

G. SUMMARY OF EXPENDITURES, FISCAL YEARS 1966 AND 1967

National Teacher Corps, summary of expenditures

1966:

Authorization	\$36,100,000
Appropriation	9,500,000
Actual expenditures	6,325,000

Preservice training:

Stipend and dependents' allowance for interns	1,245,000
Instructional costs to institutions	2,544,000

Total	3,789,000
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Inservice training (tuition)	2,360,000
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Travel costs	176,000
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Total	6,325,000
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1967:

Authorization	64,715,000
Appropriation	7,500,000
Actual expenditure (estimate)	7,500,000
Supplemental appropriation requested	12,500,000

Interim funding costs	1,260,000
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Local school contract costs (estimate)	6,094,000
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Travel costs (estimate)	146,000
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Total	7,500,000
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Inservice training (tuition for 2d academic year, summer, and stipend during summer—estimate)	3,120,000
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Preservice training (new group—estimate)	5,685,000
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Inservice training (new group—estimate)	3,420,000
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Travel costs (new group—estimate)	275,000
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Total	12,500,000
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NOTE.—Preservice training costs are the amounts of the contracts. Actual expenditures, when adjusted for unexpended balances, will be slightly lower. Experienced teachers' salaries, included in instructional costs, averaged \$170 per week during preservice training.

NOTE.—Under the interim funding corpsmen were paid as follows: Interns on the stipend basis used during the summer; experienced teachers at the rate they would be paid when actually assigned to the local school systems. Payments were made by the inservice training institutions and Corps men were in a training status, not assigned to local school systems.

The categories of expenditures which the contracts will include are shown in the following table. These data are based on the contracts as originally negotiated. There will be changes in some cases because of the cooperative project activity with Title III of the Elementary and Secondary Education Act.

The estimated use of the \$12,500,000 supplemental appropriation requested is based on the present legislative authority.

1967 Contract Agreements with local school systems tentatively include the following:

Category	Percent of Federal share
Corpsmember salaries	82.1
Additional benefits	8.1
Other costs:	
Administrative Salaries	6.7
Travel	1.1
Supplies	1.0
Equipment	.3
Other	.1
Total	100.0

10% of Corpsmember salaries are paid from local funds.

Explanation of items included in the contracts:

Corpsmember salaries are 90% of the salary costs for experienced teacher-team leaders and interns.

Additional Benefits include items such as the following and vary from school to school:

1. Contribution to retirement funds
2. Health Insurance
3. Life Insurance
4. Workman's compensation
5. Agency Contribution to Social Security

Other Costs include the following kinds of items:

Administrative Salaries are those for local coordinators, usually part-time and clerical staff needed to provide the necessary support and liaison between corpsmen and permanent staff.

Travel costs when it is necessary for corpsmen to regularly travel from school to school in fulfilling assignments. Travel is also provided for local coordination by program staff.

Supplies necessary to operate the corpsmen's activities locally. These include paper, reproduction materials, etc.

Equipment was provided in a few cases and includes items such as desks, chair, file cabinets, and in certain exceptional cases—typewriters.

Other costs are for the rental space for the corps activities in one large school system where no public space was available.

H. AVERAGE COST PER CORPS MEMBER

Estimated cost per corpsman based on existing legislation

	Intern cost	Experienced teacher cost
Preservice training	\$2,300	\$2,100
Salaries (90 percent):		
1st year	4,122	8,770
2d year	4,252	9,800
Inservice training:		
1st academic year (tuition)	1,900	-----
2d summer	1,220	-----
2d academic year (tuition)	1,900	-----
Local administrative costs (2 year)	700	700
Travel	400	400
Total	16,794	21,770
Estimated annual cost ²	8,397	10,883

¹ Includes stipends and tuition.

² Excludes Federal costs of administering the program.

NOTE.—This estimate of costs per corpsman is based on data included in the President's budget for 1968 and uses 1967 and 1968 estimates. Salaries shown are slightly lower than what preliminary data shows to be the actual payments by school districts to be. Final data are not yet computed.

I. PROJECTED AVERAGE COST PER CORPS MEMBER WITH LEGISLATIVE CHANGES

National Teacher Corps—Estimated cost per corpsman using a package for training and paying a stipend to interns

	Intern cost	Experienced teacher cost
Training package:		
Preservice institutional costs.....	\$1,250	
Tuition:		
1st academic year.....	1,250	
2d summer.....	500	
2d academic year.....	1,250	
Total.....	4,250	
Experienced teachers' salaries:		
Preservice.....		\$2,100
1st academic year (90 percent).....		8,770
2d academic year (90 percent).....		9,800
Interns' stipends:		
Preservice training (12 weeks) (100 percent).....	1,080	
1st year (40 weeks) (90 percent).....	3,240	
2d year (52 weeks) (90 percent).....	4,212	
Local administrative cost (2 years).....	600	600
Travel.....	100	100
Total.....	13,482	21,370
Estimated annual cost ¹	6,741	10,685

¹ Excludes Federal cost of administering the program.

NOTE.—These costs are estimated on the basis of legislative changes which would authorize paying stipends to interns.

Salaries for experienced teachers are those used in the President's budget. They include an estimate for additional benefits and a \$600 bonus in the second year. From preliminary data they appear to be slightly under the actual amounts being paid during the current year. By eliminating or reducing the bonus payments we will reduce somewhat our current costs. Local school systems will pay 10% of experienced teacher salaries.

The estimate of the preservice salary for experienced teachers is based on \$175 per week for 12 weeks. A shorter preservice training period would reduce that amount.

Intern stipends are based on \$75 per week plus \$15 for each dependent (estimate on average of 1 dependent per intern). During preservice training 100% of the stipend would be from Federal funds. Local school districts will pay 10% of intern stipends during the time that interns are in the schools. (During the second summer it is expected that some Corpsmen will participate in community service activities and will receive some salary from those sources).

Travel cost estimates are very low on the assumption that assignment will be very much a local affair—including assignment to preservice training.

J. COMMENTS ON TEACHER CORPS

COMMENTS ON THE TEACHER CORPS

I believe that the National Teacher Corps is one of the very best of all the new programs in education. I am constantly observing the fine fruits of this organization.—Jack J. Efurd, Superintendent, Gentry Public Schools, Gentry, Arkansas.

There is no aspect of our society that needs more serious attention than that of education. There is no aspect of education that needs more serious attention than teacher training. There is no aspect of teacher training that needs more attention than the encouragement of young people to enter the teaching profession. The National Teacher Corps is an exciting new attempt to provide the encouragement needed for young people to enter teaching.—William N. McGowan, Executive Secretary, California Association of Secondary School Administrators, Burlingame, California.

For the past four years my principal assignment has been working with and developing projects that have either been funded through Federal or State sources. I have seen many projects in operation, but as far as I am concerned the Teacher Corps stands far in the forefront as an excellent example of a joint partnership between the local school district, the University and the Federal government. The dedication and commitment on the part of the Corps members is truly outstanding. The Corps is a beacon light for those of us who have worked for many years in disadvantaged areas. Don't allow this light to burn out!—Don Hodes, Assistant Superintendent, Enterprise City School District, Compton, California.

Teachers and residents of the Willowbrook School District are requesting additional teams of National Teacher Corpsmen. Their ability to work with teachers, parents and pupils has strengthened the total educational program. We have never witnessed such radical changes in a school district in such a short period of time.—Thurman C. Johnson, Assistant Superintendent, Special Projects, Willowbrook School District, Los Angeles, California.

The program is an excellent one, for it has brought into the field of education people who are very much interested in the educational program for the disadvantaged. In order to really evaluate the success or failure of the program, it should be extended.

I would recommend that the school district be brought in to aid in the program of the interns' university work. There is a need for much closer communication with the university and also to strengthen the role of the team leader.—Robert L. Seaton, Director, Special Projects, Jurupa United School District, Riverside, California.

The National Teacher Corps offers an outstanding opportunity to use a full year or more of intensive training or internship for potential teachers. This method of developing creative young people into professional educators to meet one of our country's great needs is imperative.

Unfortunately Colorado does not have a program operating by which direct comparison can be made.—Carl E. Slatt, Director Special Services, Sheridan Public Schools, Fort Logan, Colorado.

My major reason for writing this letter is to suggest that as your program expands you might find members of the Teacher Corps who might be interested in coming to Hartford. When and if this occurs we will cooperate in every way. Perhaps as people leave the Teacher Corps they may be looking for permanent positions. If they are, I hope you will place Hartford on your list, for we will be interested in people who have warmth, concern, and a special love for kids.—Medill Bair, Superintendent of Schools, Hartford, Connecticut.

We believe the National Teacher Corps is serving several needs in education. 1. Many who would not otherwise enter teaching, are enrolled and are getting very fine training. 2. Children are receiving more individual help and direction which is already proving worthwhile in our schools here in Centralia. 3. The use of Corps teachers is causing services to be given to students and teachers which could not be given in the past for lack of personnel. The value is now obvious and Boards of Education will provide some of these services to their schools in the future. 4. By having 21 Corpsmembers in our schools, we have seen orientation and innovation really in operation. This is good. I believe, since we're prone to continue exactly the same year after year. Teachers who hardly knew how to use assistance are definitely expanding their room programs, to the good of the youngsters.—W. E. McAllister, Superintendent, Centralia City Schools, Centralia, Illinois.

The AFT is still keenly interested in the National Teacher Corps and we will do every thing possible to help make the NTC a vital force in American education . . .

Confusion regarding the purpose of the Teacher Corps has been responsible for much of the opposition to it. Teacher professionalists have feared that poorly trained youngsters trying to teach on enthusiasm alone will be put into positions which should be filled by fully certificated teachers . . . Other opponents have claimed that the Corps takes teachers out of the classroom instead of putting more teachers to work.

. . . The NTC should not be in the business of supplying "cannon fodder" for the high casualty sectors of the educational wars. Instead, the Corps should be a training ground for highly motivated and specially prepared new teachers who could not only survive but could also succeed in their educational missions . . .

The NTC will begin to inject better prepared additional teachers into the nation's teaching force beginning with the 1968-69 school year, and the job cannot be done in any less time. Teacher Corps graduates can be expected to be more likely to make teaching their career than would teachers who have not had the benefit of such training. Thus teacher turnover would be reduced, and the total number of active teachers would be increased.

Experience has shown that it is wasteful to send beginning teachers with only a term of practice teaching into the schools on a sink-or-swim basis. The National Teacher Corps can perform a function not now being done adequately by our teacher training institutions. Furthermore, this is the proper function of the Corps, a function which fills a great and pressing national need.—Charles Cogen, President, American Federation of Teachers, Chicago, Illinois.

The Citizens Schools Committee voted at its board meeting of January 4 that it "affirm continuation of the National Teacher Corps," and that a committee be appointed to plan procedures toward this end.—Robert J. Ahrens, President, Chicago Citizens Schools Committee, Chicago, Illinois.

As an administrator in charge of two (Teacher Corps) teams functioning in our school district, I am not just a casual observer. The work of the interns has been well accepted by the children and teachers in our schools.

The head-teacher (team leader) constitutes a weak link in the program.—H. T. Peterson, Special Assistant to the Superintendent, Maywood Public Schools, Maywood, Illinois.

Wolfe County School System was denied the N.T.C. for school year 1966-67 because of no housing. We are very sorry, for we need the program badly.—Frank Rose, Superintendent, Wolfe County Schools, Compton, Kentucky.

It is a little program that is making a big difference in our system.—John W. Ambrose, Acting Superintendent, Lexington City Schools, Lexington, Kentucky.

The Teacher Corps has every mark of being an effective and efficient means of solving one of our most serious national problems. It brings the university, the local education agency, the teachers in service, and corpsmen to grips with the *real* situation. Things will never be the same once the Corps has been there. We are all growing because of the Teacher Corps.—Sister M. Loyola, Director, Teacher Education, Xavier University, New Orleans, Louisiana.

There are no National Teacher Corps persons in the State of Maine. We had applied, but were refused because none were trained for this area. We feel that the National Teacher Corps could perform a definite service in our system and we hope that the program will be continued so that our children will benefit.—Raymond Brennich, Superintendent of Schools, Madawaska, Maine.

I am writing this letter to you as a general plea for the continuation of the National Teacher Corps established under the Higher Education Act of 1965. As a counselor to students in their senior year of college, I have an excellent opportunity to discuss their career choices with them. As you may realize, a significant portion of them are interested in a teaching career. What may interest you even more is that many of these students want to be able to combine the teaching experience with the more general aspect of social service to the people in underdeveloped and impoverished areas. As the federal programs stand presently, students interested in such a program are forced to go into the Peace Corps.

However, many students feel that in addition to the opportunities provided by the Peace Corps, there are many places in the United States (E.G., Appalachia) which would provide just such an opportunity. At its inception, the National Teacher Corps satisfied the need for this type of program. It combined all the good aspects of the teaching profession with the needs of the impoverished areas in this country. Students were interested in the program when it was organized and, if anything, they are even more interested in it now. I hope that as the year progresses, the need for the continuation of this program will be realized and that it will receive the support from the Congress that it so rightly deserves.—Lawrence F. Stevens, Assistant Director, Office for Graduate and Career Plans, Harvard University, Cambridge, Massachusetts.

Our participation in a program with the National Teacher Corps has provided a new avenue in which we might mutually attack problems inherent in disadvantaged areas.

In the opinion of those of us working closely with these problems, Corpsmen have made a very vital contribution toward making life richer for the children of poverty.

I suggest 1) that during the two-year period, a well structured, formalized practice teaching period be incorporated; and 2) that a much closer working relationship between the local education agency and the participating college be effected.—John E. Deady, Superintendent of Schools, Springfield Public Schools, Springfield, Massachusetts.

We have some great people in our Teacher Corps and I hope to find similar competence in Minneapolis.—John B. Davis, Jr., Former Superintendent of Schools, Worcester Public Schools, Worcester, Massachusetts; Superintendent of Schools, Minneapolis, Minnesota.

We had the opportunity of having four members of the National Teachers Corps join our staff in September of 1966. We have found their services to be extremely helpful and beneficial to the students with whom they have been working.

The members of our team have a sincere dedication to their work and their contributions have been many.

They have worked with children with reading disabilities, offered opportunities in creative dramatics, provided individual help to students in Language Arts, participated in an after school study center, cooperated with Head-Start teachers in creative dramatics, worked with individuals and small groups in elementary science projects and given help to students in creative writing activities.

We have found our Teacher Corps members to be very interested in this program and have devoted many hours over and above that normally expected in helping students they service.

As stated above, their contributions have been many. We are proud to be a part of the National Teacher Corps program and have witnessed the progress children can make under the guidance and influence of people in this program.—Robert E. Bailey, Assistant for Instruction, Oak Park School District, Oak Park, Michigan.

The work of the three Teacher Corps teams in the Pontiac area has been outstanding. As a method of teacher training and community service it is one of the most useful innovations implemented by the federal government.—B. C. VanDoughnet, Director, Community Action Programs, Pontiac School District, Pontiac, Michigan.

I think the N.T.C. is a very fine program and can do lots of good in our schools. It will help train people to go into the teaching profession that are needed so badly now. The team we have in our county is doing a wonderful job. I hope there will be money appropriated to continue this worthy program.—Carl Loftin, Superintendent, Marion County Schools, Columbia, Mississippi.

The National Teacher Corps is the brightest beam of hope the children on the (Indian) reservation have yet seen. Our remote locale and the low salaries we pay have impeded our attempts to get qualified teachers.—Alfred Gilpin, President of Tribal Council, Member of the School Board, Macy, Nebraska.

The Teacher Corps is one of the most practical ways of training teachers specifically for poverty and under-privileged children that I have encountered. It takes degreed people who desire to serve in this capacity and places them in situations where they get practical experience in methods and further attitude development. The Corps is essential to metropolitan school districts because no other agency is adequately facing this problem in this time of teacher shortage. This work, which supplements the work done at the colleges and universities, must continue if we are to face the problem of educating children in poverty area schools at this time.—Paul J. Turnquist, Assistant Superintendent, Omaha Public Schools, Omaha, Nebraska.

I am most pleased to endorse the concept of the National Teacher Corps. While we have had a number of problems with the program this first year in Trenton, we have been generally pleased with the progress being made. The inner city school today needs assistance from the federal level in many ways, and the National Teacher Corps is a dramatic way of expressing federal concern for our problems. The Teacher Corps team at our Jefferson School is beginning to make a significant contribution. We have recently set up a planning committee in this school to assist this team in learning better ways of meeting the needs of the inner city child and in carrying out a number of innovative programs.

My only suggestion is that there should be more participation in the early stages by the public school personnel before a Teacher Corps team is sent to a community.—Richard T. Beck, Superintendent of Schools, Trenton, New Jersey.

The Teacher Corps team assigned to our school district has been of outstanding help in working with low-income, Spanish-speaking children who are in need

of extra help and encouragement in school work. Additionally, we view the Corps as an exceptionally practical way to prepare teachers who have both the techniques and understanding needed to work with such children.

We feel that the team leader's salary is set too high. For example, our team leader is paid more than the principal of the school in which he works. Let me emphasize, however, that the program has been very worthwhile, and that our principal in this situation would not for one moment give up his team because of the compensation factors. It is *my* feeling that he is being dealt with unfairly when he contributes freely so much time and effort on behalf of a group whose leader is being paid more than he is for doing a much smaller job.—James P. Miller, Assistant Superintendent, Gadsden Independent School District, Anthony, New Mexico.

We feel that the Teacher Corps team at Hatch Valley Municipal School, Hatch, New Mexico, is fulfilling the expectations we had in requesting it.

In personal qualities and professional dedication the interns are the kind of prospective teachers we are happy to employ.—M. E. Linton, Superintendent, Hatch Valley Municipal School District #11, Hatch, New Mexico.

I know an arithmetic teacher named Mr. Fenton Strickland, who is a Teacher Corps intern. He is a nice man. I like when he comes to get me to go with him. He never scolds me, so I am good with him. I am good all the time and also I do my homework. He only helps me with the problems. I do all the rest. I hope that I can go to arithmetic with him every day.—Anthony Strickland (no relation), Sixth Grade, School 8, Buffalo, New York.

Numerous Columbia students are inquiring at this office about the National Teacher Corps, but we have been able to give them little current information. They are interested in applying, but when I telephoned headquarters last week they said the future is uncertain.

As far as Columbia University goes, the uncertainty of your future programs is a shame, since National Teacher Corps appeals to many here as a first-class introduction to teaching and service together. There is so much enthusiasm for the program among some of our best students that we would hate to see it founder. With what they could offer the program and what the program could offer them, we hope the kinks get ironed out. Please keep us posted.—Richard M. Gummere, Jr., Director, Career Planning Division, Columbia University, New York, New York.

One of the most encouraging aspects of education today is the interest which both professional educators and enlightened members of the community are taking in finding better approaches to the solution of our problems. It is only natural, therefore, that we should be interested in the National Teacher Corps and what it is trying to do not only to increase the supply of competent teachers but also to stimulate further improvement in those who are already teaching.—Harry N. Rivlin, Dean of the School of Education, Fordham University, New York, New York.

We have been pleased and impressed with the manner in which the National Teacher Corps program is operating at the present time. Not only are the corpsmen being gradually inducted into the teaching profession, but they have been getting fine training in successful ways in which to teach disadvantaged children. Moreover, they have been rendering valuable community service working directly with children from the schools to which they are assigned. We feel confident that at the end of their training period the corpsmen will develop into outstanding teachers of disadvantaged youth.

We suggest that the program be shortened to consist of an initial preservice summer program, a full school year of internship, and a second summer of course work. At the end of this full calendar year the corpsmen should be ready to take over full-time teaching assignments.—Theodore H. Lang, Deputy Superintendent of Schools, New York City, New York.

I should like to call your attention to the outstanding service the Teacher Corps is performing at our school. Not only are they doing very effective work in their small-group instruction, but they also help out in time of special need or emergency situations. They have been most helpful and cooperative. They have become good teachers and are performing an essential service to the school.—Joseph Strell, Principal, Public School 155, New York, New York.

While it is too early to base support of the National Teacher Corps on actual performance, there is no doubt whatever as to the usefulness and the value of this program. Because of uncertainties over funding, difficulties were en-

countered in New York City last summer but those teachers who were trained and placed, according to preliminary reports, are living up to the high expectations that accompanied the plan.

NTC can make a tremendous contribution to the improvement of the education and well-being of children in the disadvantaged areas of New York and other large cities and it is our fervent hope that Congress can be brought to understand the importance of this project and to arrange for adequate long-term support.—Frederick C. McLaughlin, Director, Public Education Association, New York, New York.

We have the Teacher Corps in our school system and it is doing a wonderful job for us. Corpsmen are helping the minority groups in our school develop a better self-image of themselves and also their work has improved immensely with the aid of the Corps. We have been able to offer many things for these students which we were unable to do before this time.

I think it has been handled very well this year. The only thing wrong was the delay in funding the program which caused a delay in our plans. However, I realize that it was not your fault in this matter.—Marvin Stokes, Superintendent of Schools, Byng School, Ada, Oklahoma.

The team from the National Teacher Corps that has been working in our school during the 1966-67 school year is doing fine work. Corpsmen have assessed the school situation here well and in most instances have cooperated in an excellent way with our school faculty, students, parents, and other citizens of this community. I feel that it is a very worthwhile program.—A. W. Barrett, Superintendent, Konawa Public Schools, Konawa, Oklahoma.

What we are doing at the college is learning from National Teacher Corps. Oh, we are teaching. We have some very good teachers working with the Corpsmen. No doubt! But more than that, *we are learning*. What Dr. Sorber said about the already visible effects of NTC upon our programming is truer than even he knows. Truer, perhaps, than even I know, but I do know that we are even now planning to revise our total undergraduate and graduate teacher education program. The kinds of things we are learning through NTC about involving potential teachers with people in the community—the kinds of things we are learning about involving potential teachers with other teachers in the school in which these potential teachers are working, and with administrators and students in these schools, the kinds of things we are learning about giving these people an opportunity to use their own creative abilities and intelligences instead of constantly telling them precisely what it is that they ought to do so that they can be made in our mold. It is teaching us what we need to do in teacher education. I think it's very safe to predict that the fringe benefit of the NTC money will be to revitalize teacher education throughout the United States.—Leon Osview, Assistant Dean, College of Education, Temple University, Philadelphia, Pennsylvania.

I have had the pleasure of seeing several of our Teacher Corps teams in operation during the past four months.

I have been delighted with their services to the school, and especially their services to the community.

I would very much like to see this program not only continued but expanded greatly because of what it is doing to help disadvantaged children.—Thomas C. Rosica, Director of Federal Programs, Board of Education, The School District of Philadelphia, Pennsylvania.

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.—Dr. Evan Sorber, Assistant Professor of Early Childhood and Elementary Education, Assistant Director, Teacher Corps Project, Temple University, Philadelphia, Pennsylvania.

While the National Teacher Corps has been plagued with a variety of problems, I am one who still stands strongly behind the program. It is a fine beginning toward improved practices of recruiting and training of teaching personnel for schools in our country serving substantial numbers of disadvantaged boys and girls. I still look for this program to change for the better but I think it would be a mistake to stop what we have begun.

You might well borrow the President's phrase which he used shortly after taking office, "Let us continue."—Philip Eby McPherson, Director of Development, Pittsburgh Public Schools, Pittsburgh, Pennsylvania.

The Teacher Corps has been a boon in the Moore Elementary School. Small groups working with the interns have been provided with individualized instruction in art, science and reading. Teachers are delighted with their competence and cooperation.

We hope that this innovative program will continue and that we can secure the services of more interns.—Wheler Matthews, Principal, Moore Elementary School, Sumter School District #17, Sumter, South Carolina.

We are pleased to have a Teacher Corps program in operation in our school district and hope that the program will be continued and, if possible, expanded.—Morgan E. Evans, Superintendent, Galveston Independent School District, Galveston, Texas.

My school was fortunate in being able to secure the services of two teachers from the National Teacher Corps program. These two teachers are working in our elementary schools with children from low income families. Marked improvement, after four months, is noted in the attitudes and learning processes of these children as a result of the work of these two Corps members. My school's finances could not have made possible the services of these teachers except for the Teacher Corps.

I need one more teacher from the Teacher Corps for high school work, especially in the field of choral music and speech.—F. C. Burnett, Superintendent, Fannindel Schools, Ladonia, Texas.

Our school has one Corps teacher. He is working with seven teachers as a trainee which relieves them for a few minutes each day and helps over two hundred students from grades one to six. The Corps makes this possible. Just arrange for more.—John R. Meadows, Superintendent, Simms Common School District #6, Simms, Texas.

Staff members from two school systems where the NTC members are employed have stated that these new employees have enriched their curriculum and express the desire to continue the employment of Corps members.—Rex Smith, State Superintendent of Schools, West Virginia.

The National Teacher Corps as I know it in my district has made a definite contribution to the education of educationally disadvantaged children. An investment in education is certainly not money misused.—Henry A. Ray, Assistant Superintendent, Wayne County Schools, Wayne, West Virginia.

As principal of an inner city elementary school, I have greatly appreciated our Teacher Corps team and their efforts this year. Being able to have greater individualization of instruction, starting community school activities for our children, and enriching the experiences of disadvantaged youth are just a few of the present benefits. The greatest good will be realized when these specially trained personnel become inner city teachers.—Roger M. Jones, Principal, Harfield Elementary School, Racine, Wisconsin.

The Corpsmen come prepared to accept the situation. They have a very realistic approach to teaching, and their work on a one-to-one basis has lessened the demand on the students who are beginning to think of the school in a new light—one of helpfulness. The Corps is very important to this school.—Kenneth Place, Principal, Vieau School, Milwaukee, Wisconsin.

Our Teacher Corpsmen have made tremendous progress in remedial work and speech therapy. They are providing services in the community that could not have been accomplished through regular school finances.—T. O. Adams, Superintendent, Nemo Vista Public School, Center Ridge, Arkansas.

Our district feels the National Teacher Corps is of great value to our students and to our community as a whole. This group is able to get to the heart of many problems—but better still—they are able to use preventive methods and prevent many things from even becoming problems. Our regular teaching staff have great praise for these people, as do our parents and community leaders.

These programs should always be set up on a two year basis—giving both the school districts and National Teacher Corps a chance for better planning and removing the uncertainty attached.—Arlene M. Bitley, Member, Garvey Board of Education, Monterey Park, California.

Should the Teacher Corps need affirmation of the continuing need for its existence for endorsement of its merit and valuable assistance to local education agencies provided in the first year of operation, please do not hesitate to call on me at any time.—Thomas J. Pollino, Director, Instructional Development, Monterey County, Monterey, California.

The ten corpsmen and the three team leaders currently assigned to our school system are rendering significant educational and community services to the high schools where they are assigned. The principals have expressed their interest in the continuation of the program and their appreciation of the services rendered.

It would be helpful if the administrative and fiscal arrangements could be settled prior to the beginning of the program each year. We realize that there were many exigencies beyond the control of the Teacher Corps staff and that you did the best you could under difficult circumstances.—George F. Ostheimer, General Superintendent, Indianapolis Public Schools, Indianapolis, Indiana.

It is one of the greatest training programs I have ever witnessed because it gives the trainees experiences that they would never have gotten in a normal training program. The Teacher Corps has helped to interrelate the various communities. We have six distinct types who have only these things in common: one parent, distrust and aggressive behavior.

Corpsmen have organized many additional after-school clubs (Corpsmen carry from two to three clubs per week) and taken over the noon lunch program where they have introduced a variety of activities to break the routine of that program.—Robert Wagner, Principal, Heinhold Junior High School, Cincinnati, Ohio.

Lincoln Heights Local School District in Cincinnati should be saturated with Corpsmen.—Dr. William L. Carter, Dean, School of Education, Teacher Corps Program Director, University of Cincinnati.

I wish that I had about 10 more Corps members just like the ones I have. Then I would have the most swinging program in the state.—William Smith, Principal, Patrick Henry Junior High School, Cleveland, Ohio.

The Corpsmen have exhibited "staying power" through very trying circumstances and we hope to keep them in our system.

Let us examine our school and community activities and see if we can broaden these. Let's make sure these interns get a chance to work in every area of a school day and become more involved in the community.—Principals, teachers and Corps team leaders in the Cleveland Public Schools.

We are pleased to be a part of the efforts being made through the Teacher Corps and hope that we shall be able to continue in this outstanding endeavor. We are thoroughly convinced that it is a practical and effective type of program.—F. H. Gorman, Dean, College of Education, Municipal University of Omaha, Omaha, Nebraska.

The five young people sent to me are exceptional. You have to realize that I had four classrooms from September to Christmas without qualified teachers. I placed Teacher Corpsmen in these schools to help with remedial work in Language Arts, to help with better relationship between the schools and the parents, and they have done a magnificent piece of work.

I am writing to all the congressmen from this region to help make the Teacher Corps a broader and bigger project because the professional personnel problem is predicted to get much worse. These young people are enthusiastic, prepared, and willing to work with underprivileged children and we are in dire need of their help.—R. A. dela Garza, Superintendent of Schools, Rio Grande City Consolidated Independent School District, Rio Grande City, Texas.

Phyllis Strick, the team leader, is helping me to get ready for my high school equivalency test. I didn't even know I could take a test.—Lydia Gonzales, Ben Bolt, Texas.

Our teachers see these Teacher Corps kids here till 5:30, 6 o'clock . . . They are beginning to get competitive, now nobody runs out when the bell rings, all doing a better job.—Principal, A Chicago Public School.

There is no question, in our minds, that the National Teacher Corps is doing a fine job and will serve a real need in providing qualified teachers of a caliber never before equaled. Keep up the good work—we need more forward-thinking people to get education to those who need it—to get education to them in a way that they will understand.—Charles E. Skidmore, District Superintendent, Santee School District, Santee, California.

They (the Corpsmen) have an entirely different attitude—they are not always right—but they bring us something we need.—Miss Maude Carson, Principal, Jensen School, Chicago, Illinois.

One Assistant Principal bluntly said, "I really don't know how we would have survived this year without the National Teacher Corps. They have really helped

us out, especially in problem cases. When problems get tough I frequently go to them (the Teacher Corps) for help."—Assistant Principal, Northern High School, Detroit, Michigan.

K. LIST OF TEACHER CORPS PROGRAMS

NATIONAL TEACHER CORPS PROGRAMS, 1966-67

ARIZONA

The University of Arizona 120070. Director: Dr. Waldo K. Anderson, College of Education, Tucson, Arizona 85721, Phone (602) 884-1461.

Tucson School District No. 1, Tucson, Arizona. Robert D. Morrow, Superintendent, Dr. Florence W. Birkemeyer, Project Coordinator.

ARKANSAS

Arkansas State Teachers College 130060. Director: W. H. Osborne, Conway, Arkansas 72032, Phone (501) 329-2931 Ext. 294, Home (501) 327-7556.

Conway Public Schools, Conway, Arkansas. H. L. Stanfill, Superintendent, Mrs. Miriam H. Scott, Project Coordinator.

Gentry Public Schools, Gentry, Arkansas. Jack J. Efurd, Superintendent and Project Coordinator.

Little Rock Public Schools, Little Rock, Arkansas. Dr. J. Harvey Walthall, Jr., Superintendent and Project Coordinator.

East Side School District No. 5, Menifee, Arkansas. Frank W. Smith, Superintendent and Project Coordinator.

Mayflower Public School, Mayflower, Arkansas. Arlie Metheney, Superintendent and Project Coordinator.

Nemo Vista School District No. 8, Center Ridge, Arkansas. T. O. Adams, Superintendent and Project Coordinator.

Plum Bayou-Tucker School District #1, Wright, Arkansas. James V. Anderson, Superintendent and Project Coordinator.

St. Joe Public Schools, St. Joe, Arkansas. D. Blackwell, Superintendent; Mrs. Clara Blackwell, Project Coordinator.

Wander View School District No. 2, Hattiesville, Arkansas. Raymond Kinslow, Superintendent and Project Coordinator.

CALIFORNIA

San Diego State College 141200. Director: Dr. William H. Wetherill, 5402 College Avenue, San Diego, California 92115, Phone (714) 286-6235, Home (714) 583-0208 or 286-2280.

Chula Vista City School District, Chula Vista, California. Burton C. Tiffany, Superintendent, Dr. Leonard Servetter, Project Coordinator.

Escondido Union School District, Escondido, California. Edward V. Murphy, Superintendent, George B. Greenough, Project Coordinator.

Santee School District, Santee, California. Charles E. Skidmore, Superintendent, Miss Jimmy Phelps, Project Coordinator.

South Bay Union School District, Imperial Beach, California. Dr. Robert N. Burress, Superintendent, Dr. A. W. Autio, Project Coordinator.

San Jose State College 141260. Director: Dr. Paul Blake, San Jose, California 95114, Phone (408) 294-6414 Ext. 2595, Home (408) 169-9160.

Berkeley Unified School District, Berkeley, California. Neil V. Sullivan, Superintendent, Dr. Jay T. Ball, Project Coordinator.

Monterey County Office of Education, Salinas, California. Edwin C. Coffin, County Superintendent, Thomas J. Pollino, Project Coordinator.

University of Southern California 171490. Director: Donald E. Wilson, 809 West Jefferson, Los Angeles, California 90007, Phone (213) 746-2931, Home (213) 323-0057.

Enterprise City School District, Compton, California. Keith Martin, Superintendent, Mr. Donald Hodes, Project Coordinator.

Garvey School District, South San Gabriel, California. Mr. Eldridge N. Rice, Superintendent, Dr. John G. Gable, Project Coordinator.

Jurupa Unified School District, Riverside, California. Dr. Robert E. Hummel, Superintendent, Dr. Robert L. Seaton, Project Coordinator.

Willowbrook School District, Los Angeles, California. Lloyd D. Dickey, Superintendent and Project Coordinator.

DISTRICT OF COLUMBIA

Catholic University of America 180040. Director: John M. Higgins, School of Education, 620 Michigan Avenue, N.E., Washington, D.C., Phone LA 9-6000 Ext. 756, Home 942-2017.

District of Columbia Public Schools. Dr. Carl F. Hansen, Superintendent, Mr. Norman Nickens, Project Coordinator.

Trinity College. Director: J. B. Goddu, Michigan & Franklin Streets, N.E., Washington, D.C. 20017, Phone 269-2338 or 269-2221, Home, 262-9409.
Same as above.

FLORIDA

University of Miami 190310. Director; Dr. Robert Hendricks, School of Education (Coral Gables, Florida 33124, Phone (305) 661-2511 Ext. 2293, Home (305) 226-0709.

Broward County Board of Public Instruction, Fort Lauderdale, Florida. Dr. Myron L. Ashmore, Superintendent, Dr. Hary McComb, Project Coordinator.
Dade County Public Schools, Miami, Florida. Dr. Joe Hall, Superintendent, Dr. Terence T. O'Connor, Project Coordinator.

GEORGIA

University of Georgia (Athens) 200450. Director: Dr. Rhoda S. Newman, NTC Instructional Services Center, 2930 Forrest Hills Drive, S.W., Atlanta, Georgia 30315, Phone (404) 761-5411, Home (404) 634-5008.

Atlanta Public Schools, Atlanta, Georgia. Dr. John W. Letson, Superintendent and Project Coordinator.

HAWAII

University of Hawaii 210040. Director: Robert E. Potter, 2444 Dole Street, Honolulu, Hawaii, Phone (operator) 918-504, Home (operator) 78747.

Hawaii State Department of Education, Honolulu, Hawaii. Dr. Lowell D. Jackson, State Superintendent, S. Kando, District Superintendent, Dr. Clarence N. Masumotoya, Project Coordinator.

ILLINOIS

Chicago Consortium on Cultural Disadvantage 230280. Director: Dr. Armin Hoesch, 5500 N. St. Louis Avenue, Chicago, Illinois 60625, Phone (312) 447-0121, Home (312) 383-7524.

Chicago Public Schools, Chicago, Illinois. James Redmond, General Superintendent of Schools, Dr. Louise Dieterle, Project Coordinator.

Maywood Public School District No. 89, Maywood, Illinois. John Prater, Superintendent, H. T. Peterson, Project Coordinator.

Southern Illinois University 230970-01. Director: Dr. Arthur L. Aikman, Carbondale, Illinois 62901, Phone (618) 453-2427, Home (618) 549-2602.

Centralia City Schools, Centralia, Illinois. W. E. McAllister, Superintendent and Project Coordinator.

INDIANA

Indiana State University 240190. Director: Dr. Donald M. Sharpe, School of Education, Terre Haute, Indiana 47809, Phone (812) Cr. 6311, Home (812) Li. 3834.

Gary Public Schools, Gary, Indiana. Dr. Lee R. Gilbert, Superintendent, Dr. Haran J. Battle, Project Coordinator.

Indianapolis Public Schools, Indianapolis, Indiana. Dr. George F. Ostheimer, General Superintendent, Lewis W. Gilfoy, Project Coordinator.

Lake Ridge Schools, Griffith, Indiana. Dr. Charles L. Sharp, Superintendent, W. A. Williams, Project Coordinator.

Vigo County School Corporation, Terre Haute, Indiana. Mr. Max Gabbert, Superintendent, Dr. Carl S. Riddle, Project Coordinator.

KENTUCKY

Morehead State College 270230. Director: Lawrence E. Griesinger, Room 201, Rader Building, Morehead, Kentucky 40351, Phone (606) 784-4181 Ext. 246, Home (606) 784-5908.

Breathitt County Board of Education, Jackson, Kentucky. Mrs. Marie R. Turner, Superintendent and Project Coordinator.

University of Kentucky with Berea College 270350. Director: Dr. Harry Robinson, 118-A Social Science Building, Lexington, Kentucky 40506, Phone (606) 258-9000 Ext. 2940, Home (606) 255-3581.

Breathitt County Board of Education (see above). Harlan County Board of Education, Harlan, Kentucky. Dr. James A. Cawood, Superintendent, Mr. Ervin B. Pack, Project Coordinator.

Lexington Public School System, Lexington, Kentucky. John W. Ambrose, Acting Superintendent, Mrs. Edythe J. Hayes, Project Coordinator.

Louisville Public School System, Louisville, Kentucky. Samuel V. Noe, Superintendent, Mr. Eddie W. Belcher, Project Coordinator.

Western Kentucky State College 2070390. Director: Dr. B. W. Broach, Bowling Green, Kentucky, Phone (502) 745-3593 Station 28, Home (502) 745-2115.

Breckinridge County School System, Hardinsburg, Kentucky. Mr. O. J. Allen, Superintendent and Project Coordinator.

Hopkinsville City Schools, Hopkinsville, Kentucky. Dr. Gene C. Farley, Superintendent and Project Coordinator.

LOUISIANA

Xavier University 280330. Director: Sister M. Loyola, 3912 Pine Street, Phone (504) 488-6646, Home (504) 482-0917.

Orleans Parish School Board, New Orleans, Louisiana. Dr. Carl J. Dolce, Superintendent and Project Coordinator.

MASSACHUSETTS

Boston College 310100. Director: Dr. William M. Griffin, Chestnut Hill, Massachusetts 02167, Phone (617) 332-3200 Ext. 206, Home (617) 358-3870.

Boston Public School System, Boston, Massachusetts. Dr. William H. Ohrenberger, Superintendent, Mr. Paul A. Kennedy, Project Coordinator.

Lowell Public School System, Lowell, Massachusetts. Mr. Vincent M. McCartin, Superintendent, Mr. Daniel Leahy, Project Coordinator.

Springfield College 310650. Director: Dr. Robert M. Markarian, Springfield, Massachusetts 01109, Phone (413) 781-2200 Ext. 284, Home (413) 739-6370.

Springfield Public School System, Springfield, Massachusetts. Dr. Alice Beal, Acting Superintendent, Mr. Thomas Donahoe, Project Coordinator.

Worcester Public School System, Worcester, Massachusetts. Dr. John B. Davis, Jr., Superintendent, Miss Mabel Wray, Project Coordinator.

MICHIGAN

Wayne State University 320570. Director: Richard Wisniewski, 331 College of Education, Detroit, Michigan 48202, Phone (313) 833-1400 Ext. 7525, Home (313) 961-3584.

Detroit Public Schools, Detroit, Michigan. Dr. Norman Drachler, Acting Superintendent, George Owen, Project Coordinator.

Lucas County, S.S. Local School District. Mr. Joseph W. Rutherford, Local Superintendent, Mr. William Mitchell, Project Coordinator.

Oak Park School District, Oak Park, Michigan. Dr. Otis M. Dickey, Superintendent, Dr. Jack F. Zook, Project Coordinator.

School District of the City of Pontiac, Pontiac, Michigan 48058. Dr. Dana P. Whitmer, Superintendent, Mr. B. C. Van Koughnatt, Project Coordinator.

MINNESOTA

University of Minnesota 330400. Director: Frank H. Wood, 103 Pattee Hall, Minneapolis, Minnesota 55455, Phone (612) 373-5431, Home (612) 335-0272.

Minneapolis Special School District No. 1, Minneapolis, Minnesota. Dr. Rufus A. Putnam, Superintendent, Mr. Donald D. Bevis, Project Coordinator.

MISSISSIPPI

University of Southern Mississippi. Director: Dr. John P. Van Deusen, Education & Psychology Building, Hattiesburg, Mississippi 39401, Phone (601) 226-7149, Home (601) 582-5512.

208 ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS

Hattiesburg Municipal Separate School District, Hattiesburg, Mississippi. Dr. Sam L. Spinks, Superintendent and Project Coordinator.
 Laurel Municipal Separate School District, Laurel, Mississippi. Mr. M. J. Caughman, Superintendent and Project Coordinator.
 Marion County School System, Columbia, Mississippi. Carl Loftin, Superintendent and Project Coordinator.

NEBRASKA

Municipal University of Omaha 370130. Director: Dr. Floyd T. Waterman, 217-A Administration Building, Omaha, Nebraska 68101, Phone (402) 553-4700 Ext. 428, Home (402) 393-3186.
 Macy Public School District No. 16, Macy, Nebraska. Mr. David Dannen, Principal and Project Coordinator (There is no district superintendent).
 Omaha Public School District No. 1, Omaha, Nebraska. Dr. Paul A. Miller, Superintendent, Dr. Paul J. Turnquist, Project Coordinator.

NEW MEXICO

New Mexico State University 410060. Director: Dr. Robert E. Wright, Box N, University Park, New Mexico 88079, Phone (505) 646-2449, Home (505) 524-2344.
 Deming Public School District No. 1, Deming, New Mexico. Dr. Emmet Shockley, Superintendent, Mr. Joseph J. Peters, Project Coordinator.
 El Paso Independent School District, El Paso, Texas. Dr. H. E. Charles, Superintendent, Mrs. Jeanne Massey, Project Coordinator.
 Gadsden Independent School District No. 16, Anthony, New Mexico. Mr. Rex F. Bell, Superintendent, Mr. James P. Miller, Project Coordinator.
 Hatch Valley Municipal School District No. 11, Hatch, New Mexico. Mr. M. E. Linton, Superintendent and Project Coordinator.
 Ysleta Independent School District, El Paso, Texas. Dr. J. M. Hanks, Superintendent and Project Coordinator.

NEW YORK

Hunter College (City Univ. of N.Y.), Director: Dr. Nathan Kravitz, Department of Education, Bronx, New York 10468, Phone (212) WE-3-6000, Home (212) 549-1064.
 New York City Public Schools, New York City, New York. Dr. Bernard E. Donovan, Superintendent, Dr. Max S. Meiselman, Project Coordinator.
 Queens College (City Univ. of N.Y.) Director: Dr. Miriam Urdang, Department of Education, 65-70 Kissana Boulevard, Flushing, New York, Phone (212) HI-5-7500, Home (212) WA-4-4185.
 Hofstra University 420500. Director: Charles J. Calitri, 1000 Fulton Avenue, Hempstead, New York, Phone (516) 489-7000, Home (516) NA-3-3850.
 New York University 240930. Director: Dr. Samuel Keys, South Building, Room 76, Washington Square, New York, New York 10003, Phone (212) Sp. 7-9292, Home (201) 277-0932.
 State University of New York at Buffalo 421370. Director: Dr. Caryl G. Hedden, Office of Student-Teaching, Buffalo, New York, Phone (716) TT-6-2320 Ext. 440/540, Home (716) 839-2612.
 Buffalo City Public Schools, Buffalo, New York. Dr. Joseph Manch, Superintendent and Project Coordinator.

NORTH CAROLINA

Western Carolina College 430570. Director: Dr. Ray B. Sizemore, Education Department, Cullowhee, North Carolina 28723, Phone (704) 293-4651, Home (704) 293-4511.
 Cherokee County Schools, Murphy, North Carolina. Lloyd W. Hendrix, Superintendent and Project Coordinator.
 Graham County Schools, Robbinsville, North Carolina. Kenneth S. Barker, Superintendent, Mrs. Mary H. Crisp, Project Coordinator.
 Haywood County Consolidated Schools, Waynesville, North Carolina. Jerome H. Melton, Superintendent, C. R. Dale, Project Coordinator.
 Jackson County Schools, Sylva, North Carolina. Mr. R. Paul Buchanan, Superintendent, Mr. Earl F. Hooper, Project Coordinator.

Macon County Schools, Franklin, North Carolina. Mr. Hieronymus Bueck, Superintendent, Mr. Berry Floyd, Project Coordinator.
 Murphy City School System, Murphy, North Carolina. Mr. John Jordan, Superintendent, Mr. William N. Hughes, Project Coordinator.

OHIO

Antioch College 450010. Director: Professor Francis D. Silvernail, Yellow Springs, Ohio. *Washington Contract Address*, Roper Junior High School, 48th and Meade Street, N.E., Washington, D.C., Phone (202) 399-0886, Home (202) 462-1179.
 D.C. Public Schools, Washington, D.C. Dr. Carl F. Hanson, Superintendent, Mr. Norman Nickens, Project Coordinator.
 Ohio University 450440. Director: Albert H. Shuster, Room 202, McCracken Hall, Athens, Ohio 45701, Phone (614) 594-5407, Home (614) 593-3743.
 Wood County Board of Education, Parkersburg, West Virginia. Dr. Daniel B. Taylor, Superintendent, Mr. Henry Marockie, Project Coordinator.
 Zanesville City Board of Education, Zanesville, Ohio. Mr. Wallace E. Blake, Superintendent, Mrs. Hester Wickens, Project Coordinator.
 The University of Akron 450550. Director: Dr. John S. Watt, 302 East Buchtel Avenue, Akron, Ohio 44304, Phone (216) 762-2441 Ext. 367, Home (216) 836-4632.
 Cleveland Board of Education, Cleveland, Ohio. Dr. Paul W. Briggs, Superintendent, Dr. William Hoffman, Project Coordinator.
 Massillon Public Schools, Massillon, Ohio. Dr. James H. Fry, Superintendent, Dr. Glen Hollingsworth, Project Coordinator.
 University of Cincinnati 450560. Director: Dr. William L. Carter, Cincinnati, Ohio 45221, Phone (513) 475-2334, Home (513) 681-5799.
 Cincinnati Public Schools, Cincinnati, Ohio. Dr. Wendell H. Pierce, Superintendent (until Dec. 31), Dr. Paul A. Miller (after Jan. 1), Mr. Lawrence C. Hawkins, Project Coordinator.
 Lincoln Heights Local Board of Education, Cincinnati, Ohio. Mr. Willis Holloway, Superintendent, Mr. Ralph Douglas, Project Coordinator.

OKLAHOMA

East Central State College 460080. Director: Dr. E. W. James, Ada, Oklahoma, Phone (405) FE-2-8000 Ext. 216, Home (405) FE-2-0483.
 Bying School, Independent 16, Ada, Oklahoma. Mr. Marvin Stokes, Superintendent and Project Coordinator.
 Guthrie Independent School District No. I-1, Guthrie, Oklahoma. Mr. C. E. Crooks, Superintendent, Mr. Charles L. Weber, Project Coordinator.
 Konawa Public Schools District No. I-4, Konawa, Oklahoma. Mr. A. W. Barrett, Superintendent and Project Coordinator.

OREGON

Oregon State University 470160. Director: Dr. Franklin R. Zeran, Dean, School Education, Corvallis, Oregon 97330, Phone (503) 754-1661, Home (503) 753-5212.
 Coos Bay Unified School District No. 9. Mr. M. B. Winslow, Superintendent, Mr. Ted Walt, Project Coordinator.
 Hood River County School District No. 1-R, Hood River, Oregon. Mr. Arnold A. Bowers, Superintendent, Mr. Jack A. Jensen, Project Coordinator.
 School District No. 1, Multnomah County, Portland, Oregon. Dr. Melvin Barnes, Superintendent, Mr. Willard Fletcher, Project Coordinator.

PENNSYLVANIA

Temple University. Director: Leon Ovsiew, 243 Ritter Hall, Philadelphia, Pennsylvania, Phone (215) 787-8011, Home (215) Tu-70688.
 Philadelphia City Public School District, Philadelphia, Pennsylvania. Dr. C. Taylor Whittier, Superintendent, Mr. Raymond S. Newman, Project Coordinator.
 Trenton Public School System, Trenton, New Jersey. Dr. Richard T. Beck, Superintendent, Dr. Sarah C. Christie, Project Coordinator.

210 ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS

University of Pittsburg 481110. Director: Dr. Bradley Seeger, 2804 Cathedral of Learning, Pittsburgh, Pennsylvania 15213, Phone (412) 621-3500, Ext. 533, Home (412) 683-2426.
Pittsburgh Public School System, Pittsburgh, Pennsylvania. Dr. Sydney P. Marland, Dr. Ralph Scott, Project Coordinator.

PUERTO RICO

Inter-American University of Puerto Rico 640030. Director: Dr. Europa G. de Pinero, 409 Ponce de Leon Avenue, Hato Rey, Puerto Rico, Phone (809) 765-6084, 765-2350 or 767-1554, Home (809) 876-2640.
School Region of Arecibo, Arecibo, Puerto Rico. Three School Districts: *Morovis*: Juan Otero, Superintendent, *Cieles*: Reginia de Colon, Supt., *Orocovis*: Miguel Pellicies, Superintendent, Carmen M. Molina de Aulet, Project Coordinator.

RHODE ISLAND

Rhode Island College 490060. Director: Dr. John Lindia, Alger Hall, Room 137, Providence, Rhode Island 02908, Phone (401) 831-6600, Home (401) 781-7950, Providence School Department, Providence, Rhode Island. Dr. Charles A. O'Connor, Jr., Superintendent, Mr. Al Russo, Project Coordinator.

SOUTH CAROLINA

South Carolina State College 500260. Director: Dr. Leroy F. Anderson, Orangeburg, South Carolina 29115, Phone (803) 534-6560, Ext. 240, Home (803) 543-0485.
Sumter School District No. 17, Sumter, South Carolina. Dr. L. C. McArthur, Jr., Superintendent, Mr. Jack M. Summers, Project Coordinator.

TENNESSEE

East Tennessee State University. Director: George A. Finchum, University Station, Johnson City, Tennessee, Phone (615) 926-1112 Ext. 382, Home (615) 928-6285.
Carter County Board of Education, Elizabethton, Tennessee. Mr. T. C. Estep, Superintendent and Project Coordinator.
Memphis State University. Director: Milton Phillips, Jr., 400 Education Building, Phone (901) 321-1356, Home (901) 683-7271.
Hardeman County Schools, Bolivar, Tennessee. Mr. Mecoy Ross, Superintendent, Mr. John Oldham, Mr. Art Browder, Project Coordinators.
Shelby Co. Board of Education, Memphis, Tennessee. Mr. George H. Barnes, Superintendent, Mr. J. Carter Tarkington (as of January 1), Marshall C. Peritt (before January 1), Project Coordinator.
DeSoto County Schools, Hernando, Mississippi. Mr. Walter S. Carter, Jr., Superintendent, Mr. Erlend Nichold, Project Coordinator.

TEXAS

East Texas State University 530210. Director: Dr. W. Ray Rucker, Commerce, Texas, Phone (214) 468-2237, Home (214) 886-6870.
Fannindel Independent School District, Ladonia, Texas. Mr. Floyd C. Burnett, Superintendent and Project Coordinator.
De Kalb Independent School District, De Kalb, Texas. Mr. W. C. Woolridge, Superintendent and Project Coordinator.
Simms Common School District No. 6, Simms, Texas. Mr. John R. Meadows, Superintendent and Project Coordinator.
Prairie View Agricultural and Mechanical College 53520. Director: Dr. W. T. Dever, Box 2682, Prairie View, Texas 77445, Phone (713) UL7-3311 Ext. 267, Home (713) UL7-3459.
Cypress-Fairbanks Independent School District, Houston, Texas. Mr. T. S. Hancock, Superintendent, Mr. Don Thornton, Project Coordinator.
Hempstead Independent School District, Hempstead, Texas. Mr. John R. Hunt, Superintendent, Mr. Mervin D. Neutzler, Project Coordinator.
Smithville School District, Smithville, Texas. Mr. G. M. Blackman, Superintendent, Mr. Leslie D. Hurta, Project Coordinator.

Waller Independent School District, Waller, Texas. Mr. I. T. Holleman, Superintendent and Project Coordinator.

Texas College of Arts and Industries. Dr. William Floyd Elliot, Box 2528, Kingsville, Texas 78363, Phone (512) LY2-6461, Home (512) LY2-7614.

Ben Bolt Palito Blanco Independent School District, Ben Bolt, Texas. Mr. Alfred Garcia, Superintendent, Mr. Palbo Lopez, Project Coordinator.

Corpus Christi Independent School District, Corpus Christi, Texas. Dr. Dana Williams, Superintendent, Mr. Joe Parks, Project Coordinator.

Rio Grande City Consolidated Independent School District, Rio Grande City, Texas. Mr. Rodolfo A. de la Garza, Superintendent, and Project Coordinator.

San Benito Consolidated Independent School District, San Benito, Texas. Mr. John F. Barron, Superintendent, Mrs. Zora Cope, Project Coordinator.

East Central School District, San Antonio, Texas. Mr. Pat L. Holmes, Superintendent, Mr. Charles Cox, Project Coordinator.

University of Houston 530913. Director: Dr. V. J. Kennedy, 3801 Cullen Boulevard, Houston, Texas 17004, Phone (713) CA5-4451, Home (713) JA4-0795.

Cypress-Fairbanks Independent School District, Houston, Texas. Mr. T. S. Hancock, Superintendent, Mr. Don Thornton, Project Coordinator.

Liberty Independent School District, Liberty, Texas. Mr. M. J. Leonard, Superintendent, Mr. J. V. Shauberger, Project Coordinator.

Galveston Independent School District, Galveston, Texas. Dr. Morgan E. Evans, Superintendent, Mr. H. Steele Campbell, Project Coordinator.

Dayton Independent School District, Dayton, Texas. Mr. Lloyd E. Gilbert, Superintendent and Project Coordinator.

VIRGINIA

Hampton Institute 560100. Director: Dr. William H. Robinson, Hampton, Virginia 23368, Phone (703) 723-6581 Ext. 334, Home (703) PA2-7853.

Chesapeake Public Schools, Chesapeake, Virginia. Mr. Edwin W. Chittum, Superintendent, Dr. Franklin S. Kingdom, Project Coordinator.

Gloucester County School Board, Gloucester, Virginia. Dr. Dennis D. Forrest, Superintendent, Mr. Fred B. Carr, Project Coordinator.

WEST VIRGINIA

Marshall University 580100. Director: Dr. Harold L. Willey, 16th Street & 3rd Avenue, Huntington, West Virginia 25701, Phone (304) 523-3411, Home (304) 523-8894.

Cabell County Board of Education, Huntington, West Virginia. Mr. Olin C. Nutter, Superintendent, Mr. Robert V. Griffis, Project Coordinator.

Lincoln County Board of Education, Hamlin, West Virginia. Mr. W. B. Van Horn, Superintendent, Mr. Cline Adkins, Project Coordinator.

Mason County Schools, Point Pleasant, West Virginia. Mr. N. P. Burdette, Superintendent and Project Coordinator.

Wayne County Board of Education, Wayne, West Virginia. Mr. Ira Elliott, Jr., Superintendent, Mr. Henry A. Ray, Project Coordinator.

WISCONSIN

University of Wisconsin 590502. Director: Dr. Harvey Goldman, Pearse Hall (p4), Milwaukee, Wisconsin 53211, Phone (414) 228-4833, Home (414) 276-5868.

Milwaukee Public Schools, Milwaukee, Wisconsin. Mr. Harold S. Vincent, Superintendent, Mr. Alvin Schumacher, Project Coordinator.

Unified School District No. 1, Racine, Wisconsin. Mr. Harris Russell, Superintendent, Mr. Roger M. Jones, Project Coordinator.

Mr. GRAHAM. Mr. Chairman, if we might, could we turn off the lights and could I use the slide projector to explain how this system is now working and will work this coming year?

Chairman PERKINS. How long do you think it will take you?

Mr. GRAHAM. About 4½ minutes.

Chairman PERKINS. You may proceed.

Mr. GRAHAM. The intent of this presentation is to show how, with these new amendments, this Teacher Corps system will work.

(A slide was shown.)

Mr. GRAHAM. The first slide will show that these programs begin at the local school.

The local school superintendent, the local school principal, will get together with a local university to work out a program to serve the needs of that local community.

(A slide was shown.)

Mr. GRAHAM. That program, then, designed to meet those local needs, will be submitted to the State department of education; the State department of education then must approve this program, must decide that it does effectively meet the needs of the local school, that it provides a program for adequate teacher training, in fact a better method of teacher training.

Mr. QUIE. You are speaking of the Teacher Corps program as you would hope it to be with these amendments rather than the way it operated last year?

Mr. GRAHAM. Last year, most of these programs began at the local university. The local university then worked out a program with the local school system. Then after it was really wrapped up most of them went to the State for approval.

The reason for that in large part was that the program got under-way very fast last year.

But the proposal, and the way it is called for in this legislation, would be that these programs are worked out jointly by the local school system and the local institution and then submitted to the State for their approval.

That approved proposal then will come to the Teacher Corps and based upon the funds available and the requests from other States, the programs will be distributed according to the law among the various States.

Once approved, that program will go back through the State and to the local school and university.

The local universities then will begin to hire the staff to prepare for its program. The local school system will then begin its program of selecting the people that they want for this program.

(A slide was shown.)

Mr. GRAHAM. In this selection and recruitment system, the selection is a local affair. The recruitment may be local or national as is desired by the local school systems and universities.

But in general it is a series of local recruitment efforts. The experienced teacher, almost without exception, will be nominated from the local school system. The experience of this past year has indicated that this is the preferable way, except in those few cases where the local school system feels it does not have a person presently on their staff that is competent to serve in this leadership capacity.

These nominees will then be presented to the local university, and the local university will determine that this is a person, an experienced teacher, generally a person with some 8 years of experience in the local school system who is capable of leadership, but also capable of serving in a junior capacity on the staff of that local university.

Once they determine their people, these names will be submitted to the Teacher Corps merely to make certain that they meet legal requirements.

(A slide was shown.)

Mr. GRAHAM. On the recruitment of the Corps members themselves—these are college graduates who have not previously trained to be teachers, or who have had prior teacher experience—these people will be recruited, either on a local or national basis, or both.

Their names will come to the Teacher Corps here in Washington and will be entered on a computer. We will make certain that they do meet the legal requirements. We will send for references for these people. We will try to get some 10 or 20 references, a selection system based upon the system that has proved very effective in the Peace Corps.

Generally, that is a reference that says that this person is a solid person, you can count on him, he does his job, he has the commitment for this.

Then the men and women at the local school systems, one of their number and one from the local university will come at our expense, that is the proposal, to Washington, to ask that computer to give them the names of the people they want. They may select on a geographical basis, on a scholastic average basis, on a background basis—that is to say, whether they have studied English, science, math—or other auxiliary qualifications, whether they can help with the glee club or coach football, whatever they want in their schools.

They will then go to the folders and check the references to make sure that these are the people they want. They will then take back some 200 or 300 percent of the number they want to a local committee back in the school district and go over this with the local university to make certain that these are people they want.

The State school system will participate in this if they elect. They will then invite for training at their local university those people they believe meet the qualifications both for this program of study leading to a master's degree and certification, and also people who they believe can do the job in their schools.

(A slide was shown.)

Mr. GRAHAM. These people will then be enrolled in a period of pre-service training, generally 2 to 3 months in length.

During this period they will be given some basic methodology. They will be given some of the sociology of the groups that they will be working with.

They will be getting the best instruction that is available locally, the best kind of instruction that the local school system says it wants to prepare people who are going to come to their system.

During this period, the local school people, the principals, the superintendents, as well as representatives from the State if they so elect, will look at these people and will select out early in this training program those who they feel do not have either the dedication or the aptitude for this job.

Generally, then there will be another selection at the end of this pre-service training by the principals in combination with the advice of the men and women at the university who have been working closely with these people for 2 to 3 years, based on this advice but based on the action of the local school people, and they will be assigned to the local schools.

As we can't emphasize too strongly, this assignment and reassignment is made by the local schools. They may be fired if they don't cut the mustard in the classroom or outside, since a large part of their job, their responsibilities, will be to become active, working members in that community, doing a job that the school feels will help them to become better teachers for that school system.

(A slide was shown.)

Mr. GRAHAM. Let me repeat that during this period of 2 years while they are working in the local school system they have a responsibility to complete a 2-year program leading to a master's degree so that when they get out, when they finish this period of training, they will come to that school uniquely trained to do a job, persons who will be so competent that they will find the job satisfaction in this work and will want to remain in that school and continue in this work.

That is the end of the slides.

If I may, sir, may I just leaf through, as the Commissioner did, his testimony?

Chairman PERKINS. Congressman Scherle has a question.

Mr. SCHERLE. Mr. Graham, is this an ideal situation that you are contemplating here with these teachers in regard to your Teacher Corps?

Mr. GRAHAM. This is what we propose. This is not codified in any way. We have suggested this to the men and women, the superintendents, the school principals, the university people who worked with this program this past year. To them, it sounds like a workable program. To us, it appears to be a workable program.

Mr. SCHERLE. Would you yield for another question?

Mr. GRAHAM. Yes, sir.

Mr. SCHERLE. To try and estimate the cost of this in regard to the apparent longevity of these teachers, is this program justified under the present formula?

Mr. GRAHAM. Yes, sir. If I understand the question, are you asking whether these people will stay on the job when they get through with their 2 years?

Mr. SCHERLE. Yes, and also what the initial cost would be for their training, particularly if they are on a part-time basis.

Mr. GRAHAM. The cost of the training exceeds the cost of the prospective teacher fellowships, which is perhaps the best comparison. That runs about \$5,300 per year.

This program, if we can make the changes which we are proposing, which we would like to go into in quite some detail later, will run around \$6,750, which is more. But it is substantially less than the cost of comparable training plus the pay that you would have to give these persons for the work that they are doing in the schools during this period of training.

May I answer the second part of your question? We have recently surveyed these people to ask them what among your number are going to stick with teaching, what among your number are going to stick with teaching the disadvantaged?

The reports are these: that 91 percent intend to stick with teaching. Eighty-one percent intend to stick with teaching the disadvantaged.

The only other survey of first-year teachers at a comparable time, in their first year, indicates that you can place great confidence in what people say they are going to do.

In the most recent survey when a similar question was asked, 32 percent said they would change their jobs, first-year teachers, not in Teacher Corps, and 33 percent, in fact, did.

Mr. QUIE. Would the gentleman yield?

Have you made a comparable survey with similar types of training? There are some colleges, you know, that return a program similar to the Teacher Corps, bringing people into the profession for a master's degree who had not trained in teaching before.

Have you seen if the percentages were any different when they did not have the Federal label as when they had the Federal label?

Mr. GRAHAM. The results are comparably good. In fact, it is the results of these other private programs that give you great encouragement that this program is sound. A study made by Hunter College, and a similar study made by Temple University, indicate that persons receiving this type of training at the graduate level, directed toward a job in the inner city schools, have a much higher retention rate than others who have not been so trained but who are assigned jobs in the inner city or the poor rural schools really against their wishes.

Mr. QUIE. So it is the training in the program rather than the Federal label that has great merit?

Mr. GRAHAM. Yes.

A number of these people say that there is an advantage, not what they call a Federal label but a feeling that there is a group here that is determined to do something about this great need. By feeling that they are doing it together there is an esprit and a dedication that you get beyond that dedication which is present in a great number of other people who are doing this in excellent private programs.

Mrs. GREEN. Mr. Chairman, I have a question on that point.

If I understand your proposal, taking Portland State College, for example, if P.S.C. entered into an arrangement with the Portland schools for the training of teachers, the interns would go on a half-time basis to the college and teach halftime?

Mr. GRAHAM. Mrs. Green, it is not necessarily half time. It varies considerably from program to program. In some cases it has been half time. I believe in most cases the school systems say that half time is not enough, that they would like more.

Mrs. GREEN. Let's not worry about whether it is half. It is at least part time.

Mr. GRAHAM. That is correct.

Mrs. GREEN. And would they be getting their master's degree while teaching in Portland schools?

Mr. GRAHAM. Yes.

Mrs. GREEN. The pay, as I read the bill, is different than last year. But it would be the lowest salary of a beginning teacher in the institutions, or \$75 plus a dependency allowance.

Mr. GRAHAM. Yes.

Mrs. GREEN. Portland State, as a large number of colleges, has a teacher training program. These cadet-teachers also teach in the Portland school systems. They follow the practice teaching as in other colleges in cities throughout the country.

Have you given consideration to the impact the NTC has on the teachers under a practice teaching program already established in

the colleges? Are we going to say to those teachers who are earning their own way, or perhaps borrowing under the NDEA loan to finance their education, their teaching full time in the Portland schools, but if you are a member of the Federal Teacher Corps and are paid the \$75 a week plus the dependency allowance that they are really the elite; they are the ones who have dedication, who are different than other teachers doing exactly the same thing?

This is a nationwide effort to get more teachers because there is such a terrible shortage. We want to attract every good person that we can get. But we are going to divide them under your system.

At Portland State College, there will be one group of teachers, and under the National Teacher Corps, there will be another group with different rules.

Mr. GRAHAM. We have asked that same question of a number of institutions that have had their own programs, Antioch is one, and Temple another. We say can this program be better, will it justify its existence in terms of other things you are doing, or would it be better if you wanted to enlarge your program to put more money in what you are doing, to find some other way to do this?

People at Temple, notably, say that they believe that this is better, that it gives them a certain freedom to do their job better, and they would like to keep it.

I asked them: "Are you sure there isn't some financial incentive that is causing you to say this, other than the feeling that you can do a better job?"

They say, "No." It isn't surprising to me.

Mrs. GREEN. Will they drop their present teacher training programs?

Mr. GRAHAM. No, they will continue, but they also propose to enlarge it. They are proposing, if they can, to find other sources of funds, to put people in the same Teacher Corps training program, who will not be labeled Teacher Corps but will be getting exactly the same kind of training.

If they will do that, and if they will then multiply this effort, we don't care, really, whether it is called Teacher Corps or not, if it produces the same result.

It wouldn't be surprising to me that in Portland and other places of the United States there are probably programs as good or maybe some better. If they are better, we would hope to learn from them.

As the Commissioner suggested, there are many places in the United States that don't have programs as good as Portland State or some of these other institutions, and they can use this program to do something of this sort, to multiply that kind of effort.

Mrs. GREEN. I don't think I understood your last statement.

Mr. GRAHAM. I say there are a number of places in the United States where they do not have, at their university, training programs that are directed towards preparing teachers for these tough schools, giving them the expertise that this program is designed to help create.

It is those institutions, then, that look to the Teacher Corps as a means of developing this kind of program.

Mr. BELL. Maybe you answered my question, but I am not certain.

Will there be an effort made to concentrate in schools and areas such as you mentioned in which there is no program?

Have you made any effort to concentrate in the schools that have such programs?

Mr. GRAHAM. This is where the State can be most effective, to help to see that these programs go where they are most needed.

Mr. GIBBONS. Would the gentleman yield at that point?

Miami and Fort Lauderdale school districts in Florida are probably the wealthiest in the State. Is that where we will put the Teacher Corps?

Mr. GRAHAM. No, as I say, sir, since these programs must clear through the State department of education, that kind of a situation can be avoided.

Mr. GIBBONS. In section K you list Florida and list two programs. One of them is at Fort Lauderdale and the other one is in Miami. These are pretty tough places to start in, I realize, for beachheads, but I assume you will expand out from that little enclave and get into some of the back country, or are you just going to go into Miami and Fort Lauderdale?

Mr. HOWE. Mr. Gibbons, I am not familiar with Fort Lauderdale, but it does seem to me that in the Miami area you do have real concentrations of disadvantaged youngsters who have very real problems and you have some significant problems of getting adequate numbers of teachers who want to stay and do a career job for those particular children.

Although I quite agree with you that the Miami schools are in a well-financed system, which has been true for years, you have the problem in a well-financed school system of getting service to these kinds of youngsters just as you do in New York City, in Harlem, which has a very well-financed school system, too, but has a very high turnover, a lot of junior teachers who are not trained to do this particular job being in the schools in that section of the city.

So there is a real need for providing these kinds of services in school districts of that kind.

Mr. ESCH. Will the gentlewoman yield?

Mrs. GREEN. Yes.

Mr. ESCH. Thank you.

Across the country there has been increasing emphasis upon collective bargaining by teachers associations, both professional associations and by such groups as the AFT. What will be the likely impact upon the collective bargaining agreements set up by the associations by the Teacher Corps?

Mr. HOWE. I don't know that there will be any particular impact on those agreements. I believe Mr. Graham can give us some information about the attitude of teacher organizations towards the Teacher Corps.

Is this correct?

Mr. GRAHAM. Yes.

We have talked with the representatives of the AFT on just this question, but bear in mind, the teacher interns are not fully certified teachers. They won't, with few exceptions, become certified teachers until the end of their 2-year period.

They are not carrying a full teaching load in the local school. So it is almost at the request of some of these people that the Teacher Corps intern pay be less than that of the entry rate of a teacher in that local system.

Mrs. GREEN. I have one other question.

How do you coordinate this program with the institutes for the training of teachers who work with the disadvantaged?

Mr. GRAHAM. In this past year there was very little coordination, we will say, during that period of preservice training. It is proposed this year, by the institutions, that they feel they can do a better job with both programs if they work them together. Certainly we would hope that they will, and we will give them that encouragement.

Mrs. GREEN. Are you planning for that coordination at the Federal level?

Mr. GRAHAM. Certainly we have not yet done so, but it has been with the understanding, as we talked with each of these institutions, that this is something that they felt would help improve their programs, and it would certainly have our encouragement.

Mrs. GREEN. Is the goal of both the institutes for the training of teachers for the disadvantaged and the Teacher Corps the same?

Mr. GRAHAM. Yes, many of them are.

Mrs. GREEN. Did you propose that the institutes for the training of teachers for the disadvantaged also be transferred to the Elementary and Secondary Education Act?

Mr. HOWE. No; we made no such proposal.

Mrs. GREEN. Why?

Mr. HOWE. Mrs. Green, we are bringing under the higher education amendments, which we haven't discussed here in detail, a proposal which we call the Education Professions Development Act, as a title of the higher education amendments. This proposal will pull together a fairly large proportion of our various teacher training and other professional training authorities in the Office of Education, make them broader and make them more flexible.

We have left the major portion of our various teacher training authorities and special authorities for training librarians, counselors and so forth, as portions of that proposal.

We are also suggesting that we get authority to train administrators, to train teacher aides and other kinds of personnel. That will come in our higher education amendments.

We have seen the Teacher Corps as an enterprise which benefits greatly from the national recruiting aspect which it has. The very fact that we were able to get 10,000 applicants for the Teacher Corps as an initial series of applicants in a very short period of time a year ago indicates that this has real potential for bringing more people into education on a very active and important basis.

So it seemed to us we ought to keep this as a discrete activity and that we ought to relate it to elementary and secondary education.

Mrs. GREEN. But in response to the question which Congressman Gibbons asked you as to why you transferred, you gave your answer that these teachers are going to work in the elementary and secondary school. The Teachers Professions Act would provide differently, would it? They will not work in the elementary-secondary schools?

Mr. HOWE. I think the only difference would be a difference in degree, perhaps not a difference in principle. But you have a kind of close and immediate involvement over a 2-year period in the career of a Teacher Corps member with exactly the kind of activity that title I of the Elementary and Secondary Education Act encourages.

It seemed to us that this represented a rational basis for making such a change. The argument you are making can be made, however.

Mr. GURNEY. Mr. Chairman?

Chairman PERKINS. Mr. Gurney.

Mr. GURNEY. Let me sort of make a suggestion as part of my question.

It is evident to many of us here that the Teacher Corps idea is not very popular on Capitol Hill. That was evident last year, and I doubt whether the popularity will increase very much this year.

Admitting that there is a real need in this area of training teachers to teach the handicapped, as you point out, but also listening to some of the conversation and give and take here, quite obviously there has been training and advance in this area and it has been done apparently rather well by some institutions.

Why doesn't the Department of Education come in here proposing to expand these already successful ventures into this field rather than sticking with this idea of a Teacher Corps which is not appealing to Congress?

It would seem to me that that would be a much more simple approach to it, instead of taking the program from where it is now and shifting it over into the Elementary and Secondary Education Act.

This is obviously a sort of dodge and will be regarded so by Congress. Why not approach it in a way that will be palatable to Congress and get on with your job?

As I say, it is sort of a suggestion. If you care to answer it, that would be fine.

Mr. HOWE. Let me make a couple of comments, Mr. Gurney.

First of all, we are quite aware that the Teacher Corps has been a controversial issue in the Congress. It would be hard to be unaware of this.

The fact is, though, that it has been voted by the Congress and initially funded by the Congress on two occasions.

Therefore, it has seemed to us that although there was controversy about it that there was also support for it.

Secondly, we have a situation now which we have not had before in discussing the Teacher Corps with the Congress. That is that the Teacher Corps is in operation by direction of the Congress and by appropriation of the Congress, and that we have the results of actual work on the part of Teacher Corps members in local school districts.

It is our hope that the Congress will examine what is now going on in the Teacher Corps and the feelings of superintendents of schools and State superintendents, Governors and others, who have had contact with the Teacher Corps and its actual operations.

We believe that if we look at the merits of this in terms of what is going on in the schools, many people in the Congress will be more interested in it than perhaps they have been when it was a theoretical matter not yet in operation.

It has begun to accumulate a very, very useful record.

Mr. BRADENAS. Mr. Chairman, will the gentleman yield?

I follow what my colleague from Florida has just observed. I would like to say that there is at least one member of this committee who very strongly supports the Teacher Corps.

One of the reasons, Mr. Commissioner, that I asked you at the outset when you were indicating some of the proposed amendments that you were suggesting to the Teacher Corps if you had any complaints, is directed to that very point.

I must say in all candor that I, as one of those who worked on this legislation last year, have not had a single letter from my local school superintendent, not a single letter from a schoolteacher, not a single letter from a superintendent of public instruction at the State level, complaining about the operation of the Teacher Corps.

Perhaps other members of our committee, the chairman of the committee or other members, have had significant correspondence, a lot of letters, phone calls, or telegrams, complaining, for example, that there was unwarranted Federal control, or that local school districts or State departments of education were in some way being pressured to accept Teacher Corps personnel.

If so, I hope very much that we will hear about it. I think it is very important that we take into account such criticisms.

One of the geniuses of the program, at least as Mr. Graham and you, Mr. Commissioner, have outlined by these charts, as I see it, is that you rigidly insist on local control, that it would not be possible for a Teacher Corps team to move into a local school district over the objections of the local school board.

Am I wrong in my understanding? I am somewhat puzzled by some of the suggestions that seem implicit in some of the questions that somehow you are out there trying to push these people on local school systems.

Mr. HOWE. Mr. Brademas, I indicated in response to your earlier question that I had received some complaints. I think "complaints" is too strong a word. We have received a variety of suggestions from school people about feeling they have on the Teacher Corps, usually with a view to making it serve them better rather than with a view of the "complaint," suggesting being antagonistic toward the enterprise.

For example, we ran into some problems with the city of Pittsburgh, where it was clear that the salary policies we were pursuing made difficulties for them.

It is around suggestions of this kind that we have developed the various amendments we have brought. The expressions of concern that I have had from chief State school officers have not been in the form of letters which were complaining about the entire enterprise, but, rather, their desire to have a direct involvement guaranteed to them. We have tried to bring that about.

Their involvement has been there but it has not been guaranteed. So we thought the legislation should be amended to take care of this sort of a problem.

I think that Mr. Graham can give you some further information along this same line.

Mr. BELL. Will the gentleman yield?

Mr. BRADEMAs. Could I just hear Mr. Graham's response, please?

Mr. GRAHAM. The question now relates to performance of the Teacher Corps, which was passed before, with some controversy.

It has been in operation this year. We asked the superintendents of schools and universities participating in the program to say what it

was, what they thought of it. Out of the 111 school districts, some 79 replied. Seventy-six of these said this was the program that they wanted, and they wanted more Teacher Corps people in their schools.

We are not so proud of that. We wanted to know why the three didn't want it. We checked with one and they said, "We have only two schools in our district that qualify. They both have teams."

Another one said, "The selection procedure was not good this year, but if you select the way we will select next year, absolutely, it is a good program for our schools."

And the third one said, "I didn't say 'No'."

We asked the universities. Seventy-five percent of them said, "This is a better way of training teachers than we are training our other teachers." We went back to those who didn't say it was better. They said the program got underway too fast last year and they were not able to hire the staff that they wanted for the program.

They said, "At our institution it takes more than a year to change our curriculum to do this job that we feel should be done in the schools."

Chairman PERKINS. The Chair recognizes the gentleman from New Jersey, Mr. Thompson.

MR. THOMPSON. Mr. Graham, it is early in the season and our friends from Florida have been in training, I guess, because they are throwing curve balls already.

I think although there is controversy with respect to the Teacher Corps, I am not at all certain that the controversy is so great that (a) it is unhealthy—I think it is healthy, and (b) that we should bury the Teacher Corps so early. It is innovative.

As indicated in your colloquy with the gentlewoman from Oregon, there is some overlapping, dovetailing. I don't think necessarily this is evil, nor do I think it is particularly desirable. But I think it can be ironed out over a period of time, as Commissioner Howe indicated will be done.

There is, at least, in New Jersey, and I believe elsewhere, a constant reevaluation of teacher training methods. In New Jersey, we are undertaking to separate elementary-secondary from our higher education institutions. We are changing the orientation of our teacher training institutions from teachers colleges to broader base educational institutions.

I find that at Temple University in Philadelphia, where the Teacher Corpsmen, who work in Trenton, are trained, that they are extremely enthusiastic about the new emphasis in teacher training. They tell me that they find a difference in motivation, which to them is significant, in the Teacher Corps person as contrasted with the other young person who is in the process of being educated to be a teacher.

Not many or not all, by any means, of those entering teacher training or who are in teacher training now want to teach, where the Teacher Corps volunteer wants to teach. Any training that we give them of this type, I think is in the long run going to be advantageous. I would hope that a careful evaluation is done of the possible conflicts, as indicated by Mrs. Green and some of the others.

But if that is done and ironed out, and if in the higher education amendments these distinctions are made, I think it will be very valuable.

For myself, I think the Teacher Corps deserves more time, more money and expansion on, if anything, let's call it an experimental basis, to give it the opportunities that it has not yet had to fully profit. I hope that that will be done.

Mr. BELL. Will the gentleman yield?

Mr. THOMPSON. I yield.

Mr. BELL. Could I ask you how many colleges and universities in the United States today have programs of their own? Do you have any figures on this?

How many have programs for training of teachers in addition to the Teacher Corps?

Mr. HOWE. You are requesting this information about programs which focus particularly on training people to work with the disadvantaged, I assume?

Mr. BELL. For the disadvantaged in the elementary and secondary school.

Mr. HOWE. We will have to supply this figure to you.

(The information requested follows:)

There is no comprehensive list of all institutions of higher education in the United States offering programs leading to teacher certification. The following list gives those institutions which have received accreditation of their professional schools of education from the National Council for Accreditation of Teacher Education (NCATE).

In the United States, no single agency, public or private, assumes responsibility for the control or supervision of educational institutions. The States exercise varying degrees of control, but permit institutions of higher education to operate with considerable autonomy. As a consequence, the institutions vary widely in the character and quality of their programs. A device known as accreditation has developed through which State, regional, and nationwide agencies have established criteria and evaluated institutions with a view to determining whether programs of educational quality are being maintained.

The accrediting procedure consists of four steps: establishment of criteria, evaluation of institutions by competent authorities to determine whether they meet established criteria, publication of a list of institutions that meet the criteria, and periodic reviews to ascertain whether accredited institutions continue to meet the criteria.

Institutions with liberal arts and general programs and, in some cases, those with special programs are accredited by six regional accrediting associations. Regional accreditation applies to the entire institution. It indicates that each constituent unit is achieving its own particular aims satisfactorily, although not necessarily all on the same level of quality.

In addition, professional schools within an institution are often accredited by a national accrediting association. Since the Office of Education does not approve or accredit any educational institutions, accreditation by NCATE is accepted as professional teacher education accreditation for the purposes of the *Education Directory*.

However, it must be emphasized that all teacher education programs that do not have NCATE accreditation are not necessarily unable to meet its standards. A number of regionally accredited programs do not yet have NCATE accreditation for a variety of reasons. Some institutions have not requested NCATE accreditation.

INSTITUTIONS HAVING NCATE ACCREDITATION

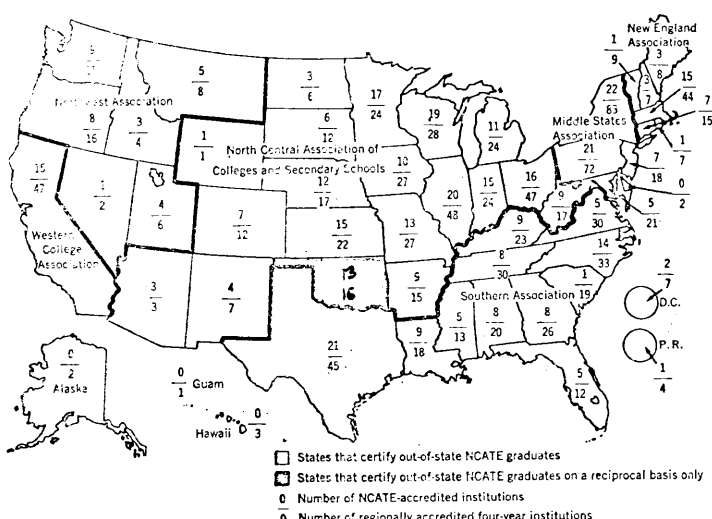
As of July 1965, the following 426 institutions, listed geographically, had NCATE-accredited teacher preparation programs. The key following the name of each indicates categories in which that institution is accredited (1—preparation of elementary school teachers; 2—preparation of secondary school teachers; 3—preparation of school service personnel; B—accredited only through the bachelor's level; M—accredited through the master's level; D—accredited through the doctor's level; 6—accredited only through the sixth collegiate year).

Alabama: Auburn University, 1, 2, 3, D; Birmingham-Southern College, 1, 2, B; Florence State College, 1, 2, M; Howard College, 1, 2, B; Jacksonville State College, 1, 2, B; Livingston State College, 1, 2, B; Troy State College, 1, 2, B; University of Alabama, 1, 2, 3, D.

Alaska: None.

Arizona: Arizona State College, 1, 2, 3, 6; Arizona State University, 1, 2, 3, D; University of Arizona, 1, 2, 3, D.

FIGURE V.—Boundaries of the six regional accrediting areas, number of NCATE and regionally accredited institutions offering 4-year or more degrees, and States that certify graduates of out-of-State, NCATE-accredited programs—October 1965



Sources:

American Council on Education. Accredited Institutions of Higher Education. February 1965 edition. Washington, D.C.: the Council, 1965.
 American Universities and Colleges. Ninth edition. (Edited by Allan M. Carter.) Washington, D.C.: the Council, 1964.
 Armstrong, W. Earl, and Shinnott, T. M. A Manual on Certification Requirements for School Personnel in the United States. 1964 edition. Washington, D.C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1964.
 U.S. Department of Health, Education, and Welfare, Office of Education. Education Directory, 1964-65. Part III—Higher Education. Washington, D.C.: Government Printing Office, 1965.

Source: National Education Association. Teaching Career Fact Book, 1966.

Arkansas: Agricultural, Mechanical, and Normal College, 1, 2, B; Arkansas Polytechnic College, 1, 2, B; Arkansas State College, 1, 2, M; Arkansas State Teachers College, 1, 2, M; Harding College, 1, 2, B; Henderson State Teachers College, 1, 2, M; Ouachita Baptist College, 1, 2, B; Southern State College, 1, 2, B; University of Arkansas, 1, 2, 3, D.

California: California State College at Long Beach, 1, 2, 3, M; California State College at Los Angeles, 1, 2, 3, M; Chico State College, 1, 2, 3, M; College of Notre Dame, 1, B; Fresno State College, 1, 2, 3, M; Immaculate Heart College, 1, 2, 3, M; Sacramento State College, 1, 2, 3, M; San Diego State College, 1, 2, 3, M; San Francisco State College, 1, 2, 3, M; San Jose State College, 1, 2, 3, M; Stanford University, 1, 2, 3, D; University of California, 1, 2, 3, D; University of California at Los Angeles, 1, 2, 3, D; University of the Pacific, 1, 2, 3, M; University of Southern California, 1, 2, 3, D.

Colorado: Adams State College, 1, 2, M; Colorado State College, 1, 2, 3, D; Colorado State University, 2, 3, M; Loretto Heights College, 1, 2, B; University of Colorado, 1, 2, 3, D; University of Denver, 1, 2, 3, D; Western State College of Colorado, 1, 2, 3, M.

Connecticut: Central Connecticut State College, 1, 2, M; Danbury State College, 1, 2, M; Southern Connecticut State College, 1, 2, 3, M; University of Bridgeport, 1, 2, B; University of Connecticut, 1, 2, 3, D; University of Hartford, 1, 2, 3, M; Willimantic State College, 1, 2, B.

Delaware: None.

District of Columbia: Gallaudet College, 1, 2, M; George Washington University, 1, 2, 3, D.

Florida: Florida Agricultural and Mechanical University, 1, 2, B; Florida State University, 1, 2, 3, D; Stetson University, 1, 2, 3, M; University of Florida, 1, 2, 3, D; University of Miami, 1, 2, 3, D.

Georgia: Albany State College, 1, 2, B; Emory University, 1, 2, M; Georgia Southern College, 1, 2, 3, M; Mercer University, 1, 2, B; University of Georgia, 1, 2, 3, D; Valdosta State College, 1, 2, B; Wesleyan College, 1, 2, B; Woman's College of Georgia, 1, 2, B.

Guam: None.

Hawaii: None.

Idaho: Idaho State University, 1, 2, 3, M; University of Idaho, 1, 2, 3, M.

Illinois: Augustana College, 1, 2, B; Bradley University, 1, 2, 3, M; Chicago Teachers College, 1, 2, 3, M; Concordia Teachers College, 1, 2, M; De Paul University, 1, 2, 3, M; Eastern Illinois University, 1, 2, 3, M; Greenville College, 1, B; Illinois State University, 1, 2, 3, M; Illinois Wesleyan University, 1, 2, B; Loyola University, 1, 2, 3, D; Millikin University, 1, 2, 3, M; Mundelein College, 1, 2, B; National College of Education, 1, M; Northern Illinois University, 1, 2, 3, 6; Northwestern University, 1, 2, 3, D; Southern Illinois University, 1, 2, 3, M; University of Chicago, 1, 2, 3, D; University of Illinois, 1, 2, 3, D; Western Illinois University, 1, 2, 3, M; Wheaton College, 1, 2, B.

Indiana: Anderson College, 1, 2, B; Ball State University, 1, 2, 3, D; Butler University, 1, 2, 3, 6; DePauw University, 1, 2, M; Earlham College, 1, 2, B; Evansville College, 1, 2, B; Goshen College, 1, 2, B; Indiana Central College, 1, 2, B; Indiana State College, 1, 2, 3, 6; Indiana University, 1, 2, 3, D; Manchester College, 1, 2, B; Purdue University, 1, 2, 3, D; Saint Mary's College, 1, 2, B; Taylor University, 1, 2, B; Valparaiso University, 1, 2, B.

Iowa: Clarke College, 1, 2, B; Cornell College, 1, 2, B; Drake University, 1, 2, 3, M; Luther College, 1, 2, B; Marycrest College, 1, 2, B; Morningside College, 1, 2, B; State College of Iowa, 1, 2, 3, 6; University of Iowa, 1, 2, 3, D; University of Dubuque, 1, 2, B; Warburg College, 1, 2, B.

Kansas: Baker University, 1, 2, B; Bethany College, 1, 2, B; Bethel College, 1, 2, B; Fort Hays Kansas State College, 1, 2, 3, M; Friends University, 1, 2, B; Kansas State College of Pittsburg, 1, 2, 3, M; Kansas State Teachers College, 1, 2, 3, 6; Kansas State University, 1, 2, 3, M; Marymount College, 1, 2, B; McPherson College, 1, 2, B; Mount Saint Scholastica College, 1, B; Saint Mary College, 1, 2, M; University of Kansas, 1, 2, 3, D; Wichita State University, 1, 2, 3, M; Washburn University of Topeka, 1, 2, 3, M.

Kentucky: Asbury College, 1, 2, B; Berea College, 1, 2, B; Eastern Kentucky State College, 1, 2, 3, M; Kentucky State College, 1, 2, B; Morehead State College, 1, 2, 3, M; Murray State College, 1, 2, 3, M; University of Kentucky, 1, 2, 3, D; University of Louisville, 1, 2, 3, 6; Western Kentucky State College, 1, 2, 3, M.

Louisiana: Grambling College, 1, 2, B; Louisiana College, 1, 2, B; Louisiana Polytechnic Institute, 1, 2, B; Louisiana State University and Agricultural and Mechanical College, 1, 2, 3, D; Loyola University, 1, 2, 3, M; Northeast Louisiana State College, 1, 2, B; Northwestern State College of Louisiana, 1, 2, 3, M; Southeastern Louisiana College, 1, 2, B; University of Southwestern Louisiana, 1, 2, 3, M.

Maine: Farmington State Teachers College, 1, 2, B; Gorham States Teachers College, 1, 2, B; University of Maine, 1, 2, 3, M.

Maryland: Coppin State College, 1, B; Frostburg State College, 1, 2, B; Salisbury State College, 1, 2, B; Towson State College, 1, 2, M; University of Maryland, 1, 2, 3, D.

Massachusetts: Boston College, 1, 2, 3, M; Boston University, 1, 2, 3, D; Harvard University, 1, 2, 3, D; Lesley College, 1, 3, M; Springfield College, 1, 2, 3, D; State College, Bridgewater, 1, 2, M; State College Fitchburg, 1, 2, M; State College, Framingham, 1, 2, B; State College, Lowell, 1, 2, B; State College, North Adams, 1, 2, M; State College, Salem, 1, 2, M; State College, Westfield, 1, B; State College, Worcester, 1, 2, M; University of Massachusetts, 1, 2, 3, M; Wheelock College, 1, M.

Michigan: Albion College, 1, 2, B; Alma College, 1, 2, B; Calvin College, 1, 2, B; Central Michigan University, 1, 2, 3, 6; Eastern Michigan University, 1, 2, 3, M; Hope College, 1, 2, B; Michigan State University, 1, 2, 3, D; Northern

Michigan University, 1, 2, 3, M; University of Michigan, 1, 2, 3, D; Wayne State University, 1, 2, 3, D; Western Michigan University, 1, 2, 3, B.

Minnesota: Augsburg College, 1, 2, B; Bemidji State College, 1, 2, 3, M; Carleton College, 2, B; College of Saint Catherine, 1, 2, B; College of Saint Teresa, 1, 2, B; College of Saint Thomas, 2, B; Concordia College, 1, 2, B; Gustavus Adolphus College, 1, 2, B; Hamline University, 1, 2, B; Macalester College, 1, 2, M; Mankato State College, 1, 2, 3, M; Moorhead State College, 1, 2, 3, M; Saint Cloud State College, 1, 2, 3, M; Saint Olaf College, 2, B; University of Minnesota, Duluth, 1, 2, 3, M; University of Minnesota, Minneapolis, 1, 2, 3, D; Winona State College, 1, 2, 3, M.

Mississippi: Delta State College, 1, 2, B; Mississippi College, 1, 2, 3, M; Mississippi State University, 1, 2, 3, M; University of Mississippi, 1, 2, 3, D; University of Southern Mississippi, 1, 2, 3, M.

Missouri: Central Missouri State College, 1, 2, 3, 6; Drury College, 1, 2, M; Fontbonne College, 1, 2, B; Harris Teachers College, 1, B; Lindenwood College, 1, 2, B; Northeast Missouri State Teachers College, 1, 2, 3, M; Northwest Missouri State College, 1, 2, 3, M; Saint Louis University, 1, 2, 3, D; Southeast Missouri State College, 1, 2, B; Southwest Missouri State College, 1, 2, B; University of Missouri, Columbia, 1, 2, 3, D; University of Missouri at Kansas City, 1, 2, 3, M; Washington University, 1, 2, 3, D.

Montana: Eastern Montana College of Education, 1, 2, B; Montana State University, 1, 2, 3, M; Northern Montana College, 1, 2, B; University of Montana, 1, 2, 3, D; Western Montana College of Education, 1, 2, B.

Nebraska: Chadron State College, 1, 2, B; Concordia Teachers College, 1, B; Creighton University, 1, 2, M; Dana College, 1, 2, B; Hastings College, 1, 2, B; Kearney State College, 1, 2, B; Midland College, 1, 2, B; Municipal University of Omaha, 1, 2, 3, M; Nebraska Wesleyan University, 1, 2, B; Peru State College, 1, 2, B; University of Nebraska, 1, 2, 3, D; Wayne State College, 1, 2, M.

Nevada: University of Nevada, 1, 2, 3, M.

New Hampshire: Keene State College, 1, 2, B; Plymouth State College, 1, 2, 3, M; University of New Hampshire, 1, 2, 3, M.

New Jersey: Glassboro State College, 1, 2, 3, M; Jersey City State College, 1, 2, B; Montclair State College, 1, 2, 3, M; Newark State College, 1, 2, B; Paterson State College, 1, 2, 3, M; Rutgers The State University, 1, 2, 3, D; Trenton State College, 1, 2, M.

New Mexico: Eastern New Mexico University, 1, 2, 3, M; New Mexico State University, 1, 2, 3, M; University of New Mexico, 1, 2, 3, D; Western New Mexico University, 1, 2, 3, M.

New York: City University of New York: Brooklyn College, 1, 2, 3, M; City College, 1, 2, 3, M; Hunter College, 1, 2, 3, M; Queens College, 1, 2, 3, M; Columbia University Teachers College, 1, 2, 3, D; Cornell University, 1, 2, 3, D; Hofstra University, 1, 2, 3, M; New York University, 1, 2, 3, D; State University of New York: College at Albany, 2, 3, D; College at Brockport, 1, 2, M; College at Buffalo, 1, 2, 3, D; College at Cortland, 1, 2, M; College at Fredonia, 1, 2, M; College at Geneseo, 1, 2, M; College at New Paltz, 1, 2, M; College at Oneonta, 1, 2, M; College at Oswego, 1, 2, M; College at Plattsburgh, 1, 2, M; College at Potsdam, 1, M; Syracuse University, 1, 2, 3, D; University of Rochester, 1, 2, 3, D.

North Carolina: Appalachian State Teachers College, 1, 2, 3, M; Duke University, 1, 2, 3, D; East Carolina College, 1, 2, 3, M; Elizabeth City State College, 1, B; Fayetteville State College, 1, B; High Point College, 1, 2, B; Lenoir Rhyne College, 1, 2, B; North Carolina College at Durham, 1, 2, 3, M; North Carolina State College at Raleigh, 2, 3, M; Salem College, 1, 2, B; University of North Carolina, Chapel Hill, 1, 2, 3, D; University of North Carolina at Greensboro, 1, 2, M; Western Carolina College, 1, 2, 3, M; Winston-Salem State College, 1, B.

North Dakota: Minot State College, 1, 2, B; University of North Dakota, 1, 2, 3, M; Valley City State College, 1, 2, B.

Ohio: Bowling Green State University, 1, 2, 3, M; Central State College, 1, 2, B; Hiram College, 1, 2, B; John Carroll University, 2, M; Kent State University, 1, 2, 3, D; Miami University, 1, 2, 3, 6; Ohio State University, 1, 2, 3, D; Ohio University, 1, 2, 3, D; Ohio University, 1, 2, 3, D; Otterbein College, 1, 2, B; University, 1, 2, 3, D; Otterbein College, 1, 2, B; Saint John College of Cleveland, 1, B; University of Akron, 1, 2, 3, M; University of Cincinnati, 1, 2, 3, D; University of Dayton, 1, 2, B; University of Toledo, 1, 2, 3, D; Wilmington College, 1, 2, B; Wittenberg University, 1, 2, B.

Oklahoma: Bethany Nazarene College, 1, 2, B; Central State College, 1, 2, M; East Central State College, 1, 2, M; Northeastern State College, 1, 2, M; Northwestern State College, 1, 2, M; Oklahoma College for Women, 1, 2, B; Oklahoma State University, 1, 2, 3, D; Panhandle Agricultural and Mechanical College, 1, 2, B; Phillips University, 1, 2, B; Southeastern State College, 1, 2, M; Southwestern State College, 1, 2, M; University of Oklahoma, 1, 2, 3, D; University of Tulsa, 1, 2, 3, M.

Oregon: Eastern Oregon College, 1, 2, M; Lewis and Clark College, 1, 2, B; Marylhurst College, 1, 2, B; Oregon College of Education, 1, 2, M; Oregon State University, 1, 2, 3, D; Portland State College, 1, 2, B; Southern Oregon College, 1, 2, M; University of Oregon, 1, 2, 3, D.

Pennsylvania: Bloomsburg State College, 1, 2, B; California State College, 1, 2, B; Cheyney State College, 1, 2, B; Clarion State College, 1, 2, B; Duquesne University, 1, 2, 3, M; East Stroudsburg State College, 1, 2, B; Edinboro State College, 1, 2, M; Indiana State College, 1, 2, B; King's College, 2, B; Kutztown State College, 1, 2, M; Lock Haven State College, 1, 2, B; Mansfield State College, 1, 2, B; Marywood College, 1, 2, B; Millersville State College, 1, 2, B; Pennsylvania State University, 1, 2, 3, D; Shippensburg State College, 1, 2, M; Slippery Rock State College, 1, 2, B; Temple University, 1, 2, 3, D; University of Pennsylvania, 1, 2, 3, D; University of Pittsburgh, 1, 2, 3, D; West Chester State College, 1, 2, B.

Puerto Rico: University of Puerto Rico, 1, 2, 3, M.

Rhode Island: Rhode Island College, 1, 2, 3, M.

South Carolina: University of South Carolina, 1, 2, 3, 6.

South Dakota: Augustana College, 1, 2, B; Black Hills State College, 1, 2, B; Northern State College, 1, 2, 3, M; South Dakota State University, 2, 3, M; Southern State College, 1, 2, B; State University of South Dakota, 1, 2, 3, M.

Tennessee: Austin Peay State College, 1, 2, M; East Tennessee State University, 1, 2, 3, M; George Peabody College for Teachers, 1, 2, 3, D; Memphis State University, 1, 2, B; Middle Tennessee State College, 1, 2, 3, M; Tennessee Agricultural and Industrial State University, 1, 2, B; Tennessee Technological University, 1, 2, B; University of Tennessee, 1, 2, 3, D.

Texas: Abilene Christian College, 1, 2, B; East Texas State University, 1, 2, 3, M; Hardin-Simmons University, 1, 2, B; Incarnate Word College, 1, 2, B; North Texas State University, 1, 2, 3, D; Our Lady of the Lake College, 1, 2, 3, M; Prairie View Agricultural and Mechanical College, 1, 2, B; Sam Houston State Teachers College, 1, 2, M; Southern Methodist University, 1, 2, 3, M; Southwest Texas State College, 1, 2, 3, M; Stephen F. Austin State College, 1, 2, 3, M; Texas Christian University, 1, 2, 3, M; Texas College of Arts and Industries, 1, 2, 3, M; Texas Southern University, 1, 2, 3, M; Texas Technological College, 1, 2, 3, M; Texas Wesleyan College, 1, 2, B; Texas Woman's University, 1, 2, M; Trinity University, 1, 2, 3, M; University of Houston, 1, 2, 3, M; University of Texas, 1, 2, 3, D; West Texas State University, 1, 2, 3, M.

Utah: Brigham Young University, 1, 2, 3, 6; College of Southern Utah, 1, B; University of Utah, 1, 2, 3, D; Utah State University, 1, 2, 3, D.

Vermont: University of Vermont, 1, 2, 3, M.

Virginia: Longwood College, 1, 2, M; Madison College, 1, 2, M; Radford College, 1, 2, B; University of Virginia, 1, 2, 3, D; Virginia State College, 1, 2, 3, M.

Washington: Central Washington State College, 1, 2, 3, M; Eastern Washington State College, 1, 2, 3, M; Fort Wright College of the Holy Names, 1, 2, B; Pacific Lutheran University, 1, 2, M; Seattle Pacific College, 1, 2, B; University of Puget Sound, 1, 2, 3, M; Washington State University, 1, 2, 3, D; Western Washington State College, 1, 2, 3, M.

West Virginia: Bluefield State College, 1, 2, B; Concord College, 1, 2, B; Fairmont State College, 1, 2, B; Glenville State College, 1, 2, B; Marshall University, 1, 2, 3, M; Shepherd College, 1, 2, B; West Liberty State College, 1, 2, B; West Virginia State College, 1, 2, B; West Virginia University, 1, 2, 3, D.

Wisconsin: Alverno College, 1, 2, B; Cardinal Stritch College, 1, 2, B; Carroll College, 1, 2, B; Edgewood College of the Sacred Heart, 1, 2, B; Marquette University, 1, 2, 3, M; Mount Mary College, 1, 2, B; Saint Norbert College, 1, 2, B; Stout State University, 2, 3, M; University of Wisconsin, Madison, 1, 2, 3, D; University of Wisconsin, Milwaukee, 1, 2, 3, M; Viterbo College, 1, 2, B; Wisconsin State University, Eau Claire, 1, 2, B; Wisconsin State University, La Crosse, 1, 2, M; Wisconsin State University, Oshkosh, 1, 2, B; Wisconsin State University, Platteville, 1, 2, B; Wisconsin State University, River Falls, 1, 2, B; Wisconsin

State University, Stevens Point, 1, 2, B; Wisconsin State University, Superior, 1, 2, 3, M; Wisconsin State University, Whitewater, 1, 2, B.

Wyoming: University of Wyoming, 1, 2, 3, D.¹

Mr. BELL. I assume there is a relatively small number of colleges, nationwide, today that have this.

Mr. HOWE. Nationwide there is a large number of higher education institutions preparing teachers for work in the schools, a very large number.

Mr. BELL. How does that compare with the need for teachers? Do you have any figures to show this?

Mr. HOWE. You are addressing yourself to the overall need for teachers here?

Mr. BELL. Yes.

Mr. HOWE. My view is that the issue is not one of major expansion in the numbers of institutions as much as it is the need for the expansion of programs which exist at those institutions. It is probably more economical to expand the numbers of programs at those institutions with the reservation that there may be areas of the country not as well served as they should be, in which case there may be a need for new institutions to emerge.

We will try to bring you, Mr. Bell, some accurate figures on the actual number of teacher training institutions broken down by States, so that you can get a look at these figures.

Mr. BELL. I am trying to help you. I am trying to find out what the need is and where the Teacher Corps can best fill the gap, and what would happen without the Teacher Corps.

Mr. HOWE. In effect, the Teacher Corps is adding to the ability of existing institutions to train teachers. This is over and above what they would normally do. This is one of the points that Mr. Graham made, about having had difficulty in mounting the program in some institutions because they have had to get new staff members to do that.

Mr. HAWKINS. Will the gentleman yield?

Mr. BELL. I will yield.

Chairman PERKINS. The Chair will have to start recognizing members in order according to seniority.

First, let me compliment you, Mr. Commissioner and Mr. Graham. I personally feel that your amendments are very constructive, as always.

The only comment I want to make about the Teacher Corps under your proposed amendment is this: No teacher will be assigned to any local school district unless that local school district makes a special request for a teacher from the Teacher Corps. Am I correct?

Mr. HOWE. That is correct, sir.

Chairman PERKINS. There are a couple of other basic questions that give me considerable worry.

First, under title I, what is your commitment for fiscal 1967, the total commitment as far as you can read it up through June 30th of this year?

Mr. HOWE. My recollection, which I will have to check, is \$1,053 million. Mr. Estes tells me that is correct.

¹ As reported by the National Council for Accreditation of Teacher Education, Aug. 31, 1965.

Chairman PERKINS. Last year we raised the income level limitation effective, I think, in fiscal 1968, including the migrant workers and dependent children of military personnel overseas, and the handicapped.

If I read your estimates correct, title I for fiscal 1968 would take approximately \$2,400 million.

Here is a problem that faces us now. The school people over the country will not be knocked over the heads with this. They may have to cut back now and reduce their personnel. If I read the budget estimates correctly—and I know the President of the United States is most interested because you would never be here today but for the great effort that he put out in behalf of the Elementary and Secondary Education Act—if I read the budget figures correctly, we only have \$1,240 million, which is approximately 50 percent of the funds necessary to carry on this program during fiscal 1968, and especially considering the great demands on fiscal 1967 when we spent \$1,053 million, as you just stated.

Do you propose later on to recommend a supplemental, or to make a request of that kind, so that this program can be properly funded?

Mr. HOWE. Mr. Chairman, let me comment on this.

First of all, the history of the appropriation for title I is that in the first year of it we had appropriated \$959 million. In the second year, \$1,053 million. We propose for fiscal 1968 \$1,200 million, so that we have in the funding of this particular title a slow but steady increase in the total amount of funding.

In direct answer to the second portion of your question, we do not intend to bring up a supplemental for title I in fiscal 1967. It might help our interpretation of this if I were to ask Mr. Estes, on my right, to comment on the distribution among the States of the \$1,053 million we have for fiscal 1967 and the effects of this on the program.

Mr. ESTES. I would just add that the \$1,200 million that will be requested for fiscal year 1968 represents approximately a 13-percent increase over fiscal year 1967. We anticipate that this will provide for approximately 700,000 additional disadvantaged children.

We are convinced that this is an appropriate increase in our program. During the past year, fiscal year 1966, 41 percent of our funds went for teaching personnel; perhaps more of it would have gone for teacher personnel if teachers had been available.

So in answer to your original question, we would submit that the increase is appropriate, perhaps as much as can be absorbed by local educational agencies during fiscal year 1968.

Chairman PERKINS. As you know, we set this program up in rather a hurry. We had difficulty getting many people to comment on the program. Now they are in the program and they have gone to great trouble to provide compensatory quality educational programs. It has just started to take hold.

If we, in effect, cut this program back, we are going to frustrate and confuse the school systems of this country, and set back Federal aid to education some 10 or 15 years, in my judgment.

I make that observation because I have been working on this subject for 19 years that I have been in Congress. I just don't see how we can afford to dilute and cut back our program at this time, notwith-

standing world conditions today. That is the point that really worries me, and that is the point that the school people are concerned about.

I wish you could take my calls that I have received on this. Their statements to me are diametrically opposite from what you just now stated to the committee. I think you will find that all the evidence that will come in throughout the Nation from the school people will be that opposite.

You stated last year we only had sufficient money for programing purposes. In the extensive hearings that we conducted, it was learned that there is a great need for school construction in these deprived areas over the country today, as much as maybe \$10 billion or \$15 billion.

I would think if we are going to even touch the surface in doing something here, we really should completely fund title I. That is my humble judgment about it.

I make that observation after the most careful study of all your reports and the great demand for these programs which have worked so wonderfully well. They are getting better all the time. But if we dilute them at this time, I am afraid that it is going to go a long way toward destroying confidence in a great program.

This program, when enacted, was to try to do something for the deprived child.

I want to make one further comment.

I read in the papers the other day about the reports of Tom, Dick, and Harry, and that perhaps compensatory education was not the answer. But if you transport a child anywhere you want to transport him and put him in a school system, the best school system in a city, it would appear to me that you still have to have that quality education program for those extra youngsters.

I say that as a country school teacher, one who taught school in a little school at \$60.54 a month back in 1932. It is just elementary that we cannot get away from the fact that quality compensatory education programs will cost money. There is nothing that will relieve that point.

That is the only point I care to make. I think it is the President's wish that we go ahead with this commitment and do everything in our power to do something that would improve education at the elementary and secondary level.

Mr. HOWE. Mr. Chairman, I just wanted to clarify the point.

I don't think we have had what you could call a cutback. We have had, certainly, an increase in funding, as I have outlined it over these 3 years. But certainly not an increase which meets all expectations or what people would like to have.

I think this is the reason for some of the calls you were receiving, and I can assure you I am probably receiving just as many as you.

Chairman PERKINS. I am sure you are. I admire your administration. I think you are a great administrator and a great Commissioner, and you know what you are doing.

Mr. REID. Mr. Chairman—

Chairman PERKINS. The gentleman from New York.

Mr. REID. May I first compliment Mr. Howe on his testimony and say how delighted we are to have him here.

On this point, am I correct in assuming that only 17,000 out of some 27,000 school districts are being funded under title I, and that only some \$200 million at the moment is scheduled to be spent in our major cities?

My question would be this: Is it wise or privy to shortchange the youth of America because of the war in Vietnam, even indirectly, and isn't there a need for full funding of this program, particularly in the cities and in the ghetto areas where the need is clear and present?

I would think \$200 million would hardly fund this area in the cities, nor the amount that you have of some \$1.2 billion, where we have our most serious need for the disadvantaged throughout the United States.

Is there a budgetary reason why you have to do this? Shouldn't there be strenuous efforts to fully fund it?

Mr. HOWE. I think there is a need for the orderly expansion for this program in the light of the availability to local school districts of people to do the kinds of things that the program commands. I think we can perhaps argue over whether the rate of expansion we have proposed is the right rate of expansion.

I presented testimony here last year to the effect that full funding of the total authorization would create a situation which would mean, in all likelihood, unwise expenditure of funds. I still believe that is the case.

Were we to go to total authorization, we would find it impossible, in a local school district, to handle the focus on the deprived child with the right kind of people to do the job, and we need to expand the program on a basis which makes it possible to do that.

The program has never been seen by us, or as far as I know by its congressional sponsors, as a program designed primarily as a building program. It has been designed primarily as a program to provide additional immediate services, educational in nature, related to health activities and these kinds of things. It had building and equipment aspects where these might be directly related to services to deprived children.

It seems to me that at some point the Federal Government ought to consider some form of major funding for construction in elementary-secondary schools. But I don't think any of us have conceived of this program as exactly that.

Mr. REID. I just have one final comment.

What troubles me is that the various CAP programs are being cut 50 percent in the poverty program. Unless we do something more meaningful in elementary and secondary, particularly title I, I think many of the youth are going to be shortchanged and our cities shortchanged. I hope we don't do that.

Mr. HOWE. Let me add one comment, Mr. Reid, to this effect: I am sure most of the committee members are aware that we will be launching a new program in fiscal 1968 called operational follow-through. The appropriations on that will come via the Office of Economic Opportunity. This will bring about \$100 million additional into the activities of the Office of Education for the benefit of deprived children in places where title I is operating.

So there will be an expansion of in excess of \$100 million additional that does not come into the budget figures we have been discussing at the present time.

Mr. REID. Thank you, Mr. Chairman.

Chairman PERKINS. The gentleman from Ohio.

Mr. AYRES. Mr. Commissioner, we thank you for coming before the committee this morning. I am sorry I was late, but there are some other activities on the Hill.

In view of the fact that I didn't get a chance to hear all of your testimony, I will yield to the gentleman from Minnesota.

Mr. QUIE. I will yield to the gentlelady from Oregon.

Mrs. GREEN. I have just two short questions on the Teacher Corps. How many cities have applied for Teacher Corps?

Mr. GRAHAM. I don't have the total number. A number of these requests are informal and have come directly to universities and other people now participating in the program. I can get an assessment for you.

(The information requested follows:)

For the academic year 1966-1967, 179 local educational agencies applied for Teacher Corps teams.

Mrs. GREEN. There are 111 which are actually participating, regardless of how many applied; is that correct?

Mr. GRAHAM. Yes; that is correct.

Mrs. GREEN. And there are about 27,000 school districts in the country?

Mr. GRAHAM. Yes.

Mrs. GREEN. When you speak of the 76 out of the 79 who approved of it, don't you think it is obvious that the 79 who applied would be in favor of it, but if we place it in its proper context we really don't have any true evaluation of the acceptability or the desirability of the program if there are only 111 out of 27,000?

Mr. HOWE. I think this is a very fair comment, Mrs. Green, but it is hard for us to ask people who don't have a program about their feelings on its operation. They are not intimately acquainted with it. We could try to get some information for you about the group that is interested, but that doesn't have program.

Mrs. GREEN. I just wanted to make that one comment.

I don't think it is fair to say that everybody is for this, that this is a great program, when there are only that number.

Secondly, is it fair to say that this is a big-city program? I am not arguing whether this is good or bad. Certainly the problems of the big cities are most serious.

Mr. GRAHAM. Some 20 to 25 of the larger cities do have programs.

Mrs. GREEN. I mean the new programs from your amendments as you outlined them. You showed the cooperation between the colleges, the universities, and the local school districts, as an essential part of the Teacher Corps program. Therefore, I must conclude, and correct me if I am wrong, that it would be a program that would only operate in those places where there was a college or university.

Mr. GRAHAM. At the present time, 60, I believe, of the 111 school districts are rural school districts. It is our expectation that about that same percentage would be here.

Mrs. GREEN. But your slides show the necessary elements of co-operation between the colleges and the districts.

Mr. GRAHAM. Yes. In some cases the local school systems are 120 or 130 miles away from the local institution. The Corps members in such cases generally leave their schools on a Friday afternoon, come to the university, and take courses late Friday afternoon and all day Saturday.

Mrs. GREEN. Then you do not anticipate just this being a big-city program?

Mr. GRAHAM. No.

Mrs. GREEN. Let me say while I have not been friendly to the Teacher Corps, I do appreciate the effort you have made in the amendments which you have offered. I would hope that perhaps, on a co-operative spirit between the executive and the legislative branch, some other changes might be made to supply teachers.

I am not sure we are really looking at the total problem. For example, have you made a study of why teachers leave the slum schools and how many go? What is the exodus from your very disadvantaged area?

Mr. HOWE. This is a truly complex matter, Mrs. Green. Many school districts operate a system of preferential assignment in which teachers gain the opportunities for choosing their assignments on the basis of years of service and they tend to select themselves out of these difficult districts because of that arrangement.

There are arrangements in existence between teacher organizations and school districts, and contracts which set up this preferential system.

Mrs. GREEN. But isn't it true that there is a tremendous exodus of teachers from the very schools that we are trying to help with the Teacher Corps?

Mr. HOWE. This is true. These schools tend to have substandard staffs to a higher degree than other schools.

Mrs. GREEN. I am just suggesting that I don't think this necessarily goes to the heart of the problem. I don't think we have made enough of a study of the slum school to know how we can attract and retain teachers there. Maybe it is going to be by a big salary increment. Maybe it is going to be through the means of compensatory education, as the chairman suggested, with very small classes. There are a lot of alternatives that should be explored.

I think to say that the Teacher Corps is the answer is perhaps a superficial answer.

Mr. HOWE. I would quite agree the Teacher Corps is not the sole answer. Title I in itself represents a vastly larger and more significant answer than the Teacher Corps.

Chairman PERKINS. I would like to comment on that very point. The Teacher Corps in my judgment is a part of it. You ought to come to my office and read my mail. You don't have to make a study to show why there is an exodus of the best schoolteachers from eastern Kentucky. It is because of a lack of facilities and lack of resources in the area.

Our best teachers go to Florida, Ohio, Detroit, and all over the country. It has been that way for years and years.

Mr. GIBBONS. Fort Lauderdale and Miami.

Chairman PERKINS. I have received this month perhaps 100 letters from those teachers now in other States. It is so elementary why they go away. There have been so many studies of that made that I think it is time, sooner or later, that we have to enact the school construction program and make sure that we get the other facilities, also doing something about improving the teacher salaries.

Mrs. GREEN. This is really the only point. If we have an exodus of 20 teachers from the slum school for every Teacher Corps member who goes in, we are not really accomplishing very much.

Again, in the overall program, is the Office making any recommendation about the transfer of the educational programs from the OEO to the Office of Education?

Mr. HOWE. We are making no recommendation to the Congress about this. We do have Operation Follow-Through as a new program which will constitute such a transfer, actually a delegation, so-called, from OEO to HEW, to be operated through the Office of Education. This will be, again, a major program in the realm of \$100 million a year.

Mrs. GREEN. I am expressing a concern that I think it is the responsibility of both the executive and the legislative branch to take an overall look at all the problems. I can cite as one example, and I am sure that there are thousands of others. When we were having hearings in Palo Alto recently the teacher said:

I teach kindergarten. I have 30 youngsters in the morning and 30 youngsters in the afternoon. Many of them are the kids who were in Headstart the year before.

Would you tell me what sense it makes for the Federal Government to have a program where they give me 30 youngsters in the morning and 30 in the afternoon, and a Headstart teacher has 20 youngsters during the entire day and two teacher aids and I have no teacher aid?

Mr. HOWE. This is the reason for Operation Follow-Through, to try to solve that kind of problem.

Mrs. GREEN. But isn't it also an example of the failure on the part of the Government to take an overall look, rather than go about this on a patchwork basis. We have a program here for something where we don't know what the real problems may be?

Mr. HOWE. I think we have tried, Mrs. Green, to take a rather comprehensive look. We wouldn't want to get into the business of telling that school district what size its kindergarten or first grade classes should be. It ought to be deciding that.

We ought to be in the business of providing resources so it has better options than it has now.

Mrs. GREEN. So that they have the same option in kindergarten as in Headstart.

Mr. HOWE. That is correct. This is why we tried to move this Follow-Through program in, despite budget stringencies.

Mrs. GREEN. Are you making any recommendations for changes in cooperative research in terms of the educational laboratories throughout the country?

Mr. HOWE. Not legislative changes. We are reviewing the entire program.

Mrs. GREEN. One more question.

The Civil Rights Commission recently came out with a recommendation that in no school should there be more than 50 percent Negroes. I am asking if the newspaper report was accurate, that you endorsed this particular recommendation?

Mr. HOWE. I didn't endorse the recommendation in the sense of endorsing the legislation they propose. I did endorse the statement of the Civil Rights Commission in the sense that I said that the Civil Rights Commission had identified for us, in a very good way, an issue that I believe they are right about: that ultimately, in order to provide quality education, we would have to provide desegregated education.

Their report makes this very clear. But I have made no comment at all on the idea of setting up specific percentages of youngsters, as their report suggests.

Mrs. GREEN. We know you are in favor of the present program, of course, to integrate schools, but how did their recommendation that you endorsed differ from the present situation? That is, if you were not endorsing the 50 percent?

Mr. HOWE. I was not endorsing the suggested Federal legislation for required racial balancing which they suggested in their report. It seems to me, to elaborate on this a little bit, if the Federal Government is going to get into that kind of an activity, it probably ought to do so by creating the incentives so that people in local school districts can make their decisions about this sort of thing, rather than by actually legislating required percentages of change.

We have school districts now, and we have States, which have interest in doing that sort of thing. The State of Massachusetts has passed a racial balancing act through its legislature, and is about the business of doing the kind of thing that the Civil Rights Commission suggests.

Some cities have expressed interest in doing this kind of thing and are using some of the programs that we make available to them to advance it.

But it seems to me that there are many very practical problems about requiring racial balancing on a required basis with penalties attached to it if it is not done. This is the kind of issue, I think, we ought to walk very slowly on.

Mrs. GREEN. Thank you.

Chairman PERKINS. Mr. Bell?

Mr. BELL. Mr. Commissioner, as I understand it from your testimony, there are 27,000 school districts in the Nation, and 17,000, roughly, that are being affected by title I. I want to retrace some figures you gave me.

Did you say 115 school districts were being covered by the Teacher Corps?

Mr. HOWE. 110.

Mr. BELL. If the figures you are going to give me on the number of school districts affected by the colleges that have their own programs, if it is rather small or close to that figure, we are really not scratching the surface, are we?

Mr. HOWE. The Teacher Corps is really a demonstration operation which has, I think, one of its major advantages in encouraging institutions to go ahead with training programs that focus more on teachers who will work with disadvantaged youngsters.

It sets up a series of different models around the country, widespread throughout the country, which has a useful effect of this kind.

Mr. BELL. Mr. Commissioner, getting a little bit to Mr. Gurney's question, is this the only way we could do this, by expanding the Teacher Corps? Could we do it by sending money into the different school districts, States, and so forth, and letting them evaluate their needs and set up the programs upon which basis they could operate?

Wouldn't that accomplish the same thing and allow the States to do it instead of the Federal Government?

Mr. HOWE. I think you are quite correct that this is not the only way we could do it. It is, apparently, a useful way for us to try.

It seems to me that you could devise a half dozen patterns of encouragements of teacher training under existing institute programs, under other new programs which might be mounted, which would have somewhat similar effects.

Mr. BELL. Let me interrupt you to ask you:

What is wrong with going in the direction which Mr. Gurney suggested, that we just send money into these different areas of the States with the guideline that, they must expand their teacher programs to allow them to do it in the direction which they thought best suited their interests?

Why is the Teacher Corps a better way to do this than the way Mr. Gurney suggested?

Mr. HOWE. If you were to do that, I would assume the Congress would want to set into operation a requirement that the funds were indeed to be used to produce additional teachers who would serve disadvantaged areas.

Mr. BELL. Yes. That can still be part of the package.

Mr. HOWE. It might be possible to operate a program this way. But, in effect, this is what the amendments and the procedures that Mr. Graham has outlined to us do with the Teacher Corps.

Mr. BELL. It is similar, except that there would be less likelihood of criticism of Federal control and Federal interference, and so on. I am not saying there necessarily is Federal interferences, but the criticism is often heard. Wouldn't this be a much less irritating way of doing the job?

Mr. HOWE. Possibly. I think you have a very great gain here from the opportunity for national recruitment. There are areas of supply and areas of shortage. The national recruitment program brings an overall focus into getting people interested in this program and then making them available generally in very much the way you suggest.

It seems to me that the possibility of tapping, very broadly, people who may be available without regard to State lines makes good sense.

Mr. GURNEY. Will the gentleman yield for a question?

Mr. BELL. Yes.

Mr. GURNEY. Following this same line of questioning, would you produce for the committee, unless you have the figures here, what your administrative costs are in the Teacher Corps program, for the past year and what you propose it for the next year?

Quite apart from the reluctance of Congress to go into the Teacher Corps, I think the point can also be made that you are setting up another bureaucracy to do the same thing that is being done already,

and apparently well, from the colloquy which has followed here, by another agency. That is important, too.

Mr. HOWE. We will bring you that information. The Teacher Corps operates with a very small central staff. Mr. Graham can give you numbers now, if you want them.

(The figures requested follows:)

As of February 28, 1967, obligations for Federal administration of the Teacher Corps for fiscal year 1967 totalled approximately \$495,000.

Mr. GRAHAM. We do have 44 people on board now. We are authorized 57. So it is a small staff.

Mr. BELL. Concerning this suggestion that Mr. Gurney and I are discussing, would you have any problem in recruitment?

For example, as the chairman indicated, Kentucky might have difficulty in getting teachers there, whereas, New York might not have problems. Is this correct? Would this be an argument for the Teacher Corps?

Mr. HOWE. I think the national recruitment brings probably a greater supply of potential teachers to all States in the way it is set up in the Teacher Corps program.

Mr. BELL. The national recruitment would then have to be an integral part of this suggestion?

Mr. HOWE. I won't argue about it having to be, but I would say I would certainly prefer it as a device for bringing both quantity and quality into the picture.

Mr. BELL. I wanted to ask some questions on a different tack.

I have noted in the past, where title I is concerned, in some areas in California they have had some problems relative to schools getting approval from CAP agencies under the poverty program. This was supposedly eliminated under certain amendments to title I last year, although I still note in some areas of California the CAP agencies and the local school boards are considering it necessary for them to get the approval of poverty programs in their areas before they can go ahead on their particular programs.

Is this still going on? I am hoping that we can clear this up.

Mr. HOWE. Let me ask Mr. Estes to comment on this.

Mr. Chairman, before he does comment, could I say in case any of the committee members are going to this 12:30 affair at the Office of Education, and I see some are having to leave—

Chairman PERKINS. I promised Mr. Pucinski and Mr. Brademas an opportunity to question you, if you could remain a few minutes.

Mr. HOWE. I only wanted to get across the information that special arrangements are made for committee members. If they will go in the C Street side of the Office of Education Building, they will not find themselves trapped as much in the crowd as if they went in the other side.

Now I will ask Mr. Estes to go ahead.

Mr. ESTES. Your point is well taken. As a matter of policy, we think there is a great deal of value of local school districts cooperating with local community agencies in formulating, developing, and operating their programs.

During the first year, there were some problems in this area throughout the country for several reasons. In the first place, title I was in

operation frequently before the community action groups got underway.

Secondly, in the beginning of any new program as complex as title I, I think you have great room for misunderstanding. We feel, however, at this point, that with the number of communities where there was a good relationship, where the community groups and the school groups did get along well together, that the value from this cooperation far outnumbered the groups where we did have difficulties.

We think we have made improvements. We have worked with OEO in developing procedures that would eliminate the kinds of problems that you are mentioning at this point.

Mr. BELL. In some instances the local school boards and OEO were interpreting this as a veto power on the part of the CAP agencies. That is what is wrong.

Mr. ESTES. The local school board does have the responsibility for administering the program under title I, and it is the sole responsible agent for these funds.

Mr. BELL. You are making that clear.

Chairman PERKINS. Can you complete in one more question?

Mr. BELL. I yield to Mr. Pucinski.

Mr. PUCINSKI. Commissioner, I just wanted to ask you about one thing.

We spent \$987 million, almost \$1 billion, in fiscal 1966, and another \$1 billion in fiscal 1967, which amounts to a little more than \$1,000 per child in compensatory education, the youngsters entitlements.

How is this program working? Do you have any tests, studies, or surveys to show that these youngsters in the culturally deprived schools are having some improvements in their academic achievements as a result of this kind of assistance over the last 2 years?

Mr. HOWE. Yes, Mr. Pucinski; I think we do. Let me say, first of all, that because this operates as a highly decentralized program in which the essential program is at the local level and then to the State, that our communications process takes time in getting some assessment. We are beginning to get that.

We will deliver to the Congress within 2 weeks our first publication in this realm of assessment. It will be a report of individual State reports just on the point you raise.

Mr. PUCINSKI. Will there be some results of some testing and various other methods to show us completely, and show the country, that this has been a wise investment?

Mr. HOWE. There will be some examples of this from different States, not from all States. All States did not get their assessment procedures into line with the same efficiency.

Mr. PUCINSKI. Commissioner, there has been a great deal of discussion here today about the inevitability of some sort of a construction program. This apparently is the great problem that our local communities are faced with.

We passed a school bond issue in Chicago yesterday for \$25 million, and we passed a 15-percent increase in the levy, and various other things. But even that just barely touches the surface.

Would you consider amending the impacted areas bill to provide one-half of the cost of educating youngsters at the local level who live in public housing units? This is where the greatest need exists for con-

struction, for improvement. These youngsters now are, to a great extent, being cared for by the Federal Government in terms of Federal assistance, aid to dependent children, and so on.

These public housing units, of course, do not pay any local taxes. The whole concept of impacted areas is in lieu of taxes. Most of these structures were built by the Federal Government, or at least with substantial Federal assistance.

There are in this country today some 1 million youngsters who live in public housing units. In the city of Chicago, if we were to include these youngsters under impacted areas, 815 and 874, the city of Chicago would get approximately \$25 million of immediate help for broad assistance in the community. This would be unmarked money. It is money that can be worked into the whole program.

I think it would relieve the large cities of America and the small cities. In the 14 major cities of this country there are 275,000 youngsters who now live in public housing units. I think it is of interest, though, that the remaining 725,000 live in rural areas and smaller communities.

It seems to me the program, as I had estimated it, would cost \$300 million and would bring immediate direct assistance into the areas of greatest need. When we passed title I, when we passed the Elementary and Secondary Education Act, the whole concept of this legislation was to provide Federal aid into areas of proven need. These are the areas of proven need.

Would you, Mr. Commissioner, be willing to consider amending the impacted areas bill to give the communities this kind of direct assistance for construction and other needs?

MR. HOWE. Let me say, Mr. Pucinski, first of all, that I think this is an interesting proposal.

Second, I would not want to try to comment on it in detail without examining its total effects. It is fairly clear that there are a variety of building needs, and hitching this to public housing may or may not, in my view, handle the rather complex series of problems that exist.

Mr. Perkins points to a series of building problems in areas which probably don't have much public housing as an index for providing such aids. Some of what you might describe as blue-collar suburban areas of the country, the lower cost housing suburban areas, have very low tax bases and have a real problem in providing adequate facilities there. I think any building program which we devise has to address itself to these various fronts.

I hope we can examine that kind of a picture. If you would like us to, we will take a look at the suggestion you have outlined and give you a response on it.

MR. PUCINSKI. Thank you very much, Commissioner.

CHAIRMAN PERKINS. Mr. Brademas.

MR. BRADEMAS. I have just a couple of questions, Mr. Chairman.

First, it happens to be my birthday, too, today, Mr. Commissioner, so I wish you a happy birthday, too.

MR. HOWE. I think it is quite appropriate that you coincide with the Office of Education.

MR. BRADEMAS. I just want to make an observation on the Teacher Corps and ask you two quick questions on title III.

We spent a good deal of time on the Teacher Corps today. What strikes me is how much time we have given to what is a very modest effort, after all, only 1,200 or so people now, and you are proposing only 5,500 in fiscal 1968.

I think you have not tried to argue that the implementation of your proposals, would begin to solve the very serious shortages of teachers in areas of poverty in the United States. You have argued that the Teacher Corps is in large measure an experimental program, designed not only to provide some needed teaching help in such areas, but to stimulate our colleges, school systems, universities generally, to give more attention to people for service in these areas, if I correctly understand it.

Mr. HOWE. This is correct.

Mr. BRADEMAs. I am also impressed by the fact that we have really had almost no concrete evidence of any significant degree of unhappiness or hostility from out in the States or the local school systems where, after all, they have to carry out such programs. At least I haven't heard of any.

I may say, perhaps, my having made that observation on two or three occasions this morning, it may now trigger some mail. I will be interested to see if there is any, as I am sure you will be, but apparently nobody in the countryside is complaining bitterly or deeply about the Teacher Corps.

Mr. HOWE. It is quite clear we have been more successful in antagonizing the Congress with the Teacher Corps than antagonizing the people who have been using it.

Mr. BRADEMAs. As we say on the floor of the House, I would like to associate myself with your remarks.

Another thing I wanted to ask you about is the statement in the President's message of February 28 on education and health in America, that—

The total Federal dollar expenditures for educational purposes, including health training, which I propose for fiscal 1968 will amount to \$11 billion, an increase of \$1 billion, or 10 percent over 1967.

It would be interesting for me to know, and you may not be prepared to answer this, how much the health training represents, and putting the health training to one side, how much really is the President proposing in his budget for educational purposes for fiscal 1968?

I am not impressed by the suggestion that he is proposing very much more.

Mr. HOWE. Let me give you one or two overall figures which will be only a partial answer and then we will get the health training figure for you.

The overall budget of the Office of Education for existing programs which we administer will go up by \$153 million from fiscal 1967 to fiscal 1968. The addition of new programs to the Office of Education, new programs being proposed by the President, will add some \$67 million to that.

Then you have to add the amount of new programs which will be delegated to the Office of Education under OEO delegation, Operation Follow-Through, and add \$100 million, approximately, for that. So

if you add those three together, you get a very close approximation of the additional operating activity in the Office of Education in 1968 over 1967.

The rest of the increase cited in that early portion of the President's message relates to educational activities in a variety of other agencies. We can get a breakdown on that and give it to you.

(The breakdown referred to follows:)

TABLE G-1.—Federal funds for education, training, and related programs by agency

[In millions of dollars]

Agency	New obligational authority			Expenditures		
	1966 actual	1967 estimate	1968 estimate	1966 actual	1967 estimate	1968 estimate
ADMINISTRATIVE BUDGET						
Department of Health, Education, and Welfare:						
Office of Education.....	3,342 (3,342)	4,018 (3,918)	4,155 (4,055)	1,972 (1,972)	3,047 (2,947)	3,556 (3,356)
Public Health Service:						
National Institutes of Health.....	773	852	897	558	790	804
Other Public Health Service.....	200 (200)	341 (341)	433 (421)	84 (84)	193 (193)	285 (270)
Vocational Rehabilitation Administration.....	90	124	151	82	121	146
Welfare Administration.....	47	60	64	43	57	66
Other health, education, and welfare.....	28	26	104	22	30	50
Total, Department of Health, Education, and Welfare.....	4,479 (4,479)	5,421 (5,321)	5,803 (5,691)	2,762 (2,762)	4,238 (4,138)	4,906 (4,691)
Department of Defense:						
Military activities:						
Army.....	743	1,013	857	715	1,008	856
Navy.....	513	586	560	511	573	558
Air Force.....	645	711	695	625	707	701
Other.....	54	52	50	52	48	50
Civil activities.....	20	21	25	16	25	27
Total, Department of Defense.....	1,975	2,384	2,188	1,918	2,361	2,191
Office of Economic Opportunity.....	742	892	1,291	588	841	1,115
National Science Foundation.....	480	480	526	368	395	455
Veterans' Administration.....	80	415	472	79	415	472
Department of Labor.....	408	405	415	283	284	394
Department of Housing and Urban Development.....	300 (300)	9 (9)	345 (345)	312 (312)	347 (-253)	340 (-1,260)
Department of the Interior.....	205	237	240	205	216	243
Economic assistance.....	137	160	225	82	108	158
Department of Agriculture.....	188	192	205	170	182	196
Atomic Energy Commission.....	108	119	120	103	115	120
National Aeronautics and Space Administration.....	143	117	111	119	141	136
Department of State.....	67	62	64	69	66	66
District of Columbia.....	22	30	62	20	32	36
Peace Corps.....	57	50	55	67	47	50
Military assistance.....	67	56	42	67	51	42
Library of Congress.....	26	32	38	25	31	37
Smithsonian Institution.....	27	32	37	30	41	42
Department of Transportation.....	32	31	33	32	32	32
Department of Commerce.....	12	15	23	11	14	20
National Foundation on the Arts and the Humanities.....	6	11	16	1	8	15
Department of Justice.....	8	9	13	4	9	12
U.S. Information Agency.....	8	10	11	8	10	11
General Services Administration.....	4	4	5	4	4	5
Tennessee Valley Authority.....	2	2	2	2	2	2
U.S. Government Printing Office.....	1	1	1	1	1	1
U.S. Arms Control and Disarmament Agency.....	1	1	1	1	1	1
Small Business Administration.....	1	1	1	1	1	1
Total budget funds for education, training, and related programs.....	9,587 (9,587)	11,175 (11,075)	12,346 (12,234)	7,313 (7,313)	9,993 (9,293)	11,009 (9,194)

See footnote at end of table.

TABLE G-1.—*Federal funds for education, training, and related programs by agency—Continued*

[In millions of dollars]

Agency	New obligatory authority			Expenditures		
	1966 actual	1967 estimate	1968 estimate	1966 actual	1967 estimate	1968 estimate
TRUST FUNDS						
Department of Health, Education, and Welfare:						
Social security.....	1	15	15	1	15	15
Department of Housing and Urban Development.....					-10	-37
Department of Transportation.....	2	4	6	2	4	6
Library of Congress.....	3	2	2	2	2	2
Smithsonian Institution.....	(2)	2	2	(2)	2	2
National Foundation on the Arts and the Humanities.....	(2)	2	2	(2)	2	2
Department of Labor.....	1	1	1	1	1	1
Department of State.....	(2)	1	1	(2)	1	1
General Services Administration.....	(2)	(2)	(2)	(2)	(2)	(2)
Total trust funds for education, training, and related programs.....	7	27	30	7	16	-7
Total funds provided for education, training, and related programs.....	9,595	11,202	12,375	7,320	10,010	11,002
Participation sales.....		-100	-112		-700	-1,815
Total net budget and trust funds for education, training, and related programs.....	9,595	11,102	12,263	7,320	9,310	9,187

¹ Funds appropriated to the President.² Less than \$500,000.

NOTE.—Figures in parentheses represent amounts after proceeds from loan participation sales.

Source: Special Analyses, Budget of the United States, Fiscal Year 1968, Special Analysis G.

Mr. BRADEMAs. The point is, if you look at that in both dollars and percentage terms, there doesn't seem to be much of an increase. The message is rather substantial, but the money is not very much more than you have been talking about in education.

Mr. HOWE. I think the Office of Education is the envy of some other agencies of the Government, however.

Mr. BRADEMAs. I understand. I am talking about national needs.

On title III, can you give me any comment on this question: To what extent do you find that title I applications are similar to title III applications?

Mr. HOWE. Let me ask Mr. Estes to comment on that.

Mr. ESTES. Our recent reports on all three of the titles, I, III, and V, indicate that there is a great deal of innovation in all three titles. Fifty-five percent of our title III projects during the first year related to programs for the disadvantaged.

That does not mean that they had a central focus on the disadvantaged, but they included programs for the disadvantaged children. I would say that in a number of cases there are title I projects that are as innovative and as creative as they are in title III.

Likewise, in title III we have a number of programs that we call adoptive, which are trying to upgrade the quality of education in local districts. These programs are similar to those conducted under title I.

Mr. BRADEMAs. Let me ask one more question and then stop.

Could you give me any comment on the question of the role of the States, the State departments of public education, in passing on title III projects?

As you know, we require the States to look at them, but do not provide a veto. Have there been substantial complaints that there is no State veto over title III projects?

Mr. HOWE. There are two or three points here.

One, there are some State officials who feel that there should be such.

Two, there is a very high correlation between State approvals and our approvals in the realm of 95 percent, so that we are acting in common with the States.

Three, we are developing with a growing number of States a plan for operation of title III on an informal, voluntary basis which, in effect, puts our planning and their planning on the same track and brings the coincidence of agreement about what title III projects shall be funded.

I think we are developing through operations rather than through legislation, some of the things that States would like to see legislated.

Mr. BRADEMAS. Thank you very much.

Mr. SCHEUER. Mr. Chairman—

Chairman PERKINS. Let Mr. Reid ask a question and then Mr. Carey has a couple of questions. Then I will call on you, Mr. Scheuer.

Mr. REID. I have one additional question of the Commissioner, if I may.

It is my understanding that the fiscal year 1968 formula will involve half the national average or half of the State average, whichever is highest.

My query is this: What steps are you planning to take to prorate these funds? In the case of Mississippi versus New York, for example, half of New York State's average would be something on the order of \$394 million and Mississippi, we will say, is now \$121 million and might go to \$263 million.

Does this not mean that proportionately New York would receive less, and does not this mean that proportionately the cities would receive less, unless you substantially increase the fund?

Mr. HOWE. Let me ask Mr. Estes to comment.

Mr. ESTES. That is a very technical question, as you well know. We met with about 200 representatives from State departments of education in the Southeast in Atlanta yesterday. These were the kinds of questions they were asking.

If I might, I would like to ask Jack Hughes, who is the Director of this program, who has a handle on these kinds of figures, if he might react to that.

Mr. HUGHES. I can give you the comparable amounts, Mr. Reid, between the New York State allowances for fiscal 1967, our estimate for fiscal 1968, and the comparable figures for Mississippi. These will be total dollars.

The amount for New York in fiscal year 1967 is \$114,811,000. The estimate for fiscal 1968, based on the appropriation request, is \$115,150,000.

The amount for Mississippi this year is \$23,656,000, and for next year the amount would be \$40,591,000.

Mr. HOWE. I would say, Mr. Reid, the answer to your question is "Yes."

Mr. REID. My only followup, Mr. Commissioner, is if New York is not proportionately to receive less and if we have to do something more

about the cities, as I think John Lindsay would advocate, were he here today, how can we do it unless we expand the funding?

I suspect further that if you were to ask Mayor Lindsay or, indeed, Governor Rockefeller or Jim Allen, in New York, they would say they could profitably and usefully spend substantially more funds; that they have the teachers and there is the need.

My query is, then, Why don't you expand the fund?

Mr. HOWE. I think a partial answer to this is in funds that will become available in many of the cities through Operation Follow-Through, but that is not a complete answer.

I think we would hope over the years to do exactly what you suggest. Our 1968 budget is not set at this amount. But at least we have arrived at a position which in no way diminishes what is available to the States and, of course, we are operating under a principle here that the Congress has approved in the form of law.

Mr. REID. Thank you.

Chairman PERKINS. Mr. Carey?

Mr. CAREY. Thank you, Mr. Chairman.

Mr. Commissioner, my own impression of your presentation this morning is that I hope we can arrange another day when you will come back with your staff, and most importantly, with Mr. Hughes, the Budget Officer, on title I.

As far as I am concerned, we are placed in a predicament here. Sure, we have legislated a formula and you are now apportioning funds on that basis, but when we make the formula changes we envision an orderly progression of increased expenditures to accommodate these formulas.

Let me point out what I mean. I have been conferring with Mr. Hughes during the testimony. I want to emphasize that, by reason of the events of last evening, I serve as the senior New York member now on this committee.

The underfund in this year of New York City, based upon the recommended change in the formula, recommended by the administration, the up-to-date count of the AFDC children, in other words counting the children on AFDC in the latest available year, should have caused a funding in New York State of \$167 million.

On the basis of this year's allocation of funds available, you will be underfunding New York State, on this basis alone, this recommended amendment, by over \$53 million.

Is that correct?

Mr. HOWE. I believe your first figure was on the basis of full authorization?

Mr. CAREY. Working on the basis of the authorization which was, in turn, based upon your recommended amendment to include AFDC children, the latest available year.

Mr. HOWE. That is correct: if we were funding at full authorization. Maybe Mr. Hughes has further interpretation.

Mr. HUGHES. The administration recommendation on AFDC, Mr. Carey, was to postpone the addition of the 1965 AFDC until fiscal 1968. It was the House committee's action on the bill which accelerated that updating to fiscal year 1967.

Mr. CAREY. Now, John, you know very well that that was your original recommendation, but in conference after conference with

key administration officials it was suggested and agreed with the committee that we go ahead with the update this year because there was such a substantial case made for counting these kids on welfare, as recommended by the gentleman from Illinois, because the kids are here and now, and needed the money and needed the education. We did this in entire agreement with the administration.

The administration, by reason of the presentation today, is for all intents and purposes talking like Midas but funding like Oliver Twist.

This law was designed to operate with progressively larger sums of money allocated to accommodate formula changes. Quite properly, my colleague from New York, Mr. Reid, is worried about what is going to happen when the new amendment, the Quie-Perkins amendment, to take care of needy States below the national average, takes effect.

What can happen, I will tell him, is that New York State, now underfunded by \$52 million, will be underfunded by \$100 million. New York State is going backwards so fast that I wouldn't be surprised that Mayor Lindsay and Governor Rockefeller are worried, because I am worried.

Just to draw a comparison, I want to thank the Commissioner and wish him happy birthday for the Department because you gave me a very nice gift. You took the various subtitles I suggested in H.R. 14, my bill this year, for the handicapped, and you have included them in this package. You are going to give resource centers, you are going to give recruitment of personnel, wide and broadened instructional services, and do the whole thing for \$21½ million.

On a very earnest estimate, that program we priced out last year on the basis of recommendations from the States and other agencies, and that program at a bare minimum will cost \$50 million. I don't know how you are doing this.

I suggest that we need additional time, Mr. Chairman, to meet with the Commissioner on money day; not his birthday, but on money day. We have to talk over where these funds are coming from.

We can't kid these big city school systems. They are making plans and planning programs based upon hard estimates that we have been able to give them over the years on how to allocate these moneys into the areas of great need, the same areas the Teacher Corps is going into. But if we haven't the tools there for the teachers when they get there, even the Teacher Corps is not going to do any good.

I suggest that we have to keep up with the time. I don't know how you are going to do this. Perhaps you can use the same kind of device that Secretary McNamara used. He had a wrong guess of about \$10 billion.

This afternoon we are going to meet with the Congress and increase authorizations under the Defense appropriations to make up for that mistake. Maybe you need to make a couple of mistakes and get to some higher figures.

Mr. HOWE. \$2.5 million doesn't cover all the items you suggested; \$2.5 million is a supplemental for fiscal 1967 to begin the funding of title VI on a planning basis. For fiscal 1968 we are bringing \$15 million into the funding of title VI, and we have new programs which

total \$9.5 million, \$7.5 million for the centers, and \$1 million each for the captioned films and for the new recruiting.

So the fiscal picture is not quite as bleak as you suggested. But we would be happy, if the chairman wishes, to hold a session in which we explore this in much greater detail. I think it would be helpful to do so, myself.

Mr. CAREY. Mr. Chairman, I am willing to abide by my suggestion that we have the Commissioner back.

Chairman PERKINS. We will have to recess, by agreement, until 2 o'clock this afternoon.

Can you return at that time?

Mr. HOWE. Yes, sir.

Chairman PERKINS. The committee will recess until 2 p.m. this afternoon.

(Whereupon, at 12:20 p.m., the committee recessed, to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Hon. Carl D. Perkins, chairman, presiding.)

Chairman PERKINS. The committee will be in order.

Please note for the record that a quorum is present.

Mr. HAWKINS, you may proceed.

Mr. HAWKINS. Mr. Chairman, this morning when the discussion on the Teacher Corps was in progress, I was unfortunately before a closed committee. While this is out of the context of what you intend to do this afternoon, I would like to have permission to insert into the record a statement that was prepared for me concerning the operation of the Teacher Corps program as it affects my particular district.

I think it should be pointed out that there is a tremendous need of this program, particularly in slum ghettos throughout the country. I have been informed very reliably that my particular district, which is part of the Los Angeles Unified School District, has at least 500 schoolteachers who have requested assignment outside of the district; that is, they are trying to get out of the district in my particular area.

I think this indicates that in areas such as this, unless some innovative programs are supported, the quality of education will go downhill rather than be upgraded.

It seems to me that a Congress that had refused to tackle the problem of de facto school segregation and closed other avenues of assistance certainly would be wise to consider such a program as this. If the Members of Congress reject this program, it seems to me they are contributing to destroying the schools in an area such as this at the same time that they are not supporting the integration of the schools as they should.

In this particular instance, for example, there are some 37 trainees now being trained at the University of Southern California, which is also within my district. Of this number, half of these teachers have been assigned to schools in this particular area. This is a very small percentage of the need which is being met by this program.

It seems to me that unless we support this, or some comparable program, we are denying to children in slum ghettos throughout the coun-

try the benefits that can be brought about by raising the quality of education.

This statement was prepared for me and I believe it documents what I have been saying.

Chairman PERKINS. Without objection, the statement will be inserted into the record at this point.

(The statement referred to follows:)

REPORT ON THE TEACHER CORPS IN THE STATE OF CALIFORNIA, PREPARED FOR
CONGRESSMAN AUGUSTUS F. HAWKINS, OF CALIFORNIA

Eight schools in the Los Angeles area are participating with the Teacher Corps in a program of special assistance for children whose education has been handicapped by poverty.

The program has been approved by the California Superintendent of Public Instruction, Dr. Max Rafferty. 90% of the corpsmen's salaries plus administrative costs is supplied from Federal funds amounting to approximately \$263,218. The local school districts contribute the balance of the corpsmen's salaries, about \$25,097.

These funds help the participating schools finance their own programs of special educational assistance.

Thirty-seven intern teachers and eight experienced teachers compose the eight teams at work in the following schools: Pioneer School, Mark Twain School, and Ralph Bunche School in Enterprise City School District; Garvey School and Fern School in Garvey School District; Marion Anderson School in Willowbrook School District; Troth Street School and West Riverside School in Jurupa Unified School District.

Some of the teams are concentrating on teaching the urban Negro child and others are focusing on the needs of the white and Mexican-American migrants recently settled in fringe areas.

The two most characteristic activities are tutoring and home visitation. Together these are bringing the interns to a better understanding of the learning difficulties and the environmental handicaps of the students they will confront in a classroom.

In addition to small group instruction for both remedial aid and enrichment within the school program, the Teacher Corpsmen have sought to expand their pupils' horizon of experience. Team Leader Ramon Moreno cut the red tape and set up a bus trip to the new Los Angeles Zoo and the planetarium for all participating Teacher Corps schools. This spring several teams want to visit the Pacific Ocean only twenty-five miles away. Over half of the pupils have never seen the Ocean and do not know what "foam" is.

Rudolph Valdez, a veteran teacher of the Los Angeles area and team leader at Fern School, has sparked community interest in the problems of the South San Gabriel area. The last movie theater in the area was recently converted into a pentacostal church and no entertainment or recreation was open to the teen-agers. By rallying various small community groups in the area, Mr. Valdez helped establish a Teen Post. Teacher Corps interns are assisting in the program there. The action is an outgrowth of the activities of the Teacher Corps team during the summer when they acquainted themselves with the on-going agencies in the community and assessed some of the particularly acute needs of the area. Now an ad hoc group of community agencies and civic minded residents are working effectively together.

The corpsmen and their team leaders are studying at the University of Southern California. Under the direction of Dr. Donald E. Wilson, Director of Teacher Education programs, the interns are earning master's degrees in education. At the end of their internship all will qualify for certification in the State of California.

Two other Teacher Corps programs are operated by San Jose State College in cooperation with Monterey County Schools and by San Diego State College in conjunction with Santee, Escondido Union, South Bay and Chula Vista City school districts. Fifty corpsmen are in these programs.

Mr. HAWKINS. Thank you, Mr. Chairman. That is all.
Chairman PERKINS. Mr. Gurney?

MR. GURNEY. I would like to get back and shed a little more light on this Teacher Corps business. I realize it is a rather small part of the program, as was pointed out, personnelwise, but I don't think it is small as to what is intended to be done in the future. It is a pilot program now and probably is intended to be expanded much more.

It seems to me there is a fairly big issue in the principle involved and the approach to education in this particular way, or the Federal aid to education, I should say.

I don't think it is wise for us to brush off the unpopularity of the program here in the Congress and, for that matter, perhaps elsewhere in the country. There was a good deal of discussion earlier this morning by members of the other side who are not here, and your responses, that there were no complaints on the program. I don't think this cuts any ice.

In the first place, there are only 110 going out of 27,000 school districts, as you pointed out, and anyway, who is going to complain about needed money in any area of education? The need is so desperate everywhere that there is not any school district that will refuse any money that is coming to it from Uncle Sam.

This business of no complaints really means nothing. What does mean a good deal is the direction the thing is going.

A lot of us feel very strongly about Federal involvement in education. I don't think this is necessarily a feeling of negativism, or holding back, or back in the Dark Ages, as many people would like to point out. But it is true that when you get things too big, you get bureaucracy on bureaucracy, and a lot of times you are not as effective as you otherwise could be. We can cite many instances where that is true.

The point I was trying to make earlier was simply this: that where you do have a need which is recognized by all of us, and you also have ways that this need is being met already, as you pointed out, and which the colloquy shows, by teacher training programs in many parts of the country.

Why not get on with the job in a way that might be sold to Congress, and which might even be a better way? It seems to me that in recent years we have become obsessed with the idea of putting labels on things—the Great Society. What does it mean?

It is like selling Ivory soap. It doesn't mean anything; it is a label. We have a Teacher Corps, a Peace Corps, all sorts of labels. I am sure there are all sorts of instances where teachers are being ably trained right now to meet this very problem of dealing especially with the handicapped children. Why not build on those?

We have all sorts of educational programs by government. My other committee, the Science and Astronautics Committee, puts millions of dollars in education every year and there is never a complaint from Congress at all. Mainly they are research programs, to be sure, at the university level, rather than this teaching at the elementary and secondary level that we have here.

I am simply pointing out that there are approaches to education, giving grants of money to universities to go into the research, which does not annoy Congress at all because it doesn't seem to be building up the sort of central direction that a program of your sort would do.

I don't necessarily say that that is bad. I simply say there is a great difference of opinion on it. So why not try another way of doing it that might be receptive to Congress and accomplish the same goals that you have in mind?

Sometimes, you know, people, perhaps of the political bent or philosophy that I am, are labeled as uncompromising. But the more I am here in Washington the more I am convinced that people in the other spectrum are less compromising than we are, obsessed with the idea that they have to get on with their particular method of doing business, always under a central control of the Federal Government.

I touch on this because I think this is the nub of your Teacher Corps problem. I think perhaps if you could come up with another solution, you may be able to realize your goals.

Mr. HAWKINS. Mr. Chairman, if the gentleman will yield, I would like to ask a question of him.

Are you talking about—

Mr. GURNEY. If you don't mind, I would rather hold this discussion with the witness. I was generous this morning and yielded to the other side. But I would rather have the observations of the Commissioner of Education.

Mr. HAWKINS. I will ask for an opportunity when the question has been answered.

Mr. GURNEY. I am sure there will be plenty of time for you.

Mr. HOWE. If I could comment on Mr. Gurney's general points, Mr. Chairman, I do think what we have tried to do with the amendments that we have suggested to the Teacher Corps reach very much in the direction of doing exactly what Mr. Gurney suggests; to try to find an arrangement that will produce the benefits that this enterprise quite clearly produces, and at the same time meet many of the objections that have been raised in the Congress.

The really substantive objections that have been raised by Members of the Congress in the discussion about this teacher training program have been concerns about local control and State control of the programs; have been concerns about overcentralization.

I hope we demonstrated this morning that we are trying to build right into the legislation features which allow the program to continue as a valuable adjunct to our other teacher-training endeavors and at the same time to give us clear legislation on the point that this is a totally locally controlled enterprise with approval by the States before it is involved in the States, with control over the training by the universities and over the individuals by the local school districts.

I think what we have suggested here in a series of amendments is, on the whole, a vastly more locally controlled enterprise than we have in other teacher-training activities, in which we don't consult with the States at all.

It seems to me we have gone even further with this program to meet the concerns that have been expressed about it than we have with the institutes program that we have for training English or mathematics teachers, and so on.

This is why I said this morning I hope that we could really get a good look at this program on its merits and on what its actual performance is.

I quite agree with you, sir, about this problem of complaints. I don't think that is a very significant matter. It got introduced into the conversation, so we talked about it. It seems to me much more significant than the lack of complaints is the expression of enthusiasm from local people.

These are evident and we have good evidence on them from a variety of places, which we have submitted to you. These are genuine enthusiasms.

I think one of the dangers in having so much conversation about such a small enterprise is that we, ourselves, tend to build it into more than it is or can be. I felt that Mr. Brademas made a very useful point this morning when he summarized and said that the Teacher Corps will have its greatest usefulness in stimulating other institutions not necessarily involved with the Teacher Corps at all to seek patterns of teacher training which direct themselves toward disadvantaged youngsters.

In many ways, its demonstration value, when it is of the present size and only involving 100 districts, may be a great deal greater than its service value.

I do think we have to say that teacher-training institutions in general have tended to conduct their practice teaching in places where the youngsters we are addressing ourselves to here are not in school; that they have tended to use the suburban areas; that in the cities they have tended to use the schools for the more fortunate for their teacher training; that nationally we don't have as yet a response from the teacher-training community which really brings a focus on a general effort to train teachers to work in schools where they are most needed.

I think Mr. Brademas' point, that here is an example which will cause some new directions by teacher-training institutions, is a very useful point. I don't know quite how to respond to your observations about the Great Society and the Peace Corps. Perhaps I'd better not.

Mr. GURNEY. I wasn't, of course, expecting such.

Let me ask one further question, if I have more time.

Why wouldn't it be possible to get at this business through your fellowship program? You do have programs like that; don't you?

Essentially, isn't this pretty much the same thing? As I understand from previous testimony, the Teacher Corps is mainly people in universities training for master's degrees, and then working part time, at least during the training phase of the program, in this area.

Couldn't you do this through fellowship programs?

Mr. HOWE. It is conceivable. The feature that is built into the Teacher Corps, it seems to me, that is not built in by any legislation or any other regulatory element into the institute program or fellowship program, is the joint endeavor between the local school district and the university to get together in the training of teachers in a totally new way.

It is the cooperative endeavor between the university and the local school district to provide a very high proportion of the training in the local school district on the job with the kinds of youngsters that these teachers will be teaching when they get on to full-time work.

Some universities have reached in this direction in what are called master of arts in teaching programs. There are a number of such

programs at universities around the country. They have what they call internships which do involve their trainees in extensive work in the schools for half a year, sometimes for a full year.

There have been none that have extended this to the idea of 2 years of close to full-time work in the schools, such as you find in the Teacher Corps. The Teacher Corps really recognizes that the job of learning to teach these kinds of youngsters involves a long exposure and a change in the attitudes of the person who is going to take on this teaching job as he confronts young people whose assumptions about life and whose values are likely to be totally different from his.

The 2-year exercise here seems to me an unusually strong feature, therefore, of the Teacher Corps arrangement. My own view would be that we need a mixed bag of tricks, of a variety of teacher training programs, sponsored by the Federal Government, some of them exploratory and quite different from the others.

It seems to me that the Teacher Corps has added in a small and useful way to this mixed bag of tricks.

Mr. GURNEY. Are you using any of your fellowships in the area of training teachers to teach handicapped children?

Mr. HOWE. There are some so-called institutes under NDEA, title XI, for training teachers of the disadvantaged.

Mr. GURNEY. Did they get pretty much the same sort of training as your Teacher Corps people?

Mr. ESTES. It varies from program to program. Basically, the Teacher Corps differs in that the interns are teaching in the school part time, as opposed to the institute where most of the time they are on campus at a university or college.

Mr. HOWE. I would add that there is a feature of the Teacher Corps which is not duplicated in any other training program we have, as far as I know, and that is the presence of the so-called master teacher who becomes a part of the teaching team with the trainees in the local school district.

This idea of team teaching is one that has been on the educational scene for 8 or 10 years now and has seemed to pay off rather effectively. The Teacher Corps has picked up that idea as a training device. This is not the kind of training device that we have in the NDEA institutes.

Mr. GURNEY. I am sure I have used a good bit of time here. I will close off by saying this:

It does seem to me, that we ought to probe this idea of using the fellowships to accomplish the job instead of the Teacher Corps. I don't care how long we argue here, or what opinion we may have on the one side or the other, I think it is still objectionable to many of us if we engage in the business of training a National Teacher Corps.

It seems to me that there is a danger of losing the freshness of the approach of all sorts of different school systems and different schools units in the whole area of education. That doesn't mean to say that the Federal Government shouldn't lend guidance, direction, and thought in the field of education. Obviously, it should, does, and has for many, many years.

But if we are embarked upon a course of trying to nationalize our educational system—and I know you would deny it and I know that is not what you intend to do—I also say perhaps you are providing a

vehicle for getting on that course by this sort of thing. I know that is one of the things that troubles the Members of the Congress.

Thank you.

Mr. HOWE. Certainly the amendments we have suggested would move us in an opposite direction from that.

Chairman PERKINS. I will call on Mr. Hawkins, and following him I will call on Mr. Scheurer.

Mr. HAWKINS. Mr. Chairman, I merely wanted to comment on this rather vague suggestion that there is some other way of solving this problem.

Conventional teaching institutions have been in existence for a long, long time. They haven't done the job of supplying teachers for these areas, the slum areas, in which disadvantaged children must be taught. Here is an innovative program that at least attempts to reach the problem.

I think Mrs. Green last year had some legitimate criticism and a concern which all of us share. I think those criticisms are, to a large extent, overcome by the recommendations.

It seems to me what we are simply doing is fumbling around for ways to oppose something that ideologically, or because we believe it has some Federal label attached to it, we want to oppose on that basis anyway.

But then we ignore the basic fact that there are children in the slum areas of our country who today are receiving inferior education. A large part of that is because we cannot get competent teachers to go into those areas. I don't care how many institutes you have to train teachers to go into middle-class areas or the silk-stockings areas, you are not going to get them to go into areas such as mine under ordinary circumstances.

I have already indicated that the evidence is that there are at least 500 schoolteachers there who are competent who don't want to be there now. If they don't want to be there, obviously, they are not going to teach the children what the children should be taught. This, the Teacher Corps, is at least one approach to the problem.

I think that if we continue to ignore the 1954 Supreme Court decision we should not oppose this program. In other words, there are people who not only want separate schools, they don't want the separate schools to even be equal.

This is at least one way of trying to equalize the schools even though they may be separate. I think that those who oppose this and other programs, and at the same time oppose the spirit as well as the implementation of the 1954 Supreme Court decision, are shortsighted and are creating the very problems that bring about the behavior of children and adults in slum ghettos that they always orate about. They are the ones who are creating the conditions.

It just seems to me that if this is not the way, that those who criticize this method should come up with some other way of doing it and not try to kill this program, at least, by some vague reference to the Great Society program.

I think the gentleman, Mr. Scheuer, from New York, wanted me to yield to him for a question or a statement. I yield to him.

Mr. SCHEUER. I am grateful for my colleague's courtesy.

Mr. Commissioner, we have all enjoyed your testimony. Those of us who have seen you in action in former hearings have an enormous respect for your professionalism and your dedication.

I must say, if I have any reaction at all to your prepared testimony and to the discussion here, it is not that we are doing too much, but it is that we aren't doing very much. I miss desperately that forward thrust, that real evidence of meaningful commitment that the hearings of 2 years ago and a year ago held out.

In our hearings in prior years we were probing and we were experimenting. We didn't know that we had the right answers, although we hoped that we did. But I think this year we know a great deal more than we knew a year ago or 2 years ago.

We have had the very thoughtful contribution made by your Coleman report on the education of disadvantaged children. We have had the benefit of three reports from your National Advisory Council on title I. I consider these three reports among the finest examples of governmental reporting I have ever seen. They were intelligent, compassionate, and full of insight. They were highly worth while.

We have had the report of the Civil Rights Commission. We have had the report that Max Wolf authored on Headstart and the implications of Headstart toward elementary school systems. We have had the benefit of Dr. Conant's thinking in the last week on the resources needed.

I think the Coleman report gave us a lot of lessons, certainly one of which was the indispensable nature of a thrust into the home as concomitant to what we did during the schoolday, and the radical change and the resources that we must invest in the home in parent education.

There are the National Advisory Council reports which, while encouraging, present a somewhat bleaker outlook than you have on the effects of the operations of title I, and I think they indicate a tremendous qualitative change that is necessary in the school systems.

Dr. Conant has, I think, emphasized to us the level of resources that are necessary to reach some kind of threshold effect, the implication being that a certain minimum level of investment is trivia and has no effect on the kids: that unless you reach some substantial impact that results in a threshold explosion of reaction, you get no return at all on your investment.

What I would like to know is, in your message and in your legislative proposals, have you considered the lessons that we have learned from the Coleman reports, the National Advisory Council reports, the report on title I of Max Wolf, the Civil Rights Commission report, the report of Dr. Conant, and where in this message of yours and where in the legislation do we get a real forward thrust, first into the basic changes in doing business that we must effect in our school systems, changes of all kinds, in recruitment of teachers, the use of teacher aides, the use of educated or college-trained women and perhaps some non-college-trained women, in the whole reorientation of a basically middle-class school system?

Second, where is the answer that I believe we have all learned; namely, that the investment of resources in preschool child development and the early elementary years has to be mastered?

I refer to the kind of conditions you are talking about when you discuss the investment we are making in these Indian children that amounted to about \$150 per child per school year which, on the basis of our experience, cannot be an investment in those kids that results in much discernible, qualitative change.

Where is the great leap forward that we are all looking for now that we have experience under our belt, now that these approaches have been proven; that is, the thrust both as to the qualitative change in the school system and the Federal resources necessary to reach some kind of threshold effect?

Mr. HOWE. Mr. Scheuer, I will certainly have to give you credit for asking one of the most comprehensive questions. Let me try to address myself to it. I don't mean this lightly, but it is such a good question I would like to reexamine it in the record and try to give you a better answer than I can give you off the cuff. It is a very comprehensive series of observations.

Mr. SCHEUER. They weren't observations. It was just a simple question.

Mr. HOWE. Thank you, sir.

First of all, let me make the point that actual change in children and change in institutions such as we find in our school system is necessarily a slow process, even with the investment of massive amounts of money. I believe we have had fairly massive amounts of money, when the budget in my office has doubled I don't know how many times over the last 3 or 4 years.

Even with these kinds of investments, you are going to find a period of time has to go by in order to change an institution in which the people have well-developed habits—sometimes they could even be described as ruts—and in which you are going to have to retrain the people who work there and change the institutions that train the people who work there.

So there is a long chain of events that has to take place to bring recognizable, major change in the institution.

In youngsters themselves, although we can produce evidence now which will show you by such simple devices as testing reading levels and that sort of thing, degrees of change which are larger than those we would have expected without the investments we have made, we are unable as yet to do this on a comprehensive basis.

We will feel a lot better about it when we are able to do it over a 2-, 3-, or 4-year period because we will have some assurance ourselves that the changes we see are persistent. We see some evidence of them now.

Thinking about this matter which you raise of what must be the additional investment per child in order to make a difference, this is a very important matter that needs to be on our agenda.

Right now, if my figures are correct, we are investing, through title I of the Elementary-Secondary Education Act, about \$150 per child additional for disadvantaged children in the target areas. This is the rough figure that we have.

Mr. SCHEUER. Based on our experience in the slums, with our more effective school programs, or in our Headstart program where we are spending 10 times that, \$1,500 a child, wouldn't you say to spend \$150

a child is to go elephant hunting with a peashooter? To me that is what we are doing in this program.

Mr. HOWE. I am not sure whether quite that extreme analogy would apply, but I would say if you look at the Civil Rights Commission report, in which there is a chapter on compensatory education, and examine the enterprises which they examined in judging compensatory education in that report, you will find that most of those enterprises—in fact, all of them—invested less than \$80 per child, and most of them in the realm of \$50 per child, as efforts at compensatory education. There is some evidence in that report that that level of investment doesn't prove very much.

We are beginning to get some evidence that the \$150 investment which we are making can do something. But I would be inclined to agree with the general thrust of your argument that some larger investment may be wise to bring about the kinds of changes we are seeking. This is one of the reasons that we have brought in Operation Follow-Through this year.

Mr. SCHEUER. How much will that involve in the expenditure per pupil?

Mr. HOWE. That will involve somewhere between \$300 and \$400—about \$300 additional per child—which must be added to the \$150 we already have in there from title I. So in the areas where Follow-Through comes into focus, you will find that the expenditure per child is almost doubled, on the average basis.

The average national expenditure per child is now \$550. If you total the \$300 and the \$150, we will be adding \$450 to that, close to doubling it on the average basis. That really doesn't mean anything because in New York you are spending now around \$700 or \$800 per child—I have forgotten the exact figure—and it certainly will not double that, but it will be a very considerable percentage increase even in a high-expenditure area like New York.

We expect that Operation Follow-Through will help to show us something about the different effects that are involved here as you make different levels of investment, \$150 versus \$450, and we will begin to accumulate a basis for Federal policy here as well as actually serving very well an additional group of youngsters.

I think we can say that we have some of the same concerns you are expressing, and we are trying to do something about them with a program of that kind.

I quite agree with you that the many reports we have been receiving deserve attention and feedback, and we are trying to give this to them.

For example, in our administration of title I—an enterprise in which we don't have complete control by any means of what school districts do, but in which we can influence what they do by suggestion and by making them aware of good practices and aware of bad practices, we are endeavoring to get school districts to focus on more massive investments in earlier years. We believe this makes sense.

Mr. SCHEUER. When you say "more massive investments," the Headstart program did spend about \$1,500 a child for a full-year program, with some health services.

Mr. HOWE. I thought it was \$1,100 or \$1,200, but we will not argue.

Mr. SCHEUER. The average class size in Headstart may have been about 15, with two teacher aides per teacher. We have found out when you do that you really get a great explosion of progress.

The title I funds have added perhaps 2 or 3 percent to the budget of the average county or the average school system. What it has done is, it has reduced class sizes perhaps from 35 to 33. It seems to me perhaps you are spending about one-tenth per schoolchild that we are spending on the Headstart program.

It seems to me that you might very well prove on a cost-benefit analysis that you don't get any result at all from reducing class sizes from 35 to 32 or 31. Unless you create the kind of class where you go from a situation of personal rapport and an intimate relationship, a meaningful relationship between the teacher and the kid, unless you achieve that qualitative change, any investment that you make produces literally nothing, and you would have a more predictable result and a more analyzable result if you operated this program on an impact basis, taking, perhaps, selected school districts, spending the \$1,500 or \$1,200, whatever it is, per schoolchild with Follow-Through, so that at the end of the year you could come to Congress with a yardstick.

You could say with this investment per schoolchild you will have predictable, visible, dramatic, qualitative change. If you just piddle with the problem and add \$150, \$200, or \$300 for the child, we don't see that it is really predictable that any change is going to result. We can't prove that you are going to reach a threshold level that will produce visible, provable, qualitative results.

Let's assume for the next year we are prepared to invest \$1,200 to \$1,500 per schoolchild. In terms of the long run, wouldn't it be more valuable for you to be in a position to come back at the end of a year or 2 years to this committee and this Congress and say, "Here is the dimension of the national problem. It is up to you to find the answer. If you are willing to invest these resources to produce this kind of qualitative change, you will get a result. Anything that falls far short of that, to our way of thinking, probably is not a judicious investment at all. On a cost-benefit basis the return per dollar of investment is trivial."

Mr. HOWE. This is an interesting line of speculation and there are many assumptions in it. We have no basis for giving you or ourselves a cost-benefit analysis of this program yet. We have in being the kinds of efforts which will produce a cost-benefit analysis of title I endeavors.

Mr. SCHEUER. How soon will you have that?

Mr. HOWE. I can't answer that, but I will try to get you an answer on it.

Mr. SCHEUER. It seems to me that that would be an extremely helpful piece of information.

Mr. HOWE. I think this kind of information, reliably produced, is very important to have. We have contracts on projects that lead us in this direction.

Let me make one or two other observations about your earlier remarks.

It seems to me that we are addressing ourselves to some of the issues you raise as we bring in this Education Professions Development Act under the Higher Education Amendments.

There we have specific provision for the training of teacher aides with a Federal program for doing this. This, of course, may be done

under title I and is being done under title I at the present time. This adds to our arsenal of capabilities of accomplishing that kind of thing.

Mr. SCHEUER. Does that also include provision for orientation of the professionals who will use the aides? I think one of the things we have learned from the Headstart program is that if you don't have some kind of orientation for the professionals in the use of the aide, the aide just isn't in a position to be very useful.

Mr. HOWE. That is not specifically mentioned in the amendment, but it is quite within the broad authority of the amendment and would certainly be mentioned in any regulations or guidelines we would put out after it was passed.

What we are getting out of that particular amendment is a much more flexible training authority.

In citing these reports by the Civil Rights Commission and by Dr. Coleman, you immediately get into the whole problem of where we ought to be going in the cities with school desegregation.

As of the present time, we have no authority which can take a school district that is legally desegregated but de facto segregated, and require school desegregation.

Both of these reports address themselves to the proposition that some moves must be made in that area if we are ultimately going to have quality education for these youngsters.

I happen to agree with that conclusion. I don't see as clearly the way by which we are going to do it. The way we are doing it now is to provide backing for school districts through both title I and title III where they wish to make a move on this to develop projects which will have a desegregating effect.

You may have seen in the newspaper recently in New York a very interesting proposal for the development of a major, what was called, linear education chart in a portion of Brooklyn.

This proposal which was in the New York Times last Sunday, was a title III project funded by the Office of Education.

Similar grants have been given to Philadelphia and Baltimore, and will be given to other cities, to think about their problems in that way.

It seems to me that that is a unique design that has come out of that particular New York proposal.

It seems to me we may have more effect by encouraging that kind of thinking and action on it than we will have by efforts, which are politically extremely difficult, to legislate racial balancing at the Federal level.

So this is the way we are addressing ourselves to the outcomes of reports of that kind at the present time.

Dr. Conant's report, in addition to citing a great variety of enterprises for the improvement of the high school internally, addresses itself in a portion to the overall financing of education, and addresses itself particularly to the great imbalance which exists among the various States.

It seems to me that one area of broad public policy we have to begin to explore, and we have no solution to it here this year, is the business of building some sort of a financial floor for education across State lines.

As we begin to explore that, there are two or three elements that have to come into the conversation. One is some sort of a national equalization formula as among the States.

Another is some arrangement by which State effort can be measured and legislated into being continued at given levels.

A third is the absolute necessity for continuation of categorical enterprises which reflect the national interest, such as school desegregation, such as education of the handicapped, such as a special focus on the deprived.

But I believe if you are looking down the road, as your question implies, a period of 5 years or more, at some point we are going to come to a vastly more massive and better thought-through system of financing education at the Federal level, that brings these considerations into being or into the conversation, and that reflects the kind of concern that Dr. Conant expressed.

Mr. SCHEUER. You don't think that we are capable of designing such a program now?

That is, sort of as a yardstick to guide us.

Mr. HOWE. I think it is an extremely complex matter to design such a program. We have had internal conversations about what the nature of such a program would be, but we have no definitive answers on it.

The business of devising an equalization formula among the States, with their different tax situations, with their varying supports for education, their varying efforts at support of education, with their different degrees of industrialization, with their special problems of minority groups of different kinds—this whole picture is an extremely complex one.

That is, even without considering their difference in school government patterns. I believe this is an area that will take some extensive time to look at and come up with any major plan. I think we ought to do it, though, and your question implies it, which is the reason I am entering into this conversation.

Mr. SCHEUER. I appreciate your remarks very much.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

Let me first say, if I may, about the Teacher Corps, that I think you have made some good recommendations for change that are going to eliminate some of the difficulty I saw in the program before.

I still have a few questions about the program. You have eliminated quite a number of them in these changes and I commend you for that.

I also want to say that I believe that the Federal Government should expend money to help train the teachers to reach the socially and culturally deprived children.

I have long felt that. I have questioned the way the Teacher Corps went about doing it.

You mentioned, Commissioner Howe, that we have a shortage of almost 170,000 qualified teachers. The teachers who are qualified are not necessarily qualified to teach the deprived children, however; isn't that true? So there would be some different figure, would there not, of the teachers that are needed compared to what is available to reach this deprived child?

Mr. HOWE. I think that would be correct; yes, sir.

Mr. QUIE. Do you have any estimate of that number which would be needed if every school system in the country could have such qualified individuals?

Mr. HOWE. I certainly haven't got it on the tip of my tongue. I believe we might arrive at some such estimate and we will endeavor to do so, if it would be helpful.

Mr. QUIE. Could you get within 100,000 of it?

Mr. HOWE. I suppose one way to think about it would be that some 70 percent of our population lives in metropolitan areas. That is an approximately correct figure.

Of the population living in our metropolitan areas—well, I would really rather figure something out for you that makes sense rather than try to do it off the cuff here. My arithmetic is not terribly good.

(Mr. Howe submitted the following:)

It is impossible to estimate the number of teachers that would be necessary to assure that all teachers of the disadvantaged are properly trained and qualified for such a task. The number of variables and qualitative determinations involved makes even an "educated guess" impossible.

Follow-up on some of the teacher shortages reported last fall with personnel officers of the involved school districts indicates a general feeling that the teacher supply is still critical. The major area of need is general elementary education; other areas are special education, mathematics, science, industrial arts, and vocational education.

Teachers have been recruited from among housewives, retired teachers, college graduates without professional training in education, and, in some instances, from among college students without degrees.

Salary schedules have been increased, and further increases are anticipated.

Special training programs have been instituted.

Special programs have been looked to for prospective teachers.

Some shortages still exist, and some new programs have therefore not been initiated.

Philadelphia, Pennsylvania was reported in the Philadelphia Inquirer on August 14, 1966 as having a probable shortage of 1,000 teachers. Reports in the Washington Post on September 1 indicated they would fill approximately 1100 vacancies with substitutes.

In February 1967, Robert Perz, Assistant Superintendent reported they are still using 1100 to 1200 substitutes or about 10½% of the teaching staff. About half of these have met full certification but have not yet passed the local competitive examination. The others are persons with college degrees but without the required professional courses, persons teaching outside their field, and some are part-time teachers who do not desire full employment. With a constantly expanding number of teachers and with a higher rate of turnover among the younger teachers, the school district must run to stand still in the area of teacher employment. They have instituted a recruiting drive to attract those qualified persons wanting only part-time employment and the new college graduates both in and out of the field of education.

New York City was reported in the New York World Journal Tribune on September 15, 1966 as still being short about 500 teachers in spite of the special training given 1,900 to 2,000 potential teachers last summer.

In February 1967, Dr. Theodore H. Lang, Deputy Superintendent of Personnel, reported that, although the city is in better shape than last fall there is still a problem in acquiring all the needed teachers. They have set up pools of extra teachers within the districts to fill vacancies as they occur. In this manner teachers can be appointed at an earlier date, even without knowledge of a specific vacancy, and can be held in reserve while serving as substitutes. Electronic data processing has been used for the assignment of teachers. They have instituted an internship program, employed substitutes on a part time basis, given substitutes credit on the salary schedule for teaching outside New York City, and permitted teachers on maternity leave to teach on a daily basis. A program of conferences and followup has been instituted for teachers resigning to help keep down the turnover. Beginning teachers are given reasonable assignments, after school clinics, and are furnished local manuals to help them. They are using the Teacher Corps, Peace Corps returnees, internship programs with local colleges, and other programs available. Operation Reclaim was instituted to help displaced southern teachers fit into the New York system and Operation

Prima was instituted to assist the Puerto Ricans to meet the city requirements. Their recruitment program is aimed at retired teachers, substitutes, and college seniors. They expect to need all of their programs to be able to properly staff the schools next fall.

New Orleans, Louisiana was reported in the Wall Street Journal on September 6, 1966 as being short 100 teachers when school opened.

In February 1967, Personnel Director Alfred Hebeison reported all except 3 or 4 of last fall's open positions have been filled. They have hired 425 temporary teachers who do not fully meet the local requirements. Most of these have degrees and State certification but haven't passed the National Teacher Examination. Some were hired without State certification. The areas of greatest need are general elementary, kindergarten, special education (mentally retarded and brain damage classes), mathematics, science, girls' physical education, and industrial arts. They have increased the local salary schedule and are using an active recruitment campaign in areas outside the state of Louisiana.

Minneapolis, Minnesota was reported in the Minneapolis Star on August 25, 1966 as having 112 unfilled teaching positions in the elementary, about 25 unfilled in special elementary education, and about 20 unfilled in junior high school.

In February 1967, Director of Personnel, Loren L. Cahlander reported the meeting of most of their needs by recruiting substitutes, housewives, and college graduates without all requirements satisfied for regular teaching certificates. Persons without full accreditation must take courses for certification. There are anticipated shortages for next fall in the areas of mathematics, industrial arts, and general elementary. They have instituted an active recruitment campaign and have taken steps to shorten the time between the interviewing and contracting. They hope to be able to offer contracts at the time of the interview.

Los Angeles, California was reported in the Wall Street Journal on September 6, 1966 as being faced with a teacher shortage and probably having to hire substitute teachers for full time duty.

In February 1967, Associate Superintendent for Personnel, William B. Brown reported the shortages were met last fall by bringing in 500 teachers on provisional certificates. These persons held college degrees but lacked the professional courses in education. They were given an induction program covering problems and methods of teaching by the local school district. Use was also made of student teachers and interns from the colleges. The critical areas are mathematics and general elementary; also, not all specially funded programs have been activated. Other factors not intervening, it is expected it will be necessary to recruit about 500 liberal arts graduates next fall. The beginning salary for college graduates was raised to \$6,220. An active, year around, recruitment program has been instituted, with emphasis on a talent search of June and summer graduates of liberal arts programs.

Kansas City, Missouri, was reported in the Christian Science Monitor on October 24, 1966 as still having 52 positions remaining unfilled.

In February, 1967, Robert Ward, Assistant Superintendent, reported 30 elementary positions, including some in special education and 20 secondary positions (mostly in mathematics, general science, and special education) were filled with persons not meeting local standards even though they might have State certification. They used substitutes, persons whose age would put an excessive load on the retirement system (between 60 & 66), persons with 120 semester hours of college work but without a degree, and with persons too old to qualify for retirement. They have raised the salary schedule, beginning now at \$5,550. They are offering new teachers a preference of school by zones, and are working with the university to help persons without professional training but with a college degree to work off their education requirements while teaching.

Houston, Texas was reported in the Houston Post on August 28, 1966 as still needing 150 teachers to fill all instructional positions.

In February 1967, Richard H. Jones, Assistant Superintendent reported the need for teachers was met by calling in retirees, using college graduates lacking full certification, and using non-degree persons in kindergarten and some special areas. It is expected there will be need for similar action to staff for next fall. Major areas of need are general elementary, mathematics, and industrial arts.

Detroit, Michigan was reported in the Christian Science Monitor on October 24, 1966 as having about 50 vacancies still existing of the 500 vacancies at the start of school.

In February 1967, Dr. Schiff reported there has been no real easing of the teacher shortage. In the past it has been necessary to employ substitutes for

3 to 4% of the teaching positions. With half day sessions being put on full day last fall it was necessary to staff 7 to 8% of the teaching positions with substitutes. The local requirements for substitutes were relaxed to encompass persons qualifying for a State provisional certificate. This includes persons without professional education courses but with a college degree, and persons without a degree. In some secondary courses, teachers were employed outside their regular field. Recruiting of housewives and other persons in the community was done. Recruiting of college students prior to graduation was instituted. Five task forces are now at work to solve the problems of supplying the professional and para-professional personnel needed by the district. There has been arrangement made with the local colleges and universities to provide for the completion of training of persons without professional courses and without degrees.

Cleveland, Ohio was reported in the Cleveland Plain Dealer on August 11, 1966 as being short about 100 teachers.

In February 1967, Darian H. Smith, Assistant Superintendent reported they have met the current shortage in elementary; however, they still have needs in secondary art, industrial arts, science, mathematics, and vocational education. They expect some problems in staffing for next fall. The salary schedule was increased as of January 30th to a beginning salary of \$5,850. They have asked some secondary teachers to accept a seventh period assignment with a corresponding 1/6 increase in salary. They are using out-reach recruiting to try to attract the college graduates who have not had professional education courses, and have arranged with the local university for special courses to help these persons achieve full accreditation.

Chicago, Illinois was reported in the Chicago Daily News on August 27, 1966 as still needing about 800 teachers. The Christian Science Monitor, on October 24, 1966, reported Chicago as having employed 500 teachers with provisional certificates.

In February 1967, Dr. John F. Erzinger reported the teacher shortage is reduced but not eliminated: 5,768 of the 21,266 teachers are on temporary certificates, all have college degrees but about 500 do not meet the requirement of professional courses, the others qualify for State certification but do not meet all of Chicago's requirements one of which is a written test. 89 teachers from the substitute roll are being used for regular teacher positions. There is a definite need for more qualified substitutes. The school district has increased teacher salaries \$500, raising the beginning salary to \$6,000. A recruitment campaign is underway for next fall.

On February 21, 1967, the Chicago Tribune reported that 78 vacancies still existed, that 211 vacancies existed in special programs financed by Federal funds, and that the average class size had risen from 32.5 students to 33 students.

Reports on teacher shortage

City	Shortage reported, fall 1966	Shortage, February 1967	Anticipated, fall 1967
Chicago, Ill.....	800 teachers needed....	89 part-time teachers; 500 without professional courses.	Similar shortages.
Cleveland, Ohio.....	100 teachers needed....	Still need secondary, art, industrial art, math, vocational education.	Do.
Detroit, Mich.....	500 needed in August; 50 needed in October.	Substitutes are being used to fill 7 to 8 percent of positions.	Do.
Houston, Tex.....	150 teachers needed....	Used college grads without professional courses and persons without degree.	Do.
Kansas City, Mo.....	52 teachers needed....	30 elementary and 20 high schools are below local standards.	Do.
Los Angeles, Calif.....	500 teachers needed....	500 teachers are on provisional certification.	Do.
Minneapolis, Minn.....	112 elementary, 25 special education, and 20 junior high teachers needed.	Used teachers below local standards and substitutes.	Shortage in math, industrial arts, and general elementary.
New Orleans, La.....	100 teachers needed....	Have 425 temporary teachers employed.	Similar shortages.
New York City.....	500 teacher shortage....	Have 500-man substitute teacher force working.	Do.
Philadelphia, Pa.....	1,000 to 1,100 teachers needed.	Using 1,100 to 1,200 substitutes.....	Do.

Although most States require at least a bachelor's degree to obtain a regular teaching certificate at both the elementary and secondary levels, there is considerable variation in the other requirements. For this reason, the data on the number of teachers with substandard certificates have value mainly in calling attention to the situation in individual States but do not readily permit significant interstate comparisons. Also, since the current requirements relate to the issuing of new certificates, teachers who had obtained regular certificates when the requirements were lower are excluded from the count of teachers with substandard certificates.

It should be noted that the total number of teachers with substandard certificates does not represent the so-called "teacher shortage." To arrive at the size of the teacher shortage, it would be necessary to include not only the number of qualified teachers needed to replace those with substandard certificates, but also the number needed to reduce class size, eliminate multiple sessions, fill vacant positions, and expand and improve educational services.

TEACHERS WITH LESS THAN STANDARD CREDENTIALS

Because of the shortage of fully qualified teachers, the States have permitted the employment of teachers who do not have all the qualifications necessary to obtain regular teaching certificates. The emergency certificates issued to these teachers are usually for a period shorter than that for regular certificates. Many of these provisionally employed teachers, however, are working toward standard certificates.

In the fall of 1966, State departments of education reported 90,500 full-time teachers with less than standard certificates, about 6,400 more than a year ago. These teachers constituted 5.1 percent of the total teaching staff in 1966, as compared with 4.9 percent a year earlier.

The number of teachers with less than standard credentials increased 6.7 percent in elementary schools (from 52,900 to 56,500), and 9 percent in secondary schools (from 31,200 to 34,000). On the basis of 30 pupils per teacher in elementary schools and 25 in secondary schools, it is estimated that 2,545,000 pupils were taught by teachers with less than standard certificates. Some of these teachers meet the general education requirements of their respective States but may lack one or more of the other prescribed requirements.

MR. QUIE. It would be a huge number anyway, would it not?

MR. HOWE. It would be a considerable number; yes.

MR. QUIE. 5,500 is the number of Teacher Corpsmen that you would like to fund for the new program?

MR. HOWE. Yes, through a supplemental that we are proposing of \$12.5 million and a fiscal 1968 budget item of \$36 million we would continue the present 1,200 or so and finish them up, and then start another 5,000.

MR. QUIE. That 5,000 would graduate at the end of 2 years and have a master's degree and be a so-called qualified teacher for the deprived children?

MR. HOWE. Most of them would; yes.

MR. QUIE. And you would plan to start another 5,000 the year after that, or are there 5,000 in the works at all times?

MR. HOWE. It is 5,000 in the works but 2,500 a year graduating. So you would bring out 2,500 each year and get down to a cycle.

Chances are if we get through all of this, we will ask the Appropriation Committee for a larger appropriation for the Teacher Corps for another year. But these are the terms in which we are thinking for the coming year.

MR. QUIE. 2,500 per year is really a drop in the bucket compared to what is needed, though.

MR. HOWE. Yes; that is correct.

MR. QUIE. This would be adding a drop in the bucket.

Mr. HOWE. I think you want to connect to the concept of a drop in the bucket the point which Mr. Brademas was making this morning, which I referred to earlier. There are ripple effects from this program—I am trying to stay in the bucket—and when the drop lands it may have a small effect. But it does, indeed, affect the whole universe there and private and public teacher training institutions will be influenced by the Teacher Corps in their patterns of training.

It will encourage them to take a look at what is going on in the Teacher Corps, to adapt some of their other programs that may be conducted right where Teacher Corps programs are so that they have features somewhat like this.

It may encourage them to address their attention more to the problem of the deprived child than they are. There is some evidence that this sort of thing is going on already.

So to a degree, you can describe the Teacher Corps program as a demonstration effort which is trying to turn teacher training in the direction of a concern for the deprived child which teacher training has not had up to now to the degree that it should.

Mr. QUIE. What would you expect for the future, a continual expansion of it? You said you may ask for additional appropriations. Or would you always want it to be a limited program that would have the rippling effect on the rest of the teacher education?

Mr. HOWE. Actually, I would see it as the latter. It would be a limited program. I don't ever see it as meeting the total need at all. Nor do I see our teacher-training programs that the Federal Government finances as ever being of a magnitude which will meet all the need.

There is going to continue to be private and State support for teacher training. There are going to continue to be individuals who will pay their own bills for teacher training. But I expect that the Federal programs in this area will undergird what goes on through other resources.

Mr. QUIE. How will this program differ from other fellowship programs? I understand you are changing the remuneration for the corpsmen to one that is similar or identical to other fellowship programs and, therefore, the fact that it tended to be lucrative this past year where a person could have a salary of \$5,600 a year and be going to school to receive his master's degree was a pretty good deal.

I talked to one individual who was studying for the same thing, but because of the financial ease with which he could do it in the Teacher Corps he shifted over. I asked him what he would do if it was discontinued, and he said he would go back to the original program.

So we would have lost that individual in training socially and culturally deprived children. I will grant that this is probably a rare instance, that most of them wouldn't have in that kind of graduate training.

Other than that, aren't the only two differences that you are going to establish a national recruiting program where you put all these people in a machine and then, as I understand, the local educator would come and look at the machine and as they come out with the label branded on them they could pick the one they wanted?

This is the only real difference, isn't it? In all the other fellowship programs they are selected and recruited within a higher education establishment.

Mr. HOWE. I think there are a couple of other significant differences. One is the whole notion that is built right into the Teacher Corps enterprise, of having a group of so-called master teachers who are part of the teacher training process, who are in the schools along with trainees, who are considered by us to be members of the Teacher Corps in the sense that they are receiving some additional compensation from it for carrying out these training duties, and who are building on the teacher training concept which has been developed in recent years and which is quite clearly a very useful way to initiate new people to the teaching profession.

Mr. QUIE. But it did not originate in the Teacher Corps?

Mr. HOWE. No. It originated, actually, under various experimental programs started by the Ford Foundation in the late 1950's. It has been proven, I think, as a very useful training device.

So this feature of the Teacher Corps is not found anywhere in our other institute programs.

Mr. QUIE. Your institute programs, but it is found in some programs that are not financed by the Federal Government.

Mr. HOWE. In all likelihood; yes.

A second feature that seems to me different from some of the other programs that we are sponsoring, and a unique feature of the Teacher Corps that you didn't mention, is the kind of alliance that the Teacher Corps develops between the university and the local school system.

Although this, again—following your observation of a moment ago—has developed between some teacher training institutions and some local school systems, there hasn't been as much of this as there might be.

The Teacher Corps will encourage that kind of development because the Teacher Corps has this built in as a very significant feature of its operation.

So through the Teacher Corps we are adding to the idea that the way to learn to teach is to do it. That is a pretty sound idea, in my view. It seems to me that a relatively large proportion of the so-called practice teaching arrangements which have typically been set up by universities or colleges of education with local school districts have not had the kind of opportunity for the trainees to engage directly in the regular affairs of the schools and to be responsible for pieces of programs, with students and getting themselves involved with parents and other social service agencies in the community besides the schools that the Teacher Corps provides.

I think there are several unique elements here that this little exercise demonstrates as very useful enterprises in teacher training. I think that teacher education on the whole is going to be healthier to have had it around.

Mr. QUIE. I have talked to people who have had programs that are not operated with Federal money who have done somewhat the same thing. The interesting feature about them is that their trainees do not receive any stipend from the institution, or the institution of higher learning, as these would.

I understand you would pay the institution of higher learning who, in turn, would pay the \$75, or would you pay this direct?

Mr. HOWE. To the school district?

Mr. QUIE. Yes.

Mr. GRAHAM. The proposal is that, as is now the case, the pay would come from the local school system but it would come at a rate equal to the stipend, so it is clear that they are employees of the local school.

Mr. QUIE. The program that I am familiar with, the local school pays for the portion of the day that the individual spends in the school system doing some services for the school. The school is quite happy to pay that.

I would judge from some of the comments that you have made here that the schools will be happy in this instance also to pay some of it themselves.

If it is a great program I would think it would be happy to do so.

Mr. GRAHAM. That is correct; and the pay would come from the schools.

There is one thing I would like to add.

Mr. QUIE. It wouldn't come from the schools, but it would be channeled through the local schools.

Mr. GRAHAM. That is correct.

Referring to the question before, when you were trying to relate the size to what might be accomplished by the program, I think it is of interest to note that some 15 of the 50 demonstration programs of the National Commission on Teacher Education and Professional Standards this year focused on Teacher Corps programs. That is a private organization, as you know, a very alert one. They believe that of all the things that are going on in this country that show how you can better use teachers in the local school system, how you can better train teachers to do this job, they selected 15 out of their 50 programs around the United States as Teacher Corps programs.

That means that they bring in people from all around that region or area to see what is being done so that you can expand and multiply this effort following the Commissioner's thought of the drop that may have the rare elements in it that, mixed with a lot of other water, produces a lot of fruit.

Mr. HOWE. Ripples.

Mr. QUIE. When you have this question going for a while, and I guess this would be pretty much the same as the question asked by Mrs. Green before noon, you will have an elite corps in the schools that utilize this program who have the Federal label, and they will stand out differently and have special attention. People will be looking at them as Federal corpsmen. All the rest of them will be kind of lesser individuals.

Isn't that right?

Mr. HOWE. The way you put it it sounds as though they were going to wear a uniform, but they are not.

Mr. QUIE. Everybody knows who they are.

Mr. HOWE. The only identification that I know so far they have had is a tie clasp, which Mr. Graham has on.

Seriously, I think in a sense there is a meaning about the word "elite" which we would not want to place on these people.

At the same time, they will be the result of a very careful selection process. Some of them will be in school districts which have not been able to attract persons of their caliber.

In this sense they will represent to those school districts an element of stimulation which has not been typical of the new people they have been able to hire. I think this may be more true in rural areas than in city areas because many city areas can command a wider spectrum of selection in staffing.

I think Mr. Graham could give you examples right now of Teacher Corps members in rural areas who do stand out, not because they are identified in any way as being national in any aspect, but rather because they represent a process of selection that makes them extremely capable people and an unusual resource in that school district.

Mr. QUIE. Are you going to let them keep the tie clasp after they graduate?

Mr. HOWE. I want to make it absolutely clear that the tie clasps are provided by private funds.

Mr. QUIE. Whether the uniform is paid for by private funds or not, they are still wearing it.

Mrs. GREEN. Will the gentleman yield?

Mr. QUIE. Yes.

Mrs. GREEN. Do we just have tie clasps in the Teacher Corps?

Mr. HOWE. I was afraid of that. Mr. Alford informs me there is a pin for the ladies.

Mr. QUIE. Now that we have taken care of the women, would you proceed?

What would happen to the program if you continued to provide a recruiting method so that schools would find individuals from around the country, sort of like our employment service tries to do and could do more successfully than they have, and still they didn't carry that Federal label of being a corpsman?

The reason I asked that is because if it is so successful for training the teachers of the deprived children, wouldn't it be good, also, since we are trying to train guidance counselors, that we have a guidance counselor corps? We want to train teachers for the handicapped, and it would be nice if the teachers for the mentally handicapped had some kind of a tie clasp they could wear.

Mr. HOWE. We haven't called it a corps, but we do have an amendment before you, and the appropriation of \$1 million to go with it, to pay for recruiting activities related to teachers of the handicapped.

This will not be conducted in exactly the same way that the Teacher Corps recruiting is conducted, but the notion is here that it is a legitimate use of Federal resources to bring about recruiting for a particular profession that has a need in the realm of education.

Therefore, it seems to me that it is legitimate to have such activities in a number of different areas. We don't need to call everything a corps, I guess. The notion of feeling a part of a larger enterprise when you are getting yourself involved in what is an extremely difficult assignment, may be a good morale point.

I think this is so with the Teacher Corps.

Dick?

Mr. GRAHAM. We hear this more than once from some of the returned volunteers who, because of their experience, from teaching abroad, decide that they want to teach here where they are needed.

Mr. QUIE. You are talking about the Peace Corps?

Mr. GRAHAM. Yes. They said, "I wouldn't have gone to Peru or Nigeria if there hadn't been a Peace Corps, though I could have found my way there. I wouldn't be here in Bedford-Stuyvesant teaching if it had not been for the Teacher Corps."

We don't believe you have to be in a National Teacher Corps. We try not to use the term "National Teacher Corps." If you get this job done and you are getting it done now, we say it doesn't make a great deal of difference how else you get it done.

I met a man yesterday from the State of Michigan who believes they can start a State program. I am meeting tomorrow with members from Massachusetts.

If we can get people into the schools, I don't think you care about the label, as long as the label they wear is someone who wants to do the job, and who has decided from the various jobs open to them, "This is the one I want to take and be professional at it."

As I say, it is going this way. If we can find another way of doing it, we are open to any suggestion.

Mr. GURNEY. Will the gentleman yield briefly?

Mr. QUIE. Yes.

Mr. GURNEY. I just wanted to make this observation in reply to that. You observed that many of these young people said they wouldn't go to Peru or some place like that unless they were in the Peace Corps. This country has been in the business of Peace Corps work almost since the beginning of the country, and perhaps before that, through church groups and private organizations. They have done a tremendous job.

I believe actually if you compared what they have done and are doing with the Peace Corps, you would find that the scales were greatly weighted in favor of private organizations and doing it without a label.

Mr. QUIE. I will go into another subject. We have been on the Teacher Corps for a long time.

Let me also ask, if I may, one other question, Mr Howe. You said if we turn our backs on those going to give 2 years of service to assist local teachers, and so forth.

I get the impression that you are looking at this as sort of a Peace Corps type of service as well as training for a master's degree and work later on with the deprived children, that you are giving this concept that they are volunteering service and for 2 years they are providing this kind of volunteer service.

Mr. HOWE. They are spending a portion of their time, more than half, actually working in the schools during this 2-year period, and they will continue, most of them, to work in these kinds of schools, at least for a considerable time, as professional teachers.

No doubt there will be some attrition as there is in any teacher group, and no doubt a higher attrition among the women than men. But there is some indication that a group of this sort is likely to have some less attrition than some other groups.

It seems to me that there is an element of sacrifice, if you will, in the sense that this is a very difficult job.

The evidence of this is the fact that so many teachers who were regularly trained by the usual professional training processes are leav-

ing the job. The figures show that in the schools of the central city, for example, the high preponderance of inexperienced teachers, and of substandard teachers, and of noncertificated teachers, is found in these more difficult schools.

The youngsters there are getting shortchanged in terms of experienced staff.

So this element of motivation to continue with a tough job is an important part of this little enterprise.

Mr. QUIE. Let's go to title I of the act.

You put great emphasis on involving parents and the community at large in school programs and the Teacher Corps. I think this has great merit. OEO did this with Project Headstart as well.

The studies that I have been able to read indicate that the Headstart programs are much more successful, and in fact in the long run really are the ones that are successful, where they involve the community and the parents in the program.

In title I we have a huge expenditure of money, better than \$1 billion. It can have a significant effect on community problems.

What are your plans to involve the community and the parents in this same sense? I might elaborate even more that one of the criticisms that I have heard and that I feel about the traditional system of education is that the teachers have had a desire to keep their activities limited to the classroom and have the protection of the school building. It is as difficult for any of them to go out into the community and to the parents as it is for any of these corpsmen.

Mr. HOWE. Like all generalizations about teachers there is some truth in that, and certainly there are many exceptions.

We would quite agree with the implications of your observation, that it is important to enlist the parents, particularly the parents of youngsters who are educationally deprived, to enlist them somehow on at least the motivational side of the educational endeavor. Headstart has done this.

This will be built into the prescription for Operation Followthrough projects.

In title I—and I would like Mr. Estes to comment on this after I make a general observation—we are not in a position as a policy matter to actually require this kind of involvement.

In a sense, this would be regarded, I think, as undue interference by the Federal Government in the local school system. But we are in a position, through persuasion, through letting people know about good examples of what school districts are doing, through encouragement and publicity, through dealing with State personnel who are responsible for title I within the State, to encourage a great deal of parent involvement.

This is exactly what we are trying to do.

Let me ask Mr. Estes to say a word or two more about this.

Mr. ESTES. I would take exception to your statement that Headstart programs are the only ones that have proven to be successful in the preschool field.

In title I we have some 400,000 to 500,000 children enrolled in preschool programs. We have some evidence that leads us to believe, especially from the State of California, that our title I preschool pro-

grams are at least as effective, if not more effective, than the Headstart programs. I think it is difficult to generalize—

Mr. QUIE. Let me say right here I did not mean to indict you on title I. I used the example of the Teacher Corps as you have talked of it here, and the example of successful Headstart programs under OEO.

I am sorry I gave that impression because I well agree with you there have been some great title I preschool programs, though not enough.

Mr. HOWE. I believe title I is supporting more preschool activity than Headstart; isn't that true?

Mr. ESTES. That is correct.

Mr. QUIE. How do you bring about the parental and community involvement because you can do this in OEO doing it through a community action agency. The school board is not necessarily representative of the people who are deprived, or their parents.

Mr. ESTES. We have a real problem, as you well know. As educators, in the past we have sort of a hands-off policy.

We have attempted at times to isolate ourselves from the community. This is an entirely new area for us. We are, quite frankly, rather pleased with the success we have had thus far in attempting to get local school people to work with members of the community. We are in the process now, under section 205, of establishing criteria for the approval of projects under title I that will be used not only by local agencies but also by State agencies criteria that will improve this interaction between the groups.

Mr. QUIE. Have any States required the involvement of the community and the parents in the development of a project for which they receive money under title I?

Mr. ESTES. All of our projects are encouraged to involve the parents. I would have to ask Mr. Hughes whether or not this is a requirement in any local or State unit.

Mr. HUGHES. I think a number of States—in California, as a good example, have established criteria in which they involve this as a very high priority item in terms of approval of projects. They would insist that local districts in making application and in just filing their proposal involve the community and that there be parent involvement, certainly in those programs where preschool is a central part of the activity.

Mr. QUIE. Has there been an evaluation of this type of project compared to the ones where they are strictly developed within the school itself?

Mr. HUGHES. A number of the city reports we have seen indicate that very definitely the early childhood education projects are much more successful as a result of this parental involvement. The California report, particularly, is indicative of this improvement.

Mr. QUIE. Have you enough examples now so that if they were made available or publicized it could be utilized as an example of how such a program could be run well?

Mr. HUGHES. Yes, I think we could, certainly from the individual reports we have gone through and glean out those examples which do indicate parental involvement. We would be glad, for example,

to put an insert in the committee record indicating just how important the districts have felt this has been during the first year.

Mr. QUIE. I would like to see that. Perhaps an example or two at this point in the record would be good. But if you would, also give me a greater number than one or two to look at, I would appreciate that.

Mr. HUGHES. Yes, sir.

(Mr. Hughes submitted the following material:)

BALTIMORE, MD.

The Neighborhood School for Parents * * * was funded under title I ESEA as an activity augmenting the impact of the feeding projecting for children at the Harlem Park Elementary School. The daily program had four prime elements: Family Life Education, Community Orientation, Basic Academic Education and Nutrition. Community Orientation brought in agency representatives from Housing, Health, Legal Aid, Sanitation, Welfare, Employment and Education, etc. Nutrition was developed through the balanced lunch served each day. To reduce obstructive factors a bus service parallel to that offered children in the program at No. 35, and nursery and kindergarten service at the school location were provided. This summer program enrolled 189 parents and 102 children.

General comment

Of all the programs described, the Neighborhood School for Parents attracted the most comment as being novel, stemming from indigenous initiative and offering a range of integrated educational services clearly recognized as meaningful by the participants. The community service agencies used in the community orientation aspect of the program all expressed enthusiasm for the project and asked for, and received, permission to have a representative present periodically throughout the summer. All involved, participants, staff, planners and community agencies, strongly urged the continuation and extension of the program. This recommendation is fully endorsed. All other program aspects of these summer activities do have continuing or counterpart programs throughout the year. Subject to the approval of proposals for renewing this project under ESEA it will be resumed in the late fall or early winter.

CINCINNATI, OHIO

To a significant extent, the objectives of the various ESEA projects are directed toward achieving more active parent participation and interest in the school. The parent education project has this goal as its major objective. It is presumed that the motivation of students toward school is largely related to the interest and involvement of the parents in their child's education. The survey was not given with the intention of measuring the effectiveness of projects per se. In all probability, parents would know little about the Education Act projects or services and certainly would not know projects by name. Instead, the strategy was to measure overall interest and involvement in the school and obtain their reactions in terms of observable behaviors of their own children.

The enrichment and remediation project sought to increase the involvement of both parents and community in the education of primary target school pupils. This involvement was promoted through the use of resident aides in making home contacts and conducting study-discussion group sessions. Community involvement was promoted through enrichment activities, especially after-school trips and excursions.

The parent education project is aimed at securing greater parental involvement in stimulating the physical, cultural, and intellectual growth of disadvantaged children. Primary goals of the project are to have the parent realize the importance of his role in rearing his children, to give him the understanding, education and belief in himself to do this and to bring him into closer contact with the school in the education of his children.

It is hoped that the parents' partnership with the school will improve their attitude toward education and thereby increase the child's motivation to learn. Parents who recognize their importance in the education of their children and understand the school's program gain self-assurance in helping their children

with school work. Through step-by-step success, both parents and children set successively higher goals, thereby building an improved self-image.

While training parents to motivate their children and assist in their education, the project also attempts to encourage parents and parent figures to continue their own education under such programs as those of the Economic Opportunity Act, the Vocational Education Act, and the Manpower Development and Training Act. Such interest in self-improvement is likely to have a beneficial effect not only on parents and children, but also on the rest of the community.

The attempt to increase the involvement of parents in the education of their children and to encourage their own self-improvement is made chiefly through parent leaders chosen from each school community. The use of residents of each project school area was aimed at bridging the communication gap that often exists between home and school. Chief responsibilities of these leaders are to make home contacts with parents and to work with them in study-discussion meetings. These meetings are devoted to various topics that concern family life and education.

For the a number of years Cincinnati has conducted a parent study-discussion program through the use of such lay leaders. School administrators report that parents who have participated in the program show a more cooperative attitude toward the school. Most of this study-discussion work, however, has been conducted in the suburban areas. The parent education program is intended to expand the very limited exploratory efforts in this vein among disadvantaged families.

Summary and conclusions

The parent education project was aimed at helping disadvantaged children through services to their parents. The chief focus of the project efforts was in helping parents to understand their children and themselves, and to become more involved in the education of their children through a realization of the importance of their own parental role. To achieve these goals one paid leader was selected from the parents in each school area. These leaders were given intensive training that included general leadership development, instruction in planning and conducting discussion programs, information on cultural and educational opportunities offered by the community and training in the use of resources and agencies.

In all, this training was given to parent leaders representing 32 of the 40 target public schools. By publicizing the project and contacting parents in their homes, these leaders involved a total of 1,626 parents in one or more study-discussion programs. Average attendance for each session included about half the parents who had been enrolled from the area.

Responses on the parent participant survey and oral reports of parent leaders point to many worthwhile gains in parents' relationships with children and school and understanding of themselves and their role as parents. No comparisons of pre-post project gains were possible except for the teacher survey, where target teacher ratings indicate some improvement in parent-school relationships.

These signs of success suggest that the services of this project be continued in the same essential structure as before. Careful attention should be given to interpreting the project services to school staff and to community. Special efforts should be made to involve male parents and parents of nonpublic school children. Finally, gains made in the first project year should be built upon by extending the strengths of the program and providing follow-up contact with the specific parents served.

LOS ANGELES, CALIF.

Parent Education

Description

Parent education classes were offered to parents of secondary school pupils under the auspices of the area adult school. Participants studied home-school and parent-child relationships, the curriculum, and problems of adolescence. A specialist worked with teachers, interpreted the program to administrators, and conducted inservice education. Seventeen teachers assigned to the 22 classes devoted 2 hours per week to instruction and 1 hour to consultation with parents.

Objectives

To improve parental understanding of the educational program designed for the child.

To develop parental support and involvement in the educational program.

To improve parental understanding of the social and emotional needs of the child and youth in general.

To improve parent-child relationships in the home.

To improve pupil attitudes by improvement of the parental attitudes.

Implementation

The project was conducted from January 31 through June 17, 1966, in 14 adult schools, 11 senior high schools, and 14 junior high schools. One junior high school held two classes, one in the afternoon and one in the evening.

Participants included 810 women and 202 men of Negro, Mexican, Caucasian, and Oriental descent with a broad range of educational backgrounds. They were parents of children whose ability levels ranged from low achievers to the college capable.

Classes for 20 parents were held in two nonpublic schools.

Activities

Staff activities.—The staff recruited pupils actively through publicity and by visiting community organizations. The staff attended five inservice education meetings to learn more about basic needs of children, secondary school curriculum, methods of instruction, family and community life in disadvantaged areas, new services, recruitment problems, and methods of evaluation.

Pupil activities.—Parent discussion groups brought neighbors together for the first time. Some parents learned how to communicate openly and meaningfully with their families. Several newly arrived immigrants learned about local schools.

Outcomes.—Twenty-two classes were conducted with a total semester attendance of 243 parents.

Sixty-two percent of parents indicated a gain in better understanding of the educational program designed for their child.

Sixty-five percent of the parents reported that they had visited their child's school in a 4-month period.

Three out of four parents reported an improved understanding of the social and emotional needs of their children and of youth in general.

The parent education classes discussed methods of improving parent-pupil relations and how to change pupil attitudes by improving parent attitudes.

Four out of five parents said they would attend a similar class next semester and would bring a friend.

Conclusions

A majority of the parents taking part in the project reported that they had gained a better understanding of their child's educational program and enjoyed the opportunity to discuss topics about pupil-parent relationships and attitudes.

Parents indicated that they would support and attend this type of class in the future.

Mr. QUIE. Here is one of the places where we have to look as to how the Federal Government is going to assist.

I know you are addressing yourself as to how far the Federal Government should direct this. I know you are addressing that, Mr. Howe. But I think we, as Congressmen, must look at the success of these programs, also.

Let me ask you a few more questions, if I may.

If any of my colleagues feel I am taking too long and want to question, just ask me to yield.

Mrs. GREEN. Before we depart entirely from the Teacher Corps, do you have the Higher Education Act before you?

What does section 504 provide?

Mr. HOWE. We will get it.

Mrs. GREEN. It seems to me that it would give you the exact same thing as in the Teacher Corps. That is, without the label on it.

Mr. HOWE. I am sorry, I don't have that here.

Mrs. GREEN. The Commissioner is authorized to make grants or contracts with State or local education agencies, institutions of higher

education, or other public or nonprivate agencies, organization, institutions, and to enter contracts with public or private institutions, agencies, organizations, et cetera, to identify capable youth in secondary schools being publicized for careers in the fields of education, encouraging qualified personnel to enter or reenter the fields of education.

Can't you do everything you want to do under the Teacher Corps in this as it appears in section 504 of the Higher Education Act?

MR. HOWE. It sounds like a rather broad authority. Is that under the talent search section?

MRS. GREEN. It is under the education professions part of the bill.

MR. HOWE. This is the new higher education amendments you are referring to. I misunderstood you.

I think that is a very comprehensive training authority, indeed.

I would want to examine the details of the Teacher Corps operations to see whether we could. It is certainly an open question.

MRS. GREEN. Would you examine that and tell me what other authority you would need to carry on the Teacher Corps?

MR. HOWE. I certainly will.

MRS. GREEN. Thank you.

(Mr. Howe submitted the following letter:)

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,

March 6, 1967.

To: Mr. Harold Howe II, Commissioner of Education.

From: Theodore Ellenbogen, Assistant General Counsel.

Subject: Could the provisions of proposed § 504 of the Higher Education Act of 1965 (Attracting Qualified Persons to the Field of Education), in H.R. 6232 and S. 1126, be used to achieve all the purposes of the Teacher Corps program?

I am advised that at a hearing on the administration's Elementary and Secondary Education Amendments of 1967 (H.R. 6230) before the House Committee on Education and Labor, in a colloquy concerning the Teacher Corps provisions of that bill,¹ the question was raised whether the purposes of the Teacher Corps program could not be fully achieved under § 504 which is proposed to be inserted as part of the Education Professions Development Act in title V of the Higher Education Act of 1965 by § 502 of the Higher Education Amendments of 1967 (H.R. 6232, S. 1126, p. 51), I have been asked for an opinion on this question.

The answer is clearly in the negative.

The proposed § 504 of the Higher Education Act of 1965 provides:

"ATTRACTIVE QUALIFIED PERSONS TO THE FIELD OF EDUCATION

"Sec. 504. The Commissioner is authorized to make grants to, or contracts with, State or local educational agencies, institutions of higher education, or other public or nonprofit agencies, organizations, or institutions, or to enter into contracts with public or private agencies, institutions, or organizations, for the purpose of—

"(a) identifying capable youth in secondary schools who may be interested in careers in education and encouraging them to pursue post-secondary education in preparation for such careers;

"(b) publicizing available opportunities for careers in the field of education;

¹ H.R. 6230 and its companion S. 1125 would transfer the Teacher Corps program from title V of the Higher Education Act of 1965 and insert it (with its sections appropriately renumbered) as Part B in title I of the Elementary and Secondary Education Act of 1965. These bills would also amend the provisions of the Teachers Corps program in various substantive respects.

"(c) encouraging qualified persons to enter or reenter the field of education; or

"(d) encouraging artists, craftsmen, artisans, scientists, and persons from other professions and vocations, and homemakers to undertake teaching or related assignments on a part-time basis or for temporary periods."

The purpose of the National Teacher Corps program, as stated in § 511 of the Higher Education Act of 1965 (which under H.R. 6230 and S. 1125 would become § 151 of title I of the Elementary and Secondary Education Act of 1965) "is to strengthen the education 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 in-service training to local educational agencies in such areas in teams led by an experienced teacher."

The principal means chosen by Congress for carrying out that purpose are—

(1) establishment, in the Office of Education, of a National Teacher Corps;

(2) recruitment, selection, and enrollment in the Teacher Corps for up to 2 years, by the Commissioner of Education, of experienced teachers, and of inexperienced teachers who have a bachelor degree or its equivalent;

(3) arrangements (through grants or contracts) by the Commissioner with institutions of higher education, or with State or local educational agencies, to provide members of the Corps with training appropriate to carry out the purposes of the program, including up to 3 months of training before entering upon teaching service;

(4) arrangements by the Commissioner with local educational agencies to assign to them from the Corps at their request, for service under their control in schools in areas with large concentrations of children from low-income families, experienced teachers alone, or teaching teams consisting of an experienced teacher and of a number of teacher-interns (with the interns also undergoing academic training, preferably leading to a graduate degree, under the guidance of the experienced teacher in cooperation with an institution of higher education). The basic law authorizes the Commissioner to pay the local educational agency its full cost, but the fiscal year 1967 appropriation and the fiscal year 1968 budget provide for paying only 90 percent of the cost, of compensation paid by the local educational agency to such teachers and teacher-interns.

It will be noted that not a single one of the above-summarized authorizations of the Teacher Corps program can be found in the proposed § 504 of the Higher Education Act of 1965 quoted above. Not only is there a complete absence of the central idea of a Teacher Corps in the proposed § 504 but all that would be authorized under it—and this only through grants or contracts and not directly—is a talent search program which will help to identify persons interested in entering or reentering the field of education and to "encourage" them to do so. Nothing in the proposed § 504 would authorize the engagement and training of qualified teachers who will be made available at Federal expense to local educational agencies, or the training of teacher-interns and making them available, again at Federal expense, for teaching and training in such agencies under the leadership of an experienced teacher. Even the general thrust of § 504 differs from that of the Teacher Corps program. Section 504 is a generalized talent search provision, broadly designed to help find persons interested in pursuing or reentering an educational career (or to teach part time) at any level (elementary or secondary, higher, etc.), and to "encourage" them to do so, whereas the specific thrust and objective of the Teacher Corps program is to motivate, enroll, train, and make available as members of the Corps teachers and prospective teachers for teaching in urban slum schools and rural poverty schools.

Moreover, the central concept of the Teacher Corps is essentially that of a corps of volunteers, comparable to the concept of the Peace Corps and VISTA, appealing to and attracting those who have a high sense of mission and a desire to serve generally at a financial sacrifice,² and who are to be available to slum

²Under the proposals for amendment embodied in H.R. 6230, the compensation of teacher-interns would not exceed \$75 per week plus \$15 for each dependent.

and poverty schools throughout the Nation through a central pool from which school districts may select for service those best suited to their special needs. This concept of a dedicated volunteer corps, explicitly stated by the President in his health and education message of February 28, 1967, has been inherent in the program from the beginning in the form of the proposals of Senators Gaylord Nelson and Edward Kennedy, in the President's remarks of July 2, 1965, before the Convention of the National Educational Association, and in his letters of July 17, 1965 to the Speaker of the House and President of the Senate transmitting the proposal for a Teacher Corps (and a proposal for teacher fellowships). As said by him in those letters (see H. Doc. No. 245, 89th Congress), the "Teacher Corps draws on that spirit of dedication of Americans which has been demonstrated time and again in peace and war, by young and old, at home and abroad. It will provide a challenge and an opportunity for teachers with a sense of mission—those best suited to the momentous tasks this Nation faces in improving education." No such concept of a volunteer corps or of mission inheres in the proposed § 504.

Nothing in this memorandum should be taken as any way intended to derogate from the potential usefulness of the proposed § 504 within its own terms. All that is intended is to point out that it would not lend itself to use as a substitute for the Teacher Corps program.

This opinion has been cleared with the Education Division of the General Counsel's Office.

Mr. QUIE. When the Elementary-Secondary Act was passed, the 1959 census data was not as outdated as it is today. Do you think we can justify continuing distribution of the funds based on that census data?

With the mobility of the population so far out of line by 1969 and it would be 1970 by the time we have the results of the next census, it is really going to be a bad distribution.

Mr. ESTES. I would admit this does create some inequities. However, as you remember in the last session of Congress, there was an amendment passed which provided for the use of the latest AFDC data for calculating allocations to local and State districts.

Mr. QUIE. That is for the AFDC part of it. But most of it comes on children in families of less than \$3,000, as I recall.

Mr. ESTES. The act does make it possible for States to collect new census data if they so desire in order to achieve an equitable distribution. Perhaps this is the answer in those States where this data is out of date.

Mr. QUIE. You say perhaps it is the answer. What are the States doing? Do they have this information available? I don't know of any States that do this kind of a census job on their own behavior.

Mr. ESTES. There is no better data. Of course, they would have to ask the Census Bureau to do this job for them.

Mr. QUIE. Has the Census Bureau been willing to go into that huge expenditure of money?

Mr. ESTES. I am not sure whether any State to date has asked for this information or asked that this job be done. Of course, the States would have to pay for the service.

Mr. QUIE. The State would have to pay for it. It would be a pretty expensive operation, wouldn't it?

Mr. ESTES. That is right.

Mr. QUIE. I don't believe you can expect any State to ask for that.

Wouldn't it be better if we could work out a system? We may have accurate figures in 1971, and then they would become more and more inaccurate as we go through the later years.

There is no reason why the Federal Government's expenditure for elementary and secondary education will reduce. If anything, it will increase. I will say, for one, that it ought to increase over the years.

Wouldn't it be better if a formula could be devised to make it available to the State and the State then find an equitable way of distributing it through the years within the State as they have found with their own funds in State aid in so many States already?

Mr. HOWE. On this point, it would be necessary to have the State find some formula that addressed itself to concentrations of educationally deprived children in order to carry out the intent of Congress.

If you came up with 50 different approaches to this, you might not get, at least in some States, as good a basis for distribution as you get by having a national policy. I don't know.

Certainly the basic purpose of this act is to reach, for special services, over and above the normal levels of expenditure, the deprived children, or this title of the act is.

This being the case, it seems to me better to seek some acceptable national definition on the basis of data which is conveniently available. Your question really has very broad implications. It has the implication of whether our 10-year census habit is a good habit in the computer age.

To operate the States and the United States, it seems to me that we may need more accurate information more regularly than we get it. In the computer age, it may be possible to have it.

Mr. QUIE. The State solved this in their own aid program and made it available to all the students. They figure out how many students there are on an average daily attendance.

Mr. HOWE. And give no special assistance to deprived children at all.

Mr. QUIE. That is right. I imagine we have some concern lest we identify them so clearly that it ends up in an economic segregation.

Mr. HOWE. This is one of the unique features of the title I operation. It doesn't place children in that position. It is one of the aspects of the title I operations that in some ways avoids issues which the Headstart operation brings out.

Mr. QUIE. Let's try it from another tack. I guess there are about 27,000 districts in the country and 25,000, I guess, are eligible for the funds. I understand that 17,000 have applied for funds, using round numbers.

Mr. ESTES. 17,000 were involved.

Mr. QUIE. We then have built in an entitlement into this program which means that it actually isn't zeroing in on the areas with the greatest need.

Some areas of great need are being reached, but money is being expended in some school districts that can never be classified as having as great a need as, we will say, some of the depressed rural areas of the South or some of the center cities.

Mr. HOWE. In any broad view of the program, the operation of the formula does have the effect of bringing the focus of the major portion of the funds into the areas of greatest need.

Because of data not being up to date or other such possibilities, there may be a few exceptions to this. I think you will find these relatively few.

Chairman PERKINS. Will the gentleman yield to me?

Mr. QUIE. Yes.

Chairman PERKINS. I think the gentleman from Minnesota discussed for a long time last year the inequities involved in the distribution of the money. The record of 1965 and 1966 will disclose that we spent day in and day out trying to find a more equitable approach than using the income factor and the census data.

Every time we would carefully study something, which at first seemed to show promise, we realized it was not as equitable as this approach. I know what the gentleman is driving at, or zeroing in, as he says, to the areas where we have the greatest need.

Last year by amendment which he and I both agreed on, we brought the poorer States up and put a floor under the poorer States; we brought per-pupil payments up to 50 percent of the national average in those States where per-pupil expenditures were below the national average.

It added an extra cost of about \$400 million a year. There is no good argument, in my judgment, as to why we should not support the deprived children in the areas wherever they are found.

With respect to the formula, I think it has been studied, studied, and studied. Until we can get some new census data, especially in view of the contribution the gentleman made last year, I just don't see how we could improve it.

Mr. QUIE. I don't have a formula that I am going to advocate as a substitute. I am just groping to see if we can't find something better in the future.

Mr. HOWE. I don't think we ought to say that this is the best one and we should never change it.

Chairman PERKINS. I agree with you that we ought to study this all the time.

Mr. QUIE. I have observed two problems. One is in the rural areas as different from a large city.

A large city like Minneapolis has one school district. In the city of Minneapolis, the superintendent has the responsibility of really determining which schools in the system are in greatest need.

The schools that are not in that great a need don't receive a cent, no matter how many poor kids are going to that school. They don't receive a cent of Federal money.

It goes to the schools which have the greatest need. I think this is the way the program ought to operate. But out in the rural area because of the entitlement that judgment cannot be made.

For instance, in one school district in my congressional district they had a very poor crop in 1959 and for that reason most of the families appear to have an income of less than \$2,000.

It can easily happen on a farm. The crops were better in the years after that. But because of that they received a large amount of money. In talking about deprivation of children, they are not any more deprived than another part of my district which had good crops.

In some way, we must permit the State to take this into consideration.

I recognize that there is also built into this formula the desire of a Congressman to get as much as he can for his district. It is heresy for me to say that they need the money more in Kentucky, in our chairman's district, than they do in mine.

But from what I have observed, I think this is true. We made one step with the formula last year, in order that Kentucky could come up to the national average. But we have not done anything about this problem within a State of putting it to the areas of greatest need as we have done in cities of the first class.

Mr. HOWE. We would be happy to work with you on possible formula improvements. It is clear that we are never going to come to the absolutely perfect arrangement. The act comes up for renewal next year.

As we bring it up at that time, we ought to take a hard look at possible formula variations that will handle perhaps the kind of problems you refer to.

But as both you and the chairman well recognize, it is an extremely complex matter once you start tampering with it.

Chairman PERKINS. In view of what you just stated, I hope we can put another year's duration on it this year. Of course, we can restudy every year. But then educators wouldn't have to be under the gun all the time.

It is one of the things that brings about so many problems in the country, because they don't know whether they will get the financing.

We want to try to get over that this year, if we can.

Mr. QUIE. I didn't realize from the comments of the Commissioner, Mr. Chairman, but evidently, the administration bill does not propose to extend the act beyond next year?

Mr. HOWE. The act comes up, I believe, in the next session of this Congress for renewal. It was extended for 2 years, so it will automatically come up. I assume that we will propose a renewal of it, perhaps with amendments.

We just haven't gotten to that yet.

Mr. QUIE. I share the views of the chairman on this that it would be unfortunate to wait until next year to decide what we are going to do about extension of the act. I think it is unfair to the school systems of the country to live in fear and tremble whether they are going to receive this amount of money.

If it were a small amount, I would agree with it, that it wouldn't be that really important. But when you have a billion dollars, where they start budgeting for it, I think this is a very important point.

Mr. BELL. Will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. BELL. I agree on that point.

Chairman PERKINS. Will the gentleman yield?

Mrs. Green wants to leave very shortly.

Mr. BELL. It was just a particular point that I wanted to cover. I will yield to Mrs. Green.

Mrs. GREEN. I will yield back to the gentleman.

Mr. BELL. I understand you were talking about the AFDC situation. I noticed California's AFDC figures for 1965 were used. However, California was able, willing and able, to prepare figures for 1966.

The Welfare Administration said they had to use 1965 figures as a basis and couldn't use 1966.

That cost California about \$ 10 million. I am wondering why they established 1965 as the ironclad date for which we had to use AFDC figures.

Mr. ESTES. This did happen in California. We did use the figures across the Nation based on the 1965 information. Mr. Hughes has looked into this very carefully and has an opinion from our legal counsel. I would like for him to comment specifically on this particular instance as it relates to California.

Mr. HUGHES. Yes, sir. Of course, the one point here, Mr. Bell, is that we did have to have a standard procedure, whereby all States would receive their entitlements in fiscal 1967 based on the same information.

Mr. BELL. Couldn't it be an incentive for the States to get their figures ready for 1966? That would be an incentive and it would be an advantage. I wouldn't say it necessarily has to be the same date, does it?

Mr. HUGHES. At the time the bill was going through the Congress last year, there was uncertainty as to whether the updated AFDC would be included in the final bill.

The administration did not recommend it. There was also a question of difference between the House and Senate bills as to the low income factor of \$2,000 or \$3,000. The original Senate bill would have boosted the low income factor to \$3,000.

So there was uncertainty as to how the formula was going to come out. The House report, however, on this fact was specific. It indicated that in terms of the House language, it was anticipated that calendar 1965 data would be computed for all States.

That is the procedure we followed.

Mr. BELL. I can appreciate your point. But to a degree, you have to admit it places a burden of unfair restriction on States that are on the ball and are willing to get their figures together for the latest possible AFDC dates, which is what the bill itself says.

Mr. HUGHES. The additional factor that we had to take into consideration, of course, was getting this information as rapidly as possible so that we could make allocations to all districts.

The fact of the matter was that we had already begun, that is, the welfare administration had already begun, to get information on 1965 calendar year based on the House language and then on the House report.

It would have delayed considerably the procedures this year in the final allocations if we had actually gone to fiscal year 1966 information.

Mr. BELL. Then are you saying in effect at this time, or at the time this bill passes, we will use the latest AFDC figures provided they are no later than 1966?

Mr. HUGHES. We will be using calendar 1966.

Mr. BELL. Even though California may have 1967 figures available?

Mr. HUGHES. It has to be calendar or fiscal year. We are now

getting calendar 1966 data in order that we can make fiscal year 1968 allocations in advance of the fiscal year.

If we were to do otherwise, we would have to wait until sometime this fall to get the fiscal year 1967 data in order to make fiscal year 1968 allocations. In other words, we can speed up the process of making the next year's allocations by several months, possibly even 6 months, by going ahead and using calendar year 1966 information.

Mr. BELL. Thank you.

Chairman PERKINS. Mrs. Green?

Mrs. GREEN. I have two questions. One is on the extension of the programs, both in terms of authorization and appropriation. While I lean to 1-year authorizations by this committee for a variety of reasons, it does seem to me both your Office and the committee might well give consideration to an authorization that is a year in advance. Perhaps there should be an authorization made for a 2-year period initially, and then 1-year authorizations, so that we could meet the school budgets.

If there is one universal complaint, it is the complaint that no school can plan because they don't know how much money they will have. When you said that you perhaps would come in with a recommendation for the extension, it seems to me that this might well be taken into consideration this year so that we could get on that track.

Mr. HOWE. Mrs. Green, if I could say just a word about that, we had this same line of thought in bringing up both NDEA and the Higher Education Act a year ahead of their expiration dates.

Frankly, both because of the number of times ESEA has come up, one year after the other, and because of the loads of business involved if we brought three major pieces of legislation up in this session, we thought it better not to bring ESEA up this year for renewal.

Mrs. GREEN. But you would not oppose it if the committee brought it up?

Mr. HOWE. It may be worth exploring.

Chairman PERKINS. If the gentlelady will yield at that point, last year the administration proposed a 4-year authorization of the extension of the ESEA, and I did my darndest in the committee to sustain the 4 years.

We had the time of our lives in getting the 2 years.

It is most important, I feel, that we commence to think about at least a 3-year authorization and do what we can on this committee to bring it about.

Mrs. GREEN. I would be glad to support a 3-year authorization if you will get the Appropriations Committee to support a 3-year appropriation.

Chairman PERKINS. I agree with that as to the fact of it being difficult.

Mr. HOWE. I think there are very real problems here for school districts as well as for higher education institutions in the appropriations pattern. You know the President addressed himself to this in his education message.

He asked the Secretary in that message to explore ways by which we could make some progress on this problem, working with the Congress. I don't know at this point what action the Secretary

will take, but I am sure that he will seek some form of conference discussion about this whole broad problem. I would hope there would be such.

Mrs. GREEN. I don't think there is any problem quite as urgent as this.

The other question I have is in regard to the total amount of money involved.

I am in agreement with the gentleman from New York on the total amount if we are going to make an impact on this.

I am less than enthusiastic about the abundance of small programs. If I had my druthers, I might cut some of them out. Nevertheless, I am committed to the belief that we are going to have to spend vast amounts of money if we are going to change the quality of education or the equality of opportunity.

Therefore, my question, Mr. Commissioner, is this: You are requesting only 55 percent, and we will discuss the higher education facilities which gets the lowest percentage of all at a later date, but may I ask you what did you originally request on the selected items of higher education, elementary and secondary, library, community services, vocational education, and so on?

Mr. HOWE. By original request, do you mean the request that the Department made of the Bureau of the Budget?

Mrs. GREEN. Yes.

Mr. HOWE. I just don't have those with me, Mrs. Green. I will provide them to you. We can make them available very quickly. Would you like them for the record at this point?

(The information requested follows:)

Budget requests of the Department of Health, Education, and Welfare, Office of Education

SUMMARY

Activity	Fiscal year 1967		Fiscal year 1968 ²		
	Authoriza- tion ¹	Appropri- ation	Authoriza- tion ¹	Request to BOB	Budget estimate
Elementary and secondary educational activities.....	\$1,973,313,947	\$1,464,610,000	\$3,376,909,876	\$3,315,909,876	\$1,692,000,000
School assistance in federally affected areas.....	491,400,000	439,137,000	488,916,000	466,200,000	439,137,000
National teacher corps.....	64,715,000	* 20,000,000		46,000,000	36,000,000
Higher educational activities.....	1,243,950,000	1,177,251,000	1,766,950,000	1,593,350,000	1,173,194,000
Expansion and improvement of vocational education.....	297,516,000	268,016,000	288,491,000	275,591,000	259,900,000
Libraries and community services.....	234,315,000	146,950,000	281,770,000	252,020,000	165,950,000
Educational improvement for the handicapped.....	93,000,000	* 37,900,000	205,500,000	101,000,000	53,400,000
Research and training.....	30,000,000	91,050,000	29,900,000	199,100,000	99,900,000
Educational research and training (special foreign currency program).....		1,000,000		4,600,000	4,600,000
Salaries and expenses.....		* 32,835,000		47,236,000	40,253,000
Colleges for agriculture and the mechanic arts (permanent).....	2,550,000	2,550,000	2,550,000	2,550,000	2,550,000
Promotion of vocational education, act of Feb. 23, 1917 (permanent).....	7,161,455	7,161,455	7,161,455	7,161,455	7,161,455
Student loan insurance fund.....		3,200,000		0	0
Higher education loan fund.....	200,000,000	200,659,000		3,200,000	2,625,000
Civil rights educational activities.....		* 8,028,000	400,000,000	37,867,000	30,000,000
Arts and humanities educational activities.....	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Total.....	4,638,921,402	* 3,901,348,455	6,849,148,331	6,352,785,331	4,007,670,455

See footnotes at end of table.

Budget requests of the Department of Health, Education, and Welfare, Office of Education—Continued

ELEMENTARY AND SECONDARY EDUCATIONAL ACTIVITIES

Activity	Fiscal year 1967		Fiscal year 1968 ²		
	Authoriza- tion ¹	Appropria- tion	Authoriza- tion ¹	Request to BOB	Budget estimate
Educationally deprived children.....	\$1,430,763,947	\$1,053,410,000	\$2,441,359,876	\$2,441,359,876	\$1,200,000,000
Local educational agencies.....	(1,345,820,593)	(1,015,152,657)	(2,340,574,732)	(2,340,574,732)	(1,148,461,733)
Handicapped children.....	(20,462,448)	(15,078,410)	(22,948,165)	(22,948,165)	(11,465,299)
Juvenile delinquents in institutions.....	(8,451,281)	(2,037,344)	(9,826,642)	(9,826,642)	(4,902,017)
Dependent and neglected children in institutions.....	(932,549)	(224,809)	(1,135,509)	(1,135,509)	(561,395)
Migratory children.....	(40,394,401)	(9,737,847)	(42,412,937)	(42,412,973)	(22,078,765)
State administration.....	(14,702,675)	(11,178,933)	(24,461,891)	(24,461,891)	(12,530,791)
Supplementary educational centers and services.....	180,250,000	135,000,000	515,000,000	487,000,000	240,000,000
Guidance, counseling, and testing.....	30,000,000	24,500,000	30,000,000	30,000,000	24,500,000
Strengthening State departments of education:					
Grants to States.....	25,500,000	18,700,000	42,500,000	42,500,000	25,287,500
Grants for special projects.....	4,500,000	3,300,000	7,500,000	7,500,000	4,462,500
Statistical services.....	2,800,000	2,250,000	2,800,000	2,800,000	
NDEA supervisory services.....	8,000,000	5,500,000	8,000,000	6,000,000	
Equipment and minor remodeling:					
Grants to States.....	88,000,000	79,200,000	96,800,000	88,000,000	47,000,000
Loans to nonprofit private schools.....	12,000,000	1,500,000	13,200,000	1,500,000	1,000,000
State administration.....	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000
Library resources.....	128,750,000	102,000,000	154,500,000	150,000,000	105,000,000
Teacher training institutes:					
Institutes for advanced study.....	53,500,000	30,000,000	56,000,000	50,000,000	35,500,000
Institutes for counseling personnel.....	7,250,000	7,250,000	7,250,000	7,250,000	7,250,000
Total.....	1,973,313,947	1,464,610,000	3,376,909,876	3,315,909,876	1,692,000,000

SCHOOL ASSISTANCE IN FEDERALLY AFFECTED AREAS

Maintenance and operations (Public Law 874):					
Payments to local educational agencies.....	\$408,900,000	\$391,700,000	\$434,500,000	\$389,200,000	\$389,200,000
Payments to other Federal agencies.....	24,500,000	24,500,000	27,000,000	27,000,000	27,000,000
Construction (Public Law 815):					
Assistance to local educational agencies.....	44,380,000	12,317,000	413,796,000	39,380,000	10,109,000
Assistance for school construction on Federal properties.....	13,000,000	10,000,000	413,000,000	10,000,000	12,208,000
Technical services.....	620,000	620,000	620,000	620,000	620,000
Total.....	491,400,000	439,137,000	488,916,000	466,200,000	439,137,000

NATIONAL TEACHER CORPS

National Teacher Corps.....	\$64,715,000	* \$20,000,000	(e)	\$46,000,000	\$36,000,000
HIGHER EDUCATIONAL ACTIVITIES					
Program assistance:					
Strengthening developing institutions.....	\$30,000,000	\$30,000,000	\$55,000,000	\$50,000,000	\$30,000,000
Colleges of A. & M arts.....	11,950,000	11,950,000	11,950,000	11,950,000	11,950,000
Undergraduate instructional equipment and other resources:					
Television equipment.....	10,000,000	1,500,000	10,000,000	7,500,000	1,500,000
Other equipment.....	50,000,000	13,000,000	60,000,000	40,000,000	13,000,000
Construction:					
Public community colleges and technical institutes.....	104,500,000	99,660,000	167,440,000	107,800,000	89,700,000
Other undergraduate facilities.....	370,500,000	353,340,000	560,560,000	382,200,000	300,300,000
Graduate facilities.....	60,000,000	60,000,000	120,000,000	90,000,000	50,000,000
State administrative expenses.....	7,000,000	7,000,000	7,000,000	7,000,000	7,000,000
Technical services.....	(?)	2,744,000	(?)	4,000,000	2,744,000
Teacher education:					
Elementary and secondary teacher programs:					
Fellowships:					
Experienced teachers.....	160,000,000	12,500,000	275,000,000	41,500,000	15,000,000
Prospective teachers.....		12,500,000		41,500,000	12,500,000
Strengthening graduate schools.....		5,000,000		7,500,000	7,500,000
College teacher fellowships.....	(?)	80,842,000	(?)	107,300,000	96,600,000
Institutes in use of equipment and other teaching aids.....	5,000,000	2,500,000	5,000,000	5,000,000	2,500,000
Student aid:					
Educational opportunity grants:					
Grants to higher education institutions.....	(e)	112,000,000	(e)	180,000,000	155,600,000
Encouragement of educational talent.....	(?)	2,500,000	(?)	4,000,000	4,000,000
Direct loans:					
Contributions to loan funds.....	190,000,000	190,000,000	225,000,000	195,000,000	190,000,000
Loans to institutions.....	(e)	2,000,000	(e)	2,000,000	2,000,000
Teacher cancellations.....	(?)	1,115,000	(?)	1,400,000	1,400,000
Insured loans:					
Advance for reserve funds.....	¹⁰ 10,000,000	10,000,000	(11)	42,000,000	-----
Interest payments.....	(?)	33,000,000	(?)	94,100,000	40,000,000
Work-study programs.....	165,000,000	134,000,000	200,000,000	171,600,000	139,900,000
Total.....	1,243,950,000	1,177,251,000	1,766,950,000	1,593,350,000	1,173,194,000

See footnotes at end of table.

Budget requests of the Department of Health, Education, and Welfare, Office of Education—Continued

EXPANSION AND IMPROVEMENT OF VOCATIONAL EDUCATION

Activity	Fiscal year 1967		Fiscal year 1968 ²		
	Authoriza- tion ¹	Appropriation	Authoriza- tion ¹	Request to BOB	Budget estimate
Vocational Education Act of 1963: Grants to States	\$202,500,000	\$198,225,000	\$202,500,000	\$202,500,000	\$199,309,000
Grants to States under George-Barden and supplemental acts:					
George-Barden Act	49,686,000	49,686,000	49,686,000	49,686,000	49,686,000
Supplemental acts	305,000	305,000	305,000	305,000	305,000
Grants to States under Appalachian Regional Development Act of 1965	¹² 8,000,000	8,000,000	⁽⁶⁾	7,000,000	7,000,000
Work-study program	35,000,000	10,000,000	35,000,000	10,000,000	
Residential vocational schools					
Vocational student loan assistance:					
Advances for reserve funds	¹³ 1,025,000	1,025,000	⁽¹⁴⁾	2,000,000	
Interest payments	⁽⁷⁾	775,000	⁽⁷⁾	3,600,000	3,600,000
Direct loans	1,000,000		1,000,000	500,000	
Total	297,516,000	268,016,000	288,491,000	275,591,000	250,900,000

LIBRARIES AND COMMUNITY SERVICES

Library services:					
Grants for public libraries (title I, LSCA)	\$35,000,000	\$35,000,000	\$45,000,000	\$40,000,000	\$35,000,000
Interlibrary cooperation (title III, LSCA)	5,000,000	375,000	7,500,000	5,000,000	2,357,000
State institutional library services title IV, pt. A, LSCA	5,000,000	375,000	7,500,000	4,875,000	2,120,000
Library services to the physically handicapped (title IV, pt. A, LSCA)	3,000,000	250,000	4,000,000	2,625,000	1,320,000
Construction of public libraries (title II, LSCA)	40,000,000	40,000,000	50,000,000	45,000,000	27,185,000
College library resources (title II, pt. A, HEA)	50,000,000	25,000,000	50,000,000	50,000,000	25,000,000
Acquisition and cataloging by Library of Congress (title II, pt. C, HEA)	6,315,000	3,000,000	7,770,000	7,770,000	4,000,000
Librarian training (title II, pt. B, HEA)	⁽¹⁴⁾	3,750,000	⁽¹⁴⁾	8,250,000	8,250,000
University community services programs, title I, HEA	50,000,000	10,000,000	50,000,000	30,000,000	16,500,000
Adult basic education:					
Grants to States	40,000,000	26,280,000	60,000,000	43,500,000	32,200,000
Special projects					
Teacher training					
Total	234,315,000	146,950,000	281,770,000	252,020,000	165,9000 50,

EDUCATIONAL IMPROVEMENT FOR THE HANDICAPPED

Preschool and school programs (title VI, ESEA).....	\$51,500,000	¹⁶ \$2,500,000	\$154,500,000	\$50,000,000	\$15,000,000
Teacher education.....	29,500,000	24,500,000	34,000,000	34,000,000	24,500,000
Research and demonstration.....	9,000,000	8,100,000	12,000,000	12,000,000	11,100,000
Captioned films for the deaf.....	¹⁷ 3,000,000	2,800,000	¹⁷ 5,000,000	5,000,000	2,800,000
Total.....	93,000,000	¹⁶ 37,900,000	205,500,000	101,000,000	53,400,000

RESEARCH AND TRAINING

Educational laboratories and research and development centers (title IV, ESEA):					
Operational assistance:					
Laboratories.....	(¹⁸)	\$19,230,000	(¹⁸)	\$35,500,000	\$24,300,000
Centers.....	(¹⁸)	10,370,000	(¹⁸)	17,500,000	11,800,000
Construction.....	(¹⁸)	12,400,000	(¹⁸)	27,600,000	-----
Research:					
General education:					
General education.....	(¹⁸)	16,085,000	(¹⁸)	25,850,000	18,850,000
Evaluation studies.....	(¹⁸)	-----	(¹⁸)	-----	2,500,000
National achievement study.....	(¹⁸)	-----	(¹⁸)	-----	2,000,000
Demonstration and development.....	(¹⁸)	3,000,000	(¹⁸)	36,000,000	3,000,000
Vocational education (Vocational Education Act, 1963).....	\$22,500,000	10,000,000	\$22,500,000	22,500,000	17,100,000
Foreign language education.....	3,100,000	3,100,000	3,000,000	3,000,000	3,000,000
Educational media.....	4,400,000	4,400,000	4,400,000	4,400,000	4,400,000
Library improvement.....	(²⁰)	3,550,000	(²⁰)	3,550,000	3,550,000
Training.....	(¹⁸)	6,500,000	(¹⁸)	20,000,000	7,000,000
Dissemination.....	(¹⁸)	2,415,000	(¹⁸)	3,200,000	2,400,000
Total.....	30,000,000	91,050,000	29,900,000	199,100,000	99,900,000

EDUCATIONAL RESEARCH AND TRAINING (SPECIAL FOREIGN CURRENCY PROGRAM)

Research in foreign education.....	(?)	\$500,000	(?)	\$1,800,000	\$1,800,000
Training, research, and study grants:					
Higher education.....	(?)	450,000	(?)	2,300,000	2,300,000
Elementary and secondary education.....	(?)	50,000	(?)	500,000	500,000
Total.....	-----	1,000,000	-----	4,600,000	4,600,000

See footnotes at end of table.

Budget requests of the Department of Health, Education, and Welfare, Office of Education—Continued

SALARIES AND EXPENSES

Activity	Fiscal year 1967		Fiscal year 1968 ¹		
	Authoriza- tion ¹	Appropriation	Authoriza- tion ¹	Request to BOB	Budget estimate
Number of positions.....	(7)	¹¹ 2, 450	(7)	2, 830	2, 735
Amount.....	(7)	¹¹ \$32, 836, 000	(7)	\$47, 236, 000	\$40, 253, 000
COLLEGES FOR AGRICULTURE AND THE MECHANIC ARTS (PERMANENT)					
Grants to States.....	\$2, 550, 000	\$2, 550, 000	\$2, 550, 000	\$2, 550, 000	\$2, 550, 000
PROMOTION OF VOCATIONAL EDUCATION—ACT OF FEB. 23, 1967 (PERMANENT)					
Grants to States.....	\$7, 161, 455	\$7, 161, 455	\$7, 161, 455	\$7, 161, 455	\$7, 161, 455
STUDENT LOAN INSURANCE FUND					
Higher education student loans.....	(7)	\$3, 000, 000	(7)	-----	-----
Vocational student loans.....	(7)	200, 000	(7)	-----	-----
Total.....	-----	3, 200, 000	-----	-----	-----

HIGHER EDUCATION LOAN FUND

Participation sales insufficiencies:					
Appropriated funds.....	(7)	\$659,000	(7)	\$3,192,000	\$2,625,000
Payments from revolving fund.....	(7)	1,196,000	(7)	2,508,000	1,354,000
Total.....		1,855,000		5,700,000	3,979,000
Other expenses:					
Appropriated funds.....	(7)		(7)	8,000	
Payments from revolving fund.....	(7)	4,000	(7)		8,000
Total.....		4,000		8,000	8,000
Higher education construction loans:					
Appropriated funds.....	\$200,000,000	200,000,000	\$400,000,000		
Obligations from appropriated funds.....		100,000,000		100,000,000	100,000,000
Participation sales.....	(7)	100,000,000	(7)	200,000,000	100,000,000
Total, lending level.....		200,000,000		300,000,000	200,000,000
Total, appropriated funds.....		200,659,000		3,200,000	2,625,000

CIVIL RIGHTS EDUCATIONAL ACTIVITIES

Institutes for school personnel.....	(18)	\$3,385,000	(18)	\$11,600,000	\$5,500,000
Grants to school boards.....	(18)	3,150,000	(18)	24,367,000	22,600,000
Administration.....	(18)	22 1,493,000	(18)	1,900,000	1,900,000
Total.....		22 8,028,000		37,867,000	30,000,000

See footnotes at end of table.

Budget requests of the Department of Health, Education, and Welfare, Office of Education—Continued

ARTS AND HUMANITIES EDUCATIONAL ACTIVITIES

Activity	Fiscal year 1967		Fiscal year 1968 ²		
	Authoriza- tion ¹	Appropriation	Authoriza- tion ¹	Request to BOB	Budget estimate
Instructional assistance:					
Grants to States.....	\$440,000	\$440,000	\$440,000	\$440,000	\$440,000
Loans to nonprofit private schools.....	60,000	60,000	60,000	60,000	60,000
Teacher training institutes.....	500,000	500,000	500,000	500,000	500,000
Total.....	1,000,000	1,000,000	10,000,000	1,000,000	1,000,000

¹ Excludes indefinite authorizations.² Excludes proposed legislation.³ Includes proposed supplements.⁴ Without extension of temporary provisions.⁵ Includes \$12,500,000 proposed supplemental.⁶ Authorization expires June 30, 1967; extension to be proposed.⁷ Indefinite.⁸ Continuation costs plus \$70,000,000 for new awards.⁹ Total of \$25,000,000 authorized from fiscal year 1959 through duration of act.¹⁰ Represents balance of \$17,500,000 total authorization for fiscal years 1966 through 1968; \$7,500,000 appropriated in 1966.¹¹ Total of \$17,500,000 authorized for fiscal years 1966 through 1968; total authorization was appropriated in 1966.¹² Represents balance of \$16,000,000 total authorization for fiscal years 1965 through 1967; \$8,000,000 appropriated.¹³ Represents balance of \$1,875,000 total authorization for 1966 through 1968; \$850,000 appropriated in 1966.¹⁴ Total of \$1,875,000 authorized for fiscal years 1966-68; total authorization was appropriated in 1966 and 1967.¹⁵ An amount of \$15,000,000 is authorized for pt. B of title II, HEA, including library research which is justified under the appropriation "Research and training."¹⁶ Includes \$2,500,000 proposed supplemental.¹⁷ Includes \$200,000 for administration which is reflected under "Salaries and expenses" in appropriation and request.¹⁸ Not specified.¹⁹ \$100,000,000 authorized over a 5-year period.²⁰ An amount of \$15,000,000 is authorized for pt. B of title II, HEA, including librarian training which is justified under the appropriation "Libraries and community services."²¹ In order to reflect comparability with the 1968 estimate, the amount for 1967 includes adult basic education program which has been transferred from "Elementary and secondary educational activities." The amount excludes activities which have been transferred to "Higher education for international understanding," "Salaries and expenses, Office of the Secretary," and "Educational Improvement for the handicapped."²² Includes \$28,000 proposed supplemental.

NOTE.—1967 appropriation adjusted for comparability with 1968 new appropriation structure.

Mrs. GREEN. Yes; I would. Did you request 100 percent?

Mr. HOWE. No; we did not request that. You are addressing yourself to title I?

Mrs. GREEN. I am addressing myself to title I. I don't have it broken down in separate titles. On higher educational activities, for example, you requested only 52 percent. You have only requested 50 percent of elementary and secondary in the authorization.

You surely made a much larger request than that originally.

Mr. HOWE. Our requests were larger than the amounts that have emerged from the total process, but I just haven't the figures here. We can give them to you.

Mrs. GREEN. Were you given any suggestions to cut it to 80 or 90 percent?

Mr. HOWE. No; no percentage suggestions. Within my office and within the Department, we went through the usual process that you go through in building a budget. We started with what I suppose we all know to be somewhat larger thinking than will ultimately work out.

We honestly believe we have come up with a program that represents some progress and good support of commitments we have already made.

This is part of a complex operation which also involves a number of new programs. Whereas I quite agree that you can zero in on one of these appropriations and be critical of it, I think we would want to defend the broad picture here.

Mrs. GREEN. I guess I am really trying to make a defense for the Office of Education, with the keeper of education, so to speak, in this country. If the school people across the 50 States get the impression that the Office of Education is less than enthusiastic in asking for appropriations, the brunts of the criticism will fall upon the Commissioner of Education and the Secretary of Health, Education, and Welfare, and not on the Budget Bureau, which is where I think it might well fall.

Perhaps, Mr. Chairman, we might someday get the Bureau of the Budget over here for questions, since they are making educational policy.

Mr. HOWE. That would be an interesting exercise.

Mrs. GREEN. I hope it would not be an exercise in futility.

Mr. SCHEUER. I think it would not be an exercise in futility if we had the costs-benefit study so we could prove to them in hard, cold, economic terms, from the points of view of the income statement that this investment is so rich and productive that we cannot afford as a financial matter not to make it.

Mr. HOWE. I would like to say that the Bureau of the Budget is just as interested as you are in getting cost analysis figures of this kind, and are extremely anxious to have these for their decisionmaking as you are for yours.

Mrs. GREEN. When I total a request that you have for five of the major programs, you have really a request for the year which is not much more than the cost of 1 month of the war in Vietnam.

Chairman PERKINS. It seems to me if the Office of Education is going to represent the schools of the United States they could make

the plea that would be as persuasive and effective as some of the Pentagon people.

I have friends on the Armed Services Committee who tell me that the cost of the war is now up to the neighborhood of \$3 billion a month.

You make a request for all of the schools in the entire United States for \$3,343 million, they are, I think, that maybe people who are vitally interested in education and war on poverty, and doing something about future generations, might be entitled to say that the Office of Education is not as good a salesman as the Pentagon is for its part, not as persuasive in convincing the Nation that our future may rest as much upon the education of our children as it rests upon the bombs which we are exploding 8,000 miles away.

Mr. HOWE. I will make two observations, one of which I made this morning.

There are increases in the overall Office of Education budget. The \$3.3 billion figure you just gave I don't quite recognize. Our total budget figure for the Office of Education is just under \$4 billion.

You must add to that the additional amounts that we will receive to operate Operation Follow-Through. We will have very close to a 10-percent increase in the total expenditures for which the Office of Education will be responsible in fiscal 1968 as compared to fiscal 1967.

Mrs. GREEN. Yes, but let us talk about the authorization for 1968. Your requests are 55 percent of the authorization.

Mr. HOWE. In terms of authorization, I haven't worked out the percentages, but I presume that is correct.

Mrs. GREEN. That is on these five major programs.

Mr. HOWE. Our requests are somewhat below authorizations as they have been in earlier years, and may well continue to be.

The authorization, whereas it gives us something to shoot for, is not automatically a legislative piece of financial policy.

Mrs. GREEN. But Yankee traders, too, recognize if they cut down their original request on appropriations they may not even end up with 55 percent.

Mr. HOWE. I have to say also that I very much like your remarks about the needs for the Office of Education to provide leadership, and I believe it should. It is also a part of the Government of the United States and has to very much be a part of the total budget planning process. I believe it should be.

Its financing through that planning process that eventually makes up the President's budget will, in the long run, benefit from the interaction of total planning that the Government must make.

Mr. ESTES. I would point out also at this point, if I might, that to take the total figure and estimate the increase is somewhat misleading.

I mentioned this morning that in title I we have about a 14-percent increase over last year's appropriation, or request, not counting in excess of \$100 million that we will have for the Follow-Through program. This would bring it up to a 19- or 20-percent increase over last year.

In title III we have an 80-percent increase over fiscal year 1967. If our amendment to title V is approved there would be an approximate 60-percent increase.

So as you look at individual programs within elementary and secondary education, I think where you find that we are purchasing services, we are purchasing people, we have a rather commendable record.

Mr. HOWE. Picking up Mr. Estes' remark here, what you find in our total budget is a heavier investment in what we call human resources or human investment programs, and a somewhat lower investment in facilities and things programs, the purchase of materials and facilities.

But the human-resource programs that run broadly through the Office of Education have been increased enough to bring out of the balance of the whole enterprise an increase of not quite 10 percent.

Mrs. GREEN. I haven't studied your complete paper. If the information in my head is correct, the amount you asked Congress to authorize last year is much greater than the appropriation you are asking Congress to make this year?

Mr. HOWE. I don't think that is correct, Mrs. Green.

The President's budget for the Office of Education last year?

Mrs. GREEN. I am talking about these major programs. What did you request last year, for instance, in elementary and secondary, for the authorization?

Mr. HOWE. The request for fiscal 1967?

Mrs. GREEN. For fiscal 1968.

Mr. HOWE. \$1.2 billion for fiscal 1968.

Mrs. GREEN. For the total Elementary and Secondary Education Act?

Mr. HOWE. No, excuse me. I don't have that figure right here.

Chairman PERKINS. \$1.053 billion for title I.

Mr. ESTES. That was the appropriation for fiscal 1967.

Mr. HOWE. In fiscal 1967 the actual appropriation for the entire act was \$1.3 billion.

Mr. ESTES. But the actual authorization for title I was \$1.4 billion.

Mrs. GREEN. And for 1968 it is what?

Mr. ESTES. \$2.4 billion is the authorization for title I.

Mrs. GREEN. And this year you are asking us to appropriate \$1.6 billion. You are doing this on all of your programs. You asked us last year to authorize a much larger amount for fiscal year 1968 and then you come to us this year and ask us to appropriate less than you asked us to authorize a year ago.

Mr. HOWE. This is correct.

We have not fully filled out the authorizations in appropriation requests.

Chairman PERKINS. I think the greatest concern, I might say, is under title I where we have authorized \$2.440 billion and we only have in there \$1.200 billion, which, in reality, amounts to 50 percent. That is where the biggest complaint is as I see it.

Mrs. GREEN. I just express disappointment that this is your area of responsibility and you don't come to the Congress with at least the equivalent of the authorization of last year.

My experience with other departments and agencies is that they do. I realize your problems with the Budget Bureau. I would think it should be made as a serious request that we ask them to come up.

Mr. ERLBORN. I wonder if some of us with lesser seniority might get our 5 minutes.

Chairman PERKINS. You may proceed.

Let me say to all the members that I will stay here as late as it takes.

Mr. ERLNBORN. I notice we now have 20 regional educational labs; is that correct?

Mr. HOWE. Yes, sir.

Mr. ERLNBORN. Does that now cover every area of the United States or are there some areas not yet covered by regional labs?

Mr. HOWE. The reason I am hesitating is that we are attempting to deemphasize somewhat the idea of regional coverage in the sense that although we have drawn boundary lines on some maps to indicate the areas where regional labs may be primarily in operation, we see these labs as organizations which, as they do good work, will certainly influence areas outside those we have defined.

In a broad sense we want to draw on educational leadership in most portions of the country but we aren't trying to distribute these strictly on a geographical basis.

I realize that may not seem exact, and it isn't exact.

To answer your question directly, the area that is not, so to speak, directly involved at the present time would be Hawaii and some of the possessions.

There has just recently been started a nucleus of a laboratory organization in the Washington, D.C.-Maryland area. We have what you might describe as fairly effective coverage to the degree that coverage is a portion of this program.

Mr. ERLNBORN. So that you would say that at this time practically every place within the continental limits of the United States is served by some regional lab?

Mr. HOWE. Yes. I would state further we do not intend for the moment to launch additional regional laboratories.

Mr. ERLNBORN. I notice, also, we have one national educational laboratory presently. Are there others that are contemplated?

Mr. HOWE. This really isn't an exact definition, this idea of a regional versus a national laboratory because the so-called regional education laboratory in New York, working on the problems of education of deprived children, will have results that will apply to Los Angeles and Chicago just as well.

We have in this one national laboratory that you refer to an organization concerned with a special topic, the education of children in their early years. It is made up in an unusual way, of a group of university people located in different parts of the country but coordinating their activities.

In this sense it is different. It doesn't have as much regional concept about it. This is why we call it a national laboratory around a particular problem.

At the present time we have no proposals for starting additional organizations of that kind. I think over a period of years it may well be worth looking at additional enterprises of that national laboratory variety.

Mr. ERLNBORN. As I understand it, you have rather broad authority to contract with such agencies within the limitation of your authorization and appropriation: is that correct.

Mr. HOWE. Yes, we do.

We give what we call program grants to these laboratories and make an agreement with them about their responsibilities under such a grant. But they have considerable flexibility of authority for the use of these program grants within the broad purposes which they outline to us.

Mr. ERLNBORN. Do most of these or all of them take the form of a not-for-profit corporation with whom you contract?

Mr. HOWE. Yes; they do.

Mr. ERLNBORN. And was this required in the authorizing legislation or was this a form that you suggested as a matter of administrative handling?

Mr. HOWE. I believe the latter, but I will check it.

This is Dr. Louis Bright, Associate Commissioner of Education for Research.

Mr. BRIGHT. The law is broad enough to permit contracting with any type of organization. In the legislative discussions of the regional laboratories the intention there was, as I recall it, to contract either through universities or special nonprofit corporations.

That is in the legislative history.

Mr. ERLNBORN. The direction you have taken is exclusively for nonprofit organizations?

Mr. HOWE. Yes. We do have a number of organizations which are very much like regional laboratories but somewhat narrower in scope called research and development centers. These receive program grants, also. These are located at the universities and there we are in the business of working with the universities.

Mr. ERLNBORN. Does your office suggest the form that they should use, the not-for-profit corporation? Do you suggest to them the structure? Most importantly do you suggest to them the salary scales that the employees of the lab should receive?

Mr. HOWE. Only in a very broad sense. We say to them that we want to be assured that there is a responsible structure of government for the private corporation, that it has an appropriate board of directors that is responsive, that is involved in its affairs. We want them to demonstrate that this is true before we give them major program grants.

We have given what you might describe as planning or development grants to groups that are in the process of reaching that form of government for their corporation.

On the other part of your question, here, again, we provide what you call broad guidance. We say that the salaries particularly for the top-level personnel in the laboratories should be commensurate with top-level public salaries for similar kinds of work. This would be leadership personnel in colleges and universities, or other public endeavors, in the vicinity where the laboratories are.

We allow them reasonable flexibility in this area, but we call it to their attention when there seems to be a problem developing. We don't enter into their detailed salary negotiations.

We say to them, also, that persons who are being employed by the labs may, of course, receive salary increments in the process, but that these should be reasonable.

Mr. ERLNBORN. Would you tell me what the average salary of the director of a regional lab is among these 20?

Mr. HOWE. No; I can't. I would guess it is in the realm of between \$25,000 and \$30,000. I will ask Dr. Bright.

Mr. BRIGHT. I can't tell you that. I can say that the average increase they received from their former positions was 19 percent. I cannot tell you the average dollar value at the moment. I can get it for you.

Mr. HOWE. We can easily provide this.
(The information requested follows:)

The average salary of a director of a regional laboratory is \$26,200.

Mr. ERLNBORN. Can you tell me the average annual salary of the average chief State school officer?

Mr. HOWE. Relatively low on the average. Chief State school officers' pay has not advanced as city superintendents, for example. I can't give you a figure on this, but if I were to take a guess, it would be in the realm of \$19,000 or \$20,000.

Mr. SCHEUER. Will my colleague yield?

This is on your point.

Mr. ERLNBORN. I will yield briefly.

Mr. SCHEUER. Isn't it true that some of the chief State planning officers for title I are paid substantially less than \$10,000 per year, particularly in some of the Southern States?

Mr. HOWE. Probably this is true, Mr. Scheuer. The salary schedules of the Southern States for chief State school officers, and, therefore, below them, are really not competitive at all with higher education, with city systems in the Southern States.

You find some of the chief State school officers of Southern States in the realm of \$13,000, \$14,000, \$15,000. This, therefore, distributes people below them at still lower levels.

Mr. SCHEUER. We have had several instances where the chief State planning officers for the planning program are being paid \$8,000 to \$10,000 a year.

Mr. ERLNBORN. My next question is, What is the average income of the heads of the regional office of the Office of Education?

Mr. HOWE. He is a GS-15 in the Government pay scale. So this is \$17,000 to \$23,000, depending on how long he has been on board. He is in there somewhere.

Mr. ERLNBORN. Just to recap this, the chief State school officers will get a salary ranging from \$8,000 to \$10,000 up to maybe \$19,000 or \$20,000?

Mr. HOWE. I would say they would average in the 19 to 20 range.

Mr. ERLNBORN. The director of the regional Office of Education will range between \$17,000 and \$23,000, but the director of the regional lab will range from \$25,000 to \$30,000, most of them receiving an increase of some considerable amount over their previous appointments.

Does this really fit in with the order of priorities which you think is proper? Do you think that the director of the regional lab is that much more important to education than your chief State school officers or your own director of the regional Office of Education, that you should pay him that much more, obviously enticing people who might otherwise be employed as the director of your regional office, as the chief State school officer, or in some other field of education?

Mr. HOWE. I don't think the labs ought to have imposed upon them the salary lag to which the chief State school officers are subject. Their salaries are set in most cases by State legislatures.

There is a definite lag in getting administrative salaries moved by State legislatures. It seems to me that the directors of the laboratories, if they are to be successful, that is, the laboratories, ought to be people for whom the top levels of the educational world are competing, who would be the kind of people who would be commanded by significant city superintendencies or really well paying chief State school jobs, or by colleges or universities which would be seeking major officers, deans, or college presidents.

These are the kinds of comparisons that the lab should be making in seeking their top personnel if they are going to be the kind of outfits that they want them to be.

This doesn't disturb me in the least.

Mr. ERLBORN. It doesn't disturb you at the level of the regional lab and doesn't disturb you at the level of the competence of the people that you employ in the regional office or at the enticement there might be for them to leave your employ as regional office directors to go into more lucrative employment as directors of regional labs?

Mr. HOWE. In a narrow way perhaps it does, but in a broad way whenever education has the opportunity to bring some first-rate executive salaries into the picture, it is helping all of education because it is going to help education to move other executive salaries.

This is important. Executive levels in education have been underpaid. They have kept a lid, therefore, on other endeavors in education. I think it is very poor economy to pay low levels for leadership positions.

Mr. SCHEUER. Will my colleague yield?

Mr. ERLBORN. Let me make one further observation.

One of our titles in our act is called strengthening State school administrations. It would seem to me that the regional labs, as set up, are working at cross purposes to the strengthening of our chief State school officers and their administration.

I would be happy to yield.

Mr. HOWE. Let me make an observation on that.

I would worry if I felt this were the case. I would like to know what evidence there is for this. We are trying very hard to bring the regional labs into appropriate service to State education departments.

You will find State officers of education departments, frequently the chief State school officer, on the board of directors of many of the regional laboratories, if not all of them.

It seems to me that their endeavors ought to be not to duplicate, not to interfere with, but to offer additional possibilities to the State education departments.

Mr. SCHEUER. I would like to reemphasize that point and say from our experience the problem is not trying to diminish salaries at the top and reduce excellence in these regional labs, but to improve the quality of the State education officers, particularly of the title I planing officers in the States.

They are the people through whom Congress and the Office of Education is working. When you have States in the South who pay \$8,000

and \$8,500 salary for the chief planning officers for this billion dollar title I program, it has obvious implications as to the quality, the excellence and the leadership you get at the State level, as to the type of innovation, leadership or change that you are going to get when you are restricted to salary levels of that kind.

I would say the thrust should be up from the bottom rather than down from the top.

Mr. ERLNBORN. I would agree if what we were talking about was establishing salary levels if we had any control over that. But I think we now have salary levels established and we are competing for the personnel available. I think it is just as true as night follows day that if you have a good man who is employed as a director of the regional office in the Office of Education, who is limited to \$20,000 a year, who can get a job for \$30,000 a year with a regional lab, human nature is going to dictate that he will at least be quite interested in leaving his present employment and seeking the higher paid employment.

I take it we are talking about a field where there is a dearth of talent. If we had a surplus, there might not be a problem.

Mr. SCHEUER. If my colleague will yield, it seems to me there are two concentric circles of competition. There is the one circle of competition within the educational fraternity and there I think we might have a problem. But we also have the problem of attracting able and dedicated, thoughtful, and creative people into the field of education.

I think what we have to do, considering the long-term goals that the Commissioner has discussed, is to enlarge the pool of excellence from which we are going to staff all levels of education, Federal, State, county, and local.

It seems to me unless we can raise the bottom level of these salaries at the county and State levels to attract more people into the educational arena, we are never going to solve our problem.

We are always going to be faced with the problem that you rightly point to, of competition by the various levels for the present pool of talent that has been attracted into the field of education to begin with.

This is too small a pool of talent. I think we have to set our sights at vastly enlarging the attractions of a career in education at all levels.

When we do that, we won't have to worry about the forms of competition within a particular area.

Mr. ERLNBORN. So that some of my other colleagues may have an opportunity for their 5 minutes, I would like to yield at this time.

Mr. SCHEUER. Mr. Chairman, may I make one more comment?

Chairman PERKINS. Yes.

Mr. SCHEUER. I would like to emphasize and reemphasize the point my chairman has made, the points my colleague from Oregon made, and the point my colleague from Minnesota made, about the necessity of extending the act so that we can encourage the school systems to have the confidence of continuity of our programs so that they will get with it, so to speak.

In connection with this, I would like to read three sentences on page 16 of your testimony, Mr. Commissioner:

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 those must be carried out. Evaluation is impossible unless reliable information concerning the effectiveness of the education provided to our children is obtained and analyzed.

It seems to me that if we are really serious about getting our local education agencies involved in this mutual partnership process of setting long-term educational goals and planning for change, to coordinate and improve these programs by objective evaluation of the resources, the goals and the methods, and if you want them emotionally and psychologically to involve themselves in the rather wrenching process of change, it seems to me that the one carrot you must hold forth to them is continuing assistance in designing this change.

For that reason alone, I would say that it is almost an indispensable necessity to hold out a 2- or 3-year program to them so that they will be willing to make not only the investment in resources at the local level, but more than that—as I said, the emotional and psychological investment, so that they know you will continue to provide them with the underpinnings, the support, the handholding, if you will, the technical planning and evaluation backup of all kinds, to help ease them through this agonizing reappraisal of their whole way of doing business and help them into this new world of effectiveness that will involve not only dollar resources that we have all spoken about, but which will involve their giving leadership at the State, county and local levels, and provide change, basic change, in the way of doing business.

Mr. HOWE. I would agree with your whole point of view. I think this is a direction in which we have to move. As I said to Mrs. Green earlier, our not bringing up the Elementary and Secondary Education Act this year was related to the recent, very recent, consideration in 2 successive years of this act by the Congress, our wanting to have the experience of a year of operation under the same principles.

We quite clearly, in the programs we have brought up this year, are following on the general objective that you just stated so well.

Chairman PERKINS. Mr. Dellenback.

Mr. DELLENBACK. Thank you, Mr. Chairman.

I noticed you didn't even wince when the chairman volunteered that you would continue to stay with us if we sat here.

I must confess that I come to these hearings and to these questions without some of the detailed knowledge and background that you gentlemen have and the members of the committee. I share the same concern, however.

There are a few questions that, in part, reflect a somewhat similar approach to the problems we are facing to some of those which have gone before.

I would ask, relative to something that you said at one place, when you said that getting the results of educational research into the use of the schools and colleges is as important as the research itself.

I think that can be expanded. It is not only the idea of research but plans. As you get certain projects pushed in certain areas and they come up with solutions which look desirable, I am very much interested in how effective the program has been of implementing an interchange in this regard.

Mr. HOWE. Of implementing an interchange that will have one school district influence another and that sort of thing?

Mr. DELLENBACK. So that a school district in Massachusetts can have some impact in my State of Oregon, or vice versa.

Mr. HOWE. I would like to ask Mr. Estes to comment on our several efforts that cause this to happen.

Mr. ESTES. That is a very good question. In fact, this is the intent of title III of the Elementary and Secondary Act, that is, to reduce the wide and perhaps widening gap between what we know and what we are doing in the classroom. It is to this end that our projects in title III have attempted to solve this problem.

During the first year of the operation some 59 percent of them were in the area of planning, attempting to assess needs, assign priorities, and then develop strategies for getting at this particular problem.

I guess if we were honest we would have to say that we do not have the final answer on how to disseminate research information or new knowledge as we gain it.

From some of the information we get from the private foundations, we find instances across the Nation where they have provided millions of dollars to local school districts and after a 3- to 5-year period they simply are islands of isolation.

You go to the local district next door and nothing has happened. We are attempting, through title III, as well as some of the other titles in the Elementary and Secondary Act, to find out how we can effectively inform, but not only inform them but convince them, of the value of some of the new inventions that are being discovered in the fields of elementary and secondary education.

Mr. DELLENBACK. I was interested in the fact that almost the first words that Commissioner Howe led off with this morning as he referred to the creation of the Department of Education 100 years ago—when you read the functions of the Department in their initial creation—included diffusing such information respecting, and so on.

So from the very beginning this has been one of the principal tasks assigned to in the Department.

Mr. ESTES. In section 505, if I might add this, we have several projects, interstate projects, using the 15-percent set-aside money that we have that are getting at this particular problem.

Mr. DELLENBACK. Do you need any more legislative tools or do you already have all that you need?

Mr. ESTES. If I am not mistaken we have broad authorities to disseminate.

Commissioner, in our legislation are we not requesting additional authority?

Mr. DELLENBACK. You make no request for amendments of title IV. I would think that in part title IV would be part of the route in which you would want to disseminate.

Mr. HOWE. There was an amendment last year that related to additional authority and funding for dissemination. It came into operation this year, as I recall.

These activities are of the type that you would expect. They involve educational activities, conference activities, involve opportunities for visits back and forth.

It is my observation that the face-to-face type of thing does a lot more than publication, although publication is a useful adjunct to it.

We are trying in a whole variety of ways to get the word around as to what is successful, what seems to produce some payoff in schools.

A major piece of this is the ERIC system, which was described in a pamphlet.

Mr. DELLENBACK. You make reference to that in your testimony.

Mr. HOWE. This is a very convenient basis for a school district or anyone else concerned with education, to get summarized information about a research or demonstration project in which the Federal Government has invested.

Mr. DELLENBACK. But you do raise serious questions, I gather, as to the success of this program to date?

Mr. HOWE. Let me observe that the nature of the government of America's education doesn't lend itself to rapid dissemination. We have to understand that. We have supported a system which is a system of local control of education, local financing in many places with some State support, school boards setting basic policies.

It takes more time in such a system to disseminate than when you have a highly centralized system. So I think it is quite reasonable to expect that the processes of dissemination will take a period of time, and this is the exact experience which Mr. Estes cited organizations like the Ford Foundation which have been interested in educational change over the years have had.

It is a slow but steady process.

Take a particular area of school curriculum in the sciences, like the PSSC physics program introduced in the late 1950's. This is still in the process of filtering down through the schools, through the retaining of teachers, through school districts, making the change to change their old-fashioned to newer physics.

This is, again, the way it works.

Mr. DELLENBACK. You are continuing to push this.

Mr. HOWE. Yes.

Mr. DELLENBACK. You do not feel from the standpoint of legislation that there is a gap that needs filling in this regard?

Mr. HOWE. I don't think there is any need for us to have additional authority to disseminate, and I don't think we ought to be given authority to require. I think we are well enough armed with authority.

It is a question of our imagination in making things move.

Mr. DELLENBACK. May I ask one question relative to the Teacher Corps which, again, shows my naïveté in this regard.

What would happen to the Teacher Corps if the salaries were restricted? I notice in your breakdown or estimated cost of corpsmen that half of this is salary, half of a 2-year cost is about \$8,000-plus, on a \$17,000 total. You commented in your testimony that you have found that salary was not the point, and, therefore, you could bring about this reduction that you propose now.

I was following very carefully, with interest, the questions of my colleague from Minnesota earlier as he was pushing along in the direction of the uniforms, the tie clasps, or what you will.

I wondered what would happen. Would you suddenly find there would be no applicants for this? What if in effect the program were

one of paying tuition, of carrying costs for those who truly wanted this program, without bringing them within the scope of complete coverage?

Mr. HOWE. Let me make a brief comment and Mr. Graham will comment further.

These people do live in the United States, which costs a certain amount of money. Someone will have to pay those costs. The costs would devolve upon the school districts, I suppose, if you didn't pay them salaries that were transferred to them from Federal sources.

School districts are pretty tight for funds. Therefore, school districts would be unlikely to enter into a teacher training process which would restrict the available funds that they have for hiring the regular teachers in their school systems.

If no provision were made here, you would very likely find a decline in numbers in the Teacher Corps. We think we can restrict the provision here without having that effect.

What we are doing is trying to set up a reasonable arrangement.

Dick, do you want to comment on that?

Mr. GRAHAM. I think we would want to run a program that will cost just as little as you can possibly pay, and still get people who want to do this job and will be first rate at it.

In Chicago last week, when we had a meeting of the university people and the school people who are running these programs, this question was raised. They frankly said that we had made a mistake in supporting this idea of \$75 a week. They thought that you might begin to lose the kind of person you wanted.

So they felt that we were approaching the point at which we shouldn't go lower. I am not sure. If our experience would show that you can get the kind of person you want to do this job at less incentive in the way of dollars, we would move that way.

Mr. QUIE. Would the gentleman yield?

Mr. DELLENBACK. Yes; I will yield.

Mr. QUIE. I should remind the gentleman from Oregon and the Commissioner that last year when the Teacher Corps were proposed, the administration asked that the local school district pay the entire salary. You felt at that time that the program was going to work.

I would also cite an example in St. Paul, where they are running a similar program, and the school system of St. Paul is happy to pay the salary for the amount of work that the students do in that local school system.

Mr. HOWE. I am not sure about our having proposed this business of having the school districts pay the salary. I was not in on such a conversation. It may have been prior to my time.

There have been various discussions about sharing arrangements, about a percentage being paid by the school district. We have to make clear that the Teacher Corps members do not supplant the needs for a regular teacher by the school system. They are a supplementary service in the school system over and above the need for a regular staff in the schools.

They are providing an enrichment service which adds to the enrichment service that the school district gets under title I. Therefore, it would be an additional cost to the school system as the Teacher Corps is now set up.

In the program you are describing, Mr. Quie, I am almost certain that they are not providing that kind of a service but rather are substituting, probably on a part-time basis, as they do in many teacher training programs, such as the MAT programs, for regular teachers.

Therefore, this makes it possible for the school district to pick up a portion of their salary. But Teacher Corpsmen are supplementary in nature, over and above the regular school system's needs for personnel for regular levels of staffing.

Mr. DELLENBACK. Do you feel, then, that the effect would be to dry up the source of these teachers or these interns?

Mr. HOWE. If it were totally dependent on school district financing, I think it would be.

Mr. DELLENBACK. Would these people be lost to teaching or would they be lost to the special program? What would they do?

Mr. HOWE. I honestly don't know the answer to that. I don't think we have confronted a group with the alternative to find out what would happen.

But it is pretty clear that one of the ways we are going to get new personnel into education, and particularly into those aspects of it that are most difficult to serve is going to be by some investment in the training process, just as we do the same thing for people who are going into graduate work in science, in medicine or whatever.

Most of the graduate students taking Ph. D.'s in science these days are paid by the Federal Government. This is the way we get our scientific personnel.

Mr. DELLENBACK. I am not talking about whether there would be investment. What we are really talking about is the degree of investment.

Mr. HOWE. Yes.

Mr. DELLENBACK. You are saying that in addition to paying basic costs and paying all expenses in connection with the education itself, it is necessary also to put stipends over and above that?

Mr. HOWE. Because I don't believe the money is there in the local school districts, or would be made available by them to take care of a supplementary service of this kind.

Mr. DELLENBACK. The persons involved would not be sufficiently interested were it not for this, to finance this themselves?

Mr. GRAHAM. You are going to reach a point where that would be the case. The reason for that is that the average age of these interns is 24. These are young men and women who have graduated from the university. There are a number of other alternatives open to them because they are first-rate people.

There are some retired Air Force colonels who might not be under the same pressures. But we now sense that you are reaching the level at which you would dry up the source of the kind of person you want in the program.

Mr. DELLENBACK. A figure that you may well not have, Mr. Commissioner, but as I was listening to the discussion of funds, do you have an offhand or horseback figure of the comparative total amounts that are contributed to education, by, one, the Federal Government, and two, the State governments?

Chairman PERKINS. Would you yield to your colleague from California, Mr. Bell, so he may leave?

Mr. BELL. I don't want to interrupt the question he is asking right now.

Would you conclude that?

Mr. DELLENBACK. Do you have any total figures of contributions to education by the Federal Government, by the State governments, by the local governments?

Mr. HOWE. One of my associates has just given me some figures which are in the form of percentages.

Here I think we are talking about elementary-secondary education, not higher education. Fifty-three percent by local educational agencies, 39 percent by State agencies, and 8 percent by Federal agencies.

I don't know where he got these but I would guess them to be approximately right.

Mr. ESTES. This is the total outlay for elementary and secondary education in fiscal year 1966 of some \$25 billion.

Mr. DELLENBACK. A total of \$25 billion?

Mr. ESTES. Right.

Mr. DELLENBACK. I yield to my good friend from California.

Mr. BELL. Thank you.

I have to leave shortly.

Mr. Commissioner, I just have a couple of questions.

I want to again reiterate the problem of AFDC data. The purpose of that amendment, which was a joint amendment, was to get the latest AFDC figures. Particularly in view of the fact that we could get this bill out early, I don't think that would be a very effective approach, to have year-late figures, if we could possibly obtain 1967 figures.

I think we should do it for next year. Maybe it is difficult, but in this case I think we ought to try to do it.

Mr. ESTES. As soon as we can get the figures, if at all possible we would like to use them. However, we would like to get the allocations out in the spring so that school districts can plan for the next school year.

It is my understanding that this information, that is, the 1967 figures, would not be available until the fall. Certainly we wouldn't want local school districts to wait until then to know the precise amount of their allocation.

Mr. BELL. I would concur, and I agree with you also, that we should get this bill out, if we can, by that time, at the time you suggested. But I think, also, we have to follow the purposes and intent of the amendment.

I want to go to another topic relative to State and local jurisdictions. In California, there is some problem, I understand, developing between State and local jurisdictions, as to how far the States can go, for example, in interpreting our rulings, and whether or not the local school boards can get by interpreting what the Federal Government says in its guidelines.

Are you playing a "hands off" policy on this matter? Is that the general approach to this problem?

Mr. HOWE. The general relationship is that we take the basic directive from the Congress, develop more detailed regulations and guidelines which direct themselves to the details of operations of schools.

For purposes of title I, we place these broad directives in the hands of the State, which gives us an assurance it will operate its approval of projects sent by local school districts in accordance with these regulations and guidelines which have been set up under the act of Congress.

The projects are developed at the local level, sometimes with considerable guidance from the title I coordinator in the State. But they are sent to the State for approval and the State has final approving authority.

We may enter back into this, usually, on an ex post factor basis over such matters as audit. When it becomes necessary, either on a routine or a special basis, to audit the affairs of the school district, we will do it first by going to the State and conducting the audit at the State level. Usually that will take care of the problem.

Sometimes we have to go into a local district for audit purposes. When we do that we will be accompanied by the State officials for that purpose.

There are occasionally policy considerations which just seem to get us involved. One of these tricky policy areas is that which has to do with the service to private school pupils, and interpretations of what is within the intent of the Congress and what is not.

We have tried in every case possible to have these matters flow, when there was a question about them, from the local school district to the State for determination by the State under the broad regulations we have provided.

Because this is a new area, I think you will find the States calling us in for consultation in this area of services to private school pupils in the hope of getting further interpretations than we may have already provided about the details of the enterprise. That is an area where we do tend to get involved from time to time.

Maybe Mr. Estes has a further comment.

Mr. ESTES. During the first 2 years of the operation of title I, we depended largely on regulations and guidelines, in addition to policy memoranda that have been sent out to the States from time to time.

We see a definite need at this point to establish criteria that will be used in approving local projects. These criteria would be used by local districts and State units. We think this will assist us greatly in upgrading the quality and in insuring that local districts develop projects that are clearly within the intent of the act.

Mr. BELL. Except in the broad guideline areas, however, you are more or less in a position of having to succumb to the wishes of the States, as to whether or not they want to upgrade, tighten or make tougher the programs they have. It is pretty well the State's jurisdiction, providing they are within such guidelines as you have issued. Is that correct?

Mr. ESTES. It is a State grant program.

Mr. BELL. On the other hand, doing something about it might make things worse. Well, I see the point of that.

This, of course, leads to the next question, and I am sure you have heard enough of it, Mr. Commissioner, although I don't mean to belabor it.

I just want to point out this cross-busing problem. For example, in our State you have to be very careful, it seems, because I under-

stand that there are some personnel who don't clearly understand the picture who may go into a school area and take a rather dogmatic stand encouraging, let's say, cross-busing or encouraging the reverse of it.

I wanted just to mention a word of caution there. I think you have to be very careful who you send out to the local school boards to see how they are doing. Sometimes they take a rather difficult position on this issue. This has happened in California. There have been some complaints raised.

Mr. HOWE. I would guess whatever has occurred in California has not been in connection with our civil rights activity. It may be in connection with planning other projects that are originated by the local school districts. We are certainly not in the business of requiring what might be described as cross busing. We are quite willing to have a local school district engage in such, at its own initiative, and use title I funds or title III funds for that purpose if it wishes to do so, but there is no requirement here.

Mr. BELL. Suffice it to say that this did happen in California. There was one situation that occurred.

I have one other question.

In some of the deprived areas you may have problems of preschool education and training, before grammar school. Sometimes it isn't a very practical thing, but when you have preschool education for children in deprived areas and you have no followthrough in grammar school education, your preschool children are not getting much from it, as I understand was shown in the Wolf report that was made in New York.

You could send a child for 3 or 4 months of preschool and then he goes on to grammar school in which the teachers are different and not adequate, perhaps; the surroundings are not conducive to greater learning; and he loses everything. This can become, I can see, a very serious problem.

What can you do to meet this?

Mr. Howe. The situation you describe is, I think, the basic reason for Operation Follow-Through, which we are trying to start, so that we have some reaction to this kind of problem in this year's program.

Also, we would hope that we could help that school district, or the State coordinator could help that school district, to use title I funds in such a way that the situation you describe would not develop. In all likelihood that school district will have title I funds.

It seems to me that the combination of these two things is perhaps only a partial answer, but at least reaches in the direction of solving the problem.

Mr. BELL. My time has run out. Thank you.

Chairman PERKINS. Mr. Dellenback.

Mr. DELLENBACK. Thank you, Mr. Chairman.

There is just one other area that I would like to ask a few questions about. This is to zero the area in.

I come from a State which I think has a good State department of education. I have been somewhat involved on the State legislative level. I am just not really sure where it is in the department of education on the Federal level you visualize the role of State departments of education really to be.

I am aware of what we have here about title V, improving State departments. But I see concerns in my mind in title I, disbursement of funds, that are involved where the Federal Government, through its department, is dealing directly with the school districts.

Using my State as 1 in 50 as an example, I am not sure that we are not in a better position at the State level to say how those funds should be used, how they should be concentrated, in which school districts, in which areas of concern; that we would not be in a better position at the State level to make this type of determination.

I would appreciate your comments on this.

Mr. HOWE. First of all, I think there is some misunderstanding about title I. This is a program which is farmed out to the State departments of education. It is really the responsible agent. It makes determination of the project grants approved by local school districts and is thoroughly involved in responsibility for effective operation of title I.

I would say that title I really reflects a philosophy that we are trying to operate through our entire program.

Mr. DELLENBACK. If you will excuse my interrupting, what if in the State of Oregon our State department were to decide that the area of greatest need was area X, whatever that may be, and it wanted to use all of the funds, title I funds, that were available within the State of Oregon, within area X, and not use them in A, B, C, and so on, in the others.

Would it be permitted to do so?

Mr. HOWE. This would depend to some extent on what area X is. The Congress has said that the funds must be used for the benefit of concentrations of deprived children. If area X did fit into the service of deprived children in accordance with the formula the Congress has set up, then there is a great deal of discretion for the State and the local school district to support area X.

I think what we might do in such a situation would be to point out to a State that was concentrating all its funds on one particular kind of service, let's say it was counseling, that there are problems with reading and that you might not answer all the needs of the children in the State by focusing on counseling; that education is a kind of total enterprise which has a variety of facets, and that a single focus on one of these facets may not serve all the children best, that is, the deprived children.

What we would do, I think, also, is to let them go ahead, as you suggest, and finance area X, as long as it is within the rules of the game as set up by Congress, and ask for a responsible evaluation of it; and then to examine with interest, as the State would, the results of that evaluation.

There is great discretion in the State to decide what happens to title I funds on the basis of local proposals. The proposals have to come from the local school districts. Therefore, the State would have to persuade the local school districts that area X is what they should do. But the State could perhaps do that.

Mr. DELLENBACK. Mr. Commissioner, might there not be advantage, since I am sure, having lived in about three or four of the other 49 States, that the needs will vary from State to State, would

there be advantage to changing the legislation to give the States in certain instances, at least, or in some areas, at least, greater discretion as to how to expend these funds?

Do I not understand that title I is to be fragmentized so that there would not be complete control within any State department anyway? They could, within the guidelines set by the Federal legislation, say you could use so much money in this particular field and distribute it, if you handle the problem correctly of having started with the local and coming to the State for approval; you can reject all applications other than from this geographical area: or reject applications from all other areas other than area X. Still there is fragmentation, is there not?

Mr. HOWE. There is fragmentation in the sense that there is an effort here to meet what local school districts think they need in their districts. I assume in Oregon there are probably local school districts that may have certain problems. They may have Indian populations. They may have some migrant workers. They may have concentrations of unemployed people with various kinds of problems that represent concentrations of poverty.

I would assume you would want those districts to fit their use of these funds to the particular needs they have. In one case it might be learning English. In another case it might be something to do with vocational counseling at the high school level.

I would seriously doubt whether there is any single very narrow level of expenditure that will serve all the deprived students within a State as effectively as a diversified enterprise would. But that would be up the State, and it is the State's business.

Mr. DELLENBACK. Do you mean if the fragmentation, under the law, is not particularly great, there is a high degree of flexibility within the State as to how it will move back and forth between areas of concentration?

I must confess I will have to go back into the breakdown of title I funds to find out where the lines are in truth drawn on this.

Mr. HOWE. The State has very considerable discretion in approving local projects, very considerable.

Mr. ESTES. These are projects that are submitted to the State by the local or county school district. I would add here that title II of the Elementary and Secondary Act, the State does have this discretion. They are charged with the responsibility of establishing criteria based on relative need in the distribution of title II funds.

Mr. DELLENBACK. What about amendment of title I to permit the same type of discretion by a State department?

Mr. ESTES. Let me add that we find as a general rule across the Nation that there is geographical distribution of title I funds. The States are using these. There are very few districts within a State that do not receive funds based on the fact that our need is so great for instructional materials, teaching materials, library books, supplies, that all have a real need for this kind of service.

I think the same might be true for title I. There are very few districts that do not have the need in some area for improving the quality of instruction for disadvantaged children.

Mr. DELLENBACK. Let me ask one more question and I will quit, Mr. Chairman.

Following Mr. Scheuer's line of questioning, as I read it some time ago, granted that we do not have enough money to solve all the problems that are here, that are deep and grievous oftentimes, and granted that sometimes this very dispersal or fragmentation will just as well mean there will be inadequate funds going into a lot of different areas, geographical in nature, would we not do better, granted an absence of unlimited funds, to permit a State to concentrate these funds on the problems that it considered most grievous?

Mr. HOWE. This is what the Congress attempted to do, to concentrate the funds when it developed the principle of focusing on areas of high concentration of deprived students. This notion of simply turning the money over to the State for any concentration the State wished to make without any congressional direction or policy of any kind would change the total purpose and focus of title I, which is to get at a broad national problem, a national problem which really results from the fact that these students from deprived backgrounds tend to become educationally disadvantaged kids who drop out of school, who are unsuccessful, who are unemployable, who generally don't stay in the State but move about and go somewhere else, who become a charge on some other State.

The total philosophy of title I is to get at this national problem. It seems to me, if I read correctly what you are suggesting, which is simply giving the State the funds it is eligible for without focus on this particular problem, you would change the whole purpose of the act and the problem would in all likelihood go unattacked.

The States have not tended to attack the problem with funds available to them up until the time this act was placed in being. In all likelihood the pressures in the State would be very great to use these funds for purposes of raising teacher salaries generally, which is the largest financial problem the State has, and you would not be bringing special services to deprived youngsters.

So I think you are offering a very interesting suggestion about the Federal-State relationship and the funding arrangements for such a relationship, but totally changing the purpose in title I in doing so.

Mr. DELLENBACK. I am not really suggesting this. I was asking for your reaction to it. Don't read into it any more than was there.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Esch.

Mr. ESCH. I want to express my appreciation to you and your staff for your extent of stay and participation today. I just have one or two broad-base questions which I would like to discuss with you.

In reference to title I, granted that we need to work to improve the educational opportunity of the deprived children, I would like to discuss with you for a moment the Federal-State-local support relationship in reference, for example, to title I.

To what degree do we have information that the local districts and/or the State districts are deprived districts, if you will, that need support, as opposed to districts which, by themselves, are not giving proper or adequate support to their local programs?

To what degree are they financially or economically deprived? What information do we have?

Mr. HOWE. If I get your question correctly, it really concerns itself with financial capacities of individual districts that have groups of so-called deprived children.

Mr. ESCH. That is correct.

Mr. HOWE. I am not sure whether we have studies that show where there are high concentrations of deprived children there tend to be lower levels of financing.

Is that the case?

Mr. ESTES. Yes. Generally, this is the case.

Mr. ESCH. Generally but not completely.

Mr. HOWE. Not entirely. A good example is New York City which is funding its schools at average per pupil expenditure somewhere in the realm of \$800 per pupil, or maybe slightly higher than that.

In that sense, you would regard it as a relatively fortunate district. On the other hand, it has unimaginable problems in providing the deprived children with the kind of education with which they need to be rescued from what the schools have typically done for them or have been able to do for them.

Therefore, all of title I addresses itself to services over and above those provided by the local school district.

Mr. ESCH. If I may interrupt, the services which the local district has cared to up to this time provide, not that they were perhaps capable of providing in relationship to other districts throughout the country but which they were, for economic reasons and for other reasons, unwilling or incapable of providing?

Mr. HOWE. I think that is correct. This is a supplementary service to bring something additional in in the way of enrichments, something over and above the normal program, special services that had not been there before.

Mr. ESCH. But to the degree to which the service extends, it really does not raise the question of local support of funds. It skirts the issue of whether or not local districts and State districts are willing to support to a common degree educational opportunity?

Mr. HOWE. This is correct.

Mr. ESCH. And to this degree, then, it encourages local districts to look elsewhere for funds rather than develop local sources?

Mr. HOWE. You have to remember that it applies only to a portion of the educational activities in a local district, where there is a concentration of deprived pupils.

In most school districts this is perhaps a relatively small percentage of the educational activities the district supports. Therefore, to reach for educational quality on a normal operating basis, a school district is going to have to use its own funds or State funds available to it.

I think you are quite right, though, in your observation that this skirts any influence on the district's willingness to augment its base program with additional local taxes or State funds.

Mr. ESCH. It makes no value judgment on that?

Mr. HOWE. It doesn't affect that particularly except that it says to the local school district, "You have to keep up the level of activity you have had. You can't use these funds to supplant some of it."

Mr. ESCH. One other question in the area of planning. You suggest on page 19 of your testimony the problem of statewide planning, suggesting they cannot afford to plan and yet they cannot afford not to.

There has been, I believe, a growing feeling that States and, to some degree, local districts lack long-range planning. Has this problem in recent years been the result of lack of statewide planning or lack of Federal planning?

Mr. HOWE. Possibly both in a way, although certainly the Federal Government should not plan for the States. Certainly the responsibility for the planning and the operation of education is a State function.

I happen to think that State educational agencies have typically been starved by the States, with the levels of salary in them, the levels of support personnel of all kinds, specialists and so on.

They have not been what they should be. I realize this is a generalization that will not apply absolutely everywhere, and that there are few States that have done a good job. But across the board, it is a pretty good generalization.

Therefore, it seems to me useful for the Federal Government to come in and say, "If you want to do it," and that is what this amendment says, "We will pick up a part of the cost of your planning activities," thereby getting for that State, if it wishes to have it, the benefits of a long-range planning capacity.

Mr. ESCH. We recognize the factor of need for predictability in planning. To what degree is the inconsistency in the Federal programs in terms of funding brought into this picture?

Mr. HOWE. By inconsistency, do you mean the calendar inconsistency?

Mr. ESCH. Both calendar inconsistency and internally, in the Federal-State-local relationships.

Mr. HOWE. Certainly the calendar inefficiency in the Federal program, which is really related to the appropriations committees of the Congress, makes a real problem in what I would call short-range planning for States.

It doesn't address itself to the long-range planning issue at all.

I think we have a job to do in the Federal Government in bringing Federal-State-local relationships into alignment by planning at the Federal level more effectively than we have some of our educational activities.

Mr. ESCH. But you suggested, Mr. Commissioner, you thought planning should be done at the State level earlier.

Mr. HOWE. Yes, but I am speaking of the programs for which we are responsible at the Federal level. It seems to me that the operations related to education that exist now in several agencies of the Government need to be looked at together by the Federal Government.

Let's take, for example, student support programs of all kinds, grants, loans, fellowships, of a bewildering variety of kinds.

They are supported in the Federal Government by different agencies. I think some common policies, if they ran through here, might be of help to the world of higher education.

This kind of coordination isn't any effort to control education, but it is an effort to confront education with some consistent expectations.

Mr. ESCH. Isn't it true, as one last question, that the lack of delineation for responsibility for planning among Federal agencies and/or the Federal Government as opposed to the State government, is the major problem that we face in the next decade? The confusion that results from a lack of ability to predict who will do or perform what function and what time, and to what degree of funding?

Isn't this a major problem we face in the K through 12th and the higher education in the next decade?

Mr. HOWE. Yes, and I think we have a better chance of bringing order to it in the realm of K through 12, simply because higher education is a more diverse enterprise than our elementary-secondary.

It is complicated by the fact that some 35 percent of the baccalaureate degrees come from private institutions. Public institutions don't want to be planned for by any State agency, and places like Harvard and Yale don't want anybody to plan for them.

Bringing order into the world of higher education is a difficult process and one I am not sure that anyone ought to try.

Maybe we will be better off in higher education by a healthy and competitive disorder.

Mr. ESCH. Thank you.

Mr. Chairman, I would like to yield to my colleague from Wisconsin.

Chairman PERKINS. May I say first that in the future, perhaps, we will operate under the 5-minute rule until everyone has had at least one opportunity to interrogate the witnesses.

Mr. STEIGER. Thank you, Mr. Chairman.

Mr. Commissioner, I share my colleague's interest as well as welcoming Dick Graham, who is a constituent of mine in the Sixth Congressional District.

I am going to touch on the Teacher Corps a little bit, if I can, during my 5 minutes. This question was asked earlier but I want to come back to it to indicate my desire that I hope the costs reflecting the Federal costs of administering the program will be made available to us.

As I understood one of the questions sometime this morning, you indicated that you would make that available.

Mr. GRAHAM. Indeed, yes.

Mr. STEIGER. In your proposal in the legislation that we have before us on page 6, you are recruiting, selecting, and enrolling experienced teachers or inexperienced teacher interns who have a bachelor's degree or its equivalent in the Teacher Corps for periods up to 2 years.

My question to the Commissioner or to you, Mr. Graham, would be what thought, if any, or what comment if any, would you have on a proposal which would expand that to, let's say, to include something like junior colleges, or is the definition of a bachelor's degree and its equivalent a part of the concept of the corps as you now understand it?

Mr. HOWE. I think one of the basic reasons for a bachelor's degree requirement here is the fact that teaching profession is increasingly moving toward postgraduate requirements, perhaps not for certification yet though in some States that has happened.

In some States, there is a postgraduate requirement for teacher certification, and the teaching profession generally regards the real professional training as coming in the postgraduate realm.

I think this allies itself with what really has been progress in the requirements for becoming a teacher.

Mr. STEIGER. But don't we in a sense almost work against ourselves? The Teacher Corps and its concept is aimed at trying to help the culturally deprived and the disadvantaged child by making available to him more professional training and yet more individual training.

The higher the requirements, the longer it is for an individual to achieve that place in his training at which he can then go and help these people. This is my concern, to be honest with you, as to whether or not this kind of a requirement given the purpose of the corps would not be contradictory, or whether or not we should make some kind of a change to broaden the scope, to allow others, even though they don't achieve the professional level of a bachelor's degree or a master's degree.

Can you involve more individuals in your program if you went that other direction?

Mr. HOWE. I think there is a lot of appeal in this. One of the authorities we will have as a result of this new Higher Education amendments proposal which is coming along, will be to train teacher aides, for example. Teacher aides don't require 2 full years of training, as we are suggesting in the Teacher Corps.

But coming back to the Teacher Corps itself, it is addressed to finding those people who really want to stick with this through their lives. This isn't a quickie business for this group. We are looking for people who want to make that kind of commitment. Therefore, if they are going to be successful teachers in school systems that have high standards of employment, they will benefit in the long run by having postgraduate training.

It seems to me that we ought to pick up your suggestion and hook together some of the teacher aid training that is being suggested in some of this other legislation with the Teacher Corps.

This would be a very good thing to do, Dick.

Mr. STEIGER. May I urge you to try working this out along those lines? I think there is merit to it.

I was interested in a comment made this morning. The phrase, as I recall it, was that the corps is involved in a better way to train teachers. This is an interesting area.

May I ask only for your comments on why you have indicated that this is a better way to train teachers?

Let me give you just a very short background in terms of the reason for my question. I have criticized, as I am sure many have, the teacher training programs that exist at the University of Wisconsin.

We lost Dean Stiles who was very active in attempting to reorient the teacher training program. You indicated that this is a purpose of the corps, that this is one of the underlying bases for the continuation of the corps as it is now.

I would like your comments on what you are doing, Mr. Graham, to make it possible to break some of the standards. Why are you innovating and how are you innovating?

Mr. GRAHAM. Mr. Steiger, it is not the Teacher Corps that is innovating, but it is a series of universities across the United States working with the local school systems who are.

The University of Wisconsin at Milwaukee, in part by virtue of the fact that for the first time, there is a person who is jointly employed by the university and the local school system, bringing that university and school system closer together so that the university can better train teachers for the needs of that community.

Dr. Goldman there is paid half by the University of Wisconsin and half by the local school system. The universities working with this program say that on the average, they have changed their curriculum by 37 percent in order to better direct their training toward the needs of the local schools.

But if you ask most of the corps members who are in the program, that 37 percent isn't nearly enough. If you ask many of the school superintendents, they say it is a good start, but we have to go further.

I think one of the comments—and there are many of these—from the man who is the assistant dean at Temple University, from a sister at Xavier, from Dr. Heddon from the New York State University at Buffalo, they are all saying we have, through this program, made changes that we should have made, but which will now apply to other teachers going through their schools.

Dr. Ozby said:

What we are doing at the college is learning from National Teacher Corps. We are teaching, but more than that, we are learning. We are even now planning to revise our total undergraduate and graduate teacher education program.

The kinds of things we are learning through National Teacher Corps about involving potential teachers with the people in the community, about involving potential teachers with other teachers, administrators, and students in these schools, the kinds of things we are learning about giving these people the opportunities to use their own creative abilities and intelligences instead of constantly telling them precisely what it is they ought to do so that they can be made in our molds is teaching us what we need to teach in teacher education.

I think it is safe to say that the fringe benefit of Teacher Corps money will be to revitalize teacher training throughout the United States.

Mr. STEIGER. I appreciate that comment. I think there is a great deal of merit in trying to improve the teacher training program throughout the United States. I think there is then a justification in my mind for giving the Teacher Corps some consideration as you have presented it.

Mr. Commissioner, if I can talk about the deprived child, the problems of the disadvantaged, with 27,000 school districts that is a pretty fantastic number of school districts. The State of Wisconsin, as a result of action by the legislature, which was very hotly contested, reduced the number of school districts substantially by including all districts in a high school district and by the State aid formula, basically, by providing an incentive for additional moneys through the consolidation processes.

Has the Office of Education undertaken any kind of evaluation of consolidating districts? Have you given any thought to the question of what happens through the aid formula if you tried to provide some incentive to consolidate, or has this been a subject that you have not given that much thought to?

Mr. HOWE. Educators generally have given a great deal of thought to this. It is quite clear that those States that have moved on consolidation have improved education by doing so.

But it is also quite clear that this is a State matter and not a Federal matter. Internal organization within a State for education certainly ought to be the State's business. We would influence it only indirectly.

By indirectly, I mean that the appropriations we might make under title V of the Elementary and Secondary Education Act would help a State bring to the State leadership additional people who would move into the realms of administration. That would encourage the development of State policy leading toward consolidation.

Additional understandings within a State about the advantages of consolidation, may also be gained.

If you have been through this in Wisconsin, you know that some pretty excited attitudes do get developed, mostly because somebody loses his basketball team.

But just the same, these things matter. I think it would probably not be wise to think of a Federal program which attempted to require this by direct pressure. In fact, I don't think it would have a great deal of success in the Congress.

Mr. STEIGER. I think that is a very wise answer. Let me ask, if I may, Mr. Chairman, a couple more questions.

There was a presentation made to Mrs. Green's subcommittee of this committee by Mr. Archie Buchmiller of the State department of public instruction in December of last year.

He made a number of suggestions insofar as the reaction of our State Department toward the operations of the Elementary and Secondary Education Act.

You indicated you had not made a proposal in terms of trying to bring Headstart, for example, under the Office of Education.

Have you had any discussions with the Office of Economic Opportunity in terms of trying to find a way to consolidate the agencies involved in education rather than proliferating?

Mr. Howe. I think it is easy to take an oversimplified approach in this area and say that anything with the word "education" in their name should be in the Office of Education. I don't think that is the approach we ought to take.

Education has become the instrument for helping a great many different kinds of programs to move ahead, some programs in the State Department, some programs in the Department of Defense, others in a variety of Government-sponsored areas or agencies.

I think there is a more cogent argument for bringing under the Office of Education those endeavors which particularly relate to the operation of the schools and colleges.

Of course, so far we have tended to do this with OEO by processes of coordination. Whereas we had some problems, discussed earlier in this testimony today, about those processes of coordination, they are working much better now.

I have taken the position publicly that I think Headstart ought to be a part of the Office of Education at some time. Right now we are running a larger early childhood education operation than Headstart is.

We know something about how to do it, how to encourage States and local school agencies to do it. But I am very glad it started where it did, in the Office of Economic Opportunity, which is a freewheeling organization, uncluttered by educators.

Perhaps that is an overstatement. And which was able to launch a truly innovative program. I was very glad that it has been started there and still persists there. I think the time will come when States begin to develop State policy in their education systems about early childhood education, when an operation like Headstart will more appropriately be in the Office of Education at the Federal level.

But I don't think this argues for necessarily transferring every educational activity in the Federal Government to our shop. We have plenty of things to worry about just the way it is.

Mr. STEIGER. Operation Follow-Through, as it is being proposed, will come under the Office of Education, will it not?

Mr. HOWE. It will be an OEO program. The money will be appropriated to OEO, but it will be delegated to us for operating purposes.

Mr. STEIGER. One more statement.

The statement was made by Mr. Buchmiller that he supports permitting each State to administer its plan for supplementary services and centers under title III of ESEA. Have you any comments on that kind of a proposal?

Mr. HOWE. Yes, several.

First of all, it seems to me that this is the direction in which we ought to lean at some time, although I think we are leaning in this direction now. I don't think we ought to make formal transfer of title III, but we are beginning to develop practices with relation to particular States which really result in the same thing, simply through administrative relationship.

It seems to me that this is a question that ought to be continually examined. We have an advisory committee for title III made up of distinguished educators and some laymen. They have examined this question and have recommended to us that this change not be made at this time, although within that committee you will find some sympathy for such a change.

It seems to me that this will be a continuing question. It ought to be brought up and looked at realistically, and the ultimate resolution of it will come out of the strengthening of the State departments of education through title V.

One of the effects of title V is going to be to build within all the States the capacity to operate a program like title III, and to operate it with full responsibility.

I think that that does not exist in all States now, although it certainly exists within some of them. So it is a question that needs to be brought up and discussed.

I would like to ask Mr. Estes if he has a further comment on this.

Mr. ESTES. No, I think you have handled it quite well. I will indicate that as we progress in the administration of title III, the differences in opinion as relates to the evaluation of proposals becomes less and less.

That is, as States developed understandings of the program, as they employed staff to handle title III, we found a great deal of concur-

rence in the evaluation of the proposals to the extent that in the third submission period there was complete agreement as it relates to the evaluation of the proposals.

Mr. STEIGER. How many people in the Office of Education are involved in the title III program?

Mr. ESTES. We have a staff of some 38 to 40 professionals on our staff in the Office of Education handling this program, plus additional people in the regional offices who give part time to it.

Mr. STEIGER. Can you give me any indication as to how many of the title III supplemental centers have been established without a favorable recommendation on the part of the State education authority?

Mr. ESTES. We approved some 27 proposals last year out of 1,089 that did not have the approval of the chief State school officer.

In each instance these 27 proposals received excellent ratings from the consultants outside the Office of Education that reviewed the proposals.

Mr. STEIGER. How many requests?

Mr. ESTES. Twenty-seven hundred proposals but we funded 1,089.

Mr. STEIGER. I will not take up any more of your time or the committee's time to pursue that question further. I am not at all sure that I accept the belief that the State educational authority is strengthened through title III.

Mr. ESTES. If I might interrupt, I think the State does play a very important role in title III. As you know, the Commissioner cannot approve a proposal until he receives a recommendation from the chief State school officer.

Mr. STEIGER. Yet there were 27 that were approved without that approval?

Mr. ESTES. That is right. In addition to that, a number of States are beginning to develop a statewide system, a statewide plan or design, for implementation of this title. They are assisting local school districts in developing proposals, as well as sitting with the local districts as projects are negotiated.

They are assisting in monitoring and evaluating, and, in effect, developing an overall strategy for their State.

Mr. STEIGER. But doesn't that really turn it around? Isn't the whole concept here one that should become evolved out of a statewide plan?

Mr. ESTES. Yes.

Mr. STEIGER. Aren't we getting the cart before the horse?

Mr. ESTES. Not exactly. We have, I would say, a half-dozen States that, in effect, have virtually complete approval authority over title III because of their ability at the State level to provide this overall leadership.

Mr. STEIGER. Then would you agree that really the desirable goal here is if the title III centers are to be established, that they reflect an overall State plan relating to the most urgent educational problems of the State in some kind of a consistent, coordinated manner?

Mr. HOWE. Absolutely.

Mr. STEIGER. This is the way it should go?

Mr. ESTES. Without a doubt.

Mr. HOWE. It seems to me there should always been room for the offbeat idea, that title III, in calling for innovation, ought to support

supplementary centers that have this planning concept that you outlined so well, but that there should be room within the context of title III, whether operated by the Federal Government in the final signoff or operated by the States in the final signoff, for the unusual school district which crops up with something totally new that doesn't fit the plan.

Education benefits from these kinds of little rockets that come up from time to time. I always like to have that window open for title III.

Mr. STEIGER. Mr. Buchmiller's statement and his presentation, and I attach myself to it, really, says that the direct Federal to local administration of the existing title III program bypasses fundamental State responsibility and thereby sets a questionable precedent.

I think that the Office of Education should give a great deal more thought to the way you go about approaching the problem that you are trying to get at in title III. I really do question whether or not it is appropriate as you now have done it.

Let me get back to one further point.

Mr. Commissioner, you made a reference to consolidation earlier in which you said—and I think I would agree—most States that have gone into the consolidation of school district programs have ended up perhaps with educationally and financially sounder districts.

My question is whether or not the present operation of title I doesn't in some cases almost tend to discourage the State from getting at consolidations by the moneys given to smaller school districts? Does that tend to go in another direction which may not be a terribly good one?

Mr. HOWE. I would assume that the eligibilities for title I funds of school districts that consolidated would add up to what they had separately.

Wouldn't that be true?

Mr. ESTES. That is right.

Mr. HOWE. So there would be no question of financial losses. There might be a question that the small separate districts like so much to administer this money that they don't want to give up the chance to do so. That sort of prerogative question might be enhanced by the availability of Federal funds, but it seems to me that is a very slim distinction.

I don't see that title I would have that effect, particularly.

Mr. ESTES. In fact, the States have considerable discretion in this particular area. According to our annual evaluation report from the States, one of the main reasons for rejecting the proposals from local school districts was the fact that they did not meet the criterion of size, scope, and quality.

So, in effect, some of the smaller districts with fewer pupils did not have projects funded. As a result, many of them consolidated or combined with other districts in order to provide these services.

Mr. STEIGER. Thank you.

Chairman PERKINS. Are there further questions?

Mr. QUIE. Yes, I have further questions.

I want to get back to the Teacher Corps.

When I asked this question about who was going to pay the salaries of the corpsmen while they were in local public schools, as I re-

call in 1965 when the act was proposed the administration bill that was sent up recommended that all of the cost of the salaries of the local school system would be handled by the local school system.

In the Senate, the change was made so that the Federal Government would pay 100 percent of the cost of the salaries, and this did not meet with the approval of the administration. They sent out to the Democratic Members of Congress a little memorandum with the argument as to why it was unwise.

I would like to read it to you right now. Here is what was said:

Local school districts should be required to give some support to the Corps as an indication of their belief in it. Otherwise, there will be a strong tendency for school districts to apply for the free ride, taking all the experienced Teacher Corps volunteers they can get, all paid for by Washington.

It wasn't I who said that.

We believe it is an unwise precedent for the Federal Government to begin paying 100 percent of the salaries of local employees while the Administration is concerned with the improvement of teacher salaries wherever they are inadequate, we question the wisdom of a precedent in which the Federal Government could ultimately be held responsible for 100 percent of the salaries of two million local employees.

They also said:

We also believe it would be better from a viewpoint of maternal control of personnel for the school district to be making a major payment of teachers' salaries.

I thought that was a pretty wise statement, judging from the fact that some other programs are in operation very similar to the Teacher Corps and where the local schools are willing to pay the amount for the salary which reflects the amounts of work they get out of these supplemental individuals, that they should be willing to do it in this case, too.

Mr. HOWE. One's predecessor's words come home to haunt him. I don't know the status or nature of this statement, of course, but it does seem to me that when you are setting up a supplementary service in a school district, the Congress has recognized that you can't legislate that it shall happen and the school districts shall pay the bill.

All of the supplementary services that the Congress has created in the school districts of the country, and there are a great many of them, through title I, title III and title V, all make some provision for payment by Federal funds for the cost of these additional services over and above the regular costs of education.

It would seem to me it would be preposterous for the Federal Government to try to say to local school districts that they must provide a service that the Federal Government has decided it wanted at the local expense.

Looking at the matter very practically, in terms of a requirement it wouldn't make any sense, and in terms of simply getting them to volunteer to do so, you wouldn't be able to mount a program.

Had I been around here, I wouldn't have agreed with that particular proposition, although someone might have defeated me before it got up to the Congress and I would have found myself presenting it.

That occasionally happens; let us recognize it.

But the fact is that if the program of supplementary services is going to move, it is going to have to have some Federal support.

There has been a good deal of discussion about what the levels of Federal support ought to be. As I recall, the Teacher Corps did have a 10-percent contribution from local sources.

Mr. QUIE. This came out of the Appropriations Committee.

Mr. HOWE. It came out of the Appropriations Committee. I was consulted about this last year. I said I saw no objection to such a contribution, and I wouldn't know where, arbitrarily, to draw a line here. Ninety-ten is a possibility for local school districts.

Most of them are hard pressed for funds. The only point I would make is if there is going to be a line drawn about a local contribution, it should never operate on a school district coming in in the first year, because then the planning cycle is such that its budget is likely to be solidified and it isn't likely to make its contribution.

This is what I tried to stick up for when this 10 percent matter came up last year. It seems to me that if you are going to have programs of this sort move, there is going to have to be, however, a major Federal contribution to them.

I will do a little detective work and find out where that thinking came from.

Mr. QUIE. It seems that not only are the local school districts performing some service as you indicate in the education of these interns, but also the interns are providing quite a service to the schools as well judging from the comments that are in your report.

Mr. HOWE. That is right, but a supplementary service.

Mr. QUIE. It is supplementary, but it is of value.

Mr. HOWE. Of the nature of title I. That is 100 percent Federal funding. One of my associates gave me a note pointing out the proposal you are discussing was designed to allow the payments of salaries through title I funds and assumed the title I funds would pick up the costs of the salaries. So it wasn't a proposal, evidently, from the Federal Government for local tax funds picking them up, but, rather, for the use of other Federal funds.

Mr. QUIE. This possibly could be done presently, is that true? On the 10 percent are they prevented from using Federal money, the 10 percent?

Mr. HOWE. The 10 percent has to be from local funds.

Mr. QUIE. If we see down the roads a way that there are more programs or more people receiving similar type training for the local school district paying the entire salary than is the case in the Teacher Corps, would you then think we ought to take another look at it?

Mr. HOWE. Do you mean if Teacher Corps—

Mr. QUIE. Do you want me to repeat it?

Mr. HOWE. No. It does seem to me that their doing that is probably the result of stimulation of this pattern of training by the Teacher Corps. The fact that there seemed to be a larger proportion of this through those sources than through a very small enterprise like the Teacher Corps would not argue to me for the abandonment of that enterprise.

Mr. QUIE. Not the abandonment of the enterprise, but perhaps the local school district would be willing to pay a little bit more in the Teacher Corps since other ones are willing to do it privately who run programs of a similar nature.

Mr. HOWE. I know this committee will have some school superintendents testifying before it. I think that the best evidence on that point you will get from school superintendents who have an even more immediate insight than I into the problems of the local school budget.

These are difficult problems and for them to absorb new Federal programs isn't an easy matter.

Mr. STEIGER. Would the gentleman yield?

Mr. QUIE. Yes.

Mr. STEIGER. Earlier in the day you were asked for information regarding, as I understand the question, the number of schools involved in training teachers.

I don't want that figure because that is pretty substantial. I do wonder whether or not you can specify the number that are involved in specific programs aimed at encouraging people to go into deprived areas, to get involved in the Teacher Corps type of specific training.

As an example: The State university at Oshkosh is running a program going into the schools in Milwaukee with about 25 students. They want to expand that program. Can you give us any information on that?

Mr. HOWE. I can't give you any statistical information on this. I can say that there are very few, if any, colleges or universities which are offering as rich a package of training as the Teacher Corps provides over a 2-year period. Most of them giving students this kind of experience are doing it on a one-semester basis.

Therefore, again, I think it is worth catching in being as a demonstration enterprise a new pattern of teacher training.

Mr. STEIGER. But it would be possible, would it not, to supply some information about institutions of higher learning that are involved?

Mr. HOWE. Yes. We could give you some examples. Whether we could give you a statistical survey of the whole country, I am not sure. That might involve a rather complex questionnaire process. Let us see what we can find in this area. We would be delighted to.

Mr. STEIGER. Thank you.

Mr. QUIE. Let me just ask one more question and then we have to go vote. I wish we had more time on title III. If I need more, I will talk to you privately.

Looking now at your operation of title III, are there really two directions it is going, one for the supplemental centers, as it was originally anticipated, and the other side really just scattered programs which the school district has developed and which appears to be beneficial to the Commissioner but wouldn't be in a sense a supplemental center to be of service to an area of other schools around it? Would that be correct?

Mr. HOWE. Yes; although I wouldn't describe these other programs as scattered in the sense that we have endeavored to provide some guides as to the areas which may be most useful, and to subject all of the proposals that are of this kind to a rather disciplined examination in the process of deciding about them.

I think one of the important things for us to try to get across to the Congress in this area of title III is the process which we use in making title III awards. There are many problems for us and for Congress-

men in the fact that we have to turn down over 50 percent of these title III awards.

The process is one which we have designed to have integrity, to bring outside consultants into the picture, to make full use of a distinguished advisory committee, and really to be as fair and sensible a process as you can devise. So any of these scattered projects, as you described them, which do survive this are, at least in terms of this sort of an examination, projects which clearly have a good deal of hope to offer to the school systems which make them.

MR. QUIE. Then in a supplemental center part of it, in California I understand California has set up 19 of them. It gives the impression they planned it systematically so they could affect the entire State and the geographical location of the 19. I doubt that that has happened in all of the other States. I don't know which other ones it did happen in. But do you think this would be a good idea for a State to assume a responsibility in this development, as I understand they did in that State, and thereby bring about a good distribution within the State of their supplemental centers so as to affect the most number of students?

MR. HOWE. It is an excellent idea. We tried to encourage it. Mr. Estes can give you more information about that.

MR. ESTES. We consider this a model for other States to follow. As a matter of fact, the representatives from the California State Department of Education have visited other States, including Texas, Pennsylvania, and New York.

We see many States moving in this direction. New York has a similar system established: Pennsylvania through title III is doing a similar type of activity. In this month, in fact, Texas is establishing a similar system, as is South Carolina. We do not think that the innovative part is separate from the supplementary services.

As you know from your visit to California, the innovative part will take place within this system of centers, which I think is extremely important.

MR. QUIE. It appeared to me to be an excellent arrangement. In our argument last year whether the States should be involved more, I was surprised to find out it was possible for the State to become involved directly as they did. I commend that encouragement to the other States.

We are so proud of the way they did it in California, we want to make certain they do it in the other States.

Chairman PERKINS. We want to thank you, Mr. Commissioner, for an untiring and very revealing discussion before the committee. We all appreciate it. You have displayed great knowledge of your office and the whole country can be proud of the great leader in the field of education that you are.

We appreciate your coming in. As far as I know, we won't have to impose on your limited time by calling you again in the course of these hearings. I hope that is the case.

MR. HOWE. Thank you, Mr. Chairman.

Chairman PERKINS. The committee will stand in recess until 9:30 tomorrow morning.

(Whereupon, at 5:55 p.m., the committee recessed, to reconvene at 9:30 a.m. Friday, March 3, 1967.)

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

FRIDAY, MARCH 3, 1967

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

The committee met at 9:40 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Green, Brademas, Hawkins, Gibbons, Scheuer, Burton, Quie, Goodell, Bell, Erlenborn, Scherle, Delenback, and Esch.

Staff members present: Robert E. McCord, senior specialist; H. D. Reed, Jr., general counsel; William D. Gaul, associate general counsel; 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.

We have with us this morning several members representing the National Advisory Council on the Education of Disadvantaged Children.

If it is agreeable with the members of the committee, we will have the group representing the Advisory Council take their seats.

If you will please identify yourselves for the record, you may proceed in any manner you wish.

STATEMENTS OF DR. SIDNEY P. MARLAND, JR., SUPERINTENDENT OF SCHOOLS, PITTSBURGH, PA.; MRS. ELIZABETH D. KOONTZ, PRESIDENT, DEPARTMENT OF CLASSROOM TEACHERS, NATIONAL EDUCATION ASSOCIATION; THOMAS W. CARR, STAFF DIRECTOR, NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN; AND MICHAEL KIRST, ASSISTANT STAFF DIRECTOR OF THE COUNCIL

Mrs. KOONTZ. I am Elizabeth Koontz, a teacher from North Carolina, in Salisbury, N.C.

Chairman PERKINS. You are acting as Chairman of the Council?

Mrs. KOONTZ. Indeed, I am not.

Dr. MARLAND. My name is Sidney Marland, superintendent of schools in Pittsburgh, and a member of the Council for Disadvantaged Children.

We have in the membership at the table Mrs. Elizabeth Koontz, a member of the Council and a teacher.

We have Mr. Thomas Carr, who is executive officer of the Council, and his associate, Mr. Michael Kirst.

I will proceed, Mr. Chairman. My statement has been distributed and I will go through it quickly and be pleased to respond to questions.

I understand that my appearance before you is in the capacity of a member of the National Advisory Council on the Education of Disadvantaged Children, as named by the President pursuant to Public Law 89-10. Accordingly, except that the members of the committee may wish me to depart from the role of reporter for the Council, my testimony will be confined to what I know to be the position of the Council.

The Advisory Council, as chaired by Dr. O. Meredith Wilson, consists of a broad cross-section of citizens, most of whom are distinguished non-public-school observers as contrasted with my own role and Mrs. Koontz role as members of school staffs. However, our judgments as reported here are a clear consensus of all members.

During 1967 we have retained the part-time services of 27 consultants, expert in the field of elementary and secondary education, to examine "in the field" the impact of the Elementary and Secondary Education Act of 1965. Further, the members of the Council themselves have traveled about the country personally to visit the communities and classrooms where the message and money of Public Law 89-10 were being applied.

These systematic visits and observations have reached approximately one-third of those school systems offering title I programs in terms of the \$1.05 billion appropriated for title I during fiscal 1966.

Based upon our observations, we have as a Council submitted three reports to the President and Congress over the past year. I will offer one or two highlights from each of these reports to express the gist of our recommendations. These reports, I believe, have been furnished to the members of the committee.

The report of March 31, 1966, about a year ago :

Title I of the Elementary and Secondary Education Act has, for the first time, made available major resources to bring opportunity to those who until now have lacked even hope. It has directed the attention of educators toward the plight of the disadvantaged. It has provided to local boards of education the funds necessary to develop programs through which children can overcome the handicapping limitations of poverty-ridden environments. The record of response is already good.

This was as of about a year ago.

Further, I invite your attention to page 28 of our March 31, 1966 report noting 10 recommendations. Broadly, these recommendations strongly endorse the intent of the Elementary and Secondary Education Act of 1965, urging a continuation of massive educational assistance, focused on the special problems of the disadvantaged children of our country. A year ago we strongly urged the reconciliation of the timing of appropriations for Public Law 89-10 to be consistent with the school year. I will mention this subject again later.

Not the least of our 1966 recommendations was our message concerning the liberalization of Title I to permit the construction of facilities, especially in our big cities, to accommodate the newly created programs. This condition remains today a vital need, especially in our inner cities.

The report to the President of November 25, 1966:

This report dealt primarily with the uses of Title I of ESEA during the summer of 1966. About 2½ million children, at a cost of about \$250 million, or about \$100 each, were enrolled in voluntary summer programs. The implicit freedom and the voluntary and unstructured atmosphere of the summer schedule both for teachers and pupils provided significant favorable influences for the work of Title I.

The six recommendations of the Council's November report appear on pages 2-4. The gist is as follows:

"The Council believes that future summer programs, besides being important in themselves, can have special beneficial effects on the year-round success of Title I programs which can be attained in no other way."

The very existence of many of the summer programs may have been fortuitous for reason of delayed funding, and the fact that substantial programs could not be launched during the conventional school year. Lest the summer programs be set aside in the future in favor of school year programs. "The Council recommends an early decision by appropriate officials to reserve a substantial percentage of Title I funds for summer programs."

Finally, our most recent report of January 31, 1967:

The report contained the expression of warm affirmation of Public Law 89-10. It again reflected the views not only of the Council members, but the consultants in the field. As the effect of Title I begins to be felt in the deprived neighborhoods of America, a number of generalizations emerge: There must be innovative and fresh approaches to teaching techniques and curriculum for the deprived; there must be a high order of selectivity in the assignment and training of teachers and principals in the schools serving the deprived; there must be a larger and more effective involvement of deprived parents in the school affairs of their children; there must be ingenious regulatory measures to insure that the desegregation of children in deprived neighborhoods does not remove them from the advantages of new Federally supported programs, and therefore retard the movement toward school integration.

In sum, we find the content and theory of Public Law 89-10 to be sound and wise. It is far too early to provide objective scientific testimony that the deprived children of America have prospered to this degree or that degree. The signs are good, as school systems and teachers come face to face with the monumental tasks of social justice through education.

But the installation of the evolutionary and innovative measures now emerging are extremely slow, and the fruit of these measures is still slower in ripening. We have really been engaged under Public Law 89-10 only about a year, with many years of continued heavy investment of treasure, commitment, and creativity yet to come.

No major changes are suggested at this time for the specific components of title I. With the exception of liberalizing the facilities-construction elements of the law, we urge its continued implementation in its present form.

Larger sums of money are needed to make a significant impact on the poor children of America. Much as the present appropriation level shows promise and hope, it still represents only a sum of roughly 5 percent of the costs of operating the elementary and secondary schools of the land. Given another year or two, major new dimensions in this law may be appropriate.

For the present, we recommend vigorous pursuit of the course of action now in motion, with full funding, and with the funds delivered on time to the places where the children of the poor desperately need them.

I am inserting data that only recently emerged for my use, that the authorization level in this law of \$2,219 million now appears to be leveling off at a very disappointing \$1.2 billion.

If the proposed formula which was carried with this legislation to become effective in 1968 is applied and if it is applied under the terms of a substantially reduced appropriation, it will have an extremely shocking effect upon the big cities of the North.

The redistribution of the limited money carried in this bill, of \$1.2 billion, distributed in the new formula, for example, it will reduce such States as Pennsylvania, for example, from a level a year ago of \$57 million to this year at \$48 million, and no change for next year.

Other States such as those in the South, where I am sure, indeed, the need is great, would move from \$38 million a year ago to \$35 million this year, and leaping to \$46 million next year.

The application of this formula apparently was intended to be compatible with the \$2 billion level of appropriations, in which case it would have been splendid. If it is applied under the curtailed dimensions of a \$1.2 billion amount, it will be devastating.

Chairman PERKINS. Let me interrupt to suggest that you address a letter to me immediately setting forth this cutback and how it affects your area, in order that I can use it before the House Committee on Appropriations when I put in an appearance.

Dr. MARLAND. I will be pleased to do that, Mr. Chairman, and I can offer additional illustrations of the impact of this revised formula.

Chairman PERKINS. I think that I should make this statement here to all of the people that are affected. I hope you will get to me a personal letter with copies of the letter sent to Mr. George Mahon of the House Committee on Appropriations, on the effect this cutback will have on the schools.

Dr. MARLAND. If you are going to go with the original level of funding, approximately, I urge that you stay with the original formula. If you move to a different formula, you will have new level of funding.

In the words of John Hersey, writing in the *Journal of the National Association for the Education of Young Children*:

The first battles . . . will not bring a sudden end to drop-outs, delinquency, narcotics addiction, street riots, and unemployment—the newsworthy aspects of destitution. To continue the war (for the education of deprived children) will be to fly in the face of apparent failure for years, perhaps decades, perhaps generations. Yet still, bearing in mind the alternatives, the war must be fought. And this is one war that had better be fought well.

Finally, I would note for the benefit of the Members of Congress, as an illustration of the difficulties confronting school systems and local boards of education in attempting to mount significant programs under the impetus of Public Law 89-10, our Federal financial experience this year in the Pittsburgh public schools has been as follows:

- (a) The fiscal year started July 1, 1966.
- (b) We had been planning some 30 different programs under title I for the opening of school September 1, 1966, for several months.
- (c) We engaged staff for these programs totaling some \$3 million and obligated the board of education to these conditions.

(d) Schools have now been in session for the current academic year for 6 months; we have had varying estimates of the level of funding, most of them in the neighborhood of 85 percent of the 1966 level, and have curbed our programs to these terms.

(e) We received \$299,207 on December 19, 1966, out of a total expected authorization of \$3,450,000.

(f) As of this date, with only 4 months remaining in the fiscal year, we still have received no major funding, have borrowed money to maintain the programs, and continue from day to day to attempt to reassure staff, the community, and the board of education that we are still in business for the Federal Government.

(g) Among some of the misfortunes of reduced funding, we have just been forced to announce the withdrawal of OEO funds in the amount of \$300,000, thereby eliminating the summer school program for 1967. We had hoped to recover this program through ESEA, but the 85 percent funding eliminated this alternative.

The public schools of America must have reliable fiscal information by July 1 of each year in order to mount and sustain the programs intended by Public Law 89-10. Firm dollar commitments and prompt delivery of funds are essential if we are to carry out the will of Congress.

That concludes my prepared statement, Mr. Chairman.

Chairman PERKINS. Who will next present a statement?

Dr. MARLAND. I will introduce Mrs. Elizabeth Koontz.

Chairman PERKINS. Will you proceed in any way you prefer.

Mrs. KOONTZ. I do not have a prepared statement but I would wish to insert in the record that the statement prepared by Dr. Marland certainly conveys the consensus of this Council of which I am a part, and I will be very happy to answer questions or make comments further.

Dr. MARLAND. This concludes our prepared material, Mr. Chairman. We would be pleased to attempt to respond to questions.

Chairman PERKINS. Let me thank you for your appearance here this morning. I certainly want to compliment you, Dr. Marland, for bringing up and calling our attention to the problem of properly implementing the law insofar as funding is concerned, and the way your programs will be curtailed in your area, unless the programs are properly funded.

I agree heartily with your viewpoint.

Mr. Goodell.

Mr. GOODELL. Thank you, Mr. Chairman. I apologize for being a little late to hear all of your testimony, but I have before me the material which you submitted. I note that in the report you made with reference to the operation of the program during the last summer, you make some criticisms that the projects are piecemeal, fragmented efforts and that it is rare to find the teachers to plan comprehensive programs.

I wonder if you had found any change since your original statements and reports were made along those lines?

Dr. MARLAND. I would say we have, Mr. Goodell. I would say this change, however, is evolutionary and not revolutionary. I think it is important for the committee to appreciate that the innovations and,

indeed, the funds that derive from the spirit of Public Law 89-10 are new to school systems.

Most school systems in America had not operated any summer programs up until this time in their history. I would say, also that I would remind the committee that my remarks said that some of these programs were fortuitous merely because the money came so late they had no other reasonable uses for it during the school year in some situations.

We would therefore say that the first summer; namely, the summer of 1966, was probably hastily put together. It was being constructed and conducted by people in many cases doing it for the first time.

We reported this quite candidly. Our observers in the field found this to be true but they also found something else to be true, that the very nature and the freedom and the unstructured conditions of a summer program are perhaps the secret to some of the spirit and intent of title I, and that the teachers, themselves, as well as principals, central school staffs, found for the first time that they had some elbow room to have small classes, to try innovative teaching techniques, and that these do show promise.

The first year we would probably say was less smooth, or less even than we would expect it to be in the future.

Mr. GOODELL. I understand that you were fearful, Dr. Marland, that the summer programs initially begun might be dropped. Is this turning out to be true?

Dr. MARLAND. I think not. Again, we are all in this hesitant position of not knowing about our funding. If we are speaking now of the summer of 1967, coming up as we have noted, we have had to drop the \$300,000 program in Pittsburgh, which was desperately needed. We had budgeted under OEO, as it happened. We had to drop that because of curtailment of OEO funds and further curtailment of ESEA funds.

I think that most communities will endeavor to continue their summer programs, if there could be some assurance of funding.

Mr. GOODELL. What kind of programs are you referring to?

Dr. MARLAND. These would be largely remedial, small classes, and they would have to do with reading and arithmetic, intensive work, as well as opportunities for children, especially in our inner cities, to enjoy cultural activities, musical events and some camping activities, and some opportunities to get outside of their inner city and live in a more complete environment for their own growth.

Mr. GOODELL. Have you applied directly to OEO for this grant or are you referring to community action programs?

Dr. MARLAND. In this instance in our case, the elimination of summer schools was a direct request to OEO through the community action program, but the large reductions in all community action programs forced us and our local community action program to cut this back.

Mr. GOODELL. Well now, this was a request then to OEO, an application from your Pittsburgh Community Action Agency?

Dr. MARLAND. That is correct.

Mr. GOODELL. And what involvement did you have in the preparation of that?

Dr. MARLAND. I and my staff had worked cheek and jowl with our local community action program people in contriving this, and many

other programs. I might say that out of a budget the first year with OEO at the level of about \$3 million, we are down to well below half of that now. Yet every one of these programs launched the first year under OEO, before the existence of ESEA—1965—were valid, strong, promising programs. They have been more than cut in half.

Mr. GOODELL. Is the State educational department or are any agencies of State education involved in the applications that you have made?

Dr. MARLAND. Yes. Once the program is substantially conceived at the local level, in all instances it flows through State authorities for review and approval. We have had no major difficulties on that score, and I recommend it as a sound procedure.

Mr. GOODELL. You are referring now to the ESEA and the OEO?

Dr. MARLAND. I think the OEO is regional as distinct from a strictly State level operation, but it is still valid and workable.

Mr. GOODELL. To what extent have you in Pittsburgh, under the ESEA, been able to involve the private school youngsters?

Dr. MARLAND. Rather well, I think, Mr. Goodell. In fact, the programs constructed in Pittsburgh under ESEA have been constructed jointly with parochial school staffs and in many cases these programs are serving children from parochial schools. I would offer that this is somewhat resting in a favorable situation because we have an extraordinarily good history of relations with the parochial schools of Pittsburgh—it goes back to 1911—with what we call shared time.

As a quick illustration of the kind of things that we have been developing and planning and executing together, out of some 30 or 35 ESEA programs, roughly half extend the services of the public schools to certain categories of private school deals.

For example, communication skills, which is an intensive program in reading, provides some remedial teachers from our public schools to reach out periodically on about a half-time or less basis, in the neighborhood of the public schools where they are working and providing similar services to parochial schools.

As I say, about half of our 30 programs carry this type of liaison. It has nothing to do with providing funds for the parochial schools, and it does not deal with employment or salaries of parochial school people. It extends the service of the public schools as we believe the Education Act was intended to be.

Mr. GOODELL. You have, as I recall, a very large share of your pupils in Pittsburgh in private schools. Is it close to half?

Dr. MARLAND. It is about 40 percent.

Mr. GOODELL. I am aware that there has been a good relationship between your public and your private school systems there. But to what degree have we been able to provide programs that are actually being administered by private school people?

Dr. MARLAND. I would say there is no program strictly being administered by the private school people under the act of 1965. There are some OEO programs such as a limited Headstart program which is administered under the administration of the parochial schools.

Mr. GOODELL. Now, is there any reason under the Pennsylvania law that you in the public school system could not make contracts with private schools?

Dr. MARLAND. None that I know of, sir.

Mr. GOODELL. To administer a program?

Dr. MARLAND. None that I know of, sir.

Mr. GOODELL. We do operate under that disability in New York State, and there are very stringent requirements here that make it difficult for the public school officials under the ESEA to contract with private school officials to run programs.

It is my understanding that the Federal law would permit this, but in at least some instances the State law bars it. You are stating that the State of Pennsylvania would not proscribe such a procedure?

Dr. MARLAND. Indeed, I am sure it would not, because as I say, in a limited way this relationship has existed since 1911, what we call shared time, and we have been building upon this good relationship in the construction of these new programs, and I am sure that they would have been challenged over the years if there had been a fundamental difference.

Mr. GOODELL. That is a little different concept than I am talking about. Your shared time, I presume, is to permit private school pupils to come to the public schools to obtain certain types of instruction?

Dr. MARLAND. Or in the instance of ESEA, to send public services to the parochial schools to be operated within those parochial schools.

Mr. GOODELL. They are sending public school instructors over to the private schools to teach?

Dr. MARLAND. We are, indeed, under ESEA. I want to make clear how this works, however. You stated it a little briefly, as to sending public school instructors over.

A service is rendered by, indeed, a public school instructor. That teacher, let us say it is a teacher of remedial reading, primary grades, would be working at least half of his time in a public school, as a member of the staff of the public schools.

By agreement here and within the terms and the budget of ESEA that teacher is assigned to a nearby parochial school to do the same thing. It is an extension of a new and unusual and heretofore unbudgeted service.

Mr. SCHEUER. Could you give us a description of the various types of services which are performed in the situs of the private schools by public school instructors?

Dr. MARLAND. A description of the service, you mean?

Mr. SCHEUER. Of the various kinds of educational activities that have been carried on at the situs of the private schools.

Dr. MARLAND. Yes; and again I am referring to my notes, a list of some 30-odd total programs which were constructed in joint planning with the leadership of the parochial schools. Many of these are useful for transmittal to the parochial schools, and some of them not. But for example communication skills, nearly half a million dollars and a greatly expanded program on intensified reading and speaking.

Here we are training teachers intensively and in some instances training staff members of the parochial schools in the context of upgrading their qualifications for remedial reading exercises.

Our members of our staff then come into a school situation in their own public schools and periodically, let us say every Tuesday and

Thursday, or at 1 o'clock every day, go over to a nearby parochial school and do the same thing.

Mr. SCHEUER. What do they do at the parochial school?

Dr. MARLAND. They will go into a class or go into a special room where there are 12 children in grade 3, seriously handicapped in their reading and they will work with those children literally in the parochial school.

This would apply also to a number of other topics.

Chairman PERKINS. You consider that a special service over and beyond the ordinary work that goes on in the schools?

Dr. MARLAND. We have had to justify these to ourselves as above and beyond what either school had heretofore been doing, and the new dimensions above and beyond parity as afforded by ESEA has given us this opportunity under the law to extend these new services to both institutions.

This would include, for example, a complete approach to what we call speech pattern drill. That is another field. Safety education is another field. Instrumental music instruction for the poor, this is another field, and elementary counselors which we have never had before.

Another is employment supervisors for high school level youngsters, both parochial and public schools, flowing through a central employment office and supervising them in their jobs especially in work training and work study.

Another is adapted physical education for youngsters, especially with physical handicaps and other difficulties.

Another is psychological services, extended for the first time beyond the level heretofore.

I could go on with several of these. All of them are in the context, Mr. Scheuer, of an outreach of the public school program through the resources provided by 89-10.

Mr. SCHEUER. We had a colloquy on the floor of the House between Congressman Frank Thompson and the distinguished chairman of this committee, in which legislative history was made, which fairly clearly delineated the kinds of services which Congress intended to be supplied at the private school.

As I recall, it was Congress' intent, as established by that colloquy, to provide special services to the disadvantaged child, the mentally retarded, crippled, disabled, and the spastic child, the deaf, dumb, or blind child, and the child with deep emotional problems.

These were in effect welfare services, but I think it was made clear that the normal education services were not to be provided at the private schools. It was that these would be provided at the public school and made available to children from the private school.

In other words, such courses as history and art and music, it was our understanding—normal school subjects—would not be taught by public school teachers at the private school.

Dr. MARLAND. At this time, we are compatible with the description you have just given. We are not performing what might be called conventional academic programs because we have justified in our own ground rules that this must be something over and above what has ever been done before. They have been teaching history and mathematics so that would not qualify under our ground rules.

Mr. SCHEUER. Thank you.

Mr. GOODELL. I am interested in the testimony as to how you are utilizing the funds, Dr. Marland, in giving service to the private schools. This was a major point of debate in our deliberations here and in the floor debate.

In addition to the colloquy mentioned by my colleague, Mr. Scheuer, I asked the question of our present chairman whether this would permit public school teachers to teach in private schools, and his answer was "No."

There was a subsequent answer, I believe it was by our colleague, Mr. Carey, that it would permit it; yes. It appears that Mr. Carey won out in that particular instance.

But I have great question about this as to where you do draw the proper line. I wonder if it isn't preferable to have your public school officials contract with the private schools' officials, making money available to them to provide these services.

You avoid, then, the problem, and I think it is a problem, of having public officials on the public payroll working and teaching in a private school, on the situs as Mr. Scheuer said.

Dr. MARLAND. Getting back to your earlier question concerning the legalities, I am not an attorney, but I think that our school solicitor has weighed this question in a different context from that which you have described. I think that I can report the parallel that contracting with and delivering public moneys to a private institution for the education of children would indeed be irregular under the law in Pennsylvania.

Mr. GOODELL. I am wondering if perhaps I didn't make my earlier question clear. That was my question: "Can you, under the Pennsylvania law, contract with the private schools to carry on a program under the ESEA or any other act?"

Dr. MARLAND. I failed to perceive the contract aspect of your question, and I thought you were speaking of the extension of the services as I had described them. That role appears to be perfectly proper.

The contracting and delivery of public funds is another matter, in which I believe Pennsylvania law would forbid us.

Mr. GOODELL. In other words, you feel that even though this isn't State funds, if the Federal Government gives you a grant and it is clear that under the Federal law and under the Federal Constitution you can contract with private schools with the money that is still purely Federal money, Pennsylvania law would bar you from doing that?

Dr. MARLAND. I believe that is true, sir.

Mr. BRADEMAs. I was going to ask a question at this point on this public-parochial school relationship, Mr. Marland.

It is my observation that your report in 1966 on the relationship between the public and private schools, pointed up the need for watching this relationship very carefully, and then expressing the concern that early indications showed that disadvantaged children in private and parochial schools are receiving less help under title I than was intended for them, which I think may have surprised some of us, because most people might have anticipated that the other would be the problem.

I wonder if it is in order to say to my colleague, if you can give us any comment as of your 1967 report on that particular problem.

Dr. MARLAND. Speaking only for the Council now, instead of as a school superintendent, I would say that the Council has not detected either any major concerns on the affirmative side or the negative side in this relationship. I account for this as being largely one of, again, time. I think that there is wide variation throughout the United States as to the application of the intent of 89-10, not because of any ill will or faulty discussion of the law, but simply because for many communities and in many States, this is such an unusual thing that it has taken time to find out where the doorknobs are.

We have sensed, and through our field studies, both by our consultants and by ourselves, wide variation.

For example, people have pointed to Pittsburgh and said, "You folks are doing quite a lot with this, and we think that is fine," and they refer to X, Y, and Z towns where they are just beginning to visit and get acquainted.

I think this is purely a function of time, Mr. Brademas, and I think that there is high promise in this aspect of Public Law 89-10 for the children of America. Fortunately, many of the poor children live in the same neighborhoods, and attend schools that are nearby, and, therefore, it is quite simple to arrange the outreach from the public school to the parochial school, because those same children in that poor neighborhood are nearby.

Mr. SCHEUER. If my colleague will yield on that point, I was author of the amendment setting up the National Advisory Council, and it was clear from the committee report, as well as the debates on the House floor, that a major purpose of the Council was to run a continuing scrutiny of the church-state relationship.

As Congressman Brademas mentioned, we wanted to make sure that the disadvantaged children in the private schools got their fair share of help under this program.

We also wanted to make sure that there was no abuse of congressional intent to maintain the majority of the services in the public schools and, hence, provide the shoulder-rubbing between the private school children and the public school children.

Now, I have been tremendously impressed with all of your reports. They have been brilliant and compassionate and full of insight. But there has been very little treatment of this primary subject, which was the original purpose of the National Advisory Council.

I have heard of two major problems from many groups. I have heard from a number of people who were concerned in some parts of the country, particularly in the Middle West, that the private school children are getting far less than their share of the benefits, and there are large numbers of disadvantaged kids in private schools who aren't getting benefited.

If this were true, it would be of concern to this committee.

On the other hand, there have been a few cities, New York and Philadelphia among them, where allegations have been made that the intent of Congress has not been followed, and that services have been performed at the private schools, which was contrary to the intent of Congress.

This committee would be concerned if that were the case, too.

We want to have an evenhanded distribution of these benefits to include all children, whether they are for disadvantaged kids in public schools or private schools. We also want to follow through on the congressional mandate, which was, except for these welfare services—children who were disabled and retarded and troubled emotionally, and disturbed and crippled, and the like—that the vast bulk of the services be carried on in the public schools for the benefit of the private school kids.

Now, I think that a great deal of the problem is that we simply don't know what is going on. I get these complaints because I had originally taken the initiative in suggesting the Council as a means of solving the problem then perplexing us.

We were trying to figure out where possible sources of future trouble could be. I suggested that rather than worrying about it, let us get on with passing the bill and let us set up a National Advisory Council that would scrutinize the operations of the bill from the point of view of the church-state relationships.

I am concerned that more time and attention and resources of your committee have not been devoted to investigating exactly the question that Congressman Brademas and Congressman Goodell and I have discussed.

I hope very much that you will make a thoughtful and intensive national survey to find out if there are disadvantaged children in private schools who have not gotten the benefits of this program, and if that is true, what you think the remedy should be and whether congressional action is necessary.

I also hope that you will investigate very thoroughly and in depth the allegations that we have had that in some cities these services and activities have been performed in private schools in the way that is contrary to the congressional intent. We would be just as concerned with that.

So far, I think our problem has been a dearth of information and a dearth of analysis by your committee. I would like to know what plans you have for making a thoroughgoing, workmanlike survey that might find out what the facts are.

Dr. MARLAND. This is well taken and I will respond very briefly, without attempting to rationalize our position, having stated it initially.

The Council has been concerned with seeing programs emerge from zero, from a dead start up to where they are now, in about a year. We have been aware of the wide variations in the applications of the intent of the law to private schools. We therefore call attention to page 21 of our report of March 31, where we say:

We therefore recommend the Office of Education require on all title I applications a clear statement of the extent to which a project will involve children of private and parochial schools.

I think that this has been adapted to the guidelines of the U.S. Office of Education and should be showing results.

I might add that the Council is well aware of this concern, and it is thoroughly familiar with the intent of the law on this, as we understand it. We are compatible with the description you have just given, Mr. Scheuer.

But I would say at this stage, while there is very limited evidence, we are conducting and we will continue to conduct specialized scrutiny on this subject, both in individual situations, cities or States, and in general during the year.

Mr. GOODELL. Well, Doctor, I think that there is a problem with your recommendation. My experience is that the Office of Education has made it pretty clear in a number of instances that the Federal law would permit contracting out to private schools.

Now, if they give you a flat statement like that, that isn't going to help you in terms of Pennsylvania law, is it?

Dr. MARLAND. Unless there are other ways to accomplish the intent of the law than by contracting out. We feel that there are.

Mr. GOODELL. It seems to me a somewhat contradictory situation that you can send public school teachers on private school premises to teach and instruct under your State law, but you cannot contract for a service to be performed by the private schools themselves.

I suppose everybody has a different value scale on this in terms of separation of church and state, but it bothers me more having public school teachers going into private premises to teach—and I am wondering where you can draw that line—than it does to contract on a businesslike basis between the public school officials and somebody who can do the job for them.

Dr. MARLAND. I would agree the vagaries of the law do leave us with some lack of logic here. I would say, however, that there may be something else that is a plus factor, in what I call the extension of services from the public schools.

Merely contracting out and passing money would not carry with it the spirit of joint creativity and joint responsibility on a citywide basis that now prevails.

Mr. GOODELL. I don't think that would necessarily be true at all. You are the contractor. You are going to draw up the contract, and you obviously are going to have to sit down with the private school people and work out mutually agreeable terms. Presumably, it is to coordinate your programs. The difference is that you have faith at that stage that they are pretty good educators, too, and can administer a program and do a job. It doesn't have to be a question of public school teachers on private school premises, because we don't trust them to do the job.

Dr. MARLAND. I understand the difference. I will hold as a school administrator that to me there is an element of joint creativity in a joint program, using a common staff to get a job done, that is something slightly better than two separate programs, even though jointly constructed initially.

Mr. GOODELL. I don't want to go over my time because I know my colleagues have some questions.

You embraced one point that is entirely different, that I think is extremely significant and important to us. It is this question of the funding.

You have received somewhere around \$300,000 of about \$3½ million that you are supposed to receive. Do you know the reason why you haven't received this? We can give reasons in the poverty program because they have cut back some from the original authorization.

What is the reason that you aren't getting this money and do you anticipate it is going to come on a delayed basis?

Dr. MARLAND. I would like to pass to one of my colleagues on this, Mr. Goodell. I do not know the reason for these delays. This is Mr. Thomas Carr.

Mr. CARR. I am the staff director of the Council, and Dr. Michael Kirst, who has joined our staff recently from the Office of Education, can, I think, respond to at least a portion of that question.

Mr. GOODELL. Are you speaking with a conflict of interest now?

Mr. KIRST. No. The major problem is one of the Office of Education being able to make the allocations to the local districts. The formula was changed, as you know, radically, and there was a substitution made in there for an update in AFDC data from the base of 1962 to, I think, the base of 1965. This data takes quite a while to collect. The data did not exist before the law was passed.

The Office of Education, as I understand it, has just now been able to get hold of a recent count of 1965 AFDC data. This has delayed, along with the other formula changes, for the numbers inserted in the bill last year were Indians, migrants, neglected and dependent children, and children from foster homes.

So the Office of Education was faced in November with getting data before they could make allocations to cities like Pittsburgh on migrants, on Indians, on neglected and dependent children, and children from foster homes and on 1965 AFDC data. That takes quite a while.

Dr. MARLAND. I would like to add a footnote to that explanation.

A bit of history is important. In fiscal year 1966 the appropriation bill was signed September 23d. That is about a month after the schools have been in session. It was only at that time that I assume the Office of Education knew how much money it had to allocate.

It was already late in terms of the appropriation. We did not have our guidelines and our funds until well into April the following year, early 1967.

In fiscal year 1967 the appropriation bill was signed in November of 1966. It was 21½ months after the schools had been in session, and then again, from that starting point, the Office of Education has to start computing that money up. In other words, the appropriation was so late that the Office of Education has not been able to get at its work until it knows what it is going to work with. The moneys have still not reached us as of March.

That is the amount of running time that apparently is needed to compute the appropriation in order to tell the U.S. Office what they have to work with.

Mr. GOODELL. I take it from your answer that you feel this is a nationwide situation.

Mr. KIRST. Yes, the allocations, as I understand it, to the States were just made in February.

Dr. MARLAND. Using the Pittsburgh illustration. I was not calling attention to Pittsburgh by any means alone. I was simply saying that this illustrates the condition throughout the country in every school system.

Mr. GOODELL. I think that in fairness, we should point out that it is true that they did not have any final total figure in appropriations be-

fore November. They did have notice considerably before that that we were going to add other factors to the formula, and there was no reason that they could not have been proceeding to collect data long before November that would be needed to get their allocation formula.

I think that this delay is very important, and I am sure it is creating problems at the local level. Perhaps we should not make radical changes in this formula if we don't make decisions until November.

Mrs. GREEN. I wonder if I might ask for two things: First, the list of services from which you read a moment ago in response to Mr. Scheuer's question, the services provided in the private school.

Dr. MARLAND. I wish I had known I would be asked these questions. I happen to have a bit of notes that I had in my briefcase.

Mrs. GREEN. Would you supply it?

Dr. MARLAND. I would be pleased to, Mrs. Green. I listed about six or eight as illustrations in responding to Mr. Scheuer. I would go on. I mentioned elementary counselors, employment supervisors, adaptive physical education, eyeglasses for the poor, speech and hearing therapy, library aids—I might add this is a very effective one—teachers of unwed mothers, educational camping—which, incidentally, is a remarkably and most satisfying response to ESEA in that we bring together jointly Negro and white children through deliberately mixing a parochial school and a public school for 4 or 5 days in winter and fall camping, using local YMCA facilities.

Family related education—this is for mothers—nongraded planning, which is research work, and educational television. These are illustrations. I will supply the full list.

(For the information requested see part 2.)

Mrs. GREEN. Second, I wonder if I might ask the Executive Director to furnish the list of the 27 consultants and their background, with their immediate previous employment.

Mr. CARR. Mrs. Green, that is included as an appendix to our summer report, the buff-colored report.

Mrs. GREEN. Thank you. The recommendations on the bottom of page 2 and the top of page 3, your last recommendation, would you explain that to me? I am having trouble interpreting what you mean. I am referring to the regulatory measures at the top of page 3.

Dr. MARLAND. The one on integration?

Mrs. GREEN. Yes (reading):

There must be ingenious regulatory . . .

Dr. MARLAND. Very well. That is a certain amount of persuasive verbalism that does not offer a solution. It says there must be ingenious regulatory measures. These are my words to say somebody had better get on the stick and find a way for the distribution of these funds to avoid segregating children by means of the compensatory education program.

In other words, I do not know the answer, but I know that if in my community we work out a way to integrate heretofore white elementary schools, and there are 100 Negro youngsters brought from another part of the city for reasons of overcrowding, to that otherwise white school, those Negro youngsters brought from another part of the city have probably come from a heavily enriched program working under ESEA with counselors, with psychological services, with reme-

dial services, with speech and hearing therapy, with new and innovative programs and equipment that are not present in the white school, in the white neighborhood, simply because we can't afford them in our budget, strain as we will, in the city of Pittsburgh.

The benefit of the ESEA moneys, therefore, has to be concentrated where the poor children are. When you have now a 700-pupil school, 600 white and 100 Negro, this is splendid. It is a good environment for both white and Negro children.

By the time you spread those 100 Negro children among eight grades, you have about 10 to a grade, or about three to a classroom. You no longer have a workable context in which to pour out these additional services of ESEA. Therefore, the child comes to the favored school, presumably learning in an integrated environment, but he is still hungry.

Mrs. KOONTZ. May I interrupt, Mrs. Green, and make a comment here?

You directed this question toward Dr. Marland, but I do feel I can make a significant contribution.

In contact with teachers all over the country for a year on leave from my job, I was able to see many programs in effect where the ultimate desire of the community was to effect a more productive school system. There was the recognition that there were schools that needed these services as total school units far more than others.

But at the same time, they recognized the fact that there must be a change in attitudes of people to people, and that one of the best means of achieving this was to have what we call open school enrollment. This has been a problem in many communities, certainly in the South.

However, when one must make a decision between receiving certain kinds of services available in one school over a desired program of integrated education generally in another school, there would be a tendency to remain where the ESEA program is, especially if it contained a food element, as with many of these disadvantaged children.

We are certain that this should not be a point of conflict. Therefore, it is important that children receive the services rather than schools. But the extent to which these children may be able to receive it must, of course, depend upon many of our older plans of operation that we put the money where there seems to be an operational procedure already set.

This entire program is based on an idea that this will be innovative. I don't like the term "innovative," I must say, Mrs. Green. I think it has connotations that were never intended. However, I know that more of the same will not relieve the problems that we face among these children and in schools and education.

Therefore, what we are looking for is not necessarily what even some people might term creative. I say we are just dealing with what we have been saying for a number of years as our philosophy of education: that every child is worth something, and what he is worth will determine the future of this country.

So we have overlooked the needs, because we didn't have the funds. Now we are saying if we really believe what we have been saying all this time, that children who come from poor backgrounds are not going to make the significant contributions that they might if they

had the chance, then we are going to have to provide the funds where the children are rather than providing the funds where they are most easily managed.

Consequently, I think the term "ingenious means" is placed here because we recognize that there are some barriers, whether we like them or not—many are personal barriers, many are administrative barriers—that come outside education, but they must be dealt with just as firmly as if they were educational.

Mrs. GREEN. Thank you for your explanation of the paragraph there. The part that bothered me was "denied the advantages of the new Federal programs." That really would be limited to title I.

Dr. MARLAND. Largely title I. That is where the large sums of money are.

Mrs. GREEN. They would still be eligible for all other Federal programs.

Dr. MARLAND. They would, indeed.

Mr. QUIE. Will the gentlelady yield on that point?

Listening to the colloquy, I have come to the conclusion that "ingenious regulatory" measures mean you don't know what ought to be done.

Dr. MARLAND. If you are pressing me that far, I will give you a suggestion, sir.

Mr. QUIE. All right.

Dr. MARLAND. This is not the Council speaking. This is a school superintendent.

If a school system is able to work out a valid, rational, nonthreatening form of bringing about integration in a heretofore nonintegrated situation for the good of children, that the funds that normally would have been available to serve those children in their segregated school apply to the school to which they go in the same measure.

If we have a 25-percent dollar advantage in the heart of the ghetto, if we remove children from that situation to an integrated situation, that makes sense and holds up, the same 25-percent differential applies to that whole school.

I can't put a counselor in a school to work with three children in each grade, rationally. You can't begin to segregate once you get them there and provide certain programs for the Negro children, certain other programs for the white children, "All the Negro children gather in here now and we will have a counseling session."

This would defeat what we are trying to do through integration. The ingenious regulatory measure may suggest, in other words, that incentive money be established in ESEA to insure that if new integration situations occur, the same degree of fiscal support would surround the whole school in which those children are integrated.

Mrs. GREEN. As long as I can talk to you as a superintendent of schools, you are wearing that hat for the moment. I am sorry I don't know the complete situation in Pittsburgh. How many schools do you have where there would be, for lack of better words, token integration, or small integration? How many schools do you have more than 75 percent nonwhite?

Dr. MARLAND. Three out of eighteen high schools; about 27 out of 80 elementary schools.

Mrs. GREEN. They have more than 75 percent nonwhite?

Dr. MARLAND. Yes.

Mrs. GREEN. Do you operate by freedom of choice in Pittsburgh?

Dr. MARLAND. Yes, we do; wherever there is space. We have been on what we call the open enrollment or pupil assignment policy since 1963. Currently, about 2,000 Negro children who otherwise would have remained in segregated schools have taken advantage of this, sometimes by busing provided by the board of education, sometimes by their own initiative, depending on distance and situations.

About 2,000 out of roughly 28,000 segregated children have been able to profit from this arrangement. But they have exhausted the space we have.

Mrs. GREEN. Do you have any schools where there would be 90 percent or more nonwhite pupils?

Dr. MARLAND. Yes; we have.

Mrs. GREEN. How many?

Dr. MARLAND. We have two high schools that would be 90 percent or more nonwhite, and we have 22 schools that would be elementary, more than 90 percent nonwhite.

Mrs. GREEN. There are two high schools in the 22?

Dr. MARLAND. They are part of the 22.

Mrs. GREEN. Would they also be in areas of low economic status?

Dr. MARLAND. They would, indeed.

Mrs. GREEN. Now, I would like to go to the problem of recruiting and maintaining teachers in these schools.

Dr. MARLAND. We work very hard at this, Mrs. Green.

Mrs. GREEN. What is the situation? What is the turnover, for example, in a high school that is 90 percent nonwhite? What would be the teacher turnover compared to a school that is 90 percent or more white?

Dr. MARLAND. You are asking for a larger generalization than exists because there are some schools that are almost entirely segregated Negro-serving schools, where the holding power of faculty is very good. There are other schools where it is not so good.

Mrs. GREEN. This is exactly the point I would like to make. What makes it good, the retaining power in some schools and what makes it poor in other schools?

Dr. MARLAND. The degree of pride, self-esteem, self-satisfaction, and fulfillment that comes to the faculty of that school which often rests in the leadership and in the parent environment of that school.

If there is hostility, if there is strife, if there is argumentation and constant tension in the community surrounding the school, whether white or Negro, it will tend to discourage teachers from finding fulfillment there. If there is compatibility with the community, if the community is supportive, concerned, participating, not merely accepting but constructively involved in the schools, it will tend to encourage a stable faculty.

I would say you may be implying that there is an excessively large turnover in all such schools. We do not find it so. We are merely talking about a matter of degree. Our turnover, citywide, is about 15 percent in Pittsburgh, which is not a great deal different from most industries, and it is better than many school systems. I would say that 15 percent is not categorically pertinent to segregated schools.

I would say that broadly speaking there is no larger turnover in our schools that are de facto segregated Negro than there is in the de facto segregated whites. Other factors, merely, than race affect this condition, and I have mentioned those factors.

Mrs. GREEN. Does the teacher with the greatest seniority have the right of choice in which he or she will teach?

Dr. MARLAND. Almost every teacher in Pittsburgh has a right of choice where he or she will teach. We like it that way. We tend to keep it that way. We feel teachers should teach where they want to teach.

Fortunately, we have no school in Pittsburgh that has more than 50 percent Negro teachers, including those that are 100 percent Negro children. Unfortunately, we don't have enough Negro teachers to go around and to have all of our schools represented by integrated faculties.

We search desperately for more Negro teachers. We recruited widely for this, and we are making some progress. But there are not enough people coming into the teaching profession to serve all the needs if we are to have integrated schools throughout the country.

Mr. SCHEUER. Will my colleague yield on this point?

Mrs. GREEN. Yes.

Mr. SCHEUER. On page 3 of your testimony you say:

There must be a high order of selectivity in the assignment and training of teachers and principals in the schools serving the deprived.

Isn't there something of a contradiction here between the right of the teacher who accrues seniority to select their schools and the high priority that you properly place on the flexibility of the school system to assign the most talented and experienced teachers in schools where their skills are most needed?

Dr. MARLAND. I think talent takes many forms, Mr. Scheuer. The teacher who might be most skillful in working with Negro boys and girls is not necessarily the one who would be most skillful in working with white, and conversely. When we say "most talented," we have to say "most talented for what." We have many splendid white teachers who choose to teach in segregated schools. This is part of what I call the National Teachers Corps spirit. It is what the National Teacher Corps means, I think.

This is a new dimension in the teaching profession, and it is good. We have been involved in this kind of thing before it was called the National Teacher Corps. We would develop and discover in their undergraduate years young men and young women who wanted to work in this kind of circumstance. We would train them finitely in the conditions of the ghetto.

They would come to us and accept our invitation to begin to teach there. This could be a superior teacher. But that teacher might not have the motivation or indeed the style to work in a very favored, exclusive suburb. There are different kinds of people.

So the freedom of choice, while it is largely applied in Pittsburgh, I think gives us a distribution of people who want to go where they are working and, broadly speaking, are effective there.

Mr. SCHEUER. Aren't there many teachers with the understanding and experience to deal with disadvantaged children who, for under-

standable human reasons, would rather opt to serve in middle-class schools with kids who will go to Harvard, Yale, and Princeton, where from the point of view of the school system it would be best to channel that wonderful experience and understanding into the education of the deprived kids in less-attractive neighborhoods, perhaps in old and deteriorated buildings, but where, with their wisdom and experience, they are needed the most?

How do you reconcile that apparent conflict to me between the need for this wisdom and talent in the slum areas with the deprived children and the understandable human desire of these teachers to serve in more attractive surroundings with kids who come from homes that are educational factories themselves?

Perhaps the teacher, from her point of view, would have more satisfaction in knowing they are going right on to college and graduate schools, and so forth.

DR. MARLAND. Mrs. Koontz will answer that and I will try to, also, if you wish.

MRS. KOONTZ. We must admit that we have not always admitted to the fact that there was any difference with these children who lived in the ghetto or the disadvantaged. I think perhaps we, as educators, have said that there were some greater needs, but we were not able to identify them because we have not really given attention to the nature of poverty, if you will.

I think we were so willing to say all children are alike that we were almost defensive about it. We have come to realize that there are cultural conditions that alter whatever performance there may be, as well as the attitudes.

To have the understanding of these children demands from teachers an additional skill. We don't have it, and I will admit that we as teachers don't have it, generally. I will say that we have an understanding of children, but as to the peculiar needs of children in a peculiar setting, this must be taught because it demands opening up a completely new arena of discussion.

We haven't discussed in our American democracy, the differences among children that are native, that are racial, that are ethnic, to the extent that we could be open and honest. Now we are beginning to do this because title I is making funds available, and we should give services to these children.

So we have, by force, needed to look at the understanding that we have of the children to whom these services mean the most, and in so doing it has demanded a retraining.

MR. SCHEUER. My point is that there are plenty of teachers who have this understanding and this wisdom and experience, but unfortunately, due to the fact that they have the choice of where they are going to serve, frequently don't wish to serve where the need is the most desperate.

MRS. KOONTZ. If you would allow me, as teachers, we have discussed this. Our own national teachers organizations have looked at it and discussed it. We know there must be incentives given to teachers who already have this in order to make even an initial impact. This does not mean that we are going to make a separate salary schedule. But we offer incentives of many types to people in all aspects of life and living.

Then why not offer this kind of incentive if we can bring to a faculty the skills of a teacher who may be the instrument through which that entire faculty learns?

So we are not talking about putting a person in to whom we attach a label of "I am great. I am better than all of you on the scene, and you have done nothing." Of course, that is not the idea. But it is a recognition of the fact that if, as teachers, we need help in art, we bring in a person who has this talent. This is to be likened to any other skill or talent.

Mrs. GREEN. When I asked you about the transfer of teachers and turnover, do you include transfer when you say there is no difference?

Dr. MARLAND. Transfer between schools within the city?

Mrs. GREEN. In a school which is over 90 percent nonwhite.

Dr. MARLAND. Yes, I include that. I would say that there are satisfactions in teaching in segregated schools that appear to be rewarding to some teachers that make them want to teach there, and that the transfer rate is not any higher, broadly speaking, across the board, in segregated Negro-populated schools than in white.

In certain schools, yes, but not classified by Negro or white.

Mrs. GREEN. In certain schools, then, there is a remarkable difference in the number of transfers or turnover?

Dr. MARLAND. Yes, there is some difference. It might be 15 or 10 percent.

Mrs. GREEN. Then there is no appreciable difference.

Dr. MARLAND. I would say this is not a serious problem, nor is it a serious problem, to respond to Mr. Scheuer's companion question, to find able, dedicated teachers that will teach in either situation. I don't think this is a major factor.

I think I could name you now, in some of our segregated Negro high schools, teachers whom I would match against any teacher in the most favored of our city schools.

Mrs. GREEN. If I understand you correctly, then, in Pittsburgh first, and then if you will generalize, you do not, as a superintendent, face any problems in securing adequate staff for, let me term them, the most difficult school situations than you do in staffing your regular schools?

Dr. MARLAND. That is a correct statement. We should be certain, however, to note that we always find difficulty in getting adequate staff: yes.

Mrs. GREEN. But there is no difference.

Dr. MARLAND. No significant difference.

Mrs. GREEN. Do you think the situation in Pittsburgh is unique, or do you think this is the common experience of superintendents of large city schools across the country?

Dr. MARLAND. I am sorry I can't answer that. My impression would be that it is not unique.

Mr. SCHEUER. Will my colleague yield on that point?

Mrs. GREEN. Yes. I will yield in a moment.

In the Advisory Committee, has any study been made of this?

Dr. MARLAND. In what committee?

Mrs. GREEN. Has any study of the difficulty of obtaining adequate staff been made?

Dr. MARLAND. My intent was to indicate that Negro-populated schools, in general, serving deprived children, both Negro and white, were the issue.

Schools serving deprived children, whatever their race, are a cause of excessive teacher turnover.

I would also add that Negro teachers in general are in short supply.

Mrs. GREEN. Your point is that you do not have difficulty staffing a school that is in a low economic-socio situation?

Dr. MARLAND. That is correct. But I would add that we work at it 12 months a year, including the induction of people into this kind of teaching in their undergraduate years, through our relations with teacher-training institutions.

Mrs. GREEN. Then let's turn to the Teacher Corps. Do you have the Teacher Corps in Pittsburgh?

Dr. MARLAND. We do.

Mrs. GREEN. If your statements you have just made are true, then what is the basis for the Teacher Corps to work in the disadvantaged areas? Why shouldn't we try to get good teachers across the board in every school and not concentrate in the special schools?

Dr. MARLAND. Because what we are doing is not sufficient to solve the problem. We don't have enough good teachers net. The fact of the Teacher Corps providing a specialized training, a specialized experience, and in the first place a specialized identification of the kind person who possibly otherwise would not have entered teaching at all—and I refer now to the young man or young woman at about the senior year in college who suddenly discovers social responsibility and says, "What shall I do with my life?"—this chap has never gone through the routines of teacher education.

He is coming out with an AB degree and has suddenly found it important to serve man. This now opens up a new door for him to come into teaching. Very likely, otherwise he wouldn't have.

Mrs. GREEN. I don't think I made my point clear. We do need ingenious ways of attracting teachers. There is no disagreement here at all.

It seems to me you have exploded the reason for the establishment of the Teacher Corps: that we must concentrate on a national program to recruit teachers to work in the disadvantaged schools, because you have said that there is no greater problem in getting teachers in these schools than there is in general.

Dr. MARLAND. The difference is in the qualifications that they bring to their job. These people, through the Teacher Corps, would be far better trained, far better inducted to do their work, and would begin to make a real difference immediately.

Mrs. GREEN. Wouldn't this be true in any subject, in any school, or at any level? If you gave them 2 years they would be a better qualified teacher for the job.

Dr. MARLAND. Yes; except that the need is far more desperate in the inner city for specialized training and specialized activities. As I have said, we get people to go to those schools, but they are not well-enough trained, well-enough inducted, well-enough inducted to the trauma of working in some ghetto situations.

Mrs. GREEN. This is different, then, than in other schools. This is the point I have been trying to explore. I thought you said it was

no more difficult than it was to get math teachers or science teachers, but what you are saying is you just need more good teachers at all levels.

Dr. MARLAND. In terms of numbers.

Mrs. GREEN. Then why don't we have a Teacher Corps to recruit teachers, period?

Dr. MARLAND. I would welcome this, but I don't think we can spread ourselves that thin. The Teacher Corps, to recruit teachers in general, would be good, but the desperate need for special competency, special training, special sensitivity, special approaches to the classroom task are more discrete and, therefore, call for a different order of training than for conventional teaching.

Mrs. GREEN. Well, I guess I will drop that.

Mrs. KOONTZ. Mrs. Green, I would like very much, if you will permit me, to make a comment.

I think Dr. Marland is right. I think he thinks that Pittsburgh is typical. But I assure you that people in other school systems do have a problem of recruiting teachers to go into these schools serving disadvantaged children.

One of the first problems is that they are dealing with something they don't know how to handle. It is a lack of security on the part of the teacher. They don't have in every school system the procedure they have in Pittsburgh for involving community and teachers, administrators, et cetera, in the planning and approach to many of their problems. They do not have it.

Consequently, there is a special problem of the teacher for these areas. There are teachers whose hearts are willing but they feel inadequate to serving the needs of these children because we have not properly identified them in even the preservice training.

Mrs. GREEN. Let me ask you, then: Do you feel that there is a larger turnover, transfer, or exodus from the schools that have a high percentage of nonwhite and who are in the low economic group than there is in the average school?

Mrs. KOONTZ. From what we have heard teachers say, there appears to be a large turnover or request for it. But I would submit to you that there is an additional factor that perhaps if we examined the qualifications, there are more temporary teachers working in those schools, or teachers working on conditional certificates.

Consequently, they remain in many of those situations because it is rather difficult to transfer out without permanent certificates. This is, again, bound up in a different kind of problem.

Mrs. GREEN. You have articulated the problem we have in Portland. It has been my impression that this is true. That there is a much greater transfer and greater turnover in what I would call "difficult teaching situations."

You said "incentives." You said you would not give them a salary increment. What kind of incentive would you give the teacher?

Mrs. KOONTZ. Smaller numbers of children to work with, which can in itself affect the success of a classroom effort, shorter hours, auxiliary personnel available to them at the time when it is most needed, the kind of social agency help that is available oftentimes but because of the large numbers of schoolchildren is not available when the child needs it most.

Reducing the number of hours of actual confrontation with a class can, in itself, allow the teacher to have more time to plan adequately for the children. But in addition to this, I think there also must be taken into consideration the fact that these teachers come from other sections of the city or town to the disadvantaged section.

It requires moving. It requires their breaking off, oftentimes, with their family. There must be some kind of incentive that makes it possible for them to make this kind of move if the same effort is available at home.

Mrs. GREEN. Why do you exclude salary?

Mrs. KOONTZ. I don't exclude salary.

Mrs. GREEN. I thought you did.

Mrs. KOONTZ. No. If I gave that impression, indeed, I did not mean to, because salaries generally are a part of the problem.

Mrs. GREEN. Mr. Chairman, this is a concern of mine, the Teacher Corps. If I may refer back to Mr. Howe's testimony yesterday, that the Teacher Corps is a drop with ripples going out, it seems to me that there is something that this committee ought to look at. And I would hope we would this year, and this is the hole in the bottom of the bucket.

If we put in one drop at the top and there are major holes and major leaks in the bucket we really are not accomplishing the job that we think we are. We ought to turn our attention to those big holes in the bottom.

I had hoped that the advisory committee had done this. I can't emphasize enough; we have to find the incentives to retain them there.

As you said, we should keep the highly qualified person and not have the teachers on an emergency certificate.

This, to me, is of much greater urgency and importance than some of the other things that we have been discussing.

I have been using too much time. I only justify it on the basis that I have yielded to others. If there is time this afternoon, I will come back to a couple of other points.

Chairman PERKINS. There will be plenty of time this afternoon.

After I call on Mr. Brademas and give him as much latitude as we have given the previous members, then I want to invoke the 5-minute rule in order that everybody may have the opportunity to question, since some may want to leave early.

Mr. HAWKINS. Mr. Chairman, are you instituting the 5-minute rule?

Chairman PERKINS. Yes, after Mr. Brademas. But it is only for the purpose of getting around.

Mr. BRADEMAS. Mr. Chairman, I ask for no special privileges.

Chairman PERKINS. I was trying to even the time up.

Mr. BRADEMAS. Well, I talk fast and I will ask the witnesses to speak equally rapidly and as much to the point as possible.

I have several questions and I will put them to you as quickly as I can.

First of all, on the matter of the Teacher Corps, if I understand the English language correctly, and I am quite prepared to be told that I don't, what you said, Mr. Marland and Mrs. Koontz, seems to me to be quite eloquent testimony in support of the wisdom of this extraordinarily modest effort to provide some expansion, to use the

language of your own report, of the capacity of teachers of the disadvantaged.

I appreciate the metaphor of my distinguished colleague, Mrs. Green, about water in the bucket. But I am not really willing to turn over one little modest, terribly, extraordinarily modest, spigot from which there may issue at least a few teachers to help in meeting this enormously serious problem.

I just cannot get all that exercised and outraged about this terribly modest effort. That is just an observation. You may want to comment on it.

Let me turn to a question which has been touched upon. I judge, with respect to Projects Headstart and Follow-Through, that one of the principal reasons for the Follow-Through recommendation was the report of Max Wolf, of Yeshiva University, to the effect that benefits of Headstart would be lost if there were no Follow-Through.

Then I saw more recently another report from a doctor at Cornell University suggesting that Dr. Wolf was wrong. Have you a comment on that?

Dr. MARLAND. I will try to respond to both of your points, the first as to the validity of the concept of the Teacher Corps.

I cannot applaud it enthusiastically enough. As I say, we made some faltering starts on that in Pittsburgh, with our voluntary relationships with other institutions, before the Teacher Corps came into being, but only very modestly, six or eight teachers here and there.

I think the present level of support provides around 1,500 teachers this year, advancing presumably 5,000 in the proposed legislation for a year.

Again I say this is very, very few, but it is terribly important. I refer again to my written testimony, page 2, where I say the number of generalizations emerge. There must be innovative and fresh approaches to teacher techniques and curriculum for the deprived.

That is what we are talking about—attitudes, skills, sensitivities, and the heart and the stomach for working in the deprived areas. This is what the Teacher Corps say to me, and it is terribly important.

It is not so much training teachers for the total supply, although this is very important, too, but it is training teachers for a very, very discrete aspect of our problem for which we have very few people especially trained.

I say again this is terribly important and I hope it prospers.

The second part of your question, having to do with the—would you repeat that, please?

Mr. BRADEMAS. That was on the Headstart and Follow-Through.

Dr. MARLAND. On that, I agree, without necessarily dealing in all of the research and statistics, because as a school administrator I feel and believe that the good things happening for 3- and 4-year-olds in small groups have to be continued for a period of time or they will indeed be lost.

Research tends to support that assertion. There would be, however, in my judgment, an important aspect of this experiment which is suggested, I believe, in the President's new program of fairly limited sums to approach kindergarten, grades 1, 2, and 3, on the Follow-through.

This, to me, is clearly and specifically an education program, not an Office of Economic Opportunity program. It is very hard to separate them and tell where one begins and the other ends. It would puzzle me as to why grades 1, 2, and 3 aren't fundamental to the total spirit of the Elementary and Secondary Education Act, Title I.

It happens that we in Pittsburgh have had the Headstart program in the public schools 11 months a year for 3-year-olds and 4-year-olds, moving on into the conventional kindergarten. Three- and 4-year-old classes average about 12 to 15 children present each day. This is a splendid learning environment, children coming into a loving, constructive, and helpful situation for about 2 hours a day for 2 years.

Then to put them into a 40-pupil kindergarten with the tensions and pressures of a schoolhouse where very limited facilities are at hand for them, the class size, the environment for learning suddenly changing, we can't be surprised if they begin to lose some of the advantages they gained in the small and intimate situation, and so on, through grades 1, 2, and 3.

I urge favorable attention to what is now called Followthrough, but I would urge that it be part of education.

Mr. BRADEMAs. Let me ask another question with respect to recommendation No. 5 of your January 1967 report, in which you express concern about the apparent difficulty in disseminating the results of the local experience of title I programs around the country.

Wouldn't title IV, the research title, offer some opportunity for doing a more effective job in that? It apparently hasn't been very effective in that respect.

Dr. MARLAND. I think it will. I think you will also get some effect on that through title V, with the State departments of education making themselves felt. Again, I think we are talking about a function of time.

The regional laboratories are hardly in business now, and I think that it is too early to expect this dissemination to have flowed vigorously from that. I think it will.

Mr. KIRST. Congressman, if I may respond to that, I think one of the findings our consultants come back with is that dissemination is especially effective if it is person to person.

If some of these school people from other areas of the country could move about and actually see projects that are very good, it would have, we think, maybe more impact than dissemination of printed literature which talks in generalities but does not provide a consultant who comes in and analyzes the specific local situation.

Mr. BRADEMAs. I noticed in your general observations, Mr. Marland, if I am not incorrect, you address yourself to two principal problems: One is the problem of producing more teachers with special capabilities for teaching the disadvantaged, and we have been discussing that, Mrs. Green's observations, my observations, and your observations.

The other problem, major problem, that you address yourself to is the importance of money for facilities. Is it possible for us really to make any significant headway—and on this one point, I think Mrs. Green and I are in full agreement; that the Teacher Corps program, whatever it is, is modest—will we make significant headway in these two problems without full funding of the Elementary-Secondary Education Act?

Dr. MARLAND. At the present funding or even at the 1967 level of funding, I would say there would not be any progression that would be significant in the direction of capital programs. I would say if it were funded at the level originally authorized, there would be significant beginnings toward capital support.

Mr. BRADEMAs. What can we do about another recommendation or concern expressed, the problem of cranking up the school principals to be deeply concerned about the problem of teaching the disadvantaged?

Dr. MARLAND. The logical subject that comes to my mind is more and better selection of people for the disadvantaged schools and, secondly, in the spirit of the Teacher Corps message, opportunities for a separate kind of inservice training for such people.

We, for example, will be conducting this coming summer an intensive program for principals and for principal aspirants in this very field of human relations and the education of the deprived. This is now going on.

Mr. BRADEMAs. What comments can you give us on the debate that is in the country right now on the question of the evaluation and assessment of these programs?

We on this committee authorize billions of dollars for, let's say, elementary and secondary education, not to speak of all the other programs, and we are responsible for answering to the taxpayers. Ought we not, therefore, have some intelligent judgments on whether or not the programs that we authorize are really producing the results to which they are devoted?

Dr. MARLAND. Would you like me to respond as a member of the Council or superintendent of schools in Pittsburgh?

Mr. BRADEMAs. Either or both. If you have a different opinion in either situation, please tell me in which guise you are responding.

Dr. MARLAND. The Council has not studied the subject. I think it will; I think it must.

As superintendent of schools in Pittsburgh, I am sure I am in the minority, and I am not saying that in any kind of blatancy. I think it is essential that if Congress appropriates large sums of money to put into education, just like any other businesslike establishment, it has to find out how it is working.

I believe that some kind of rational and scholarly assessment is important. I do not think it should identify individuals, school systems, or communities, but I think that broadly Congress can find out how its money is working through scholarly work of an evaluative and assessment nature. I think it is inevitable and I support it.

Mr. BRADEMAs. I would be interested in whether your Council is intending to address yourselves to this next point, and I don't judge that you have from your first two reports, but we hear all of this talk about new technology and we know new technology in teacher techniques have come into the teaching in our country, but to what extent are we making effective and operative use of these techniques out in the field to solve the tough problems?

Obviously you can use teaching machines and all the rest of it in suburban white schools in wealthy districts outside big cities and come up with great results. But what about using these techniques to solve

the problems of integrating our schools and the problem of improving the learning of children in very poor districts, both of which problems are, of course, related?

Dr. MARLAND. I am going to defer to Mrs. Koontz on that.

Mrs. KOONTZ. Mr. Brademas, I believe that really the questions here are pointing up what teachers generally have been feeling. These problems are so interwoven that when we attempt to pick one thing out and say, "Show me results yesterday," what we are doing is isolating a factor of education when it is not this kind of thing.

The question you are asking has to do with attitudes of administrators as well as teachers. We are suggesting, too, that as teachers we need this inservice training. But also the people under whom we work as coordinators, as administrators, must have the same understanding that we as teachers are getting if we are to effect new programs.

These, in turn, demand that we take a look at all ways we have been doing things, such as scheduling. It demands sometimes a complete turnabout in order to use old facilities. But at the same time, it may also demand that a part of old facilities go, so walls no longer become sacred, that they can be removed, that when we find the techniques that work, that we have the flexibility within policy as well as in school functions to make the changes.

Mr. BRADEMAS. Let me interrupt to say perhaps I haven't made my question quite clear. I don't know if my rhetorical question is accurate or not, in fact.

I can well see how the people who make audiovisual equipment would have an easy time in selling such equipment to very wealthy school districts. My question is, To what extent are the audiovisual people, teachers, and school administrators like yourselves, who run school systems where you do have a lot of problems in integration and cultural disadvantage—to what extent are you getting together to say, "Look, these are really the tough, thorny, mean, difficult, politically controversial problems in American education. What can we do to use all of your equipment to solve the tough problems, not the easy problems?"

Dr. MARLAND. I will try to give you a short answer to that, Mr. Brademas. I would say that the state of the art is still quite young on the so-called teaching technology. Even television has yet some distance to go before it becomes a lively and viable tool of teaching.

Those of us in the administration of teaching, I think, look for ways very honestly to improve, to expedite and increase the productivity of teaching through these means. For example, to be specific to your question, we in Pittsburgh have recently engaged ourselves with Westinghouse Corp., with General Learning Corp., General Electric, and Time-Life for experimental work in Pittsburgh, with children, using the computer to teach.

The schools in which these installations will be installed are good, clear examples of integrated urban schools, the poor and the favored, the Negro and the white, the swift and the slow, and so on. These schools are at the leading edge, if you will, of experimenting with computer-assisted instruction.

Nothing useful will come for this for at least 4 years, maybe 5 years, maybe 6 years. It is this kind of pace that we are facing.

I think there is a liveliness and an alertness on the part of school administrators, boards of education, and teachers to go this way, but if the uses of television that have been at hand for 10 or 12 years is an indication, it will take time.

Mr. BRADEMAs. Would you like to add something?

Mr. CARR. I would like to say this: that some of the daily reports that we are getting in from the field indicate, surprisingly almost, an inverse correlation between the cost of the equipment and its effectiveness in the classroom.

In those classrooms where there is a warmth and a warm, human contact and an understanding and commonness of purpose, and perhaps a few simple devices, such as a shoebox and some stones, but the direct contact with the teacher, we are finding the results, in our opinion, to be much more outstanding than those which rely on the machines.

Mr. BRADEMAs. That is in the findings in the report.

Mr. CARR. I don't mean by that to indict the machines because we have also found some very successful programs using the machines.

Mr. BRADEMAs. I would like to see them put to use more effectively.

Thank you very much, Mr. Marland and your colleagues.

I would like to say, speaking for myself, I always regard it as refreshing to hear you. You have a school system that presents all the problems in American education, but I think it also gives us hope.

I want to congratulate the members of the National Advisory Council. I always look forward to reading your reports because I don't see you as in anybody's pocket and you speak your mind from the standpoint outside Government that is most helpful to us on this committee.

Dr. MARLAND. May I respond briefly to that? There has been furnished to the members of the committee a two-page brief memorandum describing the workings of this Council which I should have referred to in my opening remarks.

I do call your attention to it. It was prepared by Mr. Carr. It does establish what I think Mr. Brademas has noted, the independence, the autonomy, and the presumed objectivity of this group in facing the tasks assigned to it.

Mr. BRADEMAs. I hope that that document will be included in the record, Mr. Chairman.

Chairman PERKINS. Without objection, it is so ordered.

(The document referred to appears in part 2.)

Mrs. KOONTZ. I would like to make a response to the statement concerning the machines: That is the fact that no machines can operate themselves unless teachers are trained in the use of them before they are presented in the classrooms. If not, we cannot expect maximum use.

In school systems where the training of teachers precedes the buying of materials or the insistence that materials be used, we have more evidences of success. This is from teachers themselves, this evidence.

Chairman PERKINS. At this point I will invoke the 5-minute rule.

Mr. QUIE. As a first question, I would like to go to the earlier report. I believe that was put out March 31, 1966.

You talk there of the universe of educationally disadvantaged children.

The other day we had reference to the universe of education.

You indicate that there are 15 million disadvantaged children. Is that correct?

Dr. MARLAND. Yes.

Mr. QUIE. What criteria did you use and how did you identify them?

Dr. MARLAND. I will pass this to one of my colleagues.

Mr. CARR. This information was provided at our request by the Office of Education. If you will note the footnote 2, it states that the disadvantaged are defined as those whose educational achievement is substantially below that normally expected of children of their age and grade.

Dr. MARLAND. This is not necessarily a poverty-related definition. It has to do with underachievement by young people.

Mr. QUIE. I recognize that. We are distributing money based on a poverty definition, but you are supposed to reach the educationally deprived children. I think we would all admit that it would be a more accurate distribution of the funds if we distributed it on the basis of education deprivation. Then you wouldn't have the problem you referred to earlier of some schools being left out and the others being included in the large cities to the extent you have now.

I wondered, since you did use that figure, if you believe there is any way of determining who they are. I have heard it said by some that it could not be determined, except that they knew pretty well in the administration of certain programs who were educationally deprived and who were not.

Dr. MARLAND. You will find a high correlation between the educationally deprived and the economically deprived. I think that was contained in the original formula. I am sure there are educationally disadvantaged children, however, who are not touched by the present formula.

Mr. QUIE. Evidently, since there are about twice as many educationally deprived than those who are counted by the formula.

Dr. MARLAND. I think that is very likely true. For example, there would be up to 8 percent of our population in favored as well as ill-favored circumstances, who are emotionally disturbed, for whom virtually nothing is being done in our society.

These would be educationally disadvantaged children, in my opinion.

Mr. QUIE. Nothing is being done under title I for these children?

Dr. MARLAND. Very little. Not for reason of intent but for reason of lack of resources.

Mr. QUIE. I don't see the lack of resources when the school is receiving half of the normal cost of educating the child.

Dr. MARLAND. This returns, again, to the supply of professional people, the numbers of psychiatric social workers, the numbers of psychiatrists, the numbers of psychologists, the numbers of guidance people, who are all still in short supply.

To mount a program that would reach all of the emotionally disturbed children to profit from specialized help would call for at least tripling or quadrupling the numbers in the schools right this minute, to say nothing of the supply of psychiatrists, which is almost nil in terms of the needs of society.

Mr. GOODELL. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. GOODELL. Do you think that full funding of the total authorization would create a situation which would mean, in all likelihood unwise expenditure of funds?

Dr. MARLAND. Would you please repeat that question?

Mr. GOODELL. I think you said the present allocation formula would mean \$2.3 billion full funding.

Do you think this would lead to unwise expenditure of funds in the present circumstances?

Dr. MARLAND. Speaking as the superintendent from Pittsburgh, I do not, really, Mr. Goodell. I think the experience we have had over 2 years of judicious expenditures of relatively modest levels of Federal support have given us the know-how to increase this judiciously.

Mr. GOODELL. If I may, Mr. Chairman, I would just quote the Commissioner of Education from yesterday in his statement as follows:

I presented testimony here last year to the effect that full funding of the total authorization would create a situation which would mean in all likelihood unwise expenditure of funds. I still believe that is the case.

This was in response to a question as to why they had not asked for the full authorization of funds.

The question implied was, is this for budget reasons, and Commissioner Howe said no; he felt that the expansion was about what could be done in view of the human resource problem and the other problems, and that if we went to \$2.3 billion now there would be unwise expenditures of funds.

I take it you disagree.

Dr. MARLAND. I would have to disagree with my good friend Commissioner Howe. I think there is a sufficient procedure now, and 100 years of the utmost monetary caution on the part of boards of education and school administrators has made the judicious use of money a part of our life, and I do not think they would be abused.

Mr. QUIE. When title I is administered in your schools now you determine where the greatest incidence of educational deprivation exists in various schools and assign the money to those schools?

Dr. MARLAND. According to the formula, yes, sir. We make that determination and certainly that those schools have met the criteria and the guidelines.

Mr. QUIE. The criteria and the guidelines are not limited to the income of the parents in the neighborhood around that school, are they? Is there an attempt to determine what educational deprivation really is?

Dr. MARLAND. The measure has been largely structured by the economic circumstances of that area. It doesn't mean that all the people served by that school have to be poor, but in our case the formula works out that something like 20 percent have to meet the economic criteria in order for that school to receive the services.

Mr. QUIE. What if the requirement of income was removed from your administering of the funds, and you had the responsibility to see that the funds went to the areas where the greatest educational deprivation existed.

Would you approve of such guidelines and do you think you could do it?

Dr. MARLAND. Speaking now as a member of the Council in replying to that question, which I think is my primary role here, the Council would say that this is a tendency toward general aid, and they would tend to say that the present categorical restraints on ESEA are valid and are productive, and are efficient and should be retained.

I believe that as a superintendent of schools, if it were just I alone that were concerned with this, I would like to see a little more fluidity in the use of the funds, but not absolute freedom of general aid at this stage.

Mr. QUIE. It would not necessarily be general aid. You still have the category that it would have to be for the educationally deprived.

Dr. MARLAND. But you are saying that the judgment would rest at the local level as to how it would be used. That tends to be in the direction of general aid. I think that our Council would hold that at this stage of our evolution on this subject they would recommend Congress hold to the present restraints to assure that that money is spent where the law meant it to be and have universal guidelines that tell how to do it.

Mr. QUIE. Do you think we have reached a point along the road where we could move another step closer to general aid, but still make certain that the Federal money went for the education of the deprived children?

Do you think school superintendents could make that decision wisely?

Dr. MARLAND. I do. I think over time much of this will happen. I hope that over a period of years there will be a gradual increasing of the liberalization of local board of education authority to spend these moneys wisely, just as they do other moneys, local moneys, tax moneys deprived locally, State moneys, foundation moneys, the income coming to boards of education, broadly speaking, not being categorical, except for these Federal programs.

I think over an evolutionary period of 4 or 5 years there should be a relaxation of the categorical nature, yes, sir.

Mr. QUIE. Do you suppose that all the school superintendents of a State could help a State commissioner of education to also make that determination so that the Federal money will be based on educationally deprived children? Or do you think you would still have to use an income formula to get the money to the State for distribution among the schools accomplished on educationally deprived guidelines by themselves?

Dr. MARLAND. I think you still have to have some kind of a universal formula. Probably the best one at the moment on which we have information is the economic level.

Mr. QUIE. So the money would have to come from the State based on an economic level, and you could not distribute it within the States without using the economic level, but you say you could administer it within your school system without the economic level?

Dr. MARLAND. If it were distributed to the States on that basis, especially on the basis of increased rather than decreased resources, it could be done judiciously within the States, yes.

Mr. QUIE. I wish you would give for the record an example of how this could be done in your relationship with the State. I know the difficulty now in providing State aid. The legislatures go through quite a turmoil to decide what is equitable and fair. In your opinion to make certain that the State would give the fair amount to the schools which had the educationally deprived children problem, how would you suggest they do that?

Dr. MARLAND. I don't think it would necessarily call for legislation. I think it could be an administrative action by the superintendent of public instruction in any State to assemble a panel of representative school administrators and board of education members.

Through resources of the State as well as some of the cities they could contrive a very workable formula for that State, which might be different from the State next door, for reasons of different circumstances, rural vis-a-vis urban, for example. I think this could be done.

I have not thought about it a great deal, but I like it at first glance. I think there tends to be such vast differences, for example, in the cost of living between one State and another.

So the level of what you measure as economic deprivation is quite different in one State from another, I am sure. Yet, those standards now are being used universally. I am not sure they are at all valid.

Mr. QUIE. The next point I would like to raise is the involvement of the parents in the communities. You make a point of this briefly in your comments or in your paper. You say:

There must be larger and more effective involvement of the deprived parents in the school affairs of their children.

The summer education of the children of poverty stresses this greatly. I think it is something we must address ourselves to very seriously. In the full year program, how do you believe we could bring a greater involvement of the parents and the children? It is most necessary in the preschool and early years with the title I money. We see it built into OEO's program, where the money is administered through a community action agency.

Dr. MARLAND. This is a very tough question you are asking. There are no quick answers or easy solutions to it. The generalization is easy to make that there ought to be more involvement of parents.

If I could back up a little bit and say why we say that, we know vast differences—and I will suggest Mrs. Koontz may want to comment on this before I am through—vast differences in what the children come to school with, as between the favored home and the ill-favored home.

The circumstances of motivation and aspiration are vastly different. It is not necessarily the difference between Negro and white because there are some splendidly motivated Negro youngsters coming from some very lovely and supportive homes. But broadly speaking, the economically deprived, many of whom are Negroes, come from circumstances that are very unsupportive of the child.

They can come in with a good mind, creative problems, and good health but vegetate for lack of environment to which to return at the end of the day and find support.

We must discover ways to take those parents along with their children in an upward bound course. Many of these parents are single.

Many of them are of very limited education themselves. Many of them aren't working.

Sometimes the home is without an adult. The child is living in a very, very handicapped situation, no matter what his talents may be.

I am describing the problem. I am not describing solutions.

One of the solutions lies in the piece of legislation called the basic education, the program of basic education for adults. We have been able in our circumstances to educate a great many adults in this program in this past year. There should be much more of that.

There should be, probably, some kind of a correlated program between the school and the home much more than would be implicit in the once-a-week kind of a parent meeting.

We have tried to start such programs under OEO with only modest success. It is very difficult to engage the interest and enthusiasm of parents of this kind. Many do have to work. We have accommodated our programs to nights, Saturdays, and other days to catch these parents. It is still a very difficult process.

The parents, in my judgment, are key to this, if we are not going to have to go through a full generation of uplift before anything really happens.

Mr. QUIE. You are administering two programs in Pittsburgh, one by OEO and one from the Office of Education. How do you feel about transferring the Headstart or preschool programs of OEO over to the Office of Education and therefore have them funded in one program?

Dr. MARLAND. Speaking in my capacity as superintendent from Pittsburgh, I believe they should be under the Office of Education. I think they are fundamentally education programs. I have served as a member of the Advisory Committee of OEO, not greatly different from this Council under ESEA. So I am not saying anything that I have not said there.

I think these are fundamentally educational programs. I think the breakthrough was made by the imaginative political leadership that surrounds OEO. This is good, including its administration.

But I think once the breakthrough is made and once the facts are known, once the validity is established, it should become an ongoing part of the educational instrument, whether it is Headstart, Upward Bound, or whatever. It is an educational instrument and belongs in education.

Mr. QUIE. Since there was a political breakthrough, as you put it, through OEO, and you feel it is good and I feel it is good, it would be of great benefit, then, to have this change made in the Office of Education.

Dr. MARLAND. This is true.

Mr. QUIE. One of the most important parts to Project Headstart and OEO is the Community Action Agency and the people on the local levels. This, to me, is the key ingredient of the poverty program. This is what I would like to protect most for the poverty program, whether we retain it in OEO or whether it is transferred to existing agencies.

How do you think this could be implemented if we transferred Headstart, for example, to the Office of Education, assuming you agree that it should be?

Dr. MARLAND. Philosophically, I agree completely with the community action program idea. It is tough to work with, and painful to work with, but it is right. Don't get me wrong, it is right, absolutely right, because it does give for the first time the responsibility and authority to people who have never known it before.

They don't know how to use it yet, always, and there is a lashing out against the established orders of all kinds, whether it is law, schools, or whatever.

The very process, itself, is essential to the ultimate recovery of all our people, in my judgment. I think there could be easily constructed a parallel instrument working as part of the Headstart definition, a law that says this kind of an instrument accompanies it, not with authority to overrule a board of education, because then you are making nonsense, but responsibility to help, to assist, to work with, to criticize, to evaluate.

These are the things that make sense in the community action program. There cannot, however, be a divorcement of ultimate authority and responsibility from some kind of a governmental agency that is in charge of the store.

Mr. QUIE. The Headstart program or OEO's program is funded through the Community Action Agency and the preschool title I programs, and I limit my comments to preschool right now, need the cooperation of the Community Action Agency.

It was for awhile felt that they needed also the approval of the Community Action Agency, but I understand from the amendments of last year that is no longer necessary. At least, there must be the cooperation.

Would you then approve of having all preschool money, if it were transferred to the Office of Education, funded through a Community Action Agency so that the agency would be required to give more than just approval or disapproval, and be involved, in the same sense that they are in the Office of Economic Opportunity's program?

Dr. MARLAND. That is a tough one. I have to speak from the viewpoint of a school superintendent and not the Council because the Council has not weighed this subject.

I would say that there should be constructed a different mechanism so that you don't have to use one Government agency to arrange to flow its moneys through another Government agency to reach some child down in a ghetto.

I think if it is an education program the money should go to education, with such strings as you want to attach to it having to do with a construction of a counterpart of the community action program.

But I think this should be something in which the leadership of the board of education undertakes the responsibility of serving the law.

I think when you have two conflicting governmental agencies trying to administer and evaluate something you have chaos.

You have communities who will say, "Well, we just don't want to play."

Mr. QUIE. I wanted to refer to my own experiences in the rural areas. My colleagues have heard of this before but I will recite them again for you.

We have in the rural areas a number of programs of the Federal Government, such as the Soil Conservation Service, and many others.

In each of these, the money goes through to the locally affected farmers and people affected by the program.

Dr. MARLAND. This is like the board of education.

Mr. QUIE. Just like the board of education.

Dr. MARLAND. That is what I recommend.

Mr. QUIE. Here, the board of education, especially in a large city school, is not necessarily representative of those parents you want to try to reach.

In the past, these people have not even voted in an election. Because of the few individuals who are on the school board, compared to the large number in a city the size of Pittsburgh, Minneapolis, or St. Paul, this is a very small group.

In the neighborhood centers you have individuals in the community action setup who are related right to the needs of that school and that community.

Do you feel that such individuals ought to be involved in the development of the programs so that they have responsibility as parents and then have one of their number elected to the school board so that he can get through to the school board and get a program for their children?

My own believe is that this is the way you are going to get this total mix of community, parents, and teachers, so you can develop the rapport that is necessary not only between the child and the teachers but the child and the whole community.

Dr. MARLAND. Yes, I believe this can be done and should be done, painful though it sometimes is, painful because superintendents, including people like me and board of education members, have to adjust to a new set of ground rules.

But I still think the money can flow to the responsible agency and not through some other agency to confuse the authority and lines of responsibility.

I think you can establish what I would call advisory committees, or something equivalent to that, where you don't get into who ultimately is responsible, but those advisory committees ought to have the responsibility and worth and validity and specific duties to perform. I think this could be done.

Mr. QUIE. My colleague wants me to yield for a moment.

Mr. GOODELL. I would like to pursue this question. You said you think Headstart funds should now be handled through the Office of Education and through the school system.

I basically agree with that objective. In Pittsburgh you have a very active, or have had a very active, Headstart program, both in the private schools and in the public schools.

How would you continue Headstart in the private schools if all the money came to you as a board of education?

Dr. MARLAND. That is an interesting question which I have not yet thought about. Indeed, the law of OEO permits direct funding and it does not, in this instance, in the question that has been raised here.

I would think that the laws affecting Headstart could be so constructed as to provide direct funding to nonpublic schools which have already started such programs.

Mr. GOODELL. In other words, you would permit direct funding to the private schools and have the other money allocated through the State and down to the local public schools?

Dr. MARLAND. I, personally, would see no objection to it. I am sure you all have to weigh the implications this raises over church-state and those things. I, personally, could see no problem.

Mr. GOODELL. Of course, the other way of handling that is what both Mr. Quie and I have proposed, to fund through the Community Action Board. The Community Action Board is free to contract both with the public and private schools, as they are now doing under the poverty program.

You would not be free, as I understand your testimony, under State law, to contract with the private schools. This is true in a good many other States.

But the Community Action Agency would be free to contract either with public or private, or some other group if they wanted to.

If they wanted to run their own program, presumably they would be able to do so. But judging from the experience thus far, most of the Headstart programs are contracted with public or private schools.

Dr. MARLAND. I would think that there could be direct funding for nonpublic schools to operate Headstart programs just as they are doing now, without necessarily having to go through the local board of education.

Mr. GOODELL. I would worry a little bit about this. Are you suggesting the Office of Education would make the direct funding to the private schools?

Mr. MARLAND. I don't know whether that is within your legal limits or not, but that is the way I am inclined, yes.

Mr. GOODELL. Of course, that goes back to this whole question we had the first time around. In effect, what we did was we debated very, very intensively the problem with relationship to private and public schools, and how much public money should go to private schools in the Elementary and Secondary Education Act.

We did not debate it intensively in the poverty program. As a result, the poverty program is able to make these direct grants, while the Office of Education and the Elementary and Secondary Education Act cannot do it.

Mr. SCHEUER. Will my colleague yield on that point?

Mr. GOODELL. Yes.

Mr. QUIE. I will yield.

Mr. SCHEUER. Under the poverty program, a private school can run a Headstart program that is open to all of the children in the neighborhood, that is not restricted to children in the private school.

In the Elementary and Secondary Education Act there is a clear prohibition against such contracting in the rules and regulations. The regulations provide that funds provided under title I will at all times be under the control of and be administered by a public agency. So contracting by a public agency with a private school is clearly prohibited.

Mr. GOODELL. If the gentleman will yield, that is your interpretation, but I don't believe it is the interpretation of the Office of Education.

Mr. SCHEUER. Yes. I spoke to counsel this morning and he said such a contract would be clearly prohibited under the terms of the act.

Mr. GOODELL. Then he gave you a contrary answer to what they gave me. They have indicated that a public school can contract out

with private agencies and private schools the Federal money under the ESEA, if it so desired. This has been indicated to me in a couple of instances in my own district, where New York State law forbids this, where it would not permit the school authorities to make such a contract, as I understand is the case in Pennsylvania.

But the Federal officials in the Office of Education have indicated there is no Federal prohibition, either by law or regulation, of that kind of a contract.

We may be quibbling over the kind of contract or the arrangement, but they have contemplated that this is possible and they are doing it in some instances, I understand.

Mr. SCHEUER. I spoke to the office of counsel this morning, and he told me that any person going to a private school paid for by funds out of ESEA would have to be an employee of a public school agency and his or her activities would have to be at all times under the control of, and the program would have to be administered by, the public agency.

Mr. MEEDS. Would the gentleman yield?

Mr. QUIE. I would like to have my colleagues quibble on their time instead of my time.

I will yield if it is on the question we are on.

Mr. MEEDS. On the same one; yes.

Maybe we can put it in proper perspective. I think what the gentleman from New York is saying is that while the Office of Education might not be allowed to deal directly with a private school, if the money were available through a CAP agency, that CAP agency could deal with a private school.

Isn't that what you are saying?

Mr. GOODELL. The Office of Education would not make the money available under the present circumstances to a CAP agency. It would make it available to the local public school system. The local public school system indicated it could contract with private schools, if the State law permits it to do it.

Mr. MEEDS. As long as the local public school agency is the controlling agency.

Mr. GOODELL. That is correct. They make the contract and control the funds being allocated. I don't have any notion how many States permit this.

Mr. QUIE. As a last question, what if there is a disagreement between a local school board and the CAP agency? Who do you think ought to have the control?

Dr. MARLAND. We have such disagreements regularly as any good institution would within its structure. We iron them out and come up with a mutual agreement on any issue we confront. This is the nature of institutions.

A member of our board of education, normally the president of the board, sits on the board of the community action programs. This is quite proper. I am a member of their advisory committee.

There is a lively and viable relationship in which we disagree, and settle the disagreements and go on with the show.

Mr. QUIE. Then you find that even though the contracting agency is difficult at times, it is acceptable for them to have the final say since the money comes from them?

Dr. MARLAND. That is right, difficult and painful.

Mr. QUIE. Let me ask one other question.

I refer to the inservice training of teachers. I have a little problem with the amount of money we are expending on the Teacher Corps. You also raise the fact that under title I we are not spending enough money for the inservice training of teachers.

The Teacher Corps has two purposes, not only to get teachers into the areas where there are educationally and culturally deprived children, but it also brings people into the teaching profession who otherwise would not come.

We need a tremendous number of individuals who are qualified to reach these children who are culturally and educationally deprived.

Don't you think with the amount of money available, that you will get more education for the dollar if we do it through inservice training for the teachers?

Dr. MARLAND. Exclusive of the Teacher Corps?

Mr. QUIE. Exclusive of the Teacher Corps.

Dr. MARLAND. I think the Teacher Corps, by its very uniqueness, and by the nature of its autonomy, in a sense, as distinguished from the universal inservice training that is a big, gray blur, the Teacher Corps in itself should be autonomous, should be different, should be sharply focused on the problems and specialize in those problems.

I don't think most school systems are competent to mount programs of inservice education all by themselves without the thrust that comes from the specialization of the Teacher Corps definition.

Mr. QUIE. Then may I argue with you that we talk in the Teacher Corps of 5,000 individuals, 2,500 a year. You have a large number of people who have chosen, who have already dedicated themselves, to teach in an area of deprived children. They want to do it. But after a year of it, they are frustrated, they are up to their neck in all the problems, and nobody is there to help them find a way out.

With all of those people already dedicated and with the educational training—they wanted to be teachers when they got their baccalaureate degrees it seems to me it would be a much wiser expenditure of Federal money to equip them so that we can have those same letters of satisfaction coming back as we have been reading the Teacher Corps receives.

Dr. MARLAND. I would defer to Mrs. Koontz.

Mrs. KOONTZ. Sir, I would also agree that this might be better, but the very facts of life do not seem to support that we can afford to do just this alone.

I agree with you that the inservice training of the bulk of teachers who have been doing a good job under the circumstances must be recognized, but at the same time what we have said is that the usual old approaches to the problems of education of children generally sometimes do not work with children in these special areas.

Therefore, special techniques, special approaches, must be used and developed, in addition to teacher attitudes. Therefore, with many of us who have been teaching perhaps in areas for awhile, there seems to be no hope. Salaries are not keeping up with other general occupational groups. The conditions under which we work are not changing. Yet, we are being employed to do something about the new problems.

It means that there is a frustration level for the old teacher, and I do not mean old in age necessarily. The experienced teacher within a community.

What we do know is that there are some experiences we can give to some teachers who have base creativity; who have a willingness to tackle hard problems as a challenge. Maybe through them the person-to-person reaction on the job with other teachers will radiate in improved techniques, methods, and solutions to problems that suit individual communities as well as making a general impact.

So you see, we are not talking about two distinct things, either/or, we are not talking about alternatives, I hope. I hope we are talking about the fact that those teachers who have been on the job must receive training to equip them more adequately for doing this specialized job we have before us.

It isn't only in the large urban areas. It is in many communities of the Nation. But at the same time, in order to touch more than 2 million teachers we are going to have to do what we have done in every other area: we are going to have to train some specialists and we are going to have to put them out there on the job to have the success in my hometown, let's say, so that the teachers there find out it can be done: from these whom we have trained we get this.

You see, we will touch both in two different ways. They become a part of the inservice training.

MR. QUIE. I have seen two differences in that and other training programs, where it is possible for a relationship between the local school system. One is that you can recruit nationally, putting them through a machine, and they will come out with a label on them. They will wear a tie clasp or a button on their dress showing they are Teacher Corps and they are elite.

If this is so good, why don't we issue tie clasps and buttons for the dresses for all the ones who go through the Federal inservice training so they could feel elite as well?

MRS. KOONTZ. Believe me, I think I am as good a teacher as the next one, but I would be willing to become a Teacher Corps trainee because I admit there have been some techniques that have been produced more recently than produced when I did my last training, to go into a new area.

MR. QUIE. Those techniques are availability of funds to work out a program between an institution of higher learning and a local school. You wouldn't have to put the Teacher Corps brand on people to bring this about.

MRS. KOONTZ. I think you are really pulling my leg, you know, with that business of putting a brand on them.

MR. QUIE. The tie clasp.

MRS. KOONTZ. We have supervisors, we have helping teachers, we have specialists in other areas. Why not admit that this is a special area, too, in which we need some specialists with special talents.

DR. MARLAND. I applaud what Mrs. Koontz has just said. I do debate your assumption about the generalization of inservice work. We are not skilled enough in the normal conventions of city school administration and organization to give broadly the kind of inservice work she is speaking of here.

You do need specialists in this, this or this. We are now talking about specialists in the needs of the deprived. We have only begun to scratch the surface of how to respond to those needs. It is a rare and an uncommon person that goes into this field and qualifies for it. It is narrowly sharpened to these needs.

I feel strongly on this. It could not be done in a broadcast way.

Mr. QUIE. Do you mean there is such a rare individual who goes into the area of the culturally and socially deprived and works with them with dedication?

Dr. MARLAND. Yes.

Mr. QUIE. I have talked to many who have done it and who wanted to do it. This is their purpose, before there ever was a Teacher Corps.

Dr. MARLAND. This is what brought them there. This is good. This is what I tried to explain to Mrs. Green.

Mr. QUIE. And there are many more who will never go through the Teacher Corps.

Dr. MARLAND. Then enlarge the Teacher Corps. That is my point. The skills and university arrangements, and this is a university-centered activity, the resources of the university, combined with the resources of a school system, creates a setting for this kind of specialized learning that you couldn't do in a more general way across a broad front, in my judgment. It is relatively narrow.

I say they are uncommon people in the fact that first of all they have discovered late that they want to teach at all, but mostly they want to teach because they have discovered that there is a new, great need that they have suddenly uncovered for their lives.

We wouldn't get them into teaching otherwise.

Mr. QUIE. They have to belong to the Corps in order to teach them?

Dr. MARLAND. I don't care what you call it. We called it the urban teaching program before there was a Teacher Corps.

Mr. QUIE. The Corps is an elite group. If it is as good as you say, then all the other specialties ought to be put into a corps, too.

Dr. MARLAND. You are implying an elite quality here that I don't feel we see. These are just different kinds of teachers. As was said, some are trained in the needs of the gifted, some are trained in the needs of the hard of hearing and so on and so forth.

We say we are now dealing with a new breed that is for the needs of the economically deprived, many of them Negro. That is what we are saying. They come from severely limited backgrounds so that they can barely communicate. They are a different kind of person coming to our schools and it calls for a different kind of teaching than that which is conventional.

I don't call them elite at all. They are just specialists in this problem.

Mr. QUIE. What about the person who has the same dedication who comes in from a background that was not the Teacher Corps, like St. Thomas College in St. Paul who has a problem just like the Teacher Corps? They cannot wear a tie clasp, they are not members of the Corps, they are not written about in the papers, and others don't have the same attitudes toward them.

Wouldn't it be good if they had as close or identical a program? They are paying for the cost themselves. The schools are paying for the salaries.

If this is good, wouldn't it be good if we could give them a tie clasp?

Dr. MARLAND. I would just call it an expansion of the Teacher Corps and that would be fine.

I do quarrel with your implication of the tie clasp. We don't see that distinction in our situation.

Mr. GOODELL. Would the gentleman yield?

Mr. QUIE. Yes.

Mr. GOODELL. Your comment troubles me that this is a new kind of student, a new kind of problem. Are you saying on the basis of your experience in Pittsburgh that we have not had these students for a long time and we have not had teachers who were dedicated to helping that kind of a student?

I am very much for expanding special programs and finding new insights, but I don't think we serve the cause by overstating it, that these are new kinds of students who have all these problems. I think one of the reasons we are probing this subject is that we feel in many of these areas they have been there and we haven't been recognizing them and doing anything about it.

Dr. MARLAND. I couldn't agree with you more. Therefore, all I am saying is that we need a specialized kind of person, but that we have always had many dedicated teachers. We have had teachers all over this land who would have gone to work in the deprived neighborhoods.

Now we are saying we are finally discovering that there are different techniques, different approaches to children of these deeply deprived neighborhoods.

We must train people not in the conventional teacher training program that applies to the normal, middle-class child, but to the specialized needs of deprived children.

Mr. SCHEUER. Will the witness yield?

Dr. MARLAND. Please.

Mr. SCHEUER. Isn't it also true that the Teacher Corps is having a new cadre of talents, namely that there are going into the educational system young people who did not take the normal teacher training courses at the universities, that it has attracted people who have their B.A.'s in other fields of specialization, but who now want to commit themselves to teaching in the urban corps schools, who would be excluded from teaching because they don't have the accreditation from the teacher normal schools, the traditional training schools.

If there weren't such a vehicle as the Teacher Corps they would be excluded from participating in these public school programs.

Dr. MARLAND. This is precisely the point that I was trying to make with Mrs. Green, that we have unearthed a whole new dimension of manpower through this program that otherwise would never have thought of coming into teaching.

This, I am sure, is true. This is the young liberal arts graduate who suddenly discovers the poor and discovers his own commitment, late in his college career, long after he should have taken those education courses, who now has an opportunity to turn his talents in that direction. It opens up a whole new supply of manpower.

Mr. QUIE. If the witness will yield to me, too, I disagree with you that suddenly this became apparent to people. What happened is

that there are 1,200 more of them now than there were before. One of them was in exactly the same kind of a program in New Mexico, doing graduate work to accomplish the same thing. He came into the program and went to New York because he got more money out of it. I asked him what he would do if Congress didn't appropriate the money. He said he would go back to New Mexico and finish the program. He would become a teacher for the ones who had a special need. He came from the Peace Corps and had his motivation from that.

Again, they were running this program before anybody thought of the Teacher Corps in St. Thomas College in St. Paul. Here were dedicated individuals. Some of them realized, when they went into engineering, whatever it was, they decided they wanted to get a master's degree to teach in this type of a job.

I think there are 1,200 more now, and there will be 5,000 more in the Teacher Corps program, but I don't see why we have to put the identification or a Federal label on them.

Mr. BURTON. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. BURTON. I want to change the subject to find out very quickly what problems you find in developing the information necessary to claim under the aid to families with dependent children part of this formula.

Do you have a unified school district that takes in Allegheny County entirely?

Dr. MARLAND. Ours is the city of Pittsburgh. The formula applies to county units because I believe that is where the data are gathered. That is how the funds reaching the State have to be distributed. I believe that is the way the law reads, at the county level.

We have had to reconcile by general agreement within the county what proportion of poverty prevails in the city vis-a-vis the county surrounding the city. Wherever you have that condition, I am sure it is equitably worked out as to the distribution of those funds within the county.

We have reasonably good measures for that in terms of local aid to dependent children.

Mr. BURTON. Do you do an actual count?

Dr. MARLAND. We use our ADC data.

Mr. BURTON. Do you do an actual count of students in school, a head count?

Dr. MARLAND. Yes.

Mr. BURTON. How do you do a count in September and October 1966 when they ask you who was there in December 1965?

Dr. MARLAND. I think the law permits us to use data as of a certain date behind the current date. There is at least a year's leeway in establishing these criteria.

Mr. BURTON. My point is you are told after the fact to report how many children were in your county or school system 8 months earlier, which would presuppose nobody entered or moved from the school.

Dr. MARLAND. That is probably as close as the data can be reliably used. You have to have a breaking point somewhere. There are bound to be changes following that breaking point, but it is probably equitable.

Mr. BURTON. My point is not understood. If you were told in September of this year to get a count as of 2 months later, you could do it. I don't think you can be told in September this year, "Tell us how many students you had in December of last year." I don't think you can have a head count that is meaningful.

Dr. MARLAND. We would have such a head count in the schools of children and their residences. The data to residences are principally the data which we draw upon for aid to dependent children in making this formula application.

Mr. BURTON. Mr. Chairman, I would hope that the Chair might, in consultation with the other side, have two or three of us pull together someone from education, someone from welfare, and then someone who represents some of the national agencies, to look into this.

I happen to know the way this number formula is being administered is very cumbersome and very costly, at least in our State. The data probably, in addition to all of that, is inaccurate.

Chairman PERKINS. I forget the exact terminology of the bill that would be within this formula change. We looked into it very carefully last year. Gathering the data, as I recall, places no restrictions upon the latest AFDC data. Of course, the welfare departments from the various States report that to the Office of Education when the data is available.

Mr. BURTON. The point I want to make is either we have to alter the statute or have some language in the committee report, or both. This is a problem. I have found that the local school agencies and welfare people are spending a lot of money, part of which we also match, arriving at figures that may or may not be accurate. We should find a simplified way.

Chairman PERKINS. That is true. But the only restriction I recall in the statute was they have to use the uniform year, whether 1967, 1965, or 1966.

Mr. GOODELL. I agree with the point the gentleman from California is making. I think the same experience has been had around the country. Some of us tried to point out we thought it was a little cumbersome in the beginning.

I do think we should give some very careful consideration to what wasted energy may be involved in this kind of compiling of figures. You could have some simplified rules, perhaps, that would give basically the same apportionment. I would hope we could go into that.

I do have one other point that Mr. Scheuer touched on.

Dr. Marland, are you saying that under the Teacher Corps you can and are using uncertificated teachers?

Dr. MARLAND. Yes. They are not certificated.

Mr. GOODELL. They are on a practice basis, comparable to the way you use practice teachers who are uncertificated?

Dr. MARLAND. Yes, except the training is much more intensive.

Mr. GOODELL. But are they on the same basis as practice teachers generally?

Dr. MARLAND. Yes. I would say their period of service is longer. We call them an intern as distinct from a student teacher. I would say there is a slightly higher order.

Mr. GOODELL. To put it another way, are they immune from your State requirements for certification?

Dr. MARLAND. Yes. During the period of internship they need not be certified. They are much like student teachers.

Mr. GOODELL. To put it another way, you have people now coming through your school system who are practice teachers. Do they have a special status?

Dr. MARLAND. They have about the same status of immunity. I would say again, Mr. Goodell, there is a difference in them in that the student teacher has a much shorter period of training in the school, is not paid, and does not have the intensive supervision and teamwork surrounding them that the intern does.

Mr. GOODELL. I understand the difference. I am one who believes that our school systems are much too rigid in their certification procedures, that they do not utilize uncertificated people who could, in many instances, reach this very distinctive type of educationally deprived youngster.

It was not my concept that the Teacher Corps, however, introduced this kind of flexibility, being immune to State laws and State requirements.

As a matter of fact, they have been arguing just the opposite; that they are going through the States, the States will have to approve everything, and everyone must be either certificated or seeking certification, along with the same type of program that the State has, perhaps built up, as you indicated, with more training, and so forth.

I would hope that we could begin a movement at the State level to set up a little more flexibility in this area of teacher aids, for teachers who do not meet precise, rigid requirements of so much graduate work in teaching methods, or whatever else.

I have seen, for instance, in some areas of New York State, the programs outside the school systems, where they have involved the people themselves, the parents and those who are somewhat deprived, motivated, and involving the students in a way that the normal school system has failed to accomplish.

Dr. MARLAND. I would agree with these things you are saying.

Mr. GOODELL. I don't see how we at the Federal level can change the State requirements. The Commissioner made it very clear in defending the Teacher Corps that he doesn't have it in his mind that he is going to send in a corps of Federal teachers who are completely immune from the State requirements of certification.

Dr. MARLAND. I will comment briefly and I am sure Mrs. Koontz can, too. I am sure that the point you are making about overrigidity in States has been true on this matter of certification. I think the whole thrust of the Federal programs, including OEO, has tended to loosen this rigidity. I am sure it is changing.

In Pennsylvania right now, there is a commission now at work, newly appointed, revising and liberalizing State certification standards.

We have, and I think this is universal throughout the country, brought in many more people that we call paraprofessionals in our public schools, the kind of person you describe, who may be able to do something for a child that intuitively he knows how to do and doesn't need a certificate to do it. I recognize this. We support it.

Substantial sums of ESEA money right now are going to the salaries of paraprofessional people in Pittsburgh, teacher aids, assistants of all types. This makes the teacher more productive, by and large. I think it is difficult for the Federal Government, however, as you have noted, to say to all States, "Liberalize your certification standards," nor should I think they should be totally set aside.

I think they should be made more liberal. I think the Teachers Corps arrangements are not at this time running into any major difficulty on that issue. I think the Teachers Corps program with a master's degree easily fulfills most State requirements and is not a major obstacle.

MR. GOODELL. That is the point I wanted to make. We have inserted here the idea that the Teachers Corps was a factor in avoiding certain certifications and it doesn't seem to me that was the objective and certainly isn't what the Commissioner is talking about now.

I applaud the objective, but I think it gives too much credit to the Teachers Corps to say that that is what it is trying to accomplish or is accomplishing.

Mrs. KOONTZ. Mr. Goodell, certainly I could agree with you in some aspects but I think we would be remiss, as people in education, if we fail to say that we believe that some form of certification, whether we call it by this name or not, is absolutely necessary to safeguard the interests of the American public.

If the importance of educators in training the minds of our young people has not been overestimated, then I think as a profession we owe it to the American people to assure that at least there have been some basic training before a person is employed to do this big job.

However, what constitutes that training I am willing to change my mind about. What I am suggesting is that because we have held to this view of certification for what certification is now is no reason that it will be this, because we are changing a great deal. This is what we have needed.

I would ask, as a Government, that money be funded to programs that will allow us to experiment with plans over a time long enough to actually evaluate the results, and that it not be considered the permanency that apparently people feel must be attached to everything in order to allocate funds for it.

Maybe the Teacher Corps is not the answer, but give us a chance to try it to see.

MR. GOODELL. I come back to the point. I understand what you are saying but I am not at all sure that the Teacher Corps is trying to do or experiment in the area we have mentioned here, on the much greater flexibility in certification.

In view of what the Commissioner and Dr. Marland have said, these Teacher Corps participants are going to get certificates, they will be better qualified than most others, perhaps, to get certificates.

Then to say that this is a program that will help loosen up the certification requirements and experiment in this stage, I think is contradictory.

Mrs. KOONTZ. No, Mr. Goodell, this is not contradictory. I wish everybody understood these problems as much as you apparently do. But we have a problem of convincing people where the local decisions are being made.

Consequently, we have to have the successes of this kind of national Teacher Corps before many areas will open up to even the possibility that certification could be changed.

Mr. GOODELL. You put me on the defensive being so sweetly complimentary.

Mrs. KOONTZ. No, believe me, I am not complimentary.

But this must be understood.

Mr. GOODELL. I understand what you are talking about, but I think we also must understand that the Teacher Corps is not doing that nor is it intended to do that. I don't think we have any disagreement on the need for revising certification concepts and getting more flexibility into it.

It doesn't seem to me that the Teacher Corps is the vehicle for doing that. I do feel that it seems to me that the problem of increased flexibility is primarily one of State law. I don't know how we can fund the program at the Federal level unless the State is going to let you go ahead and have that flexibility.

Mrs. KOONTZ. This is exactly what I was trying to convey.

Dr. MARLAND. I don't think there is any problem.

Mrs. KOONTZ. We have the funds at the Federal level to give evidence of what can be done, which means at the State level, then, there is a greater willingness to even attempt it.

This is the same as demonstrations and experimentation in other fields.

Mr. GOODELL. You keep coming back to this. I think it confuses the two points. Maybe I am the one that is confused. But how is Teacher Corps going to bring more flexibility in certification if participants already far exceed in quality and background the present certification requirements, or are well on the way to doing so?

Mrs. KOONTZ. I think I must answer that and say I believe there is a great deal more going on now to change certification requirements than perhaps we can specifically give here on the top of our heads.

Mr. GOODELL. I agree with that.

Dr. MARLAND. I don't think there is any problem, Mr. Goodell. One of my associates here, Dr. McPherson, is one of the people responsible for the Teacher Corps administration. We don't see any problem here at all.

If the assertion is being made that the Teacher Corps is somehow or other inadvertently liberalizing teacher certification we don't see it as an issue in Pennsylvania. If it is, it is fortuitous.

Mr. GOODELL. I agree with you completely. I think this confuses the issue, to say that the Teacher Corps is doing something it apparently is not doing and is not intended to do. As a practical matter, I am sure the Commissioner of Education wouldn't like anybody to say that this was the intention because then he will really have opposition.

Mrs. KOONTZ. Then I would submit to you, sir, that there are many instances in which the student-teacher program is still 40 years behind in some spots that might need just this kind of evidence that is going on in the national Teacher Corps.

But it can be done without creating a major disturbance in the whole education field. Some of what we have required for teaching can best be done at the intern level. This is the kind of revision I am talking about.

Mr. GOODELL. But in this respect, you see, some of us get a little bit unhappy. I have expressed my great belief in this concept: It seems to me that the place you should be going is to the legislature and State education people in North Carolina because they are the chief problem.

The place you should be going is Harrisburg.

In our State, too often, I have found, frankly, that we have tremendously greater flexibility with most of the Federal programs available, and the State just has to begin to loosen up on the use of its own funds in these areas.

It doesn't do much good to have the Federal money there, unless the State will let you spend it that way.

Mrs. KOONTZ. The Federal has too much more than we have.

Mr. GOODELL. The Federal has more than North Carolina, but as has been pointed out, we now reach 5 percent of the funding. Ninety-five percent of the education funds at elementary and secondary levels is still State and local, and it will stay that way predominantly.

My colleague tells me 92 percent is the correct figure.

Chairman PERKINS. The committee will recess until 1:15.

Mrs. KOONTZ. Would the chairman have any estimate as to the duration of the meeting this afternoon?

Chairman PERKINS. I would think about an hour and a half or so.

(Whereupon, at 12:30 p.m., the committee recessed, to reconvene at 1:15 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 1:15 p.m., Hon. Carl D. Perkins, chairman of the committee, presiding.)

Chairman PERKINS. The committee will be in order.

STATEMENTS OF DR. SIDNEY P. MARLAND, JR., SUPERINTENDENT OF SCHOOLS OF PITTSBURGH, PA.; MRS. ELIZABETH D. KOONTZ, PRESIDENT OF THE DEPARTMENT OF CLASSROOM TEACHERS OF THE NATIONAL EDUCATION ASSOCIATION; THOMAS W. CARR, STAFF DIRECTOR OF THE NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN; AND MICHAEL KIRST, ASSISTANT STAFF DIRECTOR OF THE COUNCIL—Resumed

Chairman PERKINS. Let the record show that a quorum is present. Mr. Dellenback, you may proceed.

Mr. DELLENBACK. In order that we may shorten your time here, and perhaps break you free for some other things later on, as I did indicate to Mr. Marland earlier when we were talking briefly before we reconvened this afternoon, I would be interested in any broad-scale observations that you might have.

I will throw up some comments along the line on which Mrs. Green was questioning this morning. You made comment at one time about some of the inducements that might be put forth to help improve the retention, the lack of turnover.

Is there anything that you would say in this area beyond what you have already said as to what we could be doing on a Federal level

to improve not just the preparing and training of teachers, but to really supplement and improve the work of those who are already teaching?

Mrs. KOONTZ. Mr. Dellenback, I suppose this kind of question evokes the kind of answer that many people cannot really accept simply because it is so involved. Yet, if I were to be as direct as I think I possibly can be, I would suggest that the kind of Federal payments that are initiated to care for the problems of children are essential, but that the problems of those who would teach them must be considered at the same time.

Many young people are not entering the profession because they cannot afford to teach. The inducements of business and industry compel them to be rational, to be reasonable, and to forgo their heartfelt desires, perhaps, until such time as they can financially afford.

Our shortage of teachers, you see, is not due to the fact that we don't have young people interested in teaching. But it is due to the fact that they don't see much chance of competing with salaries of other industries, business, government, the professions, as long as the ceilings in most States for salaries remains at such a low level.

Mr. DELLENBACK. Has this not improved a considerable amount in recent years?

Mrs. KOONTZ. Yes; but not as compared with others. When a youngster can start with a salary of \$5,000 in one field, but within a period of 8 years he can reach \$10,000, there isn't much inducement in entering a profession in which he is willing to accept employment beginning at \$4,500, but whose ceiling in 8 years offers him no more than \$6,000.

You see, Mr. Dellenback, what I am talking about would be construed perhaps by him as saying money is the total answer. But we have already eliminated from what has been said here that which is essential.

So I am talking about the kind of situation that offers appeal to people to come into the profession, as well as the first-year teachers who leave after the first year and those who leave before the first five. This would be one.

But the conditions under which they teach that makes it possible so that there is satisfaction from the work for which they have been trained is just as essential. This involves interpersonal relationships, it involves flexibility within a school system, as Dr. Marland has indicated, which is not true of a lot of schools; the involvement of the people who must implement programs, as well as the time to do the thinking about where education is going, what the school system is trying to do, what should be our role in this whole effort. These are three essentials.

If you raise the salary and get them there but make conditions so that the job cannot be done, they will leave. If there is an open-mindedness toward the involvement that they will have in seeking solutions there is the likelihood they will remain because they want to be a part of it.

Mr. DELLENBACK. To keep it on the most relevant track in this particular format, what is it that should be done in the way of Federal legislation to assist?

Mrs. KOONTZ. I believe the Federal Government has as much obligation to offer subsidies in the teaching profession, especially to bring the salaries of teachers to the kind of minimum, at least, that we can attract teachers into all States, into all sections of States, as much as it has to offer subsidies to the program.

Programs without trained personnel to carry them out will indeed be ineffective.

Mr. DELLENBACK. Recognizing that dollars are limited, even on the Federal level, would you put this as a top priority?

Mrs. KOONTZ. Recognizing that dollars are limited, I think we have to place priorities. I think the programs we offer to children are our priority. This is essential.

But the degree to which we show a willingness, you see, is going to be just as important as the degree to which we accomplish the highest objective in the area of subsidy to teachers that I am thinking of.

There was introduced a bill by Mrs. Mink on sabbatical leave for teachers. I think what this would do, if every 5 to 7 years a teacher in a location having given satisfactory service, or an educator, would have time to renew himself, to observe what is going on, to study, to think, and to work. Think what this does to advancement.

Mr. DELLENBACK. That is a good example. Let me ask you a question along that line. As I recall Mrs. Mink's bill, it asks for \$50 million. Say that it did. Is this the top priority for the \$50 million? Let's remember that the premise from which we proceed is that there is a limitation and something is going to have to give.

Is this the thing, then, that you really are saying to us, that teaching supplements, salary subsidies, sabbaticals, this type of thing should be at the very top of the list of priorities?

Mrs. KOONTZ. If you will pardon me, Mr. Dellenback, I think this is what education is suffering from today.

We have established education as the priority agency through which this Nation shall achieve its purposes. But immediately when we begin talking about how we correct what has been wrong with the situation for so very long in the face of change, immediately we force the educators to place a priority rating within the whole scope when we know that it is a big, total problem, and we can't piecemeal it.

I am not naive by any means. Mr. Dellenback, and I know that the total Federal budget cannot be diverted to education alone. But I must ask that the priorities for education not be considered perhaps quite as much within education as in comparison with a number of other projects that we seem to be giving priority to over the amounts.

True, we spend a great deal of our budget on education. True, a large percentage does go for education. But then I would ask where is the greatest need to effect the kind of change in other areas?

Mr. DELLENBACK. I am not really sure whether we are proceeding from the same premise or whether you are avoiding the premise that there must be limitations.

Mrs. KOONTZ. Yes; there must be limitations. But I still would not feel that I should have to place a priority on a specific one in education when at the same time this priority may intend to mean that the investment of funds in title I programs is not as essential as a

substantial increase in salaries of teachers so that there will be a base minimum in every State.

I certainly would not want them put even on a comparative basis. Yet, this is exactly what happens when we begin to establish statements, though in questioning, I think your intent is different.

But when heard or read it is assumed to be something else. I do not attempt to evade the question that you have placed, but we have not been placed in this position as educators sufficiently for me to feel that I speak for all educators. Yet, we have the means through which we, as educators, study these problems.

Perhaps it is a matter of establishing priority, but I would rather think that it is a matter of submitting five priorities that have equal status.

I am not sure that I would be willing off the top of my head to assess those priorities for educators.

Mr. DELLENBACK. Yet you realize that this is, in the final essence, what those of us who sit temporarily at this side of the table are forced to do by virtue of the role that we fill. We must balance off not only the priorities within education but priorities between fields, and then the complications that are involved in raising funds versus the ease of spending funds, and out of this must come a decision which finally boils down to an intraeducational priority establishment.

Mrs. KOONTZ. Indeed, sir, and I do recognize this, it was for this reason that I said I am not naive because I think we establish priorities at all times in most of our activities.

However, as we look at this, what are the programs that we are considering from which we will select priorities? Are we considering programs of essential interest to the welfare of teachers?

Are we considering priorities of activities or programs that would relieve the conditions under which the urban schools are suffering mainly?

Are we considering the agencies that are already established and various titles?

What are these things that we are spreading out, that we are looking at for priorities? This must be a part of the answer.

Mr. DELLENBACK. And yet we must expect from you, not as a teacher in an individual district but wearing the various hats that Dr. Marland has stated you wear, tied to teachers in the broad—and we look to Dr. Marland not as superintendent of a given area, of a given city's program, but as part of a study group, as part of a council—we expect from you broader scale evaluation on a comparative basis than we would if we were talking to you as a teacher in school X in district Y.

Mrs. KOONTZ. But as we speak there about the Advisory Council of title I funds, is this the limitation that we place on it?

Mr. DELLENBACK. Your role is broader than that, I would surmise?

Mrs. KOONTZ. It is. This is what I am saying. If I am speaking in context of this, I look at the inservice training program of teachers as being very vital here in this particular program. I would establish it.

Mr. DELLENBACK. All right.

Mrs. KOONTZ. If we are talking of general Federal aid to education, speaking in terms of what? What educators generally have said?

The piecemeal approach to these problems is fine but the Federal Government must come in and put in a general floor under the education process throughout the country. This is a kind of financial aid to education that is general.

Perhaps Dr. Marland can better answer your question than I.

Mr. DELLENBACK. I think you have given me a partial answer to the question. I thought you trembled for awhile on the verge of the answer that sometimes we in this role get, that all of this has top priority and we can't cut any of it. But we must.

Therefore, the question is not really whether, but the question, to a degree, is where. But you veered away from whether, at least in theory, and approached the where, although I am still left not quite certain where you would draw the line on where, even where you would put the five programs or 10 programs which you would consider the essentials beyond which we should not cut.

This is at least one of those that you would establish, I read you to say.

Mrs. KOONTZ. Yes. I am caught between whether or not you are talking about what has already been, in a sense, funded to some extent, or whether we are talking about revisions, or whether we are talking about new programs.

Mr. DELLENBACK. I sit here as a freshman on this committee, I haven't gone through the creation of that which is. Therefore, I am not bound by that which is. I am prepared to either add to or subtract from, or replace, or do anything that is in order. These are not my children. Therefore, I am not wedded to any of the title I programs or any of the other programs.

It was in this context, really, that I say to you in the broad, where would you put the essentials?

Well, so much for that.

Dr. Marland, I read in your testimony this morning such things as "larger sums of money are needed to make a significant impact," "a sum of roughly 5 percent at the present level," "major new dimensions may be appropriate."

Is there anything you would say in the broad sweep of where do we go on this, not in the minutia but in the broad, so far as Federal involvement, either programwise or dollarwise, in the future of education is concerned?

Dr. MARLAND. I would say as we look down the road ahead, Mr. Dellenback, one of the things is that I would hope there would be a gradual relaxation of constraints upon categorical support into a more general support.

I think this in part responded to your earlier question to Mrs. Koontz.

I would also say that we are thinking of major changes ahead. It would be premature to say what they might be because the very fact of title I, itself, establishes a period of invention and discovery.

It is out of these inventions and discoveries that things should emerge. For example, the Headstart program which was mentioned today, is an example of a breakthrough. When such a breakthrough has occurred under the present dimensions of title I, these kinds of breakthroughs should be capitalized upon in legislation, and generalized, or, if you will, institutionalized, for others.

This is part of the dissemination question. Dissemination can happen through legislation as well as through inservice education. That is where you need the resources.

I suppose people like us and the Office of Education find out what the breakthroughs are. That is when capitalization finally pays off.

For example, under the activities in Pittsburgh we have something called a "transition room." It is a fourth grade that doesn't have a label. It is a grade that comes after grade three through which children pass if they cannot read. It is a very small class, very intensive instruction. We think it is a breakthrough, an extra grade for an elementary school youngster with highly specialized specific services and instruction.

It is paying out handsomely. It may be that this is something on which there can be generalization.

Mr. DELLENBACK. Some youngsters pass through it and go immediately onward?

Dr. MARLAND. You graduate immediately out of it, or within 2 weeks or 2 years.

Mr. DELLENBACK. Within that grade there is specialized instruction in the areas of weakness?

Dr. MARLAND. Yes.

Mr. DELLENBACK. And, of course, you know the areas of strength.

Dr. MARLAND. We assume the child has come to that grade still unready for the rigors of education beyond; he doesn't leave it until he is ready for the rigors of grade four.

This, we hope, is going to make major significance in terms of our nonreading, our dropouts, our underachieving youngsters in high school.

It is already showing very good signs. It has been in motion for 2 years. I use that merely as an illustration, not to elaborate, necessarily, and to say this is the sort of thing that could turn into legislation for universal application 2 or 3 years from now.

Mr. KIRST. If I may make a response to your query to Mrs. Koontz, I think something the Council has said in all the reports—Mrs. Koontz is having trouble and I would agree—specifying exactly what the mix is of the key components.

One thing we have said is that you must put enough money behind each child so that it will make a difference. Headstart is pegged at around \$100 a month or \$1,000 per pupil. Title I nationally spends about \$140 per pupil. So you have to get enough resources behind each child to get to a sort of threshold where it is going to have impact.

Mr. DELLENBACK. Would this tie to what you said, Dr. Marland? Would we do better to shift very swiftly from a categorical aid to a broad-scale aid where the individual administering this could determine where those funds should be concentrated and used in the area of greatest need?

The area of greatest need in Pittsburgh may not be the area of greatest need in Portland, Oreg.

Dr. MARLAND. No, I don't think so. I think there is already sufficient flexibility already in title I for each community to contrive their own programs for their peculiar needs. There is great flexibility

in developing a program and submitting it for approval. Broadly they are approved, if they are responsible.

So, so long as the target is the deprived child, the disadvantaged child, there is great freedom. I am not suggesting a move toward general aid on that subject. The deprived child is the great concern of this country, of the Congress and of our schools.

It is still important to concentrate our energies on him.

Mr. DELLENBACK. Do you feel that flexibility within the area of the deprived child is sufficiently great to permit this concentration to which Dr. Kirst was just speaking?

Dr. MARLAND. I do.

Mr. DELLENBACK. There can be massive enough aid given in any given district?

Dr. MARLAND. Well, there is not enough money to make a large difference. To make a large difference for all yellow-haired children 4 years old in fourth grade studying English let's say. But that doesn't solve the problem.

The level of funding is not significant enough at this stage to have the high expectations that, for example, occurred in Headstart when they were spending relatively four times as much per child, when you figure the Headstart children are in there a half day, at around \$1,000 per child, and the public schools are spending \$500 for a full day.

So it is four times as much per teaching hour for Headstart. And it made a difference. We are not beginning to do that in the ESEA programs.

Even at the level of funding, you would have such a narrow concentration of those funds, if you used it all on one narrow subject, such as our transition room.

While the freedom is there to do that, I don't think it would be a sensible approach.

Mr. DELLENBACK. I think you are really talking about many more dollars. How many?

Dr. MARLAND. At least at the level of the original authorization, at roughly twice the present level.

Mr. DELLENBACK. In reply to one question asked by Mr. Goodell this morning, you feel that we are ready for the expenditure of those funds, were they to be made available?

Dr. MARLAND. I do.

Mr. DELLENBACK. And you realize this is a different answer from Mr. Howe's testimony of yesterday, as I recall it?

Dr. MARLAND. I do.

Mr. DELLENBACK. Would you see both the total number of dollars contributed on the Federal level increasing and also the percentage of dollars?

Your paper mentioned Federal contribution as 5 percent of the total. The rough figure we were given yesterday was about 8 percent, I think, based on the 1966 year.

Do you see this rising materially in the indefinite future?

Dr. MARLAND. I would hope so. I would hope so, especially as I speak of big cities. I would offer more elaborate testimony on the subject of big cities if the committee wished to hear it.

I think that a unique condition pervades our big cities right now throughout America. I am not saying this exclusively of other parts

of the country, including the rural areas, but I am intimate with the problems of the big cities.

I think there must be a much, much larger investment of public funds, particularly Federal funds, in the big cities than there has ever been at this point or yet contemplated.

Mr. DELLENBACK. Could you give me any estimate of a percentage or dollars, or would this be an unfair question?

Dr. MARLAND. It is a reasonable question.

I would like to give you a little background to it, if I may have 3 or 4 minutes more to respond to this without abusing your time.

Mr. DELLENBACK. It is fine with me, if the chairman does not object.

Chairman PERKINS. You will not get away as early as I told you, so you can take all the time you want.

Mr. DELLENBACK. I will not go on indefinitely, but if you would touch on this point, I would appreciate it.

Dr. MARLAND. I would hope I might have more listeners for this information, Mr. Chairman, and that is the reason I hesitated a little bit.

If the chairman wishes, I will be pleased to submit a statement of what I am about to suggest in describing some of the problems of the cities.

Chairman PERKINS. Is that satisfactory if he submits it for the record?

Mr. DELLENBACK. Yes.

Chairman PERKINS. Without objection, it may be submitted for the record.

(The information appears in part 2 of the hearings.)

Mr. DELLENBACK. May I ask if you would have any comment you would make of a general or specific nature relative to the change in control that would come with the increase of Federal involvement dollarwise? Should this be done with increased direction from the Federal level?

I am recognizing what you said about categorical versus general aid. Does this mean really in the long run for education a change of control from the Pittsburgh district to the Pennsylvania district to Federal in anywise?

I am not attaching moral values to it. I am just asking you.

Dr. MARLAND. At this stage, I see no threat to what I see as a workable balance of governments in the arrangements on education.

I think that the involvement of the Federal Government so far has been sufficiently judicious and flexible, and has not substantially damaged what I think to be the essence and the genius of American education, the local board of education. It has not so far.

I think there have been controls and cautions built in to avoid that. I think that the power of education must rest very close to the people. I think it is important that boards of education, as conceived historically in America, do perform the function I am speaking of and perform it well, broadly speaking.

I think the increased Federal funding could, if it were allowed to fall into less responsible hands, damage the authority and responsibility of boards of education. But I see no sign of it yet.

I do think that the effect of title V has begun to strengthen the worth at the State level. While it is still early for that to be assessed, I think that the signs are good.

The research efforts, the leadership efforts at the State level, show promise.

All three make up the governments of education, the primary governments for decisionmaking being at the local level, the boards of education, close to the people, and I think that is where it should stay.

Mr. DELLENBACK. I have appreciated this very much. We could go on and it would be very helpful to me. But I realize there are other pressures and other members of the committee.

Thank you very much, Mr. Chairman.

Chairman PERKINS. Mr. Gibbons, the gentleman from Florida.

Mr. GIBBONS. First of all, I have supported the Teacher Corps. I want to get a better concept, though, of how the program is actually working.

Could you tell me how many Teacher Corps people you have in your schools?

Dr. MARLAND. We have approximately 30 interns, corpsmen, and six or seven team leaders, as we call them.

Mr. GIBBONS. How long have they been in training?

Dr. MARLAND. They started early last summer and have continued through this winter, this season. I would be pleased, if you wish, Mr. Gibbons, to invite one of my associates, Mr. McPherson, who has been close to this, and join us at the table.

Mr. GIBBONS. If he would, please.

Dr. MARLAND. Dr. Philip McPherson, director of development for the Pittsburgh public schools.

Mr. GIBBONS. These may not be exclusively addressed to you, Dr. McPherson, as there may be some ideas that both of you will want to exchange.

First of all, what is the size of your schools, how many pupils have you?

Dr. MARLAND. About 80,000.

Mr. GIBBONS. That is about the same size as the school system in my congressional district.

Ideally, how many Teacher Corps men do you think you could use in a system the size of yours?

Dr. MARLAND. We have estimated about 50 to 60 a year could be easily trained and accommodated and digested in our system.

Mr. GIBBONS. That leads to the next question.

How large do you think the Teacher Corps ought to be? What is an optimum size for the corps?

Dr. MARLAND. I am not equipped quickly to give you an answer to that, sir.

Mr. GIBBONS. Maybe we can talk in terms of percentage.

Dr. MARLAND. If you go on percentages, let me try that. I would say that year in and year out we could train and absorb at least 50 Teacher Corps members.

Mr. McPHERSON. I would add one point, that the number in Pittsburgh is determined by the capacity of the institutions of higher education as well as the size and capacity of our schools to handle Teacher Corps men.

This would vary from city to city. You couldn't just use a percentage based on the number of schoolchildren in the district. It would often depend on what existed in terms of higher education in a given city or State.

Mr. GIBBONS. In a school setting, how do these Teacher Corps men actually function? Do they come in and take over a class? How do they actually function?

Mr. McPHERSON. There is constant supervision in the early stages of their training, which would be right now for people in the first of their 2-year program. There wouldn't be a great deal of time in their work in the school where they would be taking over a teaching responsibility, particularly of a large group of children.

But next year, those in their second year, there would be a significant amount of practice teaching where they would be teaching in a classroom much the same as a practice teacher out of a college or university.

Mr. GIBBONS. Really, that this is, is sort of an intensified on-the-job training that we are talking about.

Mr. McPHERSON. Yes.

Mr. GIBBONS. Is that right?

Mr. McPHERSON. That is right. You are aware, of course, of some of the other elements of the program are a little different than some practice teaching experiences such as the community work, and some of the work at the university is a little different from a conventional practice teaching arrangement.

Mr. GIBBONS. Describe the type of community work you are talking about.

Mr. McPHERSON. In our situation, and in most programs, I assume, they will spend a certain amount of time each week in the community, often working with the school personnel, such as home school visitors or school social workers, acquainting themselves with community problems related to the school.

They might also at times be related to community workers from other community agencies, such as programs related to the economic opportunity program in a community.

Mr. GIBBONS. Let me ask you a hypothetical question: Don't you think this would be a pretty good type of training for all teachers, to have some experience with the community as you have for these corpsmen?

Mr. McPHERSON. I certainly do. I think this is providing a model for changes in conventional teacher-training programs.

Mr. GIBBONS. Would you say that apparently because of the lack of university facilities or perhaps lack of money, 50 is all you can have? It looks to me with 80,000 students and the needs that you have described, you could use a lot more than that number.

Dr. MARLAND. I could agree we could train more and absorb more, as far as our public schools are concerned. I think Dr. McPherson's point was how much can the local training institutions operate and this would vary widely.

I think, also, we have to preserve a fairly strong selective bias as to who comes into it, and not just have anybody who wants to drop in.

There is an implication there about people qualifying for entry, but in terms of numbers, and I thought about this since you first asked the

question. We have roughly 5,000 professional people in the Pittsburgh public schools, and I would say easily up to 1,000 could level off sometime in the distant future who would have come in teaching this year, and could be extremely advantageous to us.

I also agree with you that all teachers, conceivably, could profit from this kind of experience. It is like the illustration we used this morning of this being a specialty. The degree to which you have everyone specialized, this would be somewhat wasteful.

Mr. GIBBONS. I imagine you have about 4,000 teachers in your system: is that right?

Dr. MARLAND. About 5,000, counting everybody. That includes paraprofessionals.

Mr. GIBBONS. That would be about a 1-to-5 ratio, roughly, you feel that can be absorbed in your school system; is that right?

Dr. MARLAND. That is right.

Mr. GIBBONS. Do you have any comments as to the relationship or the effect of these Teacher Corps people upon the other staff, the other instructional staff, at the school?

Dr. MARLAND. I find it very comfortable. I fail to perceive the implication that one of the members of the committee drew this morning, that there was some kind of an aura attached to this that made the Teacher Corps people different.

I do not find this whatsoever. I find that conventional teachers welcome these young people as new colleagues, treating them very much as they would with beginning teachers joining our system, and profiting from their presence.

These are exciting young people who bring a new and lively concern to their schools. It is a very compatible relationship. I see no hitches.

Do you wish to comment, Dr. McPherson?

Mr. MCPHERSON. No, I would agree with that substantially.

Mr. GIBBONS. Thank you for the information on the Teacher Corps. I am a little more assured about how it works now.

Next I would go to the phenomenon we keep seeing, about 30 percent of our people who enter the fifth grade never graduating from the 12th grade. You can't generalize or put it all on one specific point. I now want to relate that to early identification and early childhood development, teaching child development, really.

What would you say about the wisdom of placing much more emphasis from the Federal categorical level in early childhood teaching? Would these be dollars well spent?

Dr. MARLAND. Yes, it would, and there would be those social scientists and psychologists—we are getting back to Mr. Dellenback's point of priorities—who would put this on priorities.

High emphasis should be given to the early child education. I include here preprimary, or the Headstart level, on up through grades 3 or 4. That is where the difference can be made.

It doesn't mean that we sacrifice the needs of the other children, but that is where the big difference can be made.

Mr. GIBBONS. Roughly, in any school situation, half of the children will succeed, and the dropout rate doesn't exceed a half on a national average. What would you think are the tools that you need to work

with at this early level? What are the types of services that you need at this early level?

Dr. MARLAND. To begin with, we need fresh, new schools, not necessarily built in the heart of the ghetto, but schools that can be so placed and so conceived as to give promise of some kind of integration of the races, and also to be happy places for children to go to, rather than the bleak towers of melancholy that are now the schools in most of our inner cities.

This is very important. I would say that is one of the tools.

Mr. GIBBONS. How large are these institutions that you are talking about?

Dr. MARLAND. If we are speaking of elementary schools in big cities, I would hope that they could be limited to 700 or 800 youngsters, the grades of kindergarten or preprimary through grades 5 or 6.

Mr. GIBBONS. You said not particularly within the ghetto. Would you explain what you mean there?

Dr. MARLAND. There is a concept that we call Education Park. It is defined in different ways in different parts of the country, but it does suggest that they can be articulated with great, powerful centers of instruction that would be at the high-school level and that would go on up through the technical institute level, large enough in their influence that in the service area they serve they reach across the traditional boundaries that have separated people within cities. This automatically creates a mix, which is good, social, economic, as well as racial.

Flowing out from these schools and into the various parts of the city, being served in the concept of education park, as we define it, would be radial connectors, streets of lovely walkways, regenerated city, a displacement of the ugliness by regeneration and replacement.

These can be so located, if they are permitted to be reconstructed along the lines that we are describing, and not incompatibly, with the theories of HUD, to locate those schools where there will be a maximum opportunity for natural integration.

It has to be done broadly sweeping. It can't be done spottily here and there. It calls for massive capital funds. But that is the beginning point of regenerating the city, regenerating the city through education and through a new commitment to the schools on the part of teachers.

Mr. GIBBONS. Perhaps you are already doing something that I am going to describe in your school system but it is not being done in mine, and in a lot of other places in the United States. I so often see the school where it operates 180 days a year, it operates from 8:30 in the morning until 3 or 4 in the afternoon, and it is closed, and its playgrounds and facilities closed to any kind of public use after that.

There is a great waste of facilities which has always struck me. I found in one city that I visited a year or so ago that the city fathers had taken their schools and had built into them gymnasiums, fine auditoriums, swimming pools, and, in effect, turned them into community centers for rendering all kinds of things from emergency health care and day care to using their school system for tutorial services in the afternoons and evenings, integrating the community functions into the school.

They told us one of the very fine side effects of all this activity was the fact that the schools were much more closely accepted in the community than they had been in the past.

Do you think that this can be done? Do you think it should be done?

Dr. MARLAND. I do. I understand what you are saying. The term for it in our profession is the "community center school" or the "community school." It is, in my judgment, a very desirable and a very promising innovation. It is going on to a degree, nationally. It is still very limited, as you imply.

Mr. SCHEUER. Will my colleague yield on this point?

Mr. GIBBONS. Yes.

Mr. SCHEUER. Last year this committee amended the administration proposal for title III, supplementary education centers, by providing that all new supplementary education centers must be so designed that any one of the particular ingredients, like the auditorium, the craft shop, and so forth, could be made available to the community at night.

The rest of the school could be closed off, but each of these elements could be used separately. These institutions would be available for use evenings, weekends, and summers.

I couldn't agree more with the thrust that my colleague is making. I hope that in any bill for new school construction, whether it be elementary, secondary, or even university construction, will have the requirement of design so that these individual elements are easily, conveniently, and economically available for neighborhood community use. I really can't applaud highly enough, sir the thrust you are making here.

Dr. MARLAND. May I respond a bit to Mr. Scheuer's point?

The title III act, as I am sure Mr. Scheuer knows, is not sufficiently funded to afford the kind of facilities you are talking about. So far it is only a planning level.

Mr. SCHEUER. I understand that. It happened to be my amendment. I wanted to establish the point Congressman Gibbons is making. But we know how to design schools that can be used as centers of community activities. I hope we will have that kind of language in all of our construction titles from now on.

Dr. MARLAND. I would welcome that.

Mr. GIBBONS. Let's get back a little more to the early identification and the prevention of some of these problems. I think we have talked so much about cure that we have been sort of cure-oriented. We manifest that in the Youth Corps, the Job Corps, vocational rehabilitation and some of these other things.

Don't you think we can, in the early years of school, do a lot of prevention of this social failure, this educational failure? What are your ideas on that?

Dr. MARLAND. The theory, of course would be that we can and we must. That is why I applaud the implications of the preprimary and early child education programs that this committee is considering.

Part of this rests in a more rational approach to what follows, however. I don't think that the high schools of America have ever been truly relevant to some of our young people. We have geared our

society and mores to the expectation of the prestige of college entrance. We have said that if you are not in a college preparatory program, there must be something wrong and you are discarded.

I think there is a completely new approach needed, and it is in motion in some places, to bring dignity and importance to vocational and technical courses in our high schools.

This calls, again, for very large sums of money. It calls for the kind of support that this committee has given in the past in terms of the Vocational Education Act, and others. But there also has to be a change in the attitude of our society toward these programs.

It is just as worldly for a young person to be training to become a good auto mechanic as it is to be prepared to go to college. Part of it is that, because the salvage operation which you are suggesting here has to continue on and not just settle at the age of 3 or 4.

Mrs. KOONTZ. If I may, Mr. Gibbons, I am very pleased that you have asked this particular question, because I think this is one that really holds a key to what I think Mr. Dellenback was asking me.

It makes a great deal of difference if we are talking about continuing remediation, or whether we are saying that the American public is committed to getting at prevention and dealing with it so that the school system that progresses does not need a remedial and corrective program at these successive levels, because we had promised the children that the education here will be designed for what we know of their needs, but we will continue corrective measures for those for whom it is too late.

This is an essential. I think this is what gives the hope that is the key to continuing support of education back in the States where it must be assumed.

Mr. GIBBONS. This problem of developing a child is really a partnership in which the parent or somebody standing in place of the parent plays a really major role and the school the supportive role. I guess that is about the way it is.

Very few of us know much about raising or educating children other than what we happened to learn from our own environment, from our own parents.

Don't you think in this process of early childhood development there is some way that we can get to the parent and work with the parent and get them involved in the educational process a little more: get them really better equipped to reinforce what you are doing in school?

Dr. MARLAND. I do, indeed, sir. As I said this morning, in response to a question from Mr. Goodell or Mr. Quie, I know of no quick, simple answer to offer you. But I would say that there are agencies in this country that should put themselves to work on discovering methods that could be another one of these breakthroughs that we have talked about, carefully conceived by social scientists, as to ways to construct an institution for the restoration of homes, especially the homes of deprived children.

If we don't restore that generation, if we keep reproducing generation after generation of despair, if we have to wait for the present 3-year-old coming through Headstart, we are going to wait for generations.

It is very, very important to contrive something that will bring families into the atmosphere of responsibility and education. I am

not able quickly to say what that might be, but I would urge that there are agencies in health, education, and welfare that could put themselves to work at such a task and come up with something constructive.

Mr. GIBBONS. One of the problems that worries me is the great proliferation—and maybe this is a mistake on my part, but you can correct me if it is—on the numbers of school districts. I find as I go around the United States that there are some extremely small school districts and some extremely large school districts.

How many school districts are in the city of Pittsburgh?

Dr. MARLAND. Just one, sir. I might add that what you say is true, but I would also say that there is a splendid movement afoot, and it has been going on now for about 5 years, in which virtually every State is moving firmly in the direction of reducing its number of school districts.

This is a State-level operation, as a rule. For example, in Pennsylvania we reduced from 670 school districts 3 years ago to something in the neighborhood of 190.

Mr. SCHEUER. New York City is one school district.

Dr. MARLAND. Yes.

Mr. GIBBONS. But Los Angeles is some 75 school districts, I think. I have forgotten how many are in Mr. Quie's State.

We found in Maine one that didn't have any schools in it.

What prompted that observation on my part was this: Do you detect anything in the operation of this act that would tend to encourage seeing an end to these small school districts?

Dr. MARLAND. At quick glance, I do not, sir. I think it would be wrong, for example, to withhold moneys from needy rural areas because they are too small to be efficient. I think they need money.

In other words, you could not, in my judgment, justify having a coercive effect on putting them out of business. I think that is the State's responsibility. I think you could, however, through title V, perhaps, see to it that States get about their business of insuring efficient school organization in their State.

The truth of it is that most of them are. You may have to encourage some States. You could, I would think, with built-in guidelines, if not laws, say that over a period of time States must show good intent on becoming efficient in terms of school district organization.

They have a long history and a large collection of research in all States on this subject. It would be something with which they were all familiar.

Mr. GIBBONS. You mentioned the program Upward Bound, or you mentioned the words Upward Bound, a number of times in your testimony. I am familiar with the program Upward Bound. I want to ask you a question about Upward Bound.

Upward Bound, of course, is now administered by the Office of Economic Opportunity. You testified earlier that you thought Headstart should be incorporated in the office of Economic Opportunity and also the Followthrough. Am I correct in that?

Dr. MARLAND. Yes.

Mr. GIBBONS. How about Upward Bound? What do you think should be done with it?

Dr. MARLAND. I think it is also an educational instrument and belongs in education.

Mr. GIBBONS. Is it a program, though, that should be controlled by the elementary school people or is it one that should be controlled by the higher education people?

Dr. MARLAND. I wouldn't care. It could be either way, just so it is managed by educators. We happen in our situation to have a very good relationship with the three institutions that we work with in Pittsburgh—Carnegie Tech, the University of Pittsburgh, and Mount Mercy College—all equal participants, and each training upward of 50 youngsters a year, coming in at the sophomore level, going to junior level and graduating.

The authority, the responsibility, the initiative in our case happens to rest pretty much with the public schools, but by agreement with the colleges, the man who directs it, for example, is our man, and it could be just as good and just as workable if the man who runs it is their man.

But there has to be freedom to exercise initiative. The institution that is to run this program ought to be the institution that receives the money. We have had no major difficulties with the community action program on Upward Bound. It is a good process. It is compatible. But it is not particularly relevant.

Upward Bound is an education program and deals with youngsters who are underachievement, who are poor, who are three-time losers and wouldn't get into college without this program. It happens that last year's graduating class of 40 at Carnegie Tech has 39 now in college and succeeding. It is paying off. It is a good investment. It is sound and it is 100 percent educational.

Mr. GIBBONS. Let me ask you about the Neighborhood Youth Corps program now. This is operated by the Labor Department. Some of them operate within your schools and some operate without your schools.

What do you think the Congress should do about the Neighborhood Youth Corps program?

Dr. MARLAND. I think it should maintain it. It is somewhat different from education and, therefore, I say it is logical, if Congress so views it, to leave it where it is, legislatively, in the Department of Labor and OEO, the combination.

It is essentially an opportunity for relevant work experience for young people. We try to make it for those in our schools also an educational experience. We built in quite a bit of counseling. We built in quite a bit of work related to the teaching and learning of the child.

For example, one going through the vocational program will go to work in that and work in a print shop, if we are going to be printers, or work at typing if they are going to be stenographers, or they will work at custodial work or painting if they are in that field.

But we don't think it is primarily an educational program. It is essentially an opportunity for young people to earn money, do relevant work, and stay in school. It, I think, could be funded in the way it is now being funded and remain perfectly right.

Mr. GIBBONS. I don't want to monopolize this discussion from other members of the committee.

I may never get to talk to you again and I was interested in what you had to say about the big cities. Would you mind discussing some of those ideas that you have talked about?

Dr. MARLAND. Thank you, I will.

Since I have been asked twice, Mr. Chairman, I will offer this testimony for the record and still send you a copy of it, if you like. I do think it is significant.

I will take 2 or 3 minutes to review a paper that I think is very important. It is a piece of recent research and it is extremely disturbing. Forgive me for reading.

The quality of education in a particular city depends more on what can be locally afforded and on what is locally demanded than on what is needed or desired ideally. Until the means are found to reverse that equation and let social policy for education determine the revenues to be allocated to education the continuing decline of the cities is certain.

Declining financial ability to support education and increasing requirements for educational services have placed the public schools of America's great cities in a double bind so serious that only drastic increases in State and Federal aid can permit city schools to meet the educational needs of their pupils.

With that generalization, I would offer you a few statistics.

Mr. GIBBONS. May I ask you a question there? Why is it different for the cities than for the rural areas?

Dr. MARLAND. This paper deals solely with the cities. But I think the evidence that I will show shortly will indicate that is where most of the people are going to be in the next few years.

They tell us that 80 percent of the people of America will be living in the metropolitan areas by 1975, and the cities are the reason for metropolitan areas to be.

There is something very serious happening to our cities. For example, while pupil expenditures, or expenditures per pupil in the Nation as a whole have risen 331 percent from 1930 to 1960, the per capita value of taxable property in our large cities during the same period rose 97 percent.

In other words, the support for education in our cities is not increasing nearly as fast as the average cost of educating children.

To continue to show you what is happening, again, over the past 30 years: We have in each State what might be called parity, the average per pupil cost for that State. Typically, let's say in Pennsylvania, it is around \$550 per child, and it will vary around the country. Here is what has happened over the past 30 years:

The money used to be in the cities. That is where the treasure was, that is where the people were, that is where the favored people were, by and large. That is where schools could be readily supported.

New York City was 110 percent of State parity 30 years ago. It is now 90 percent of State parity.

Los Angeles was 115 percent of State parity and now it is 95 percent.

Philadelphia was 130 percent and it is now 80 percent.

Baltimore used to be 115 percent and it is now 82 percent.

Cleveland, 130, and now it is 94 percent.

Down in my own city of Pittsburgh, in 1930, we were 132 percent of State parity and we are now at 80 percent of State parity.

The loss of taxable resources to the city and the fear of taxing our industries and our residents out of the cities has put the cities in the double bind of having greatly increasing educational responsibilities, especially for the changing character of the city's population, and at the same time losing the very resources upon which it was able to provide a viable and rich program of education.

This is further complicated by the fact that the reapportionment circumstances surrounding most of our cities, instead of restoring increased State legislative influence to the cities, is still further removing that into the suburban areas.

Mr. QUIE. Would the gentleman yield for a moment?

Mr. GIBBONS. Yes.

Mr. QUIE. Are the suburbs now way above parity?

Dr. MARLAND. Yes. The suburbs surrounding most cities will be significantly above parity.

Mr. QUIE. The suburbs, judging from our colleague, Congressman O'Hara, of Michigan, in amending title III last year, seemed to me in big trouble, too. I was wondering if everybody was in trouble or if they were in as bad trouble as they seemed to be, or have the people with the political power expressed it better?

Dr. MARLAND. I think that is a factor.

I could go on and talk more about the cities. I will, if you will permit, Mr. Chairman, send this complete report from which I have been quoting, which I think was a significant study, which shows the rather desperate circumstances now surrounding all of our big cities as they lose people in the net.

No substantial city, with one or two exceptions on the west coast, gained in population in the last 10 years. Most of the cities are losing what might be called the favored white. Some of the favored Negro families are leaving the ill-favored Negro and white.

Mr. GIBBONS. What you are really saying is about a city being something with a clearly defined legal boundary. You are not talking about a city being in terms of great masses of population. You are talking about the downtown part of the city starting to rot out and the suburbs getting all the support.

Is that what you are talking about?

Dr. MARLAND. No, I am talking about the political entity of the city, the total political entity, as it is bounded by the city limits, and as it is supported by the resources of city funds within it.

Mr. GIBBONS. Let's say in Metropolitan Pittsburgh, how many school districts do you have?

Dr. MARLAND. In Metropolitan Pittsburgh? About 50.

Mr. GIBBONS. And you are one, and have 80,000. Then you have 50 little satellites around you; is that it?

Dr. MARLAND. That is correct.

Mr. GIBBONS. That is exactly what I was talking about a while ago.

Dr. MARLAND. You asked me about Pittsburgh. Pittsburgh is a city surrounded by suburban communities. But the city of Pittsburgh is quite autonomous politically and educationally. Almost every city, I am sure, has the surrounding areas.

Mr. GIBBONS. But really, aren't the only people who pay any attention to these city boundaries the city officials and tax collectors? The

rest of the people just go back and forth across them and never pay much attention except when they have to go to police court.

Dr. MARLAND. This may be the unfortunate truth. It certainly is a distinction as between tax collections. The resources of the suburbs in terms of what they can do with their money are considerably more favorable to the schools than they are to the city.

Mr. GIBBONS. Really, it is a matter of the distribution of the assets in the metropolitan area as much as anything else. Is that true?

Dr. MARLAND. This is true.

Mrs. KOONTZ. I would like to reinforce what Dr. Marland is saying about the city. As a matter of fact, I would suspect that from the area in which I come, next year we are going to send them about 8,000 people, from this rural area, because machines have displaced the last jobs in the agricultural belt. These people are coming up from rural areas. They have not been prepared for urban life. They have no skills. They have had no reason to have any. Their work has demanded of them only being early risers, long laboring, and good backs.

They are going to be his problem and they are going to bring large families with them. What we can do to prepare them before they get there, since we know that the urban areas will have the most of our population within the next 8 or 10 years, is another problem that must be considered, to prevent the remediation, the total remediation, when it gets to Pittsburgh. This is going to be a matter of adapting.

These children are not going to be prepared for formal education. For this reason, I said remediation will continue to be needed. But this is no excuse for not starting at the heart of the problem and building the kind of program that is necessary.

What kind of program, then, do these children need, do these families need, whom we know will find no employment in a line with their previous employment, and whose pasts will carry them to relatives already located in the cities?

This is the kind of program that must allow for diversity and yet there must be some control and some criteria, to be sure that funds made available reach the people for who those funds are intended.

So as much as I clamor for a lack of controls, I must insist that until conditions become such that we believe they will be used generally, that there be some control.

Mr. GIBBONS. Then, as I understand the problem, what has happened is because of our political organization—I am talking about school districts, cities, and things of that sort—we find that where our biggest challenges are, our biggest problems are, we have the least resources to handle them.

Dr. MARLAND. Precisely.

Mr. GIBBONS. Really what you are asking for is some kind of equalization of resources to work with, to solve your problem.

Dr. MARLAND. This is absolutely correct, Mr. Gibbons.

Given the opportunity by Mr. Dellenback's earlier question and your pursuit of it, I opened this subject hopefully, as he said in his question, on what are some of the very large issues that you perceive on the horizon.

You asked about the big cities. This is the largest single issue that I see in America. What will happen with the resources of the cities? That is where the great social injustice is concentrated. That is where the moneyed and the favored people are draining away by the thousands.

I wish I could quote you the numbers of white families that move out of Cleveland every week and are displaced by the people that Mrs. Koontz has referred to.

Mr. DELLENBACK. Will you yield for a moment, Mr. Gibbons?

Mr. GIBBONS. Yes.

Mr. DELLENBACK. Although you talk as a schoolman on this particular point, aren't you really prepared as a citizen of Pittsburgh to go beyond that and say that many of the real broad-range problems of America beyond education really reside in the urban areas?

Dr. MARLAND. Indeed they do. This includes health and social justice of all kinds.

For example, I think these figures will be useful to the committee. I will only quote one or two and furnish the others later, Mr. Chairman.

There is a difference from what it costs to run a city from what it costs to run another kind of community. Very few people perceive, understand, and accept that difference, and especially it is not understood, perceived, or accepted in State legislatures.

This research shows that there is a parity in every State of the amount of money average that a community can use for services other than education, talking about police, welfare, health, streets, lights, sewers, and so on.

These are the data: In Boston—well, let's take a better illustration to start with.

In Buffalo, N.Y., 76 percent of the city's income is required to run the city. That leaves 24 percent for the schools. In New York State throughout, only 49 percent is required to run all the average for the State, leaving 51 percent for the schools.

In Chicago, 60 percent of the income of the city is required to run the city. For the State of Illinois, only 44 percent. It leaves 56 percent for the schools.

I am speaking now of all the costs of running a city except education, in terms of local resources.

In Detroit, it is 57 percent against 48 percent for the State of Michigan. Milwaukee, 66 percent for the cost of the city, leaving only 34 percent for the schools, against 47 percent for the State of Wisconsin, leaving 53 percent for the schools.

New York, 77 percent against 49 percent. Pittsburgh, 61 percent against 22 percent. Sixty-one percent of our local dollars in Pittsburgh have to go to run the city, leaving 39 percent for the schools. In the State of Pennsylvania, 22 percent is the cost of running the communities, the average for the State, leaving 78 percent for the schools.

These are marked disparities and they have changed swiftly over the last 10 or 15 years as our resources continue to flow out, both industrial and residential.

This is a grave problem. I invite it to the serious attention of this committee, realizing it is not solely a concern of this committee, but a

part of the solution must lie in education. The draining away of funds and the increasing obligation to do an educational job far greater than the favored suburbs, is just working at cross-purposes. We are in a two-way bind, as this paper states.

Mr. GOODELL. Will the gentleman yield?

Mr. GIBBONS. Yes.

Mr. GOODELL. I wonder if your figure on Buffalo includes the income of the city of Buffalo from the sales tax. The city of Buffalo has utilized the imposition of a sales tax, and the entire sales tax goes for education. I believe it is 3 percent in the county of Erie.

Dr. MARLAND. These data presumably include all local resources. I would assume that they do include that.

Mr. GOODELL. It would be very surprising, if they do have the sales tax; and they also have the real property tax.

Dr. MARLAND. I am just rechecking my table. It is property tax data. It does not include the sales tax.

Mr. GOODELL. Then this is out of joint as far as your example of Buffalo is concerned, because the city of Buffalo does have exclusive right to the sales tax for education, and it has been increased in recent years.

Dr. MARLAND. Broadly, the point I was making was a little bit different from that. Mr. Goodell; namely, it was that the only point I was making or trying to make was that it costs a great deal more to run a city than it does a nonurban area.

Mr. GOODELL. I have another problem with that. You are speaking to us in terms of possible Federal approaches to ameliorate this problem. In New York State we are close to the position of 50 percent of State aid going for education. It would seem that the first instrumentality to try to equalize in terms of the problem of outflow of people and revenue from the city is the State.

Anything we do in this respect is going to have a nominal impact unless the State has done something. My understanding was in Pittsburgh there is considerable resentment that the State of Pennsylvania doesn't bear a greater burden here on State aid. Sometimes we come in with the Federal Government and we have a great problem of maybe we are just covering over a problem that ought to be resolved locally and at the State level because we cannot really do the job with Federal funds.

Dr. MARLAND. There is much in what you say. I can accept that as a valid criticism of my position. But I have to return to the facts of the conventional construction of our State legislatures throughout the country, which, in spite of the reapportionment scheme, have not resolved the problems of representing big city needs and, indeed, are working the other way.

This paper which I will send you is of sober research by competent scholars, and it shows that legislative organizations have largely been constructed of a rurally biased membership. We, for example, in Pittsburgh, have a sales tax. It raises roughly \$22 million a year in Pittsburgh. It is aimed for the support of education in Pennsylvania. In spite of these needs, in spite of this disparity, in spite of the municipal overburden costs, only \$8 million of that \$22 million comes back to the city for education. This is legislation.

I suppose what I am saying, Mr. Goodell, is that this is, indeed, a problem that ought to be solved locally and in the State legislatures, but it is not being solved there. Therefore, the condition is so desperate that I call it to the attention of this committee as something that may have to be done on the basis of a categorical concern with the big cities of America who are not receiving equitable shares of State concern.

Mr. GOODELL. Would you like to suggest a formula of some type?

Dr. MARLAND. No. I am saying that you may have to get into some kind of categorical assistance to cities.

Mr. GOODELL. I am well aware of the problems of cities, and I think every one of us would like to help them. But I am also extremely aware of the problem in the rural areas.

I don't think this is true anymore in New York State, certainly, in terms of control of the legislature, if you add in the representatives from Buffalo, Rochester, Syracuse, Albany. You have a heavy preponderance of big city representation in the legislature. But in coping with this problem of elementary and secondary education, and in coping with the problem of poverty, we are very well aware that the rural areas don't find it as easy to make their applications and to get the money coming through to their interest.

They don't have the personnel, professional or otherwise, to make all these applications, to conform to all the specifications that go into these categorical programs. We found after the first year and a half of the poverty program, for instance, with 45 percent of the poor, or somewhere in that area, in rural areas, something like 5 percent of the community action money was going to rural areas.

That has certainly come a little more into balance this last year. The rural areas were slower in getting underway. I am not speaking just from the standpoint of the rural areas. I am interested in Buffalo, N.Y., and so on, and all of their problems, too.

Speaking from the viewpoint of a legislator and a public official who runs for election, it is pretty difficult to just buy a program that goes to a single area. You have all the other areas with their distinctive problems coming in and saying, "Why isn't there some money for us?"

Mr. HAWKINS (presiding). If I may interrupt, I understand Mrs. Koontz has a problem in catching a 3:30 plane, if she has not already missed it.

May I ask at this time if it would be satisfactory with the members, if you have no further questions of Mrs. Koontz, that we excuse her?

Thank you very much, Mrs. Koontz.

Mrs. KOONTZ. Thank you very much.

May I say that I am being very realistic when I say we are sending the problems along to the urban areas, but they are stopping off in the much smaller towns and cities than Pittsburgh on their way there.

Mr. HAWKINS. Mrs. Koontz, I wish to thank you for the testimony you have given the committee today. I am sure that yours, with Mr. Marland's and the other associates of the National Advisory Council, will be very helpful to this committee. I think I should take this opportunity to thank the members who are present here.

Mrs. KOONTZ. Thank you, sir. It has been a pleasure to appear before this committee.

Mr. GIBBONS. I want to thank the witnesses of today. I think they have been extremely helpful.

Mr. HAWKINS. I think you were interrupted, Mr. Marland, before responding to Mr. Goodell's question.

Dr. MARLAND. I tried as well as I could to respond to it. I know he has a valid point in saying that these problems of State representation, State needs, ought to be solved at State levels. I simply have to add that they are not being solved there.

Mr. GIBBONS. You wouldn't mind if we gave them a little encouragement to do it, would you?

Dr. MARLAND. I would hope that there could be conceived, not necessarily in the 1968 legislation, but very soon, a dimension that would focus squarely on urban problems. I have one small suggestion to put before you very briefly. It gets back to my earlier generalized suggestion on the subject of capital programs.

Broadly speaking, in America the construction problems of the non-urban areas have been worked out now since World War II and have been pretty well met. This is a generalization. The areas outside the big cities have been building schools, many and frequently. The big cities and the inner cities especially have not been. They have not had the money to do it.

If there were to be developed soon construction aid that would have certain criteria having to do with improved circles of the economically and educationally deprived, wherever they might be, and where the criteria could clearly show that there was a large social purpose being served as well as simple instruction, and that opportunities for integration and opportunities for the uplift of the poor would result from the establishment of a new school, especially in big cities, such built-in criteria could be a massive stroke for improving the problems of big cities. It is clean money because it does not get into the complications of proposals and issues of a value-oriented nature as to whether it is church-related and whether it has this or that overtone of controversy to it. It is bricks and steel.

And provided the construction proposed would meet certain criteria of racial integration, economic and social uplift, opportunities to fulfill the expectations of the Vocational Education Act, comprehensiveness, it could be a major boon to the problems of big cities.

Mr. HAWKINS. The Chair recognizes Mr. Erlernborn.

Mr. ERLERNBORN. Dr. Marland, I want to say that I have enjoyed very much being here today and listening to not only your prepared statement but also the answers to the questions that have been propounded to you.

I have one particular area that I would like to go into with you and that is raised in your statement on page 4 concerning late funding. You also made reference to this in your first report, the problems of not knowing how much you are going to get or when.

Let me just go back with you over the history of the Elementary and Secondary Education Act. That was passed, the authorization was passed, April 11, 1965; as I understand it, the first appropriation was not passed until September 25, 1965. Can you tell me when, thereafter, the State allocations were made and when, as an example, your school district was advised of the amount of funds that you might have coming to you?

Dr. MARLAND. We are speaking of the first year, 1965?

Mr. ERLNBORN. That is right.

Dr. MARLAND. The authorization was in October. The preliminary guidelines from the Office of Education were immediately received in October. The final guidelines were received in December.

The project approval, which we have to motivate and process up to State level was received in February. The money was received in April.

Mr. ERLNBORN. When, under this timetable, were you able to actually say that you had a plan, that you had a program, and you could hire personnel?

Dr. MARLAND. We have been a little more daring, perhaps is the word, than some in Pittsburgh, because we have had faith in this program and we have gone out and hired people with limited assurance that the program would be in motion. We have had the approval of our boards of education that they would somehow find ways to protect the program.

As I mentioned, we borrowed money this year, locally, to maintain these programs. I would say that typically we have been able, in anticipation of the likelihood of legislation to hire people, but generally at about 50 percent of the ultimate level of expectation so as to be cautious. Many school systems have not moved an inch until they had the money in their pocket.

Mr. ERLNBORN. Many cannot afford to; is that right?

Dr. MARLAND. We can't afford to. If we don't get the 85-percent funding that we are now expecting to get, we will just have to go into a deficit condition this year. So we don't have the money. But I would say that we are moving on faith more than many communities will. Many boards of education would not think it prudent to launch a program and hire people until they had the money in the bank.

Mr. ERLNBORN. When you say you might go into a deficit situation, what this really means, then, is that you are taking funds from your regular educational program and using them in title I projects.

Dr. MARLAND. Exactly. And we have even run out of those funds now in terms of our income rate, the tax collection rate, so we have had to go out and borrow money to maintain these Federal programs above and beyond what we could borrow from ourselves.

Mr. ERLNBORN. Did you have such a surplus in your regular educational program that you could afford to do this?

Dr. MARLAND. No. I say we have to go out and borrow money to do it. We don't have any kind of a surplus. We have a \$50 million budget in our local appropriation, of which less than \$200,000 would be in an unallocated category.

Mr. ERLNBORN. Now let's get into the second year, or the first full year of operation, into 1966. At what time were you notified of the approval of your project and the amount of funds that you might expect?

Dr. MARLAND. The appropriation bill was signed in November. The tentative allocations to the States were made in February from the U.S. Office of Education. By the time we worked our programs through the State, and we had our programs tentatively approved in the State so we were ready to go subject to funding—and this is the

second year—then the details are described in the last page of my memorandum, which describes we still don't have the money. We have received 10 percent of a \$3 million obligation. We still don't have it. We got the approval of our programs in good order from the State; that is, authorizing us to do these things within the dollars, the 85-percent level of the previous year.

So to the extent that the mechanics are working on approvals, it is pretty good. It is the money and the assurance of how much money that is hanging over us.

Mr. ERLNBORN. How much longer do you think these circumstances can continue to exist and you can continue to say that you are really doing anything meaningful under title I. How long do you think school districts can continue to live with this situation?

Dr. MARLAND. My judgment is that the majority of boards of education will throw up their hands in disgust if this goes on another year.

Mr. ERLNBORN. Now let me ask you this: What have you in your capacity as a member of the Council, or I should say what has the Council, itself, recommended to be done in this area?

Dr. MARLAND. We have put this in our report at least twice, this report, of course, going to Congress, to the President, and to the U.S. Office of Education. I would say that we have had many side bar discussions with appropriate officers in the U.S. Office of Education.

Mr. ERLNBORN. Do you know of any legislative proposal that has been made by the Office of Education or by your Council?

Dr. MARLAND. No, sir; there is none that I know of.

Mr. CARR. There has not been a legislative proposal suggested by this Council and I don't believe there has been one by the Office of Education. I think perhaps we may be acting in somewhat of a too simplistic fashion by our urging now three times the Congress to move faster and get the appropriations out.

I think we recognize that it is not all that simple. Yet all we have heard urged so far, and strongly so, is, please, if you can, act with greater urgency in getting the appropriations out. As far as I know, no one has suggested that legislation was needed to improve what we see as simply the internal functioning of the Congress.

Mr. ERLNBORN. Let me ask you this: At the present time the title I authorizations extend to fiscal 1968; that is, they will extend until July 1, 1968. As I understand it from the testimony received yesterday from Commissioner Howe, there is no intention on the part of the Office of Education to come in this year, during this first session of the Congress, to ask for an extension of that authorization.

Obviously, then, they must be waiting until the second session, which means a bill might then be introduced in January, and our authorization probably will not complete its process until again in September, after the beginning of the school year, and again the appropriations will be even later than that.

Don't you think that something in the way of a legislative proposal now to extend the authorization beyond fiscal 1968 would be in order?

Dr. MARLAND. I don't know that it is our role as the Council to initiate legislation.

Mr. ERLNBORN. I am not suggesting that you initiate it.

Dr. MARLAND. What we are trying to do is convey a note of urgency to this committee and to the Office of Education that this is a very

serious subject. The legislation, I would assume, would originate elsewhere.

Mr. DELLENBACK. Will the gentleman yield?

Mr. ERLBORN. I will be happy to yield.

Mr. DELLENBACK. I think the question, really, in effect, which Mr. Erlborn is throwing out is, If there be not only no funds actually appropriated but if there be no authorization for continuation of title I programs which will be on the books until the fall of 1968, will the Pittsburgh district be moving forward with programs knowing that the Federal law has nothing on the books authorizing such programs?

Dr. MARLAND. We wouldn't have that much faith; no, sir.

Mr. DELLENBACK. So at the present time you have moved forward knowing that there was authorization and expectation of funds, but the danger that Congressman Erlborn has just pointed out is if the Department of Education doesn't come in, in this year, in the next few months, with a program or a proposal, there will be, possibly, a very real delay that could cause the killing of programs, we would surmise, in the individual districts next year.

Mr. KIRST. I might add, also, that the word our consultants get is that this uncertainty about funding affects the type of programs that are formulated. If you have to think up a program that you might have to jettison at the end of 2 years, you tend to get a program that is not well integrated into your regular school program or one that adds equipment or facilities which, of course, if the program ends, you still have the facilities.

In other words, this discourages making long-term commitments to people. In this way, the uncertainty mitigates against the sound programs.

Mr. DELLENBACK. We would urge you to recognize the congressional distinction between authorization and funding. You are now facing a failure to have funds actually made available. The danger that is being pointed out here is the critical step behind that, that not only would there be no funds actually appropriated but no programs authorized.

Dr. MARLAND. I agree with you. I am just trying to give another dimension. Not only is there an uncertainty about the funds, but the impact of this uncertainty affects the quality of the program. I am just underlining what you are saying.

Do I understand the Congressman is implying that the council should initiate measures to persuade the Office of Education to move in this direction?

Mr. ERLBORN. I would wonder if it might not be in your province to recommend that the authorization extends for a period of 2, 3, 4 years, whatever you think is reasonable, or at this point you should have recommended to the Office of Education that the authorization for title I should be considered by Congress this year, that the Office of Education should have a legislative proposal ready this year so that we can consider it before the second session of the 90th Congress. I am wondering if this isn't within your province.

Dr. MARLAND. I think it is within our province on a very formal basis to make this recommendation. We don't feel we have any more authority to do any more than that.

Mr. ERLNBORN. You were talking about the quality of programs. What is your experience with the quality of programs in the first year of operation, and, as part of this question, how much did you find in your examination of these programs that they were loaded up for equipment in that first year because there wasn't time to get real programs started? They would use the funds before they were no longer available.

Dr. MARLAND. Mr. Kirst's comment was appropriate there. There was such uncertainty that first year that people spent the money they could for things other than programs, in many cases—equipment, tools, in some cases demountable buildings, even. These were necessary and desirable and worthy expenditures but they were not programs in the sense that the spirit of title I suggests.

In the second year, this has clearly been different, both in the observation of our observers and consultants as well as the Council members. There has been a much more orderly construction of programs, still precarious, still less firm than we would like to see them, but far better than the first year.

Mr. ERLNBORN. To your knowledge, are there places where there is a good deal of this equipment that was acquired in the first year in haste that is not now being used because of, again, late funding the second year? They didn't get their programs underway or have the personnel hired?

Dr. MARLAND. I would pass this to Mr. Carr.

Mr. CARR. We have found around the country some examples which would have to be described as "shocking" of the stockpiling of equipment. This is not to indict this as wasted money, but I would say it was probably not the item of highest priority for that particular school district at that time.

The unfortunate part about this whole dialog we have had in the last 5 minutes, as we talk about the disadvantages of late funding, is that late funding traditionally seems to mean lower grade personnel. The top people are committed long ahead of the people who are mediocre. When you come around to finally having money, the people that you can then hire are not the ones that you would have desired if you had the money when they were available. This is an unfortunate thing.

I might add further that we made what we felt was a very strong plea in this document for a continuation of what we thought were exceptionally useful summer programs. Now we are finding as we go around the country that in many cases, I should say in most cases, there will not be a summer program this year. It is very unfortunate.

Mr. QUIE. Will the gentleman yield?

Mr. ERLNBORN. I will be glad to yield.

Mr. QUIE. Where are the high-quality individuals you referred to?

Mr. CARR. I should start a brief comment by saying for these individuals there is always intense competition. There are always consulting firms, foundations, industrial jobs, and so on. The competition is even the more intense among specialized skills.

Frequently these are people who do not remain in a single job for more than several years. Late in the spring normally they are committed for the following fall.