school work and 7 hours working in school related community work.

Local schools report that on the average a Corpsman (intern and experienced teacher) teaches, tutors, or deals with professionally 35 youngsters per week. This would indicate that in a given week about 45,000 poverty children receive professional attention from Teacher Corpsmen. This does not include such activities as extra-curricular activities, recreation, sports, etc. If these criteria are added, local schools report that Teacher Corpsmen have "direct functional contact" with 78 children each week, hence about 100,000 children are reached by Corpsmen in any given week.

The charts below demonstrate the amount of time spent per week by our "average" Corpsmen in his in-school activities and community work. Any individual Corpsman will not participate in all these activities. For example an elementary teacher will spend more time on general communication skills and perhaps more on soical studies while the reverse might be true of a secondary teacher.

HOURS PER WEEK SPENT BY AN "AVERAGE" INTERN (I) AND EXPERIENCED TEACHER - TEAM LEADER

SUBJECT AREA	Remedial Reading		General Communicative Skills		Math		Social Studies		Phys. Ed.		Science	
	I	TL	I	TL	I	TL	I	TL	I	TL	I	TL
	3	2	4	5	2	2	2	2	½	0	1	1

APPROACH	One-to-one		Small Group		Tchr Assistant in Classroom		Self Contained Classroom - Work Under TL		Study Hall, Lunchroom Supervisor		Pre and Post School Study Session	
	I	TL	I	TL	I	TL	I	TL	I	TL	I	TL
	2	4	2	6	4	3	2	2	2	½	1	1

EXTRA CURRICULAR	Field Trips		Crafts		Music		Arts		Sports		School Club	
	I	TL	I	TL	I	TL	I	TL	I	TL	I	TL
	1	1	½	0	½	0	½	0	1	1	1	1

COMMUNITY INVOLVEMENT	Headstart		PTA		Home Visits		Neighborhood Youth Center		Neighborhood Youth Corps	
	I	TL	I	TL	I	TL	I	TL	I	TL
	½	½	½	½	2	5	½	½	½	½

What do the local schools and universities who are utilizing and training Corpsmen think about the Teacher Corps?

Of the 79 school districts replying 68 (86%) said they wanted more Corpsmen, 3 indicated they did not want more Corpsmen and 8 indicated they were undecided about asking for more Corpsmen. These 68 school districts who asked for more Corpsmen now utilize 743 interns and experienced teachers. *They have asked for an additional 1400 Corpsmembers in the next academic year.*

The fifty universities now training Teacher Corpsmen report that an additional 300 local schools not now utilizing Teacher Corps teams have approached them about developing proposals for such teams for the next academic year.

Both groups were asked to rate the Teacher Corps in comparison to other teacher education programs. Below is a chart of their responses:

	Universities	School districts
Much better	33	39
Percent	(74)	(75)
Somewhat better	4	20
Same as others	9	16
Somewhat poorer	4	4
Much poorer	0	0
Total replying	[1] 50	[2] 79

[1] Of 50.
[2] Of 111.

Distribution of corpsmen by grades taught

	Number of corpsmen	Percent
Preschool and kindergarten	61	5
1 to 3	352	29
4 to 6	412	34
7 to 9	291	24
10 to 12	97	8
Total	1,213	100

B. Interns

There are 1213 members of the Teacher Corps. Of these 268 are experienced teachers and 945 are "teacher interns", persons with a bachelors degree who are training to become fully qualified teachers of the nation's disadvantaged children.

Of the 945 interns 474 are male and 471 female. 133 males are teaching at the elementary school level where male teachers are scarce. Educators have pointed out that a high percentage of slum children lack a positive male figure at home and there is consequently a great need for male elementary teachers. 28% of Teacher Corps men are working with elementary children as opposed to the national average of 14.6% of male teachers in elementary education.

288 interns are married and 657 are single. They have an average of 1.3 dependents per married intern.

Of the 474 men in the Teacher Corps 119 of them have a record of prior military service.

Some 311 interns have some previous teaching experience although only 132 were fully certified teachers before entering the Teacher Corps.

All interns have a bachelor's degree. The chart below breaks down their undergraduate majors.

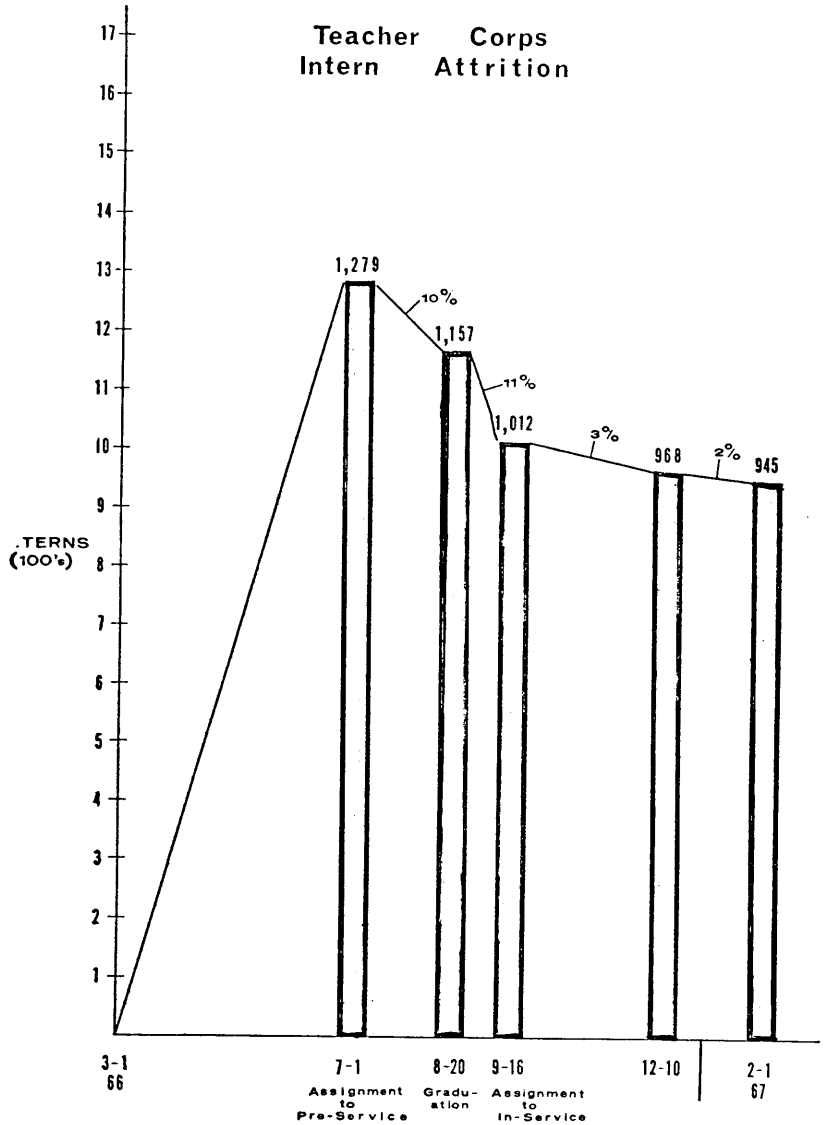
Major	*Interns*
Liberal arts and social science	683
Business and law	43
Math and science	43
Engineering and technical	42
Education	134
Total	945

The average age of a Teachers Corps intern is 24 years. Below is a breakdown of Corpsmen by age groups:

Age	*Number of interns*
24 and under	623
25 to 29	132
30 to 49	143
50 to 59	9
60 and over	16

A significant number of interns have previous experience with the problems of poverty areas as 362 have worked in poverty communities and 335 have lived in such areas prior to joining the Teacher Corps.

Since the beginning of training last summer the Teacher Corps has lost 334 interns representing an attrition rate of 26.0% of the original contingent. This includes both resignations and dismissals from the Corps. The chart below demonstrates that greatest attrition took place during the period between completion of preservice training and interim assignment to schools. This was the period in which uncertainty about appropriations raised serious questions about the continuation of the Corps. Since that time attrition has been minimal. The 10% attrition during preservice was largely the result of quality control by universities and self deselection by interns.


Teacher Corps
Intern Attrition
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1
TERNS
(100's)
1,279
10%
1,157
11%
1,012
3%
968
2%
945
3-1
66
7-1
Assignment
to
Pre-Service
8-20
Gradu-
ation
9-16
Assignment
to
In-Service
12-10
2-1
67

75-492—67——13

Compiled below is a list of the number of Teacher Corps interns from each state. Every state except Alaska and Wyoming is represented.

State	*Number of interns*
Alabama	13
Arizona	1
Arkansas	30
California	109
Colorado	14
Connecticut	11
Delaware	1
District of Columbia	11
Florida	41
Georgia	9
Hawaii	2
Idaho	1
Illinois	70
Indiana	19
Iowa	6
Kansas	9
Kentucky	11
Louisiana	99
Maine	4
Maryland	20
Massachusetts	43
Michigan	36
Minnesota	4
Mississippi	27
Missouri	5
Montana	4
Nebraska	9
Nevada	1
New Hampshire	4
New Jersey	26
New Mexico	5
New York	89
North Carolina	38
North Dakota	1
Ohio	28
Oklahoma	11
Oregon	19
Pennsylvania	57
Rhode Island	11
South Carolina	19
South Dakota	2
Tennessee	14
Texas	47
Vermont	2
Virginia	9
Washington	3
West Virginia	9
Wisconsin	15
Puerto Rico	16

Below is a list of the number of interns assigned to each state in which the Teacher Corps has programs.

State	*Number of interns assigned*
Arizona	7
Arkansas	23
California	78
District of Columbia	43
Florida	28
Georgia	16
Hawaii	4
Illinois	82
Indiana	30
Kentucky	48
Louisiana	14
Massachusetts	42
Michigan	28
Minnesota	10
Mississippi	31
Nebraska	22
New Jersey	3
New Mexico	12
New York	91
North Carolina	20
Ohio	42
Oklahoma	6
Oregon	18
Pennsylvania	56
Rhode Island	19
South Carolina	13
Tennessee	19
Texas	65
Virginia	11
West Virginia	27
Wisconsin	22
Puerto Rico	15

Since local universities and school districts participate in selection of Corpsmen many interns serve in their home state.

	Number	Percent
Number serving in State of origin	401	42.4
Number serving in State other than State of origin	544	57.6
Total	945	100.0

Three hundred and sixty-seven of the interns were enrolled as undergraduates at colleges and universities immediately prior to joining the Teacher Corps and an additional 120 were enrolled as graduate students. The remaining 458 come from all walks of life—from housewives to retired military personnel.

C. Experienced Teachers

Of the Teacher Corps 268 experienced teachers 129 are men and 139 are women. 170 are married and 98 are single. These experienced teachers have an average of 2.2 dependents per married teacher.

All of course have teaching experience as is indicated in the chart below:

Experience	*Number of teachers*
Less than 5 years	36
5 to 7 years	45
Over 8 years	187

Next is shown the grades at which these team leaders have had experience:

Grades taught	*Number of teachers*
1 to 8 only	158
9 to 12 only	32
Experience in both	79

205 of these experienced teachers have had previous experience teaching in poverty areas.

Most of the experienced teachers hold advanced degrees as demonstrated below:

Academic background	*Number of teachers*
Bachelor's degree only	96
Master's degree	171
Higher degree	2

As is obvious from their background the experienced teachers tend to be older with their average age 34. Below is an age breakdown:

Age	*Number of teachers*
24 and under	5
25 to 29	35
30 to 49	186
50 to 59	35
60 and over	7

Of the 129 male experienced teachers 78 have a record of prior military service.

200 have previously worked in poverty areas and 141 have lived in poverty communities.

Compiled below is a list of the number of experienced teachers from each state.

Experienced teacher by State of origin

Alabama	2
Arizona	3
Arkansas	7
California	21
Colorado	2
Connecticut	1
District of Columbia	3
Florida	9
Georgia	4
Illinois	30
Indiana	6
Kansas	1
Kentucky	5
Louisiana	4
Maryland	2
Massachusetts	10
Michigan	7
Minnesota	2

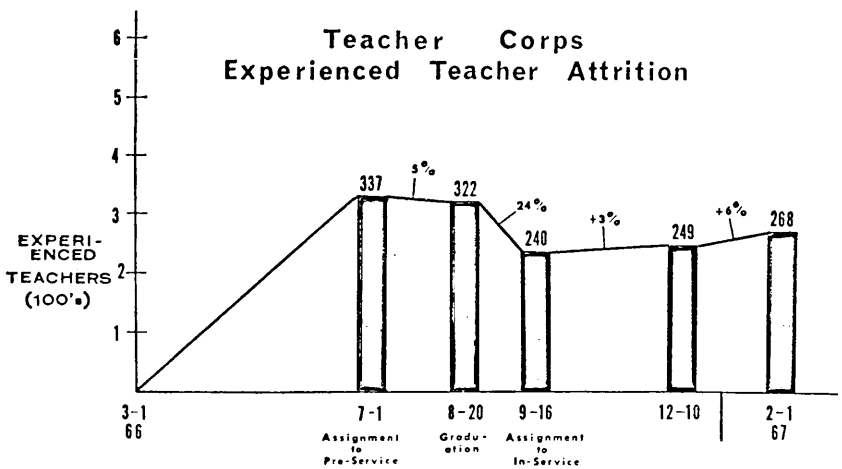
Experienced teacher by State of origin—Continued

Mississippi	11
Missouri	2
Nebraska	4
New Jersey	2
New Mexico	1
New York	22
North Carolina	17
Ohio	8
Oklahoma	5
Oregon	4
Pennsylvania	11
Rhode Island	5
South Carolina	5
Tennessee	6
Texas	26
Virginia	4
Washington	1
West Virginia	5
Wisconsin	8
Puerto Rico	2
Total	268

In the future, experienced teachers will be nominated by the local school system to which they will be assigned. Even this year there was very little dislocation of experienced teachers, as can be seen below.

	Number	Percent
Number serving in State of origin	193	72
Number serving elsewhere	75	28
Total	268	100

Since the beginning of training last summer, the Teacher Corps has lost 69 experienced teachers representing an attrition rate of 21% of the original contingent. This includes both resignations and dismissals from the Corps for all reasons. As was shown in the Intern Attrition chart, the period of greatest attrition came during the period of uncertainty over appropriations last Fall. The negative attrition, shown in the chart below, demonstrates the fact that local school systems have replaced lost experienced teachers from their own staffs.



D. National Teacher Corps

THE PROGRAM IN BRIEF

The Teacher Corps is both a supplemental educational service for disadvantaged children and a practical process of educating new teachers. Under the supervision of experienced teachers, teams of interns engage in a two-year educational program that integrates study and practice.

PRESERVICE EDUCATION

Interns begin with a 10 to 12-week preservice graduate program, typically a major introduction to the sociology of poverty and to the educative process. It includes practical observation and participation in schools, social work agencies, and neighborhood activities. Formal study, therefore, becomes the scholarly assessment of the practical laboratory experiences.

Experienced teachers participate in the program both as students of supervision and as instructors and team leaders. Desirably at this stage there are formed the teams of interns and leaders who will work together in school and community situations for the ensuing two years.

The major outcome of the preservice education is not, however, just the introduction of potential interns to the rudiments of education for the disadvantaged. More crucially it is the confrontation of the fact of poverty, the insight into doing something about it, and the necessity for making a personal decision to enter upon a career in the education of the disadvantaged. The remainder of the program is built upon such dedication.

INSERVICE EDUCATION

The next step for interns is part-time graduate study, coordinated with the internship, and leading in most cases to the master's degree. Most participating colleges and universities provide for individualized programming and most interns are assigned selected courses to meet their individual career needs, although those attending a particular institution do attend certain common courses.

Integration of study and internship is essential. Typically the institution supervises the internship program and awards academic credit for it. It is an essential element of most inservice programs that course work must provide for the application of college resources to the scholarly analysis of the teaching experiences of the interns in school and community.

INTERNSHIPS IN TEACHING

The intership is gradual and highly individualized. The act of teaching tests the intern alone. He progresses gradually from observing through helping, tutoring individuals, tutoring small groups, and teaching occasional lessons, to actually teaching extended units. He learns to plan his teaching by actual planning, by criticism from teachers and peers, and by criticizing the work of his fellow interns. He learns to know his children as real individuals within the setting in which they live. He learns to bring to them the counseling and instructional resources of an enriched school effort that his additional time makes possible. He learns to teach and he learns by teaching.

E. Preservice Training

Forty-two universities participated in the initial summer (preservice) training of Teacher Corpsmen. Of these 42 universities 22 prepared Corpsmen exclusively for work in urban areas and 7 provided training exclusively for rural situations. 13 institutions conducted training for both urban and rural poverty schools.

The 42 universities offered 34 programs aimed at teaching in elementary schools, 18 high schools, 10 junior high, and one program exclusively for training pre-school teachers.

Below is a chart listing all preservice institutions and designating their program emphasis:

Teacher Corps preservice training programs

Institution	Urban	Rural	Elementary	Secondary	Junior high	Preschool	Interns, July 1966	Experienced teachers
Arkansas State College	X	X	X				29	6
California State College (Los Angeles)	X		X				32	8
San Diego State College	X	X	X		X		32	8
University of Southern California	X	X	X				33	8
Trinity College	X			X	X		21	5
University of Miami	X		X	X			30	10
University of Georgia	X		X			X	27	5
Chicago Consortium	X		X	X			116	30
Southern Illinois University	X		X				28	7
Indiana State University	X			X	X		37	8
Moorhead College		X	X				27	7
University of Kentucky and Berea College	X	X	X				46	11
Xavier University	X		X				18	5
Boston College	X		X		X		28	7
Springfield College	X		X				20	5
Wayne State University	X	X	X	X	X		34	8
University of Southern Mississippi	X	X	X				28	7
University of Omaha	X	X	X	X			27	7
New Mexico State	X	X	X				28	7
Hunter College	X				X		22	5
New York University	X			X	X		29	7
State University of New York	X		X				27	7
Syracuse University	X			X			28	7
North Carolina at Durham	X	X					20	7
West Carolina College		X	X	X			29	7
University of Akron	X				X		31	7
Ohio University	X	X	X				31	6
Oregon State University	X	X	X				27	8
University of Pittsburgh	X		X	X			31	18
Temple University	X		X	X	X		42	10
Rhode Island College	X		X	X			29	7
South Carolina State College	X		X				22	8
East Tennessee State University		X	X	X			24	6
Memphis State University	X	X	X	X			26	7
Prairie View A. & M		X	X	X			28	7
University of Houston		X		X			33	9
Texas College A. & I	X	X	X				28	7
Hampton Institute	X		X	X			24	8
Virginia State College	X		X				18	6
Marshall		X	X				22	6
University of Wisconsin	X		X	X	X		28	9
Inter-American University, Puerto Rico		X	X			X	18	4
Queens College	X		X				21	5
Total	36	20	35	18	10	2		

Summary chart—Number of preservice institutions training for various types of programs

	Urban	Rural	Total
Elementary	28	18	46
Secondary	14	7	21
Junior	10	0	10
Preschool	1	0	1
Total	53	25	

F. Interservice Training

Fifty universities are involved in the continuing (inservice) education of Teacher Corps interns. 27 deal exclusively with Corpsmen working in urban situations and 8 are exclusively rural in orientation. 15 provide training for both urban and rural situations.

These fifty universities administer training for 42 elementary, 20 secondary, 17 junior high and one pre-school program as specified in the chart below:

Teacher Corps inservice training programs

Universities	Urban	Rural	Elementary	Secondary	Junior high	Preschool	Interns, September 1966
University of Arizona	X		X				7
Arkansas State Teachers	X	X	X				25
San Diego State College	X		X		X		20
San Jose State College	X	X	X				21
University of Southern California	X		X				33
Catholic University of America	X		X				17
Trinity College	X			X	X		14
University of Miami	X		X	X	X		28
University of Georgia	X		X			X	20
University of Hawaii	X			X			3
Chicago Consortium	X		X	X			65
Southern Illinois University	X		X				17
Moorhead State College		X	X				15
University of Kentucky at Berea	X	X	X				29
Western Kentucky State College		X		X			17
Xavier University	X		X				14
Boston College	X		X		X		28
Springfield College	X		X				18
Wayne State University	X	X	X	X	X		32
University of Southern Mississippi	X	X	X				24
Municipal University of Omaha	X	X	X		X		21
New Mexico State University	X	X	X				21
Hunter College	X		X		X		23
Queens College	X		X				20
Hoffstra University	X		X	X	X		8
University of Minnesota	X	X	X		X		12
New York University	X		X	X	X		29
State University of New York at Buffalo	X		X				21
Western Carolina College		X	X	X			21
Antioch College	X		X		X		19
Ohio University	X	X	X				18
University of Akron	X				X		23
University of Cincinnati	X		X		X		10
East Central State College		X		X			7
Oregon State University	X	X	X				26
Temple University	X		X	X	X		38
University of Pittsburgh	X		X	X			23
Inter-American University of Puerto Rico		X	X				16
Rhode Island College	X		X	X			19
South Carolina State College	X		X				16
East Tennessee State College		X	X	X			17
Memphis State University	X	X	X	X			13
East Texas State University		X					7
Prairie View A. & M. College		X	X	X			18
Texas College A. & I.	X	X	X		X		19
University of Houston		X		X			17
Hampton Institute	X		X	X			11
Marshall		X		X			18
University of Wisconsin	X		X	X	X		24
Total	40	23	42	20	17	1	

Summary chart—Number of inservice institutions training for various types of programs

	Urban	Rural	Total
Elementary	36	18	54
Secondary	14	9	23
Junior high	17	0	17
Preschool	1	0	1
Total	68	27	