

It is forbidden by Congress to exercise, and it shouldn't. So that there are broad areas of educational responsibility that the Federal Government does not exercise in relationship with the States but the States do exercise in relationship to localities within the State. I think the nature of those relationships between State and local and between Federal and State ought to continue in very much the same way as they are.

But the problem we have in that series of relationships is that State governments by and large haven't supported their State educational agencies as strongly as they need to support them in order to bring the capacities for guidance to local school districts, capacity for planning, the capacity to do the type of things in title V.

Going to the various areas of educational activity that involve these three levels with each other, I think the Federal Government, the arrangements created by the Federal Government to increase the capacity of the States have to allow for different arrangements in different States. For instance, some States divorce their educational activity from their chief State school officers. That may be the situation in your case, I am not sure.

Mr. QUIE. No, it is not.

Mr. HOWE. It is true in a number of States. It is true in Colorado, it is true in Wisconsin. Where that happens our arrangements have to allow for that. We should not try to tell the State how it is to organize for purposes of vocational education. The higher education picture in terms of planning is much less clear. I think we simply have to make allowance for whatever has emerged in the States for higher education planning and for carrying through the various Federal programs as they relate to the States.

We have called for the special organizations in higher education—the planning organizations that exist for the Higher Educational Facilities Act. As far as I know this has not been a great concern to the States and it has not been objected to by them as a Federal enterprise asking them to set up a new form of activity in higher education.

So that where the Federal Government can do that sort of thing for a special purpose without objection from the State it seems to me an appropriate thing to do. I would second the Secretary's view of the cities. It seems to me that the cities have a tendency to pull away from the States, that many cities have stronger educational planning and administrative organizations than the States do.

The chief officials of many cities are more highly paid than the chief officials of States. What we have to do is build the States so that the States can embrace city concerns which now they are not well equipped to do. Even in a State so well served by its educational organizations as New York, I think the commissioner there recently commented it was very difficult for his organization to do a good job with the affairs of New York City.

Chairman PERKINS. It is my information that the Secretary has an appointment with the National Coal Policy Group at 4 p.m. this afternoon. In view of that I am wondering if we have some questions, direct the questions to the Secretary in the next 4 or 5 minutes and the Commissioner, you can stay with us this afternoon, Mr. Howe.

Mr. QUIE. I will yield the floor.

Chairman PERKINS. Do you have a question of the Secretary?

Mr. FORD. Thank you, Mr. Chairman.

Mr. Secretary, to go back to title III for a moment, I recall that, in 1965, when we were holding hearings on the legislation, there was a great deal of concern by spokesmen for some of the outstanding private institutions of higher education that had been sort of frontrunners in educational research, in trying to develop innovation programs with foundation grants and other resources.

We had the president of MIT, who came in and gave very eloquent testimony about his concern that if we placed title III, a program to develop educational experimentation, and title IV, a broader laboratory-type program, under the respective offices of education, that institutions like MIT would find it extremely difficult to compete with State institutions within their own State.

I believe that Dr. Moore echoed this same sort of concern with respect to the two projects that he had underway on his talking type-writer program. I had the impression that we were following that concern in deliberately constructing legislation so that the educational establishment of the State might not be under compulsion from the political structure of the State.

Chairman PERKINS. I answered the question previously. I think we ought to let the Secretary go. You can continue your questioning of Mr. Howe.

Mr. FORD. I would like to ask you if you do not believe that we might run into some danger, if we transferred administration of title III and title IV to existing State agencies of stirring these people up who have been out in front in educational research and perhaps putting a damper on their enthusiasm.

Secretary GARDNER. I have expressed the view fairly consistently that we ought to have some flexibility in the approach to these things, that we should not try to move everything through the State capitol. It is not only the private institutions that feel this way.

When we set up a State higher educational facilities planning commission a number of my friends in the leading State universities objected bitterly to me that we had placed, that we had run a function through the State capitol which they felt could have been better handled directly with the Federal Government.

I do believe that title III, because it is experimental, is one that we should think a good deal about before we run it completely through the States. I know that the Commissioner has his own views on this and I think perhaps they are more relevant than mine.

Mr. FORD. Before he comments, I would like to thank you and I will deal with him after you have started speeding to your appointed rounds.

Secretary GARDNER. Thank you.

Chairman PERKINS. Go ahead with the Commissioner, Mr. Ford.

Mr. HOWE. Did you want me to comment on this title III matter, Mr. Ford?

Mr. FORD. Yes.

Mr. HOWE. It seems to me that looking down the road 2 or 3 or 5 years there is a good argument for moving some of title III responsi-

bility in the signoff sense where the Commissioner now has a signoff to the State signoff, that is the State final decision on the giving of the grant.

It seems to me also there is a very good argument for maintaining some of the title III type activity in the Office of Education. And that if and when we come to a move on this I would certainly speak in favor of having a percentage set aside of title III kept in the hands of the Commissioner for project grants of an innovative type encouraged from the Office of Education while at the same time transferring a major percentage to final State authority.

Of course, the transfer of a major percentage to final State authority will also involve the Commissioner at that time developing certain guidelines, if you will, for the States to use in exercising that authority.

We would want those guidelines to reflect primarily the idea that title III type grants should not be divided up among the State's school districts but should be focused in such a way that they represent good bets on significant supplementary activities within a State, hopefully of an innovative kind.

Mr. FORD. This matter has been raised most forcibly as a result of the testimony of Mr. Fuller and other members of the panel yesterday speaking as State school administrators and Mr. Fuller as executive director of their organization. In 1965 he raised exactly the same suggestion on behalf of his organization.

The superintendent of public instruction from the State of Michigan, then Dr. Lynn Bartlett, appeared before the committee following Mr. Fuller's testimony and disassociated himself from that position of the association. He felt that in his own experience of some several years standing in our own State of Michigan his office was neither equipped nor likely to be equipped in the near future to stand as intermediary between our State colleges and universities and others who are showing interest in this program, and the people down here, the Commissioner, who would be examining the applications and approving the grants.

I have some feeling that if there was any strong suggestion that we might be changing the thrust that the committee took or followed at that time, we might say that the committee was aware of this expression of concern on the part of the State school officers when we went ahead and wrote the bill as we did.

I feel if there was a genuine concern that we might now be contemplating a change in the title III and title IV applications of handling so that they had to be approved or were subject to a State veto we could fill this committee room in a couple of days with people around the country who would be far more upset than Mr. Fuller was yesterday.

Mr. HOWE. From our point of view we are discussing it but we are proposing no action. I will tell you we seriously considered such a proposal and decided not to make it. It would be against the recommendation of our advisory committee in title III. We can reveal that this was not the time to make such a move.

Mr. FORD. I will take that one chance to agree with you. This is the first time I have been up here. I would like to be very clear in the form of the question so that I understand what you contemplate as the method of distributing funds.

Do I understand that what you have outlined to us is a pattern where if the appropriations bill is properly worded so that no State would receive less than it received last year that you would first meet that requirement and then take the balance of the increase, however much it might be over the last year, and reapportion that out to those States that would reflect an increase as a result of the change in formula?

Mr. ESTES. Yes; that is right.

Mr. FORD. What is the method of apportioning it out beyond the floor? Is it a percentage?

Mr. ESTES. Using the ratable reduction. It would simply be an amount that would be distributed among the States based on that formula.

Mr. FORD. Now, the thing that disturbs me is that for New York, for example, you did not show that they would get the floor, period. You show them as hitting \$300,000 more than the floor. How did you decide that New York would get \$300,000 more than that? Does that \$300,000 represent part of the increase?

Mr. ESTES. That is part of the amount that is available after we subtract the amount from the total amount available to make sure that the 15 States do not receive less than they received during fiscal year 1967. As you can tell, I am no expert as it relates to this formula.

Mr. FORD. Only 15 States received less.

Mr. ESTES. No; no State will receive less in fiscal year 1968.

Mr. FORD. Regardless of all of the factors they can all start off with what they had in fiscal year 1968 regardless of the percentage of funding?

Mr. ESTES. That is right.

Mr. FORD. Supposing instead of \$1.2 billion we give exactly the amount of money you spent last year, would this give them what they had last year?

Mr. ESTES. That is right.

Mr. FORD. I don't understand how you can do that.

Mr. ESTES. The appropriation language builds in the floor provision which requires us to allocate the funds in such a way that no States will receive less in fiscal year 1968 than they received in 1967.

Mr. FORD. Last year you did this to my amendments that changed the impact-aid formula. For a few short weeks we had a parade in the streets of New York, Detroit, and other streets because they were going to get impact funds.

Then a sentence was put in the appropriation bill and we have had a commitment from the people that that would be changed this year. That said that under this on-going program no program shall receive more than it had been receiving before the additional people were added.

Now, I see a little difference here because what we did in 1967 was rewrite the formula. I think the chairman raised this point this morning. It would certainly be shocking if when we go to the extent of rewriting the formula and redesignating the method of distributing funds if the Appropriations Committee could go on indefinitely thwarting our attempts to rewrite the formula by simply saying we will always keep everybody at the level they were.

Perhaps I am wrong.

Mr. ESTES. This is a point of order and your argument is well taken.

Mr. FORD. Assuming that we are talking about \$146 million increase for title I, you have now worked out the entitlements that you would have with full funding for fiscal year 1968.

Mr. ESTES. That is right; total authorization.

Mr. FORD. Have you determined the difference between what you are asking for and the take-in? The figure I have is \$2,400 million.

Mr. ESTES. What the additional amount would be required for full funding of the entitlement?

Mr. FORD. Yes.

Mr. ESTES. \$2,441 million.

Mr. FORD. So we are asking for half of what our formula calls for?

Mr. ESTES. About 49 percent.

Mr. FORD. This is what leads some of us to have difficulty in trying to understand how you are going to pay everybody what they had last year and still have an increase reflected in every State, including New York.

Mr. ESTES. What we would like to do, if it is all right with you, is to submit our calculations for the record so that you can see exactly how we arrived at the allocation and the entitlement for fiscal year 1968.

Mr. FORD. Now, as a final question I just want to ask again—as I ask each year when you folks are here—whether you anticipate recognizing as educationally deprived those children who have the greater part of their education in half-day sessions, those children who suffer a major part of their education in overcrowded, antiquated, obsolete classrooms with the absence of anything approaching usable teaching laboratory facilities and those children who go to school during the major part of their career on what we call double sessions which are so common in our State that nobody ever raises an eyebrow.

It is most common, incidentally, in the suburbs; not in the core cities or the farms. All these people are moving to the suburbs who are looking for the great advantage of living there only to find that there are no classrooms for their kids.

Do you have in the hopper now a plan for meeting the problem of this group of educationally disadvantaged people?

Mr. HOWE. This group of educationally disadvantaged I agree with you about in the sense that they certainly do have an educational disadvantage. They, of course, frequently do not qualify for funds under title I because of the \$2,000 to \$3,000 eligibility arrangements and the necessity for concentrations of children from backgrounds of that kind. We don't have such suggested legislation in the hopper as you suggest. We are addressing ourselves to the problem. The problem, it seems to me is, more than anything else, a problem of funds for construction on a rather broad basis. The school districts that have the problem you are talking about tend to have low assessments.

Mr. FORD. I just looked at some figures recently that show me that 86 percent of the bond issues that were proposed in special elections across the country in calendar year 1966 were passed by the people. This really amazed me because we heard last year there was a taxpayers' revolt going on.

They were not passing that percentage in my State. There is one place where we have almost a hundred percent turndown at the local level. That is a special assessment for operation. And the attempts by local people to meet the operating costs of the increased school capacity are being met with rejection at the voting booth. This is where the intense need is. If it is bad enough you can do something about construction because you can get people to borrow money to build schools.

But having voted the extra millions to build the schools they are then reluctant to vote you the extra millions to try to run them. We find ourselves in the very difficult position of defending this legislation in Wayne County, for example, against a constant barrage of television editorials pointing out the fact that Grosse Pointe, Mich., is getting as much as Inkster, Mich., and the Inkster School District has 70 percent Negroes in the elementary school and 85 percent Negroes in the high school.

It has the second lowest rate of taxable property base behind each pupil in the entire country and we are sending money to the allegedly disadvantaged people of Grosse Pointe which has the highest per capita income of any community except Governor Romney's Birmingham in the entire State of Michigan, and which has a very desirable tax base that ranges in the top 10 of the counties in the country.

We fought that off for a year by saying this was going to change. In addition, I brought to the committee last year a very sad story from the front pages of the Detroit papers that a Detroit suburban school was considering closing its doors because 40 of the 42 teachers that had been in that school the year before did not return.

We had the pockets of the worst disadvantaged we could imagine but they were not identifiable on the basis of the 1959 census because they were not there then. Not everyone who flees from the South goes to the center city. We are not doing anything to reach out to these people at all. I certainly hope you have some ideas. I am very disappointed that we have nothing in this present legislation that suggests we are going in that direction.

If anything, we are going in the opposite direction.

Mr. Howe. Some of the problems you cite are internal problems of the State and demand that the State put its house in order in determination of development of State programs of equalization and payment from State sources. Other problems, I am sure, are appropriately related to Federal solutions.

It seems to me that here we are getting to the realm that the Secretary was talking about: of the possibility of new Federal programs to equalize to some degree among the States educational opportunities through equalizing the funds available for this purpose.

To do this you have to assume two things: that we will be clever enough to work out some kind of Federal formula for equalization payment to States to support their elementary and secondary school systems and in doing so you have to assume, secondly, that payments that are made to States will be made on the basis which assumes the State will pay its fair share through a combination of State and local taxes.

This is a very complex thing to do. We are engaged in studies of these problems. I would hope that we find some resolution of these

and eventually have broad Federal support for, as you suggest, the operating expenses or as I suggested the capital expenses of the schools. Actually, these are, to some degree, interchangeable items in the school budget and if you help one you help the other. But it is not a simple situation to develop either a workable across-the-board equalization formula that is politically viable or to develop a system by which the Federal Government can require a fair share of contribution from individual States to education and determine what their fair shares will be. But these are problems on which the debate ought to be taking place.

It seems to me, we ought to have a very active study going on possible solutions here.

Mr. FORD. You have just put your finger on something else. You see, we took out of this bill in 1966 the incentive grants on the ground they were too ambitious and we could not afford them. We did not replace them with something that put a similar encouragement in front of the States to do a better job.

As a matter of fact, we warned those States that were doing the least. You have a lot of argument on this committee how you should go about measuring who is doing the most and who is doing the least but in one study I just saw one of the States that increased by the next to the largest percentage under this amendment sold some \$6 million worth of bonds in the entire State for school construction while it sold something in the magnitude of \$85 million for other kinds of public works. This indicates in that State the people either are confident they were getting the money for bonds or they don't care whether they get it or not.

They were willing to vote money for other public utilities but not to build schools. My State of Michigan is one of the four largest in the country in the number of bonds its people voted and gained not one penny out of the new direction that this formula takes.

In other words, we are, as Mr. Goodell said, not trying to encourage the States to do a better job. We are saying we are going to spend Federal money to help those who won't help themselves.

Gentlemen, I don't think that philosophy is going to sell around here for very much longer. It has worn pretty thin with some of the friends of this legislation.

Mr. HOWE. I will say most of the States in the South which are being heavily supported under the Elementary and Secondary Education Act under title I by and large, with some exceptions, are making a comparatively heavy effort in the expenditure of State funds than some other States in other parts of the country.

Mr. DENT. Mr. Howe, how much do you expect to spend in all the areas of research?

Mr. HOWE. I believe our total appropriation or request for research is about \$99.9 million. If you add the foreign currency programs, it is around \$103 million.

Mr. DENT. Do you have any figure on the total amount of research money being expended by the departments themselves in all the areas of research?

Mr. HOWE. No, I haven't. We can provide it.

Mr. DENT. Is there any overlapping research and development programs from other departments that cross over into the areas of education?

Mr. HOWE. Yes. The Office of Economic Opportunity is conducting research in the realm of early childhood education. We are coordinating our activities with them. I don't know that you would consider them duplicative. They are in the same area. For example, we joined with the Office of Economic Opportunity in planning a number of research endeavors in early childhood education.

Within the Department of Health, Education, and Welfare, you have the Children's Bureau doing research in problems of children related to learning. You have the National Institutes of Health within the Department of Health, Education, and Welfare doing basic research on problems of young people, again related to learning, particularly through the National Institute of Childhood Health and Development.

So you have several agencies which are doing a combination of psychological research, medically related research, learning related research which are to a degree in the same broad area. We try to pull together these activities and have them aware of each other and not have them duplicated.

I think, by and large, we are successful at that.

Mr. DENT. I have been talking to Members of Congress on other committees who are looking into the total research problem. If their story has any truth at all we may be getting into a very serious situation on the question of overall expenditures in research. Inevitably we reach down into discussions affecting your departments.

Mr. HOWE. By overall expenditures you mean too much or too little?

Mr. DENT. I would say that \$16 billion a year for research might be construed by some people to be a little too much. It is more than all the poverty programs, all of the aid to education in every field, all manpower training, it is the largest single expenditure of our Government today next to military defense and war appropriations which is something that has crept up on us.

Very frankly I was shocked when the figures were revealed in the last 2 weeks that we have in Virginia a 30,000-square-foot building with 15-foot-high stacks of reports, 500,000 reports, single file copies are in there now and they have to build another building.

I don't know what is going to happen. I would like, before we get too far in giving any more money here I would like to know the types of research now being pursued in the Office of Education, how much it is costing, because that is in our sphere of operation, and what happens in NASA and the rest of them is in their sphere, but I know there will be questions soon because it has not become almost a public scandal, the amount of money we are spending for research. Do you research the research program before you start it and does somebody come in with an idea and say we will have a research on the child before the age of 6 and the child between the age of 6 and 12 or do you try to find out what the research will develop?

Mr. HOWE. Let me respond to this broadly and then get to your specific questions. First of all, I will say in the realm of education as a whole in the United States entirely too little is being spent on research in education. If you add up what the Federal Government is putting into this, what State and local agencies are putting into this and what private industry is putting into this, I would guess that it does not come to \$200 million a year.

Mr. DENT. Out of a total of \$16 billion spent by the Government, itself?

Mr. HOWE. I am talking about research in education.

Mr. DENT. Yes, I understand.

Mr. HOWE. The total expenses for research in education from all agencies, public and private, in the United States would not come to as much as \$200 million a year. This is education research related to a \$50 billion enterprise, which is about the amount spent on all aspects of elementary and secondary and higher education in the country.

So that whereas we have in defense and in health, to pick two broad areas, perhaps space a third, major investments in research from Federal sources and from some other sources, we have not made comparable investment from Federal or other sources in research in education.

So in looking at the broad picture I think research in education has not been as good in quality as the other and is not as well financed as the other. It seems to me that the problem of quality has to go along with the financing so that we have to develop quality to justify the financing in research in education.

Now, looking at the specific issues you raised, I don't have the exact figures in my mind, but of the roughly \$100 million a year we now have for research in education we are spending—I will give you accurate figures on this, let me just give you some categories now—we are spending in the realm of \$25 to \$30 million a year on regional education centers and development centers at universities.

We are spending some \$8 million a year on research for developing better teaching materials and methods for handicapped children. We are spending about \$10 to \$12 million a year on research in curriculum and teaching methods having to do with vocational education. We are spending a considerable amount, and I won't try to give you the figure now, on the training of people to do research in education.

This in turn comes from research funds, hoping to build a backlog of competent people so that as we get further funding for research we have more competent people to do this. Then we give a series of grants for research activities in education some of which are both the kinds you cite, some represent requests to us by people who have ideas which they think are worth pursuing. They don't know always how these ideas are going to turn out just as anybody starting out on a research project is never sure whether his notions of what he is going to research will be productive.

But we try by a combination of careful examination of proposals made to us, through our own staff and through expert consultants whom we bring in, some of the people Mrs. Green was referring earlier today, to examine carefully the proposals made to us and to fund those that we think have the competence because of the quality of the people doing the job and the nature of the proposal.

We do ourselves from time to time make suggestions that specific areas need to be researched. The kind of things we are doing either on proposals made to us or on suggestions we make breakdown into a whole broad area of categories. I have mentioned one way of categorizing these as among the handicapped, vocational, and so forth.

In addition to that you will find us sponsoring research in how to improve the teaching of physicians, the teaching at the level of

the medical school where we are doing a very significant project at the present time. We are sponsoring research in the development of curriculum for the college. We are sponsoring research in the high school physics course. This happens to be done at the Harvard University. We are sponsoring research in the development of reading materials. We could give you a whole variety of projects. Some of the research we sponsor at the present time is to turn out specific kinds of materials.

For example, under our research funds we are providing the dictionaries that are made available in certain languages which have not had dictionaries at all available to people. There is a long list of activities.

Mrs. GREEN. I don't have the figures with me but someone called to my attention the other day that a very large amount of curriculum development funds were for improvement of physics curriculum. I indicated at that time what I thought was not enough in the social sciences.

Do you coordinate with NSF? NSF does a tremendous job in this area. I don't understand why such a heavy proportion of the funds were used in the same area where NSF concentrates?

Mr. HOWE. We do coordinate with NSF, Mrs. Green, and have regular consultations with their people so that there won't be duplications in this. There has been a tendency over the past several years for NSF to pick up the research activities in the sciences and mathematics, for us to do more in the realm of the humanities and social sciences, and the arts.

We have a special program as you know in the arts. Right now, the message we get from NSF is that they may be going less particularly into elementary school things than they have before so that we coordinate with them in terms of broad areas of policy as well as on specific projects.

Mrs. GREEN. Are you devoting a high percentage to the physics?

Mr. HOWE. We are not devoting a high percentage to this.

Mrs. GREEN. Does anybody here have those figures?

Mr. HOWE. I am sorry, Dr. Bright is not here but we will give you, if you like, a complete listing of research grants that are currently in operation. There are a great many of them.

Chairman PERKINS. Without objection, that will be submitted for the information of the committee.

Mr. DENT. We want to know when they started, whether when you give contracts do they have termination dates or do they continue in the budget year after year after year, and the project started is never ended. These are charges made before other committees. In order that this committee may have its answers ready when the clouds start pouring out the rain we would like to know the answer first.

Is it true that some 40,000 top-graded educational personalities, professors and on up, have left the school systems to take up Government research projects?

Mr. HOWE. I have no idea. I really don't know.

Mr. DENT. The charge is also made that the lesser colleges are not able to staff their faculty because of the fact that the attractiveness of Federal projects for research is taking out of the school system persons trained by us, by former programs who were supposed to upgrade the educational system and they have moved over from the

educational system into research to upgrade more people to get back into research.

These are things that we have to answer. We will have to answer them soon. So any information you can give us, find out if it is true that 40,000 educators have left the system in order to become research operators.

Mr. HOWE. I can't promise you that we can get accurate information on that.

Mr. DENT. Someone has to get it. That is the complaint over there. We can't find how many research programs there are. We only know by adding up the budget \$16 billion was spent last year for research, that there will be this year 65,000 more research projects completed and filed away. Now, I don't know how we can possibly have 500,000 filed copies of separate and distinct research projects.

Chairman PERKINS. I agree with the gentleman from Pennsylvania but I think we ought not leave the whole broad field wide open but to make a limitation of how much data, how many researchers, how far back in the field of education you want to go.

Mr. DENT. Other departments are doing research in the educational field. They are doing it in such a way that they title it something different but they are actually researching certain specific educational projects; NASA, for instance, and a big one.

This committee is faced with the General Education Act. We are faced with other educational acts. There is a great demand on the part of the people to cut down on the poverty program, cut down on general education. Yet people who are receiving these grants, many of them—do you know that some schools, and I can name two or three of them offhand; I won't because I would rather see your report—in some institutions of higher learning, 40 percent of their entire budget comes from research programs.

When you get a large university with 55,000 students in it and 40 percent of its entire budget comes from Federal projects for research, we are somewhere out of line.

Mr. HOWE. I think it is necessary to point out that a very important part of the business of a university is research. And scientific research particularly is extremely expensive. The only visible source of support for scientific research at the university level in the United States right now in any major way is the Federal Government; many, many aspects of our society, our economy, and our Defense Establishment, as well as a variety of other things, are dependent upon the advance of scientific research.

I think we ought to look rather carefully at the question of whether 40 percent of a university's budget coming from Federal sources for research purposes is indeed so serious a matter.

Mrs. GREEN. I would ask permission that they furnish one copy of the research contracts for the committee files and then, if we want more, we can request it.

Chairman PERKINS. Without objection, it is so ordered.

Mr. GOODELL. I would just like to ask you, Commissioner Howe, you now operate title V at a level of about \$22 million, is that correct?

Mr. HOWE. Yes, sir.

Mr. GOODELL. You are requesting in addition to that somewhere in the neighborhood of \$29 and \$30 million for the new planning?

Mr. HOWE. No, \$15 million.

Mr. GOODELL. \$15 million.

Mr. HOWE. Right.

Mr. GOODELL. In addition to the \$22 million? Then the \$22 million is moving to \$29 million and you are asking \$15 million for the planning and programming budget?

Mr. HOWE. Yes; the \$29 million includes the operation of title V and a number of other small items that go over into the State education departments. The \$15 million is the amount for the planning activity that we are suggesting.

Mr. GOODELL. I think most of us look with sympathy on the idea of getting more information and data analysis in terms of the implementation of our goals but as I understand your comment; Secretary Gardner and others in the field of education have indicated considerable reservation about the applicability of PPBS to education.

I wonder if we are wise to move the first year into a program involving \$15 million and in effect trying to induce our States all to move in the direction when we are not sure exactly what the value will be and the applicability will be.

Mr. HOWE. All we are suggesting here is the development within each State of a capacity to look ahead on an organized basis through a system which that State will decide upon for itself. Our only requirement, if you will, being that the look-ahead be comprehensive and address itself to all the educational problems and issues that exist in that State. There is no imposition or necessarily a use of the so-called PPBS system, and I think describing that system in this way probably makes it seem as more of a system than it really is.

The PPBS, in turn, is simply a discipline way the Federal Government is using to look at the forward planning affairs of the administration.

Mr. GOODELL. The course you state is unarguable. Our problem is that you are asking us to adopt general language that throughout provides that "as the Commissioner shall approve," and "as the Commissioner shall prescribe," and so forth. It would appear to be ample authority for the Commissioner to prescribe a rather detailed specific approach by the States, including a PPBS approach as dreamed up by someone in your Department asking the States to set up programs looking down the road and analyze how far you are going to go in accomplishing your goal.

It certainly is a very worthy objective. The language you have suggested in section 524 of the bill leaves many of us with some concern just how far we are going to go in pressing the States in an area where virtually every expert says there is considerable doubt as to the applicability.

Now, if it is as broad as you have indicated and you are simply telling the State if you want some money to look at the long-term problems and set up a system for analyzing how you are moving to accomplish your objective, that is one thing. The description that I have read in other areas and which we had described in some detail by the witnesses here yesterday is quite another thing.

Have you had an opportunity to review or be briefed on the objections of the State school superintendents yesterday to this proposal in title V?

Mr. HOWE. No; I haven't. I have talked with a number of State superintendents about this proposal. Of course, I talked to a number of them prior to our ever refining this proposal and bringing it before you.

I would say, it seems to me, the essence of the matter is in items A through E that you find on pages 26 and 27 of H.R. 6230. The areas to which the State project should pay attention, A, B, C, D, E there seem to me universally agreed on, significant areas of concern about forward planning.

They do not address themselves to any particular system. They instead are concerned with such matters as goals, priorities, new programs, to reach for goals and priorities, assessment of when those programs are doing so, and the development of the capacity of the State to do this kind of thing on a regular basis.

There is almost universal agreement among the chief State school officers, so far as I know, that these are worthwhile things to do.

Mr. GOODELL. I think if you will review the testimony yesterday from the State school officers you will find they have very great reservations and apprehensions about the language proposed here. It would appear that the A through E, which, I agree, as you refer to on pages 26 and 27 is the essence of it, and this can be broad authority for implementing a rather specific approach to planning programming and budget system.

That is what they are fearful of. I think our problem in this committee often is that we approve general language and we have the general description as to what you intend to do and we proceed almost blindly because we don't know what regulations or guidelines you are going to issue for the implementation of those programs.

I say to you flatly that I can conceive, under this language you are issuing, some very detailed guidelines to the States insisting that they proceed well down the road to PPBS. I can also well concede your point that the broad language here could simply be implemented by saying "Now, you people put together a plan looking down the road to the long-term objective and you have to have some system for analyzing this and improvements in your existing programs," and so forth, give them a wide degree of latitude which would be far cry from the specific PPBS one.

Your assurance is helpful, I think, that you don't have in mind anything quite along the lines referred to by the superintendents yesterday.

Mr. HOWE. I didn't have the benefit of that conversation. My impression from talking with Mr. Ford this morning was that a number of their concerns centered around the relationship of the Government to this whole program. He and I had a conversation about this this morning. He made an alternative suggestion. We will, at least, examine this and see what the possibilities are. I do want to make it clear that in terms of the nature of this planning activity by the States we would want to set forth enough stipulations and guidelines to guarantee that this be a careful and disciplinary exercise, that it not be a simple process of projecting numbers of pupils and then projecting the same kind of education data we have always had to serve those pupils, but rather address ourselves to how that education can be improved, as to whether or not those pupils have not been well served by

the State education system, how they might be served, set up an arrangement for checking year by year as to whether objectives have been reached. This arrangement would let the State find out for itself if it has not reached objectives, where it had failed to do so or where it had more than met them, so that it could readjust its plan periodically. But the ways by which this is done can be numerous. It seems to me that the States ought to have very considerable freedom to design those ways. I think it is useful to have this kind of conversation about this planning endeavor because it begins to create a kind of legislative history which we in turn will refer to when we do draw up guidelines.

Mr. GOODELL. As you recall, we have \$50 million authorized in title V and the total indicated here would be \$44 million for fiscal 1968, of which you are going to devote a third to this kind of system analysis or whatever you wish to call it. There are other programs you can utilize to strengthen the State education department, which are the most important in the long run.

Mr. HOWE. Could I make a correction? There was an error in the testimony this morning and I don't believe you were here when we corrected it. The \$15 million we are proposing for this amendment to title V is over and above the authorization. It is not included within the \$50 million authorization. Therefore, the total authorization that title V would have after this amendment would be \$65 million.

Mr. GOODELL. That makes it even more difficult from our viewpoint because the total authorization of \$65 million might not—am I not correct you are actually requesting funds of \$44 million in the budget?

Mr. HOWE. In the budget we are, that is correct, \$44.7 million, something like that.

Mr. GOODELL. The \$44 or \$45 million includes \$15 million for the planning operation?

Mr. HOWE. That is right.

Mr. GOODELL. The additional authorization really is another factor. You are spending one-third of the money you are requesting, or planning to spend one-third of the money you are requesting, under title V for the planning aspect?

Mr. HOWE. Approximately.

Mr. GOODELL. I would like to ask another brief question that has been raised. Will you tell me if under title I, in your opinion, a public school system, a local public school, has authority to contract with private schools for the provision of various programs or services?

Mr. HOWE. The reason I am hesitating is that I am not sure about the matter of contract. They certainly may provide certain services.

Mr. GOODELL. They can provide it in their own school system. They can provide it with their own teachers?

Mr. HOWE. Yes.

Mr. GOODELL. Shared time or whatever outlet. The question is, under the Federal law can the local school board make a contract with a private school to provide, say, a remedial reading program, something of this nature? Now, there are a variety of standards that could be applied if your answer is "Yes, yes, they could meet certain standards," but I would like the broad question answered first.

With certain standards met, can the public school board implement title I through a contract with a private facility?

Mr. HOWE. They can certainly provide services.

Mr. ESTES. A local educational agency can contract with a private university to provide inservice training activities, to provide consultative services, this type. You are mainly, however, referring to a private elementary or secondary school?

Mr. GOODELL. It could be a private elementary or secondary school. I am referring to a couple of instances which have come to my attention in which there is a private nonreligious remedial reading program operating in the community. They were under poverty funds.

The question has been raised whether they qualified for title I funds if the school board makes a contract with them to continue to provide this kind of program.

Mr. ESTES. Mr. Hughes, who is Director of this program, is here.

STATEMENT OF JOHN F. HUGHES, DIRECTOR, DIVISION OF COMPENSATORY EDUCATION

Mr. HUGHES. I think I did answer one of your questions by letter, Mr. Goodell, on this point. The answer we have had thus far from our counsel is that contracts with private schools per se for rendering title I services would not be legal, because that would be tantamount to paying the salaries of private school teachers, which is precluded by the act.

Mr. GOODELL. That is a very contradictory situation, then, because we are saying that we have written the Elementary and Secondary Education Act in very tight form to be sure that we stay within the Constitution, and, therefore, you cannot do a variety of things that clearly are being done now under the Federal Constitution by the poverty program. This is basically the way I must understand your answer.

Mr. SCHEUER. Will you yield?

Mr. GOODELL. Yes.

Chairman PERKINS. Before you get on that, I missed the answer. Did you say that there was such a contract?

Mr. GOODELL. He said "No."

Mr. SCHEUER. I have a letter here from Mr. Hughes on exactly this point. I would like to read a sentence or two:

In the absence of State laws to the contrary, a state or local educational agency may enter into a contract with a private agency for services provided:

1. The private agency is not an agency which operates a private school—

And there are several other conditions.

I ask unanimous consent to insert this letter in the record at this point.

Chairman PERKINS. Without objection, it is so ordered.

(The letter referred to follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
February 27, 1967.

HON. CHARLES E. GOODELL,
House of Representatives,
Washington, D.C.

DEAR MR. GOODELL: This is in reply to your letter of February 14, asking whether Title I funds might be used by the Dunkirk Public School in contracting with the Boorady Memorial Reading Center if it were not for the specific situation involving New York State law.

In the absence of State laws to the contrary, a State or local educational agency may enter into a contract with a private agency for services provided:

1. The private agency is not an agency which operates a private school;
2. Any instructional services furnished by the private agency will be under the active supervision of the State or local educational agency conducting the project;
3. The State or local educational agency will continue to be responsible for the activities being carried out through the private organization.

It is our opinion that the Boorady Memorial Institute is not a school, but rather an institution that provides a remedial instructional service. Thus, insofar as Federal regulations are concerned a local public school district could contract with the institution.

If I can be of further assistance please call upon me.

Sincerely yours,

JOHN F. HUGHES,

Director, Division of Compensatory Education.

Mr. GOODELL. I made inquiry to the Office of Education. We got a somewhat contrary reply with reference to the eligibility for contract with a private operation of this nature. This is a rather critical matter. It does not seem to me that we make very much sense, especially when it is the same committee writing both laws and saying the Federal Constitution prohibits granting of money or contracting of money for a private operation under the Elementary and Secondary Act but the Federal Constitution does not prohibit it under the poverty law.

Mr. HUGHES. The contracting with a private agency that is not a school is a permissible arrangement.

Mr. GOODELL. How can you make such a constitutional distinction, or a distinction under the law as far as that is concerned?

Mr. HUGHES. There are criteria whereby you can establish whether an agency may rent a school within the meaning of the State law or not. In the specific instance that you cited, the agency as we see it would not be judged to be a school, it is an agency providing services.

Mr. GOODELL. I would like this clarified. In both instances I am talking about the personnel running the remedial program are all qualified under the State certification procedure, and you have no problem in that respect. It is just a question that they have an ongoing program and the local board of education would be willing to contract with them to provide this kind of service. It is a service that has been ongoing with poverty money.

The answer that I get from you now is that it cannot continue under Elementary and Secondary Education Act funds.

Mr. HUGHES. As to the authority of OEO and availability of poverty funds, we could not answer on that point, Mr. Goodell.

Mrs. GREEN. I don't understand this. Are you saying, "The private agency is not an agency which operates a private school"? The gentleman from New York is a lawyer. It seems to me that this just invites evasion. If somebody runs a private school and they want to be financed, why could they not set up another nonprofit group and disassociate themselves from the school itself but in fact be the same people?

Mr. HUGHES. Of course, the public school would have the option of whether it felt that there were legitimate arrangements that it would prefer to make with such an agency, so I doubt that an agency would simply adopt a new name and in effect be operating the school to qualify for such contract.

Mrs. GREEN. We see a great change in higher education these days on the control of certain institutions, such as the board of trustees. Isn't this primarily so that they can qualify?

Mr. HUGHES. I wish to make clear the point that in neither case is the private agency or the private school qualifying for funds in its own name. It is the question of whether the local public education agency chooses to use its allocation and its eligibility in a given manner. In the specific case the question was, Could they contract with a public agency which is rendering a service which the local public agency wishes to avail itself of?

Mr. DENT. I think what Mrs. Green is bringing out is very important. I remember once when we had a State aid program for hospitals in our State they could not make the appropriation to private institutions. So we started to write some kind of formula whereby they could receive State aid in the private hospitals. All we decreed was that they had to take members of the board of trustees that did not belong to the same denomination that ran the hospital. I am afraid that is what you are getting into here. I am not afraid; I don't care.

Mr. GOODELL. From my observation, the house of education has been extremely conservative about its guidelines and the administration of this particular program in terms of the private schools. If anything, they have made their lines considerably more narrow than most of us anticipated. This raises a very serious question. There are many areas of the country where the private schools are not being utilized to a profitable degree and I think we have to settle this issue one way or another.

It seems ridiculous that the poverty program can go ahead, in effect, without any limitation, making grants to private schools, private agencies for a variety of purposes, while under the education program there are very narrow limits. In the two instances that I refer to, as a matter of fact, the children in the program are accepted from all denominations. They are accepted from any source. It is not a denominational program in terms of children, it is not a denominational program in terms of name, it is not a denominational program in terms of the teachers. One of the teachers is a Catholic nun who is a certified teacher in New York State in one program and is perfectly willing to take off her religious habit and teach on the basis of the New York State schoolteacher.

There are a variety of adjustments that might be made, but the nondenominational program has been declared ineligible for title I funds. I might say that up to this point it has been declared ineligible because the State of New York refused to permit this. But the answer I had from the Office of Education was that under the broad terms of title I this kind of situation would be eligible if it were eligible at the State level, it would be eligible if the State law would permit it.

Mr. HOWE. Let me make a broad comment, and then let Mr. Hughes say some more about this. You are quite correct, sir. We have walked very carefully in the administration of the private school provisions of the Elementary and Secondary Education Act and not tried to push these provisions beyond what was a very careful series of definitions by the Congress and a meticulously defined legislative history.

In spite of all this guidance it has been difficult for us to administer these provisions of this act. There are vigorous parties interested from both directions, you might say, in having us offer broader services in private schools and, on the other hand, in having us offer narrower services in private schools. We are always walking a tight rope in developing what can be done in the context of a private school as well as what can be done for a private school pupil in the context of a public school, although that is a less difficult matter to work with.

We have had innumerable issues of the detail raised by this and tried wherever we could to have them settled by State authorities working with local levels. We occasionally find the Commissioner's Office pulled in to try to work out these problems, but we are talking here in an area which has, although a great deal of definition from the Congress, still not enough definition to settle all the issues and I suspect in the detailed case you are raising here this may be one of those rather exceptional ones where we are having to make policy as we decide the issues.

This is what makes it hard for us. I would like Mr. Hughes to comment further on your specific question.

MR. HUGHES. I think the specific that we encountered in the New York State law was a prohibition that the State law contains against the rendering of any instructional service by a person in the religious garb.

MR. GOODELL. Let me separate the question. I am trying to get into this question and investigate it and I found that there were State problems and there appeared to be no Federal problem. Your testimony today would appear to raise Federal problems as well as State problems.

If we could establish that there is no Federal problem, then I think we can move at the State level to see if we can solve whatever problem there is there.

MR. HUGHES. As we understand this institution, Mr. Goodell, this memorial institute, it does not appear to me to be the criteria of being a school. If that is so, it is an agency that could legally, in our judgment, contract with a local public agency which has a grant under title I to render services to that agency provided those instructional services remain under the supervision and control of the local agency.

MR. GOODELL. I think New York State has taken a varying view as to whether it is a school. I go back to what Mrs. Green referred to earlier, it is a rather tenuous distinction to make whether it is a school or not.

MR. HUGHES. We certainly have had to make very close decisions in terms of the legality of participation of nonpublic schools in the program. I think this is probably one of those close cases. In the cases that have come to us thus far in terms of contracting with schools which are obviously designated as schools and qualify as schools within the laws of the State, we have ruled that the participation by such schools under a contract with the local education agency would represent the payment of salaries by the local educational agency and therefore would not be legal.

MR. GOODELL. I do not mean to pursue this alone, although I am very interested in the individual case. I raise it, because I think it illustrates the problem that we have here in drawing the line as to what

kind of operations are eligible. My own view is that I would look with a great deal more favor on a contract made by a public school agency with private agencies than I do on your apparent present practice of having public school teachers teach a private school. This is just a view that I have, and we raised this in a debate originally.

I won't go back to that question. It does seem to me that when you have a contract by a public school board to provide a service, to provide training, teaching, you might determine the conditions under which this would be eligible. I don't see that drawing the line on whether it is a school or not is a very rational decision. You might want to say that the private agency has to be open to all children regardless of denomination. You might say that it has to teach no religion of any nature in the course of its instructions. You might say that there be nobody teaching in a religious habit. I think all of those are reasonable standards, but they are not the standards that you at the Federal level are applying.

Mr. HUGHES. The problem we encounter is the one of the payment of salaries of teachers of private schools, and it has been determined that if we did this by contract we would be doing indirectly what we are precluded from doing by regulation, that is, the payment of such salaries.

Mr. GOODELL. That just bypasses the question. If a private school teacher teaches all day long in a private religious school and in the evening wants to perform a service under contract in the public school system, do you think this would be barred?

Mr. HUGHES. No; that would not be barred. That would be permissible, if under those circumstances the private school teacher was clearly on the public payroll and under public supervision and control. The extra services of such private teacher under those circumstances has been allowed.

Mr. GOODELL. Supposing they made a contract with somebody. Mr. Jones went out and got some public school teachers to teach at night. Your contract between the public school board and Mr. Jones who has the agency, the ABC board or something. And he has private school teachers teaching at night, part time, and some public school teachers teaching at night. Is this eligible?

Mr. HUGHES. This could possibly be so. I think the problem is paying the salary of a teacher who is in the employ of the school per se and therefore is an employee of that school.

Mr. GOODELL. If that is the problem, the individual case I refer to should be clearly eligible; because the teachers in this particular institution are not part of a parochial or private school system. They are teaching in a remedial reading school, remedial reading program, which has been largely supported by charitable donations and finally a poverty grant. It is an interesting contradiction that the poverty grant is never questioned. Then when we go for title I funds they say "Well, there are real questions of the separation of church and state.

Mrs. GREEN. I heard reference made to the legislative history of this act which was so meticulously done. My recollection is that if anybody recollects legislative history they continue saying yes or no to the same question.

Mr. HOWE. Maybe that is an overstatement.

Mrs. GREEN. To get this thing settled once and for all and quit arguing about it, what is the Department's attitude toward judicial review?

Mr. HOWE. We had a meeting to discuss that at 4 o'clock this afternoon, but we had to call it off. Our position remains the same as it has been. Our position is essentially not to support the proposals. I believe it is Senator Ervin who brought proposals for judicial review in the Senate and initiated a bill there.

Mrs. GREEN. On what basis?

Mr. HOWE. You are getting me out of my depth because this is a long and legal argument. It includes—and we can give you a memorandum on this, if you would like to see it—but it includes some feeling that the proposals themselves may not be constitutional. It is our belief that we can get experience in the administration of this program that will help us handle most of these issues as they come along and that there will be eventually, perhaps under the normal processes of judicial challenge, some cases that will be of assistance.

But it seems to me personally, not speaking for the Department, that if such cases do come along they may be helpful with some of the more difficult issues, but that we could run dangers of overturning—not overturning, but providing a roadblock to administration of the program through excessive judicial review activities.

Mrs. GREEN. Would you support some other kind of judicial review bill for instance on one particular act? I had one that the Department of Education drew up for me a few years ago. Would you support it?

Mr. HOWE. I would like to see it before saying so.

Mrs. GREEN. This is why I suggest that legislative history is not clear either there or here.

Mr. HOWE. It is a very difficult area especially in regard to this bill.

Mr. GOODELL. May I just conclude with reference to the one specific program which is in my district. I would appreciate it if you would provide me with a memorandum or a letter in which you outline the reasons why this is or is not eligible and what guidelines you are using in this kind of situation.

It would be helpful to me in terms of answering people back home, first of all, and second I think it would provide some perspective on how we might want to revise this law to make it a little more consistent with the poverty law, or perhaps revise the poverty law to make it more consistent with the Elementary and Secondary Education Act.

I do think that in this very anomolous situation we did debate at great length the issue of separation of church and state with reference to the Elementary and Secondary Education Act, and we did write some very carefully defined limitations, even though there were contradictory statements made with reference to what those limitations meant in debate. In the poverty law we did none of those things. OEO is merrily giving grants wherever they wish with no reference to separation of church and state, while you people are very carefully confined and, if you will, disabled.

Mr. HOWE. Except in the realm of higher education.

Mr. GOODELL. In the realm of higher education we took an entirely different view, so we now have something that goes back, I suppose, to the old Kennedy memorandum you will recall that distinguished between higher and lower education on a constitutional basis.

Mrs. GREEN. That is the one they drew up for judicial review that they were in favor of.

Mr. HOWE. Perhaps consistency is not a virtue.

Chairman PERKINS. The gentleman from New York, Mr. Scheuer. The Commissioner has an appointment with Phil Landrum at 5:30.

Mr. SCHEUER. I will be through long before that, Mr. Chairman.

Mr. Commissioner, we heard yesterday from the representative of the Association of State School Superintendents that they had a disastrous, and he used that expression, experience under title III, because the State officers had only the right of advising and consulting on title III projects and did not in effect stand in a veto position vis-a-vis cities.

Now my experience in New York has been that the present formula works very well. I have the first title III supplementary education service program in the city in my district. The city board of education prepared the project and then they consulted with the State. The person in charge of this title III program in the State asked the city and asked me whether they would be eventually welcomed because they thought they could make a great contribution to program. We gladly consented. They made several staff people available full time. After a period of 60 days of constant work they came up with a completely redone program for this title III supplementary services center that was superior in quality to the one that the city approved.

Bernard Donovan, superintendent of the city, and I could not have been more pleased with the quality of cooperation we got from the State. Has it been your experience across the country that States that have wanted to make a constructive and creative contribution to the title III programs projects were able to under the formula that permitted them to advise and consult or, on the contrary, has the experience been, as represented to us yesterday, of a disastrous quality because they for some reason that I don't quite understand felt they were not able to make a contribution of which they were capable?

Mr. Howe. I would say first of all that the description of this relationship under title III as disastrous is a great exaggeration and an exaggeration of anything I have heard from the chief State school officers. I met with them on at least three or four occasions during the past year in formal meetings to discuss, among other matters, this title III question. There is some feeling among the chief State school officers that title III ought to be differently organized and that they should have the prerogative of controlling it. This is not a universal feeling.

There is some very realistic recognition among the chief State school officers that the current system of administration brings some strength and avoids some problems as far as they are concerned. You do not always get the same answer when talking officially in a group, as you do when talking privately with some people who have these concerns. Specifically on your question we have endeavored to extend more and more prerogatives to States willing to pick it up. This has been true of New York State, true of California,

true of Texas. Mr. Estes could name some other States where this type of cooperation has developed where a resourceful person has helped local districts in the design of projects in the same way you suggest happened in New York City.

I haven't felt that there was any overriding need to make a change although I felt it was right to have a debate about the matter. This is exactly what we had with the chief State school officers.

Mr. SCHEUER. I understand their problem where the State wanted to stop something, but where the State wanted to make a contribution in New York State they said they were able to do so very effectively. Do you know of any State where the State school officer said "I had a positive contribution to make and nobody would listen"?

Mr. HOWE. Not that I am aware of. It would seem to me that this would be most unlikely.

Mr. SCHEUER. Thank you. Now on the question of research. We are all familiar with the typical government report that ends up gathering dust in the files. We maintain them for a few generations and all too frequently nothing happens beyond its gathering dust. Now the Office of Education has produced four remarkably interesting reports I mentioned this morning: three produced by the National Advisory Council on title I and the one report on the educationally disadvantaged, so-called Coleman report.

I would like to ask a few questions about those reports. Running through these reports, particularly through the National Advisory Council's report, is their conviction from experience that the school districts that effect a basic change in the attitude of teachers, in the rapport the teachers establish with kids, in the feelings and beliefs of the teachers about their role, about the integrity of the kids, about their relationships and responsibilities to the disadvantaged kids, it was these teachers in these schools that made the progress.

Can you tell us what you have done as a result of these reports coming from cities across the country to promote change in the quality of teacher-pupil relationship to promote that rapport which seems to be an indispensable element of real progress of the disadvantaged kids?

Mr. HOWE. Let me make a couple of general observations and see if the two gentlemen on my left cannot augment this. First of all, the Teacher Corps itself is addressed in the direction that we are discussing here.

Second, we have encouraged local school districts very broadly to use a portion of their title I allocations for personnel improvement activities, for training and retraining not only teachers but teacher aides, for helping teachers and teacher aides to be sensitized to the problems of the kind of youngsters we are trying to help under title I.

Mr. SCHEUER. Have you put out any information in the form of brochure or memorandum or any publications that contain the thought that runs throughout these reports so that you are able to reach the 1,600,000 teachers involved?

Mr. HOWE. I know we have sent out a major mailing in the way of teacher aides.

Mr. HUGHES. In the case of the specific report that you refer to, Mr. Scheuer, the November report dealing with the summer program conducted last year, we certainly agree with your conclusions about the

worthwhileness of the report, and we have made excellent pains to distribute that report widely throughout the country. Every school system in the country will receive a copy of the report, in fact everyone has.

Mr. SCHEUER. The January 1967 Report is extraordinarily—

Mr. HUGHES. That is right. Our supply of those have not arrived, but the November report has been sent out.

Mr. SCHEUER. I would be glad to lend you my copy if it will help the dissemination progress.

Mr. HUGHES. There will be a distribution of the January report as well. I think another point that is worth mentioning in this regard is the conference we held last summer in which we called representatives from all the States. We did ask for four representatives from each State representing both the State office, higher education within the State, and urban and rural districts. We also called in a group of experts and consultants to form panels to discuss problems such as those you are relating to in terms of children and teacher relationships.

The report of that conference has also been given extra wide dissemination. We have asked each State to conduct followup conferences comparable to the national conference. Practically every State that agreed to do so has completed those.

Mr. SCHEUER. Would it be feasible to get together a roomful of addressograph plates that would really represent the people involved in the teaching profession across the country? I suppose it would be about a million of them, and a couple of times a year get out to every single one of them these terrifically significant and thoughtful and sensitive reports? That might involve a substantial amount of money. It seems to me that the reports I have discussed are so full of precedent shattering implications, are so constructive and thoughtful that they deserve the widest conceivable distribution.

Mr. HOWE. Yes, sir. Another step we are planning in connection with the teacher is a distribution of the publication of our Advisory Council on the followup program. We will be issuing within the next month an extensive supply of these brochures and we will be specifically aiming them at schoolteachers.

Mr. SCHEUER. Can you get them to every teacher in the elementary and secondary system?

Mr. HUGHES. As you can well imagine, Mr. Scheuer, we don't have any addressograph list of all the schoolteachers in the country. It would be quite a job to keep such a list up. But we do plan a series of bulletins the first of which will be this bulletin I mentioned on the summer programs which will be sent to the States in such quantities as to permit distribution to the schoolteachers.

We do think that such should go particularly to the teachers of the disadvantaged. We do think that reaching schoolteachers with these special publications and messages such as that contained in the Advisory Council report is a worthwhile effort. We plan to do so.

Mr. SCHEUER. Let me get to your further thoughts on the reports. The reports also describe at great length the necessity for adequate nutrition and health services. They describe the fact that extreme hunger is a key element in educationally disadvantage across the country. They describe the indispensable nature of impact in the

home, the Coleman report was particularly strong on this and bringing the parents in the teaching process. They describe the indispensable nature of the complementary social service in the creation of aids to help teachers in smaller class situations.

I would like to quote one sentence:

For the most part we have not yet learned to group projects in the total programs and to spread such programs throughout the whole school areas where disadvantaged children are concentrated.

Again and again they have made the point that it is the totality of effort that counts. Now if any link is left out of this chain, the whole suffers drastically. Apparently we are in an actual bind and cannot do the whole job for the whole country, but also these reports make clear that in their view unless we do the whole job we don't achieve a threshold effect, we don't really achieve qualitative change with the kids.

Do you think it would be worthwhile to have some kind of demonstration program, an impact program that would include 25 cities, and set up a demonstration program in some of the schools, perhaps in an elementary school or perhaps associated with a university where we would give a certain control group of kids, in a dozen or two dozen cities, the full length and breadth and depth of these resources, the parent average, the nutrition, the health services, the small classes, the complementary and social services, so that at the end of a year or two or three we might be able to prove on a cost-benefit theory that anything less than the full investment really does not pay off, and that in order to achieve a threshold effect and in order to get this explosion of commitment and identification with the education process and to make the kid an effective participant in the school program and to prevent him from being handled in the Job Corps when he is a high school dropout, that it pays now to spend 15 or 16 or 17 hundred dollars on these disadvantaged schools which the good suburb and districts do spend for schools but for kids that come from home—do you think such a demonstration program on a control basis might give us predictable and analyzable information that would make sense?

Mr. HOWE. This is exactly what we are planning in connection with Follow-Through. I think the idea of demonstration more broadly conceived than Follow-Through in the sense it might extend through other grades than Follow-Through is a useful way to test out compensatory education and this kind of test would be well worth making.

I don't know whether any States have themselves moved in this direction.

Mr. ESTES. I don't know of any States. The Southeastern Regional Laboratory however has identified 24 schools, in Georgia, Alabama, and Florida, working through the regional office in title III and State departments. They are going to attempt over the next 3 to 5 years to demonstrate this very thing. They have selected some of the worst schools in those Southeastern States and want to show what quality intervention, as you discussed it, will do if we concentrate on them.

Mr. SCHEUER. When you speak of followthrough, as I understand the figures, you are talking about several hundred dollars investment per child. What is the average figure you contemplate spending per child?

Mr. HOWE. Title I is now spending somewhere around \$150, perhaps a little less. Followthrough will spend in excess of \$300 per child. You have to add these two together to think of the difference it would be making. Roughly, for the average school district that comes very close to doubling what would be expended per child. It does not reach the level Headstart has reached, but comes close to it.

Mr. SCHEUER. Would it include all these elements I have discussed in nutrition, the full health services, the parent average?

Mr. HOWE. We have been writing these into the arrangement we are setting up for the delegation of authority from OEO to us as part of the arrangement required for Operation Followthrough. The family connection, the health services, and so on.

Mr. SCHEUER. How can you do that for \$450, if it costs somewhere between 12 and 14 hundred dollars for a full year Headstart program?

Mr. HOWE. You can make a pretty good start on it for close to double what is being spent on pupils. You may not come to an exact per-pupil level of 15 per teacher, which is approximately what Headstart has, but I would question whether that is an absolute necessity. It seems to me as you reach class sizes of the range of 20 to 25 and as you put teacher aides in a class you would give the services that would make sense.

So I think the economics of what we are talking about in demonstration projects through Follow-Through can work out to provide significantly larger services.

Mr. ESTES. There would be some 5,000 or so of these demonstration projects. In addition to that, there would be a 20-percent stipend that would make it possible for the Commissioner to explore all sorts of acceptable alternatives to this process.

Mr. HUGHES. I think one interesting contribution to the Operation Followthrough, Mr. Scheuer, will be a report that we will soon have from a group of 12 consultants that are to meet in the Office of Education and study intensively just the point you are making, the kind of quality instruction of all the services—social, nutrition, health, and welfare—that should be available. I am sure we will have a very significant report from these consultants as to quality features that should be built in, including class size, including parental involvement. It is intended to follow up on all the quality features in Headstart.

Mr. SCHEUER. When will that begin?

Mr. HUGHES. The committee has already met for 4 days in which they extensively studied problems of criteria. They have divided into subgroups. They are going to meet again at the end of this week to try to finalize their report. We will probably have their report possibly next week.

Mr. SCHEUER. Very good. On the question of school superintendents and principals, the reports also emphasize the leadership roles that the school principals, the superintendents, play in energizing teachers who want to do the job as well as working effectively in one way or another with the teachers who weren't responding as they might.

Do you have any kind of orientation program worked out for school principals and school superintendents, either by means of conferences

or by means of distribution of literature which will be a much smaller, more manageable group than the 6,000 or 7,000 teachers?

Mr. HOWE. Title I coordinators are continually conducting this kind of activity in the States. Maybe you gentlemen know of specific publications, and so on, that have been useful here.

Mr. ESTES. I know of no specific publication. I would think probably one step better than that, is to team up and have a group of teachers with the principal and a superintendent and perhaps a board member in an institute. We are increasingly moving in this direction in our teacher training programs. Sending a teacher without the principal is not as effective as it is if we send the principal along. We are moving in this approach in our teacher training program.

Mr. SCHETER. The model you have developed of consultant advisers under the title I program, I think, is a very exciting innovation. I can't tell you how impressed I was with those three reports and with the apparent stimulating effect that these "roving troubadours" seem to have had on effecting quality change in school districts and in coming back with reports of the kind of elements that produce qualitative change.

That is a great contribution. I appreciate your testimony. It has been most interesting.

Chairman PERKINS. Thank you very much. You certainly have made a great contribution here to the committee. I think there is no question it has been very detailed. Your answers have gone a long way to help expedite the final consideration and discussion in executive session.

I think all the committee members appreciate the way you have responded to our need for information and a better insight into your thinking concerning needs and effective ways that we might in this legislation approach them. We appreciate your being here.

Mr. HOWE. Thank you very much, Mr. Chairman.

(Whereupon, at 5:30 p.m., the committee recessed to reconvene at 9:30 a.m., Wednesday, March 8, 1967.)

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

WEDNESDAY, MARCH 8, 1967

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

The committee met at 10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Green, Brademas, Hawkins, Gibbons, Ford, Hathaway, Scheuer, Meeds, Burton, Quie, Bell, Erlenborn, Scherle, Dellenback, Esch, Eshleman, Gardner, and Steiger.

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

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

First, I want to make the announcement that a distinguished member of the committee, Roman Pucinski, regrets very much that he is unable to be here today in connection with the presentation of the Greater Cities Superintendents Association because of the sudden death of his nephew.

He has to be present in Chicago on this date. He called to express his great interest in the testimony of the representative of the Chicago School District, and to commend to the committee the administration of the Elementary and Secondary Education Act in the great city of Chicago.

We have with us several Congressmen who cannot remain any length of time—the gentleman from Wisconsin, Mr. Reuss, the gentleman from Cleveland, Mr. Fannin, and Mr. Multer of New York City—and it is my plan this morning to start off with Dr. Bernard Donovan who has appeared before this committee before.

Congressman Reuss.

STATEMENT OF HON. HENRY S. REUSS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. REUSS. Mr. Chairman and members of the committee, I wanted to tell you how proud I am that there is among this array of distinguished witnesses a warm personal friend of mine and the superintendent for many, many years of our fine Milwaukee school system.

I had the great honor of serving with Mr. Harold Vincent as a member of the Milwaukee School Board before I came here. He is one of the great educators of this Nation.

I know that his testimony and that of his colleagues will be most valuable to you. I thank you for the courtesy in inviting me here this morning.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much.

There has been no Member of the Congress who has been more enthusiastic in supporting all of the educational legislation than the gentleman from Wisconsin.

I wish to call on Mr. Multer at this time.

STATEMENT OF THE HON. ABRAHAM MULTER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. MULTER. Thank you, Mr. Chairman. I was hoping that my distinguished colleagues, Mr. Cary and Mr. Scheuer could be here, but unfortunately they have been delayed. I am sure had they been here they would be happy to present Dr. Bernard Donovan, superintendent of our New York City schools, who is highly respected at home.

I commend him and his testimony to the favorable consideration of this committee.

Thank you, sir.

Chairman PERKINS. Dr. Donovan, it is a pleasure to welcome you back before the committee. You may proceed.

STATEMENTS OF THE REPRESENTATIVES OF GREATER CITIES SUPERINTENDENTS ASSOCIATION; DR. BERNARD DONOVAN, SUPERINTENDENT, NEW YORK CITY; DR. LAURENCE PAQUIN, SUPERINTENDENT, BALTIMORE; DR. WILLIAM OHRENBERGER, SUPERINTENDENT, BOSTON; DR. PAUL BRIGGS, SUPERINTENDENT, CLEVELAND; DR. NORMAN DRACHLER, SUPERINTENDENT, DETROIT; DR. HAROLD VINCENT, SUPERINTENDENT, MILWAUKEE; DR. TAYLOR WHITTIER, SUPERINTENDENT, PHILADELPHIA; AND DR. RALPH DAILARD, SUPERINTENDENT, SAN DIEGO

Dr. DONOVAN. Mr. Chairman and members of the committee, may I first express to the committee the deep appreciation of the city superintendents gathered here today to present testimony. It is most encouraging to have this opportunity for the great cities to be heard by Congress as it considers its future actions on the provision of Federal aid to education.

We wish to compliment the members of the committee and the Members of Congress in general for the educational statesmanship which has been shown in the development of effective Federal aid to education.

Although we know that the Members of Congress have many responsibilities in a variety of areas, we feel that the members of this committee and their congressional colleagues have made history within the past several years by their recognition of the urgent need for raising

the educational level of this entire Nation with the assistance of Federal funding. Our appearance here today is designed to help the members of this committee and the Members of Congress in their search for the types of legislation which will really meet the critical educational needs of the Nation.

The great cities of the country are represented here today by eight superintendents of schools. A ninth superintendent, Dr. Marland, of Pittsburgh, testified before you last Friday. In addition, we are prepared to submit to the committee, statements prepared by eight other great city superintendents whose official duties within their own school systems prevented their being with us today but who are keenly concerned with the work of the committee.

Chairman PERKINS. Without objection, those statements will be included in the record.

(The documents referred to follow:)

STATEMENT OF E. C. STIMBERT, SUPERINTENDENT, MEMPHIS CITY SCHOOLS
MEMPHIS, TENN.

Mr. Chairman—Distinguished Members of the House Education and Labor Committee. In concert with my colleagues of The Research Council of The Great Cities Program for School Improvement, it is a pleasure and an honor to be afforded the opportunity to present this statement in support of H.R. 6230, The Elementary and Secondary Education Amendments of 1967.

TITLE I

Within a *tentative basic allocation* of \$2,550,000, we are providing instruction, guidance and/or psychological services to 23,892 educationally disadvantaged school children; 518 of whom are from non-public schools. 411 teachers have received (or will receive) In-Service Training. A total of 476 personnel have been employed in administrative or instructional positions. Forty-one vacancies exist. We continue to experience difficulty in obtaining qualified personnel in the areas of Special Education, Reading, School Psychology and Elementary Guidance. For a detailed analysis of the eight projects which comprise our Title I Program, I respectfully refer you to a summary which is attached. A tally of all costs indicates that 6.8% of funds are budgeted for Administration; 84.23% for Instruction; 1.12% for Capital Outlay; 6.38% for Other Costs (excluding food) and 1.47% for Food Service. It becomes readily apparent that the Memphis City School System is placing emphasis upon *Instruction* to school children. We believe this to be the primary purpose of Title I as enacted, and the intent of Congress.

With Title I funds we are providing instruction and services to children, teachers and parents that we simply could not provide otherwise. Daily we observe evidence of the fact that educational thought has been triggered and the results, in part, are qualitative improvement in curriculum and teaching processes attuned to the capabilities of disadvantaged students.

We are utilizing in excess of a quarter million dollars for a Comprehensive Special Education project which benefits 735 children in six areas of exceptionality—Educable Mentally Retarded; Trainable Mentally Retarded; Perceptually Handicapped; Speech, Deaf and Visually Limited. Additionally, with our own Board of Education funds, we are serving approximately 2,300 children—yet some 600 remain on waiting lists. We appreciate the fact that this Committee is not responsible for appropriations; however, we should like to be counted among those who *strongly support* and *urge* the full funding of Title VI, Education of Handicapped Children.

Although not a unique project but one that is very exciting to the Memphis City Schools is our Elementary Guidance and Psychological Services Project funded with \$454,641.00 under Title I. The services provided by this project constitute a new dimension in our guidance and psychological services program which previously was limited to the secondary level. Many of the children referred to the project staff by teachers and principals are, after appropriate testing, diagnosis and evaluation recommended for special education classes.

This project will serve approximately 3,500 children during the current school year—only one-half of those in need of such services.

Last summer we operated a "free" Summer School Project for 4,912 elementary and secondary children at a cost of \$625,000.00. The prospects for a similar project this summer are dim indeed. However with \$72,408.00, we will operate a Basic Swimming Instruction Project for 10,000 children in grades 5 and 6, utilizing 12 portable pools. Details of the project are contained in the attached summary.

TITLE II

Based upon 133,094 children enrolled in Public and Private Schools—October 1, 1966, the Memphis City Schools allotment is \$257,233.00. We plan to utilize all funds for the purchase of library books only. We will share proportionately (\$1.93 per child) with the children enrolled in the local Catholic Schools, Harding Academy Schools (Church of Christ) and the Hebrew Academy—the only private schools in Memphis in compliance with Title VI of the Civil Rights Act. We experienced no difficulty in the administration of Title II last year and anticipate none this year.

TITLE III

We are currently implementing a \$44,243.00 Planning Grant awarded November 15, 1966 by USOE under Title III. A multi-million dollar "Mid-South Regional Science Center" is being planned to serve students, teachers, and the general public in 13 West Tennessee counties. The primary objective of the Mid-South Regional Science Center is to provide innovative and exemplary science programs and services for the improvement of science education. We will submit our application for an operational grant on July 1, 1967.

PUBLIC LAW 874

Memphis City Schools became eligible for P.L. 874 funds when the percentage of eligible children was lowered from 5% to 3% of the total pupil membership.

For the 1965-66 school year, a survey was taken in September and again in May. In September we found 4,782 eligible out of 120,119 children, and in May we had 4,892 out of 118,661 children. We received \$531,190—4.05% of our children have parents or guardians working on, but not living on, federal property in Memphis. A base allotment of $\$230.72 \times .50$ per child was granted.

The law was again liberalized for the 1966-67 school year. All personnel in the uniformed services regardless of location were declared eligible. Our September count has requested payment for 5,898 out of 120,312 or 4.9%. Estimated revenue for 1966-67 from P.L. 874 would be greater than \$650,000 based on an allotment of $\$238.00 \times .50$.

SUMMARY

Although we did not address specifically all areas under consideration for amendment, a review of our P.L. 89-10 Projects indicates that we have a vested interest in practically all areas. We strongly support amendments relative to Comprehensive Educational Planning; Innovation in Vocational Education; Expanded Educational Opportunities for Handicapped Children and the Federally Impacted Areas Program.

In conclusion your attention is invited to the fact that we are, as of this date, operating on a *tentative basic* allocation under Title I. We still do not know the amount of our *firm* allocation for the current school year. The timely funding of programs at authorized levels continues as a significant problem. School people base their plans upon authorizations. Accordingly, if sound, well planned programs are to be operated, full funding of the various educational acts is essential.

SUPPLEMENTAL MATERIAL SUBMITTED BY MR. STIMBERT, BOARD OF EDUCATION,
MEMPHIS CITY SCHOOLS

The Elementary and Secondary Education Act 1965, Title I, Public Law 89-10

TENTATIVE BASIC FEDERAL FUNDS AVAILABLE \$2,550,000

General.—The Title I Program for the school year 1966-67 includes the following projects:

	Title	Amount
Project No.:		
67-01.....	Master project—Reading improvement and achievement emphasis.	\$1, 161, 425
67-02.....	Teacher training in improving reading skills (September session).	78, 691
67-03.....	Kindergarten.....	264, 988
67-04.....	Elementary guidance and psychological services.....	454, 641
67-05.....	Vocational education.....	195, 289
67-06.....	Special education.....	289, 817
67-07.....	Teacher training in improving reading skills (February session).	11, 881
Total.....		2, 456, 732

BRIEF OF APPROVED PROJECTS

*67-01 Reading improvement and achievement emphasis**1. Reading Improvement—Senior high*

(a) Purpose: This project is designed to improve the reading ability of selected Senior High School students with the view of improving the students' reading rate, comprehension, self-image and academic achievement in all subject areas.

(b) Amount: \$335,000.

(c) Children benefiting from the project

	Public	Nonpublic
Grades:		
10.....	2, 572	0
11.....	2, 572	0
12.....	2, 572	0
Total.....	7, 716	0

(d) Special features of the project:

The library in each project high school will be open for student use from 7:00 P.M. to 9:00 P.M. three nights a week and on Saturday morning from 9:00 A.M. to 12:00 A.M. Each library will be staffed with one librarian and two aides.

The library feature will primarily serve the students participating in the project, but will not be limited to their use. All students will be encouraged to utilize the services and facilities of the libraries involved in this project.

(e) Personnel required:

Teachers.....	1
Teacher aids.....	66
Librarians.....	8
Librarian aids.....	16

2. Reading improvement—Elementary

(a) Purpose: This project is designed to improve the reading ability of selected elementary pupils with the view of improving the students' self-image, reading rate, comprehension, and academic achievement in all subject areas.

(b) Amount: \$351,825.

(c) Children benefiting from the project

	Public	Nonpublic
Grades:		
3.....	387	12
4.....	425	34
5.....	250	34
6.....	158	34
Total.....	1, 220	114

(d) Special features of this project: The reading teacher will schedule small group (3-6 students) and individual instruction periods according to the needs of participating students. Instruction will begin at the child's reading level using interesting materials different from those used in the regular classroom. Methods of instruction will be varied to meet the individual needs of the students. Special materials include reading laboratories, listening centers, instructional games, texts at various grade levels, and high interest materials. Students in this project will be referred to the proper source for guidance services and visual and auditory examinations.

(e) Personnel required:

Teachers	45
Teacher aids	0
Librarians	17
Librarian aids	0

3. Achievement Emphasis—Junior High

(a) Purpose: The project is designed to provide under-achievers in Grades 7, 8, and 9 with the opportunity to improve their individual achievement in the basic subject matter fields.

(b) Amount: \$175,872.

(c) Children benefiting from the project

	Public	Nonpublic
Grades:		
7	1,500	0
8	1,000	0
9	900	0
Total	3,400	0

(d) Special features of this project:

(1) Libraries will be open on Monday, Wednesday, and Friday nights from 7:00 P.M. to 9:00 P.M. in the project Junior High Schools.

(2) Emphasis in this project exists in four areas—language arts and reading, social studies, science, and mathematics. Schedules for the student are flexible so that the teacher may concentrate on individual needs rather than adhering to the traditionally structured hour time block. There are plans to broaden the educationally deprived child's environment by field trips to local businesses, cultural centers, and other points of interest throughout the city, audio-visual aids (e.g. movies, overhead and slide projectors, tape recorders, etc.) and a variety of other learning activities.

(3) Two mobile science laboratories have been purchased which will aid in teaching of general science, biology, chemistry, and physics. The Space/Science van is equipped with a planetarium, science lab area, complete weather bureau station, all types of audio-visual aids, and a display area.

The biology, chemistry, and physics van is equipped to conduct laboratory experiments in any of the three major science areas. Two science teachers compose the staff of each of the traveling laboratories.

(e) Personnel required:

Teachers	4
Teacher aids	11
Librarians	0
Librarian aids	0

4. Achievement emphasis—Elementary

(a) Purpose: This project is designed to provide underachievers in Grades 4, 5, and 6 with the opportunity to improve their individual achievement in the basic subject matter fields.

(b) Amount: \$298,728.

(c) *Children benefiting from the project*

	Public	Nonpublic
Grades:		
3.....	200	0
4.....	1,200	0
5.....	750	0
6.....	569	0
Total.....	2,719	0

(d) Special features of the project: The program is flexible so that the students are able to spend more time on subjects in which they are deficient. The classes are similar to an ungraded class and for this reason, it is hoped that each pupil can progress rapidly enough to return to the regular school program.

(e) Personnel required:

Teachers	38
Teacher aids	0
Librarians	18
Librarian aids	0

67-02 *Teacher training in improving reading skills*

(a) Purpose: This project is designed to give special training in improving reading skills to teachers of educationally disadvantaged elementary and junior high children.

(b) Amount: \$78,691.

(c) *Children benefiting from the project*

	Public	Nonpublic
Grades:		
4 to 6.....	340	0
7 to 9.....	340	0
Total.....	680	0

(d) Special features of the project: An intensive ten (10) week course for eleven elementary and eleven junior high teachers conducted by Doctors Sawyer and Taylor in the Reading Laboratory of the School of Education at Memphis State University. Substitute teachers were hired to replace these twenty-two teachers while they were attending the Laboratory. Each teacher transported three students from their regular classes to the Reading Laboratory and used the new techniques on these students.

(e) Personnel required:

Reading consultants.....	2
Graduate assistants.....	3
Substitute teachers.....	22

67-03 *Kindergarten*

(a) Purpose: The purpose of this project is to take children of pre-school age (eligible for first grade 1967) who show a marked deficiency in readiness, and attempt to increase their expectations in school. Priority was given to the children who showed the greatest deficiency in readiness for learning.

(b) Amount: \$251,638.

(c) *Children benefiting from this project*

	Public	Nonpublic
Grade: Kindergarten.....	625	0
Total.....	625	0

(d) Special features of this project: Teachers and aids for this project were given a one week training period prior to the inception of the project. In-Service meetings are to be held throughout the year with emphasis on guidance in understanding the child's growth and development and ways to improve the self-image of the child. The curriculum provides for inter-related and interdependent activities which will be implemented by the child's work and play and teachers led experiences, e.g. discussing, listening, field trips, investigating, experimenting, constructing and observing.

(e) Personnel required:

Teachers	25
Teacher aids	25

67-04 *Elementary guidance and psychological services*

(a) Purpose: This project was designed to provide for the development of a program of elementary guidance and psychological services for educationally deprived children in the geographical areas of twenty-seven elementary schools, ten secondary schools and seven Catholic schools. These services will be closely coordinated with the regular school program. There are three centers, Klondike, LaRose, and Prospect.

(b) Amount: \$454,641.

(c) *Children benefiting from the project*

	Public	Nonpublic	Nonschool
Grades:			
Kindergarten	43		20
1-3	1,296	33	40
4-6	1,168	32	40
7-9	197	27	10
10-12	38	6	5
Ungraded	5		10
Total	2,747	98	125

(d) Special features of the project: The staff members, in working with the referred youngster, will go to the child either in his school and/or visit the child in his home environment. Efforts are to be made to improve the physical and mental health of the child.

(e) Personnel required:

Director	1
Supervisors	3
Psychological interns	2
School psychological service workers	9
Elementary guidance counselors	18
School psychologists	5

67-05 *Vocational education*

(a) Purpose: This project is designed to help the student to improve his achievement in the occupational skills areas of Distributive Education, Office Occupations, Home Economics, Industrial Arts, and Trade and Industrial.

(b) Amount: \$195,289.

(c) *Children benefiting from the project*

	Public	Nonpublic
Grades:		
8	370	0
9	2	0
10	42	0
11	102	0
12	266	0
Total	782	0

(d) Special features of the project:

(1) The special feature of the Distributive Education area is that the students are given the opportunity of obtaining knowledge, competency and skills in marketing and distribution by combining the classroom activities with actual work experience in stores and markets.

(2) The special feature of the Office Occupations section is that the classroom is set up just as one would find in any business department of any company throughout the city or area. This allows the student upon completion of the course to go into any business and begin work without feeling lost.

(3) The special features of the Trade and Industrial portion is that the students are gaining a valuable experience in the areas of cosmetology, printing, and auto mechanics by attending classroom lectures, discussions, and demonstrations in the morning. The afternoon is utilized by the students actually being involved in work experience projects.

(4) The special feature of Industrial Arts section is that it offers the student exploratory experiences in the areas of (1) mechanical drawing, (2) electricity, (3) wood, (4) metal, and (5) electronics.

(5) The special feature of the Home Economics area is to try to instill in the girls concepts which are accepted as desirable for satisfactory living within their home and their community. One emphasis will be on good manners, good grooming, poise and self confidence. Another emphasis will be on the student gaining an understanding of good basic nutrition.

(e) Personnel required:

Area specialists supervisor.....	1
Distributive education teacher.....	5
Home economics.....	1
Office occupations.....	10
Industrial arts.....	2
Trade and industrial.....	4

67-06 Special education

(a) Purpose: The purpose of this project is to provide educational experiences and work activities to orthopedically and/or mentally handicapped children in the following areas of exceptionality—Educable Mentally Retarded, Trainable Mentally Retarded, Perceptually Handicapped, Speech, Deaf, Visually Limited, and Social Adjustment in Vocational Education.

(b) Amount: \$289,817.

(c) Children to benefit from the project

	Public	Nonpublic
Grade: Handicapped ungraded.....	600	135
Total.....	600	135

(d) Special features of the project: The utilization of multi-sensory approaches, equipment and devices in accomplishing. Over \$14,000.00 will be expended on such equipment as Auditory Training Systems, Auditory Trainerettes, Language Masters, Tape Recorders, Copy Machines, Filmstrips and Overhead Projectors. In addition, there will be twenty pairs of special glasses furnished.

Another special feature of this project is that it provides for teachers of the Deaf to attend the University of Tennessee for special training. In addition, the Memphis City Schools in conjunction with the University of Tennessee School of Education, have set up two seminars—one in Knoxville and one in Memphis—to study the problems of the deaf.

The Elementary Guidance and Psychological Services Project has identified four hundred twenty-seven children ranging in age from 13-17 in twenty-seven elementary schools. Although these children are not mentally retarded, they are not academically talented and lack self-motivation. They are not eligible for the regular vocational program. Therefore, the Special Education Division of the Memphis City Schools has devised a vocational-occupational program which will help the over age child overcome his dilemma. The program is to be called Social Adjustment in Vocational Education or SAVE.

(e) Personnel required:

Supervisor	1
Teachers:	
EMR	12
SMR	1
Perceptually handicapped	8
Visually handicapped	1
Deaf	2
Speech correction	4
Perceptually handicapped transition	2
Social adjustment	5
Area specialist	3
Consultants	12
Braille specialists	2
Special educational attendants	15

67-07 Teacher training in improving reading skills

(a) Purpose: This project is to begin on February 13, 1967 and is a sequel to Project 67-02 which took place in September. The program will be ten weeks in duration.

(b) Amount: \$11,881.

(c) Children benefiting from the project

	Public	Nonpublic
Grades:		
4-6	310	71
7-9	310	0
Total	620	71

(d) Special features of the project: Provisions have been made for one Reading Teacher from St. Thomas and Blessed Sacrament to attend the Reading Laboratory headed by Drs. Sawyer and Taylor. Substitute teachers will be hired by the Memphis City Schools and placed in the Catholic Schools for the ten week period.

(e) Personnel Required: Funds for the twenty-two substitute teachers' salaries in this project were obtained in 67-02.

67-08 Operation Head First

Due to the fact that the plans for this project have not been finalized, an application has not been written. However, there is enough information available at this time to allow a close approximation of the formation of the project.

(a) Purpose: Swimming instructions will be given to children in the poverty areas during the summer months. Not only will this involve learning to swim, but it will also help the deprived child's muscular development along with teaching them good health habits.

(b) Amount: \$50,000 estimated.

(c) Children benefiting from the project

	Public	Nonpublic
Grades:		
5	5,416	¹ 175
6	5,073	¹ 210
Total	10,459	385

¹ Estimated.

(d) Special features of the project: Twelve portable swimming pools were purchased in August, 1966 and were delivered in January, 1967. These pools can be moved from location to location. Present plans call for the pools to be used at twelve junior and senior high schools to utilize the shower facilities.

This program is designed to reach children of the fifth and sixth grade with the possibility of going down to the fourth grade. If any of the original twelve locations do not have enough participants, the pools can be moved to other junior or senior high locations.

(e) Personnel required:

Director.....	1
Pool manager.....	12
Instructor.....	12
Instructor aids.....	24

Title I—Summer school

Operation of a summer school project is dependent upon receipt of additional funds.

PUBLIC LAW 89-10, TITLE I PROJECTS

Personnel summary (as of Feb. 7, 1967)

Position	Number authorized	Number requisitioned	Number filled	Present vacancies
Elementary teacher.....	90	84	84	6
Teacher aid.....	111	111	111	0
Special education teacher.....	33	16	16	17
Special education aid.....	15	15	15	0
School psychologist.....	5	2	2	3
School psychological service worker.....	9	9	9	0
Personnel assistant.....	3	3	3	0
School psychological intern.....	2	1	1	1
Elementary guidance counselor.....	18	18	18	0
Director.....	1	1	1	0
Supervisor/area specialist.....	15	15	15	0
Special education consultant.....	10	10	10	0
Testing specialist.....	2	2	2	0
Graphic arts specialist.....	1	0	0	0
Audiovisual specialist.....	1	0	0	0
Communication assistant.....	1	0	0	0
Research assistant.....	1	0	0	0
Librarian, elementary.....	35	35	35	0
Librarian, secretary.....	8	8	8	0
Vocational teacher.....	22	21	21	1
Science teachers, secretary.....	4	4	2	2
Reading teacher, secretary.....	1	0	0	1
Kindergarten teacher.....	25	25	25	0
Reading consultant.....	5	5	5	0
Substitute teachers.....	44	44	44	0
Secretary/clerk-typist.....	33	32	30	3
Accounting clerk.....	1	1	1	0
Accounts payable clerk.....	2	1	1	1
Warehouse clerk.....	1	1	1	0
Buyer.....	2	1	1	1
Payroll/insurance clerk.....	1	1	1	0
Testing clerk.....	2	0	0	0
Braille specialist.....	2	2	2	0
Librarian aid.....	16	11	11	5
Accountant.....	1	1	1	0

Summary of approved projects

	Title of project	Amount	Cumulative	Balance
Project No:				
67-01.....	Reading improvement and achievement emphasis.	\$1,161,425	\$1,161,425	\$1,388,575
67-02.....	Teacher training in improving reading skills.	78,691	1,240,116	1,309,884
67-03.....	Kindergarten.....	264,988	1,505,104	1,044,896
67-04.....	Elementary guidance and psychological services.	454,641	1,959,745	590,255
67-05.....	Vocational education.....	195,289	2,155,034	394,966
67-06.....	Special education.....	289,817	2,444,851	105,149
67-07.....	Teacher training in improving reading skills.	11,881	2,456,732	93,268
67-08.....	Basic swimming instruction.....	72,408	2,529,140	20,860

NOTE.—Tentative basic allocation, \$2,550,000.

632 ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS

1967—Accumulated totals and percentages for Public Law 89-10, title I

	Amount	Percentage
(a) Administration.....	\$171,888	6.80
(b) Instruction.....	2,130,265	84.23
(c) Capital outlay.....	28,360	1.12
(d) Other costs (excluding food).....	161,442	6.38
(e) Food service.....	37,185	1.47
Total.....	2,529,140	100.00

NOTE.—This includes projects 67-01 through 67-08.

67-01 Achievement emphasis and reading improvement

	Amount	Percentage
(a) Administration:		
1. Salaries.....	\$112,084	9.69
2. Contracted services.....	96	.01
3. Supplies and materials.....	4,435	.30
Total.....	116,615	10.00
(b) Instruction:		
1. Teacher salaries.....	41,650	3.60
2. Supervisor salaries.....	433,620	37.30
3. Other salaries.....	483,134	41.60
4. Contracted services.....	1,075	.09
5. Supplies and materials.....	5,370	.44
Total.....	964,849	83.00
(c) Capital outlay:		
1. Equipment for administration.....	3,841	.33
2. Equipment for instruction.....	3,100	.27
Total.....	6,941	.60
(d) Other costs.....	73,020	6.40
Total.....	1,161,425	100.00

67-02 Teacher training in improving reading skills

	Amount	Percentage
(a) Administration:		
1. Salaries.....	0	0
2. Contracted services.....	0	0
3. Supplies and materials.....	0	0
Total.....	0	0
(b) Instruction:		
1. Teacher salaries.....	\$36,740	46.7
2. Supervisor salaries.....	0	0
3. Other salaries.....	1,725	2.2
4. Contracted services.....	9,640	12.3
5. Supplies and materials (books).....	30,462	38.7
Total.....	78,567	99.9
(c) Capital outlay:		
1. Equipment for administration.....	0	0
2. Equipment for instruction.....	0	0
Total.....	0	0
(d) Other costs.....	124	.1
Total.....	78,691	100.0

67-03 Kindergarten

	Amount	Percentage
(a) Administration:		
1. Salaries	\$8,300	3.13
2. Contracted services	200	.08
3. Supplies and materials	0	0
Total	8,500	3.21
(b) Instruction:		
1. Teacher salaries	130,680	49.32
2. Supervisor salaries	0	0
3. Other salaries	72,600	27.40
4. Contracted services	0	0
5. Supplies and materials	1,910	.71
Total	205,190	77.43
(c) Capital outlay:		
1. Equipment for administration	0	0
2. Equipment for instruction	0	0
Total	0	0
(d) Other costs (excluding food services)	14,113	5.33
(e) Food services	37,185	14.03
Total	264,988	100.00

67-04 Elementary guidance and psychological services

	Amount	Percentage
(a) Administration:		
1. Salaries	\$25,600	5.63
2. Contracted services	500	.11
3. Supplies and materials	430	.10
Total	26,530	5.84
(b) Instruction:		
1. Salaries, guidance personnel	193,000	42.45
2. Salaries, psychological personnel	150,250	33.05
3. Other salaries	29,700	6.53
4. Contracted services	9,640	2.12
5. Supplies and materials	6,361	1.40
Total	388,951	85.55
(c) Capital outlay:		
1. Equipment for administration	420	.10
2. Equipment for instruction	3,150	.69
3. Remodeling buildings	1,999	.44
Total	5,569	1.23
(d) Other costs	33,591	7.38
Total	454,641	100.00

67-05 Vocational education

	Amount	Percentage
(a) Administration:		
1. Salaries.....	\$9,150	4.69
2. Contracted services.....	120	.05
3. Supplies and materials.....	225	.12
Total.....	9,495	4.86
(b) Instruction:		
1. Teacher salaries.....	140,650	72.02
2. Supervisor salaries.....	0	0
3. Other salaries.....	0	0
4. Contracted services.....	3,500	1.79
5. Supplies and materials (textbooks included).....	28,755	14.73
Total.....	172,905	88.54
(c) Capital outlay:		
1. Equipment for administration.....	0	0
2. Equipment for instruction.....	0	0
Total.....	0	0
(d) Other costs.....	12,889	6.60
Total.....	195,289	100.00

67-06 Special education

	Amount	Percentage
(a) Administration:		
1. Salaries.....	\$8,333	2.88
2. Contracted services.....	120	.04
3. Supplies and materials.....	275	.09
Total.....	8,728	3.01
(b) Instruction:		
1. Teacher salaries.....	150,100	51.78
2. Supervisor salaries.....	24,156	8.35
3. Other salaries.....	45,000	15.52
4. Contracted services.....	9,207	3.18
5. Supplies and materials.....	19,100	6.59
Total.....	247,563	85.42
(c) Capital outlay:		
1. Equipment for administration.....	1,495	.52
2. Equipment for instruction.....	14,355	4.95
Total.....	15,850	5.47
(d) Other costs.....	17,676	6.10
Total.....	289,817	100.00

67-07 Teacher training in improving reading skills

	Amount	Percentage
(a) Administration:		
1. Salaries.....	0	0
2. Contracted services.....	0	0
3. Supplies and materials.....	0	0
Total.....	0	0
(b) Instruction:		
1. Teacher salaries.....	0	0
2. Supervisor salaries.....	0	0
3. Other salaries.....	\$1,900	15.99
4. Contracted services.....	9,640	81.14
5. Supplies and materials.....	200	1.68
Total.....	11,740	98.81
(c) Capital outlay:		
1. Equipment for administration.....	0	0
2. Equipment for instruction.....	0	0
Total.....	0	0
(d) Other costs.....	141	1.19
Total.....	11,881	100.00

67-08 Basic swimming instruction

	Amount	Percentage
(a) Administration:		
1. Salaries.....	\$1,800	2.49
2. Contracted services.....	120	.16
3. Supplies and materials.....	100	.14
Total.....	2,020	2.79
(b) Instruction:		
1. Teacher salaries.....	0	0
2. Supervisor salaries.....	0	0
3. Other salaries.....	54,000	74.57
4. Contracted services.....	0	0
5. Supplies and materials.....	6,500	8.98
Total.....	60,500	83.55
(c) Capital outlay:		
1. Equipment for administration.....	0	0
2. Equipment for instruction.....	0	0
Total.....	0	0
(d) Other costs.....	9,888	13.66
Total.....	72,408	100.00

STATEMENT OF WILLIAM KOTTMAYER, SUPERINTENDENT OF INSTRUCTION, ST. LOUIS PUBLIC SCHOOLS

There is little question that education in St. Louis has been considerably strengthened by the help we have received from Congress. We are particularly grateful to this Committee and to its counterpart in the Senate. Without your dedication and hard work the educational legislation would have been far less workable than it proved to be. Our schools are truly in your debt.

The children in St. Louis have begun to realize great benefits from this legislation and we expect even greater benefits to spring from it in the future as we in the schools and Congress work to accomplish its laudable purposes.

In the St. Louis Public Schools we enroll about 118,000 students from Kindergarten through the fourth year of our Harris Teachers College. There are in addition another 40,300 private and parochial students attending school in the City of St. Louis. In company with the other great cities of the Nation, St. Louis is gaining large numbers of poor, unskilled, and undereducated persons and losing middle-class taxpayers to the surrounding suburbs. The effects of these conditions have already been well documented and so I will not repeat them today. The need, however, not only continues but grows more acute each day it is not met.

Let me discuss the items included in the Elementary and Secondary Education Amendments of 1967.

National Teacher Corps

The St. Louis Public Schools are not now participating in this program. We are, however, very favorable toward it and might have been able to persuade a local university to cooperate with us in establishing a National Teacher Corps in our city if there had been more time last year. At the present time we are working closely with the University of Missouri in St. Louis for this purpose. Certainly any program which can develop dedicated, perceptive, trained teachers to work in the inner city will be completely welcome.

Comprehensive educational planning

There seems to be little question that long-range and comprehensive planning is a necessity at both state and local levels. Without such planning imbalances and waste of funds will surely result. We are now developing the means by which we can pinpoint instructional difficulties in our schools. We have interpreted the evaluation requirements of the Federal educational programs as feedback of information to individual schools as well as feedback to State and Federal authorities. We feel that only when the schools themselves are provided this information can really important changes in pupil achievement occur. Since funding of education is also a state responsibility, information on the condition of education in the state must also be provided. We hope that this information will encourage state legislators to join with the Federal government and the cities in more adequately supporting the schools. Long-range planning at the state level will certainly strengthen the states' hand in the local, state, and Federal partnership to improve education.

Innovation in vocational education

Under this amendment to the Vocational Education Act of 1963 public school systems can establish model vocational education programs. We in St. Louis have the need to increase the quantity and range of vocational training opportunity in our city. Thousands of technically trained workers are needed to serve the burgeoning industry in the St. Louis area. The types of jobs require more specialization than we have ever been able to provide.

Another problem also troubles us. The racial pattern in St. Louis fits that of the other major cities. Rapid increases in Negro population and a flight of white, middle-class residents to the suburbs or to private schools. In the last decade the St. Louis Public Schools have lost about 11,000 white pupils and have gained about 33,000 Negro pupils. Today about two out of three of our elementary pupils are Negro. The secondary schools are almost evenly divided between Negro and white pupils. The O'Fallon Technical High School, the only vocational high school in the city had approximately even numbers of white and Negro pupils (48.6%) four years ago. Last year

almost three out of four (71.8%) were Negro. Despite the great need for vocationally trained employees, the total enrollment at the school is dropping as white pupils leave at an accelerated rate.

The provisions of this amendment may be able to provide us with the opportunity to change this trend and further implement the St. Louis Board of Education's policy of maximum feasible integration in the school.

Expanded educational opportunities for handicapped children

Each year the schools of St. Louis enroll more handicapped children than ever before. Even with about 7000 pupils enrolled in our special education classes, about 6% of our total enrollment, there are many thousands more who need these services. We estimate that the pupils now served are less than one half the number who should be served if we had the personnel to diagnose their problems and to teach them, the space for classrooms, and the necessary funds. Our costs for such programs are high:

Annual cost per pupil

Handicapped pupils:

Partially sighted.....	\$1, 234
Deaf—hard of hearing.....	1, 758
Crippled.....	1, 619
Emotionally disturbed.....	958
Mentally retarded.....	652
Socially maladjusted.....	788

The annual per pupil cost for regular classes is \$520. When the additional services of personnel to test, evaluate and provide psychological counseling and other supporting services for handicapped children are provided, the costs become almost prohibitive. Thus it is impossible for us to provide the appropriate educational opportunity for all the children we have a mandate to serve.

I should like to make three other points. These relate to the cutback on funds, the date when funds are available, and the need for more flexible and better coordinated use of Federal funds.

Last year the St. Louis Public Schools began a series of projects under Title I of the Elementary and Secondary Education Act of 1965. We believe that they were well conceived and well administered. We involved many different people—citizens, parents, private school administrators, Community Action Agency personnel and we received enthusiastic reactions to our programs. People began to raise their sights and when the projects were severely curtailed last summer it was a bitter pill for them to swallow. To be specific, last year from December to August we spent \$5,191,000 or about \$650,000 per month. This year under the continuing resolution, under which we are still operating, we are allowed \$3,900,000 or about \$325,000 per month. This reduction was apparently caused by the failure of a number of Missouri school systems to participate in the Title I program last year. Because these districts did not use available funds the entire state is penalized and districts like the City of St. Louis which used their entire allocation last year have their Title I funds proportionately cut.

Construction contracts and commitments to professional personnel allowed us little choice where the reductions had to be made. Our teacher aide program was reduced from 476 to 200, and our extensive summer school program which last year enrolled almost 12,000 pupils will, unless additional funds are found, enroll only about 900 pupils.

A second problem which I know you are addressing yourselves to is that of providing the funds for operational programs well in advance of the time the money is to be used. Recruiting of personnel is heaviest in January and February. It is virtually impossible to find competent personnel in adequate numbers later in the year. The budget for the St. Louis Public Schools is made in November and December and this budget cannot anticipate Federal programs which are funded later in the year. It usually costs a school system extra money to participate in Federal programs. Some programs require local matching funds; others require indirect cost which perhaps cannot be shown by direct audit trail. It is impossible to budget the costs to participate unless the Board of Education knows what programs will later be available. This I believe has kept some school systems out of much needed Federal programs.

The date on which funds are appropriated is not too important for the reimbursable programs like NDEA Title III and the Vocational Education Act. But the ESEA provides funds before the programs start. Any program involving teachers and other personnel must be planned months in advance of the starting date. We therefore desperately need a firm commitment for program and funds as early as possible, but certainly no later than April if the projects are to start in the Fall.

The final problem I would like you to consider is that of greater flexibility in the use of Federal funds. Frequently funds are available but the language of the guidelines is so restrictive that we cannot make use of the Federal program. I would hope that some means could be found that the Commissioner of Education would be allowed to dispense some funds for problems which are presently unanticipated. The categorical nature of virtually all Federal funding for education may well be examined if we are to use these funds in the most meaningful, helpful, and creative ways.

Of course there are many other problems—some large, some small, which must be solved. Most of these are administrative details which the U.S. Office has already begun to work out for us. Probably more serious than these are the problems which must be worked out in our own school districts which I sincerely hope we too have the wisdom to solve. In conclusion, I do not want to leave any impression that we are dissatisfied with the purposes of the ESEA. The benefits far overbalance the defects in this legislation. It is in a spirit of trying to improve it that these comments are offered.

STATEMENT OF DR. JAMES F. REDMOND, GENERAL SUPERINTENDENT OF SCHOOLS,
BOARD OF EDUCATION, CHICAGO, ILL.

Congressman Perkins and members of the committee, I am James F. Redmond, General Superintendent of Schools, Chicago, Illinois. I deeply appreciate the privilege of appearing before you at this time to discuss HR 6230, the Elementary and Secondary Education Amendments of 1967. It is most gratifying to know of the interest of this Committee, the Congress of the United States, and the President in expanding educational opportunities for all citizens of the United States.

Title I of the Elementary and Secondary Education Act of 1965 has provided many educational benefits for American school children from low income families. In Chicago two projects which have some 41 related activities, funded under Title I, are operational. They include, among others, Child-Parent Education Centers, Smaller Class Size, Health Services, Speech Improvement, Teaching English as a Second Language, School Beautification, Education and Vocational Guidance Centers, Closed Circuit Television, Demonstration Reading Classes, High School Saturation of Services, In-Service Education Center, Reading Labmobile, Science on Wheels, Filmobile and Consultant Center, Art on Wheels, Family Living Center, Outdoor Education and Camping, Cultural Field Experiences, Instrumental Music Instruction, Music Appreciation Concerts, Developmental and Remedial Reading, Developmental and Remedial Arithmetic, Library Opportunities and Homework Help, Group Guidance, Teen Tips for Girls, Shop Skills for Boys, Typing for Teens, Program for the Potentially Talented, and Self-Starting Activities for Maladjusted Children and Youth.

The acquisition of library materials under Title II is proceeding well and three highly innovative projects under Title III are just being instituted. It is recommended that proposals for supplemental educational centers as such under Title III be given priority during the coming year.

Unfortunately Title VI, which would have provided so many benefits for the handicapped, has not yet been funded so that nothing but hopeful plans have been made thus far.

As you can see, the Chicago Public Schools have a large number of staff involved in these programs funded by Federal money. To insure an effective continuance of this program, we must recruit personnel and hire teachers early. It is therefore imperative that we know the amount of Federal funds available for the coming school year as soon as possible, but no later than April.

For these reasons I urge that the Congress appropriate funds for fiscal 1968 at the earliest possible date and, preferably, for more than one year. A supple-

mental appropriation for fiscal 1967 for Title VI is essential to get this vital program for the handicapped under way as soon as possible.

Another area in which a supplemental appropriation for fiscal 1967 is indicated is in connection with Public Laws 81-874 and 81-815 as amended by the Elementary and Secondary Education Amendments of 1966. Under the 1966 amendments, many additional school districts became eligible for Federal grants for Federally connected children but the appropriation bill excluded all those with eligibility based on legislation enacted after June 30, 1966. Chicago is one of the districts in this category and a survey currently under way indicates that Chicago will probably be eligible for grants of approximately \$3 million. This revenue is desperately needed and has been included in the 1967 budget of the Chicago Board of Education. I urge the Congress to enact a supplemental appropriation bill for fiscal 1967 to completely fund PL 81-874 and PL 81-815 as amended by the Elementary and Secondary Education Act of 1966.

In accordance with the amendments proposed in HR 6230, I strongly support the following:

1. *The transfer of the Teacher Corps to Title I of ESEA and the adjustment of the compensation for teacher-interns.* This is an excellent proposal which should correct some present difficulties. I would also urge that the compensation of the experienced teacher leading the teaching team be limited to that of other teachers in the school with similar training and experience to avoid a breakdown of teacher morale.

2. *Comprehensive educational planning,* especially the provisions of Sec. 524 (b) (2) for the improvement and expansion of educational planning of large cities. In Chicago we are currently working closely with HEW to establish intelligent dialog on educational planning designed to improve the integration of our schools. This is being done under Title IV of the Civil Rights Act and we would welcome the additional assistance authorized under the "Special Projects" section of Title V.

3. *Innovation in vocational education.* In Chicago we are very concerned about seeking ways that will help equip boys and girls to live in this very rapidly changing technological age. We view, as you do, the critical need to assist our boys and girls in developing careers and in developing salable skills. We endorse the proposal to add an additional \$30 million to the Vocational Education Act of 1963 to establish a program of grants to the state vocational boards and to local agencies to assist them in the planning, development and operation of innovative occupational education programs. We feel that we have done much in the last several years to move in this direction, but the availability of money has been so limited that this has constituted one of our most serious handicaps. Chicago has the organization, as does the State of Illinois through its Research Coordinating Unit, to maximize the returns from education funds used for this purpose.

4. *The amendments to Title VI of the Elementary and Secondary Education Act of 1965.* The regional resource centers, improvement of recruitment of educational personnel, expansion of instructional media programs to include all handicapped children, and the provision for research in the education of the handicapped should be a great step forward in providing for the needs of the estimated 5 million handicapped children. At this point I would also recommend the addition of provisions in H.R. 6230 to improve the recruitment and training of regular classroom teachers for the disadvantaged areas of urban communities where the shortage of qualified teachers is so great at present. Programs such as the ACM "urban semester," financed by Federal funds, could do much to alleviate the critical teacher shortage in Chicago and elsewhere.

5. *The changes in PL 81-815 and PL 81-874.* In addition to the changes in these two public laws proposed in HR 6230, it is strongly recommended that the definition of Federal property be extended to cover Federally assisted housing projects. In Chicago alone there are some 60,000 children who reside in Federal housing projects and attend the public schools. The housing authority makes an annual payment in lieu of taxes which amounts to only \$11.61 per pupil as contrasted to the \$455 provided for each nonpublic housing pupil by property taxes. This low level of financial support for the thousands of pupils residing in Federal housing is a tremendous and unfair burden on the public school system which definitely reduces the possibility of providing a quality program of education for all children.

HR. 6558, introduced on March 2, 1967, by the Honorable Roman C. Pucinski, provides that children residing in Federally assisted public housing be considered Federally-connected under PL 81-815 and PL 81-874. I urge that the provisions of HR 6558 be incorporated as an amendment in the Elementary and Secondary Education Amendments of 1967, HR 6230.

In addition to the proposed amendments in HR 6230, I urge that Federal funds be made available for school construction and modernization. Efforts to effectively use Federal money now available for programs of a compensatory or innovative nature are severely hampered by the lack of space or type of space currently available. In statements to the Board of Education last year, I estimated that the building needs of Chicago would cost more than \$750 million. Funds of this magnitude are beyond the present resources of Chicago, and Federal assistance is essential if the required school buildings are to be provided.

The Federal role in education is still one of partnership. As a partner, the Federal government should assume its responsibility for a share of the cost of construction of school buildings as well as the operation of educational programs.

Although the reasons for and principles behind categorical aid programs are well known, the high administrative and overhead costs and inflexibility of such programs leads me to recommend a shift by the Federal government from categorical to general aid to education as soon as practicable.

In conclusion, may I take this opportunity to thank you for the invitation to present this testimony and to express the appreciation of the people of Chicago for your efforts on behalf of American education.

ABSTRACT OF STATEMENT BY DR. JAMES F. REDMOND, GENERAL SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.

I. Statement on ESEA programs in Chicago and need for early appropriation. Request for priority for supplementary educational centers under Title III.

II. Plea for a supplemental appropriation for P.L. 815 and 874 based on current eligibility of Chicago and other large cities.

III. Support indicated for various sections of H.R. 6230:

A. Transfer of Teacher Corps to ESEA and suggestions for improvement

B. Comprehensive educational planning with comments on educational planning of large cities and Chicago's current educational planning under Title IV of the Civil Rights Act

C. Innovations in Vocational Education with comments on the existing city and state organization which could utilize the funds

D. Title VI of ESEA, especially the improvement of recruitment of teachers of handicapped children, with the recommendation that this be extended to include the recruitment and training of regular teachers for the disadvantaged areas of urban communities

E. Changes in PL 81-815 and 81-874 with recommendation that the Pucinski Bill (HR 6558) to consider pupils from Federally assisted public housing projects as Federally-connected under 815 and 874 be included as an amendment to HR 6230.

IV. Recommendation for Federal funds for school construction.

V. Plea for general aid to education.

STATEMENT OF JOSEPH MANCH, SUPERINTENDENT, BUFFALO PUBLIC SCHOOLS, BUFFALO, N.Y.

The Buffalo Public Schools have taken full advantage of the many opportunities made available to them by Congressional passage of the Elementary and Secondary Act of 1965 and its amendments of 1966. We look forward confidently to an increase in the School Department's efforts next year as more funds become available under this Act. We wish to thank the Congress at this time for its interest and action to help the children in Buffalo by means of this act and other appropriate legislation.

We would also like to take this opportunity to request that the Congress insure a larger appropriation for Title I of the Elementary and Secondary Education Act which would allow Buffalo and other areas vitally affected by the problems of educating the disadvantaged to proceed with their programs to solve these problems. We also urge that the Congress act earlier to appropriate funds to the states so that planning can be carried out with knowledge of the available funds.

The amendments to the Elementary and Secondary Education Act which we are concerned with today fall into five categories:

(1) The first category concerns the National Teacher Corps. Buffalo, in cooperation with State University of New York College at Buffalo, has had an N.T.C. program operating since the summer of 1966. At present there are five teams of interns each headed by a master teacher, twenty-five Corps members in all, working in the core area schools of Buffalo. We have been pleased with the efforts of each of these teams and we are in favor of those amendments which would allow us to improve the use of Corps personnel in our schools. We feel that our control over the placement of personnel, although not at present a problem, would be better served by the proposed amendment stipulating local control over the placement of N.T.C. members. We are also in agreement with the proposed amendments concerning changes in compensation, State educational agency approval, and the use of N.T.C. members in migrant schools and schools operated by the Bureau of Indian Affairs.

(2) The amendments which promote planning and evaluation at the state level appear to be in the interests of our local efforts. Therefore we wish to be noted as being in favor of these amendments.

(3) Buffalo Public Schools have long been leaders in vocational education. The institution of innovative vocational programs would be in accord with our long established program of providing new vocational opportunities as the economic and technological features of our society change. We applaud any efforts made to assist the states in establishing at a local level innovative vocational programs designed to bring vocational education into accord with the rapidly changing modern industrial world. I have attached to this statement a recent interview I have given for Urban School Notes published by Western Reserve University. This presents a summary of my present thinking on the subject of innovation in vocational education.

(4) In the area of education of the handicapped, Buffalo has long been in the forefront in providing increasingly greater educational opportunities for both physically and mentally handicapped children. We take great interest in any effort which would be of value in this important educational area.

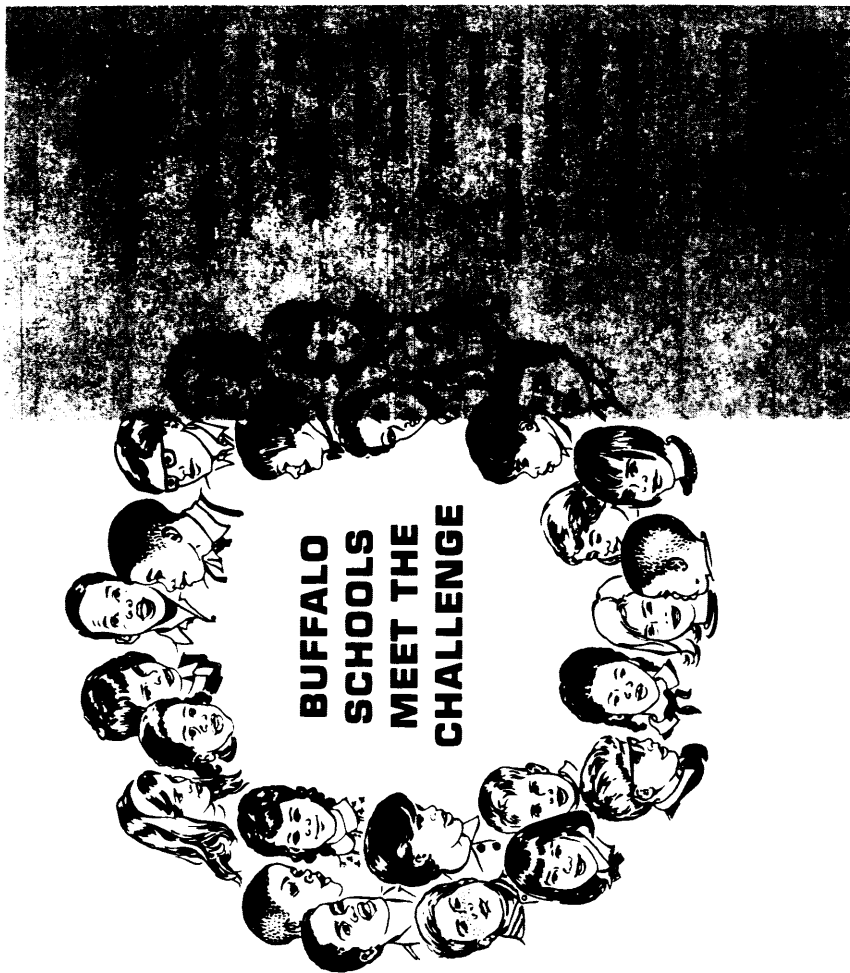
The establishment of Regional Resource Centers to aid in the education of the handicapped should prove to be of value to local educational agencies. We anticipate that our staff would find such a Center in our area of New York of great value. We have already, under Title III of the E.S.E.A., established an innovative Demonstration Center for Teachers of the Mentally Retarded. This serves our geographic area as a Resource Center for Inservice Education. Providing such Centers for this purpose and for planning would, on the basis of our experience, be of great value.

The amendments dealing with Recruitment and Dissemination of Information should also help us. However the authorization of only one million dollars for this purpose in 1968 appears to be too small to be very effective in achieving the stated goals.

(5) The remaining amendments do not directly concern Buffalo and therefore we are not making any statement regarding these.

In conclusion I would like to thank the Committee for inviting me here today. I trust that my statements, based as they are on the experiences and needs of Buffalo, will prove helpful in the development of appropriate legislation.

Again we wish to urge the early appropriation and funding to the limits of authorization in order to improve the use of ESEA monies.



THE IMPACT OF E. S. E. A ON THE BUFFALO SCHOOLS

33,353 pupils participated in one or more programs

2,031 teachers were involved full or part time in public schools

60 teachers were employed in private schools

34 public schools operated programs

26 private schools' pupils were assisted

\$5,000,000 spent on programs

200,000 books added to libraries

550 inner-city teachers attended in-service classes

227 teacher aides assigned to inner-city schools

Needed supplies and equipment were made available

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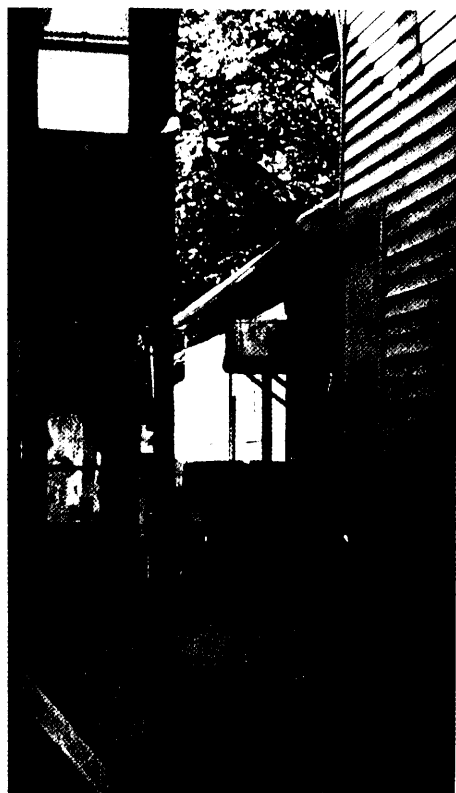


BUFFALO SCHOOLS MEET THE CHALLENGE

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THE NEEDS OF THE INNER CITY

In recent years large and growing numbers of people seeking a better life for themselves and their children have crowded into inner-city areas. Traditionally, these areas have received the newcomers; the culturally different, the uneducated; in effect, the minority groups. But, the initial security found in these areas soon yields to the bitter frustration of minority group status. High hopes and levels of aspiration slowly diminish because of a lack of necessary skills needed to compete in our highly complex society. Just as the immigrants of the past looked to the schools for help, so do the in-migrants of the present.

Today, there is an urgent need for schools to offer children from our Target Area a new kind of education which is committed to the goal of developing the experience of equality. An assessment of the needs of the children of the inner-city schools has revealed the necessity for special programs and compensatory services to facilitate this goal. Intensive remedial education programs in reading and mathematics must be initiated. Vast enrichment programs in art, music, industrial arts and athletics must be designed to raise the level of aspirations and broaden the horizons of these young people.

A concentrated effort on the part of all school personnel must be directed toward helping each child realize his full potential and worth. To do this more teachers who understand the problems and needs of inner-city children must be secured, guidance and social work personnel must be increased, school facilities must be improved and modern equipment purchased, the supply of textbooks and library books must be augmented, and the length of time the schools are open and of service to children must be increased.

The needs of the child from the inner city are great. To provide adequately for these needs is the educational challenge of today.

"WE ACCEPT THE CHALLENGE"

DR. JOSEPH MANCH

Superintendent of Schools

"It is recognized that the child who has the misfortune to grow up in a disadvantaged neighborhood of a great city has little chance of taking his normal place in the mainstream of American life."

This statement, which I made before the Senate Subcommittee on Education in April 1966, epitomizes the challenge faced by the schools in the great cities of the United States today. The way must be found to give every child, irrespective of race or socio-economic background, his full opportunity to learn and prepare himself for the challenges of life.

The Buffalo Public Schools sought for years to distribute its resources to provide for the needs of all children with special concern for the additional needs of the inner-city child. Available resources, however, were not adequate to the task. Passage of the Elementary and Secondary Education Act provided a new source of financial support. This support was quickly translated into new services and new opportunities for children.

During 1965-66 sixteen programs were developed and made operational in the schools. They provided remedial instruction, enrichment experiences, and encouragement for thousands of children. These programs are described in this booklet. They represent one way in which Buffalo is meeting the challenge and is helping each child to prepare to take his rightful place in the mainstream of American life.

Many persons contributed to the success of these ESEA programs. I wish to thank the Board of Education for its encouragement and support. I also wish to express thanks to the teachers, principals and staff members who spent many hours in planning and implementing these programs, and to the community representatives, who gave freely of their time and advice.



THE ELEMENTARY AND SECONDARY EDUCATION ACT



The Elementary and Secondary Education Act was signed into law by President Lyndon B. Johnson on April 11, 1965. This new law authorized more than 1.3 billion of Federal monies to be spent strengthening and improving educational opportunities in the elementary and secondary schools throughout the United States.

The E. S. E. A. was designed to accomplish specific educational goals. These objectives are embodied in the titles which comprise the new law. Provisions of each title are as follows:

TITLE I provides financial assistance to local educational agencies for special educational programs in areas having high concentrations of children of low income families.

TITLE II provides school library resources, textbooks, and other instructional material.

TITLE III provides grants for supplementary educational centers and services which are innovative and experimental.

The law provided for the administration of Titles I and II by State Departments of Education. Title III was implemented directly by the USOE. At the local level public school districts were the operating agencies. However, the benefits of the law were to be extended to all qualified children attending both public and non-profit private schools.

The Buffalo Public Schools began to prepare proposals that would be applicable under Titles I, II, and III in the fall of 1965. Suggestions were solicited from teachers, administrators and interested citizens concerning the best possible programs that could be advanced to meet the educational and cultural needs of students. These proposals were submitted to the State Education Department for approval during the months of December, 1965 and January, 1966.

As soon as a proposal was approved and funds were allotted by the State Education Department, it was placed into operation. By June 1966 sixteen programs were in operation. These programs are reviewed on the following pages.

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THE REMEDIAL PROGRAMS

Many children experience difficulties in learning when they enter school. This is especially true of inner-city children who may lack many of the experiences which would prepare them for school and provide motivation for good achievement.

These children need extra help. If they do not make satisfactory progress in the basic skills of communications in the early years, their retardation will increase as they grow older.

To provide this extra help, or compensatory education, the Buffalo Schools developed a number of programs. In keeping with current educational thought, the greatest emphasis was placed on helping children in the primary and intermediate grades. Extra professional staff was provided so that teachers could work with individuals and with small groups of children. Great stress was placed upon locating and removing difficulties in speech and understanding which were blocking development in reading skill.

The school program was reorganized to provide time for cultural enrichment activities which would broaden the child's contact with life and help him acquire thoughts and ideas which would compliment and strengthen his regular class work.

Since the regular school day did not allow enough time, tutoring, study activities and recreational experiences were provided for in after school hours and during the summer.

Although the emphasis was concentrated on the elementary grades, remedial work also was carried into the junior and senior high schools.



PLUS COMPENSATORY EDUCATION PROGRAM

Plus implies addition. In this program it means added knowledge, added skills, and added experiences for the twenty-eight thousand public and private school children living in the inner city or so-called Target Area of Title I of the Elementary and Secondary Education Act.

The Plus program provided over 160 extra specialized reading and arithmetic teachers to help children in Grades 1-6. These additional persons worked with the regular classroom teachers. They identified pupils in need of special help and provided tutoring for individuals and for small groups. Extra supplies and instructional materials were provided for their use. Additional teachers in art, music, and physical education were furnished so as to provide instruction in these areas in the primary grades.

The Plus program also extended into after-school and evening hours. Each afternoon trained experts conducted individual tutoring sessions and helped children overcome difficulties in learning. School libraries were kept open for use after school and in the evening. School gymnasiums also were kept open and supervised recreational activities were available to the children. Enrichment activities were conducted during the evening sessions. These areas included art, music, industrial arts, home economics and physical education.

Plus also added many pupil personnel services. Guidance services were established in the elementary schools for the first



time. The services of visiting teachers, social workers, and psychologists were provided in an effort to correct problems before they could become more serious.

Plus was the largest E.S.E.A. program organized in the Buffalo Schools. By providing compensatory education for children needing this service, the program made it possible for teachers to work more efficiently and to provide better education.

The Plus program greatly expanded the experiences of the children in the Target Area by taking them on numerous field trips during and after school hours. The children and teachers were aided in their preparation for the field trips with materials supplied by the Plus staff and community agencies.

Plus teachers were requested to submit written evaluations for each trip they accompanied. Follow up activities were incorporated into their lessons. Many art and music activities were based on field trips as well as activities involving written reports and oral expression.

In three months, 1,400 bus trips were made and over 70,000 pupils visited such places of interest as the Albright-Knox Art Gallery, the Buffalo Museum of Science, the Buffalo Evening News printing plant, Fort Niagara, the Robert Moses Power Vista and the new Aquarium at Niagara Falls.

Of special value were visits to neighboring farms where, for the first time, many children saw farm animals and learned about some of the many activities carried on by the farmer.



SPAN SUMMER PROGRAM ADAPTED TO NEEDS

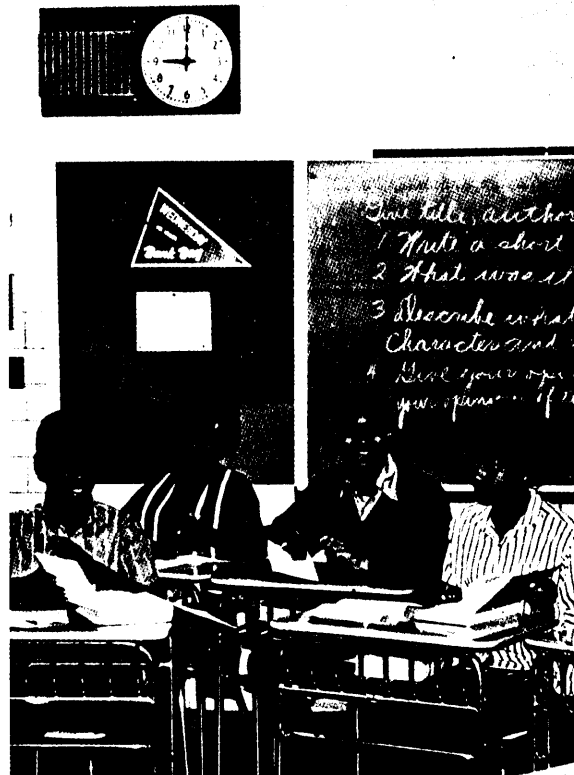
SPAN was conducted during the months of July and August. The purpose of the program was to continue the remedial and enrichment work started under the Plus program.

Thirty public elementary schools, two junior high schools and two general high schools located in the Target Area conducted remedial classes in regular school subjects and offered opportunities for enrichment in the areas of art, music, industrial arts, and home economics. In addition, school gymnasiums and swimming pools were kept open for instruction and recreation.

In Grades 1-6 children attended for three hours each morning. One period was spent in remedial work in reading and one in arithmetic. The third period was spent in home economics, music or craft activities. In the junior high schools, pupils were registered in remedial work in science, mathematics, social studies and reading, according to their needs, as well as in enrichment and recreational activities.

In the two senior high schools classes were offered in remedial reading, and instruction was given in such regular school subjects as English, social studies, mathematics and science on a basic or slow learning level. Pupils were recommended for these classes in order to overcome failure or to gain extra instruction. Art, music, home economics, industrial arts, swimming, and physical education also were available.

An important project was conducted at the Reading Center for six weeks. Its purpose was to train superior teachers as reading specialists to work in Target Area schools. Fifteen teachers



were selected for this intensive training program. During the morning hours the candidates worked with SPAN children in the participating schools, and the remainder of their day was spent at the Reading Center.

Field trips were also an important part of the SPAN program. Over ten thousand pupils were taken to such widely different places as Buffalo Police Headquarters, the Buffalo and Erie County Public Library, the South Park Conservatory and local radio



stations. Older pupils went as far as Niagara Falls, Old Fort Niagara, Letchworth State Park and Rochester to visit a camera company. High School English students were given the opportunity to see such live drama as *My Fair Lady* at Melody Fair, *Twelfth Night* at Stratford, Ont., and the *Barber of Seville* at Chautauqua.

More than thirty-one thousand public and private school pupils participated in this summer extension of the school program.



LANGUAGE ARTS PROGRAM

The E. S. E. A. Language Arts Program was developed to effect an improvement in the oral and written language skills of children. Each language arts classroom was converted into a virtual laboratory for the teaching of writing. An improved teacher-pupil ratio in language arts classes was accomplished through the addition of teachers to each school faculty. Close supervision of the program was provided.

A supply of modern audio-visual equipment went with the staff of additional teachers. Each of these teachers was provided with a tape recorder, a record player, and an overhead projector. Each was given a projection screen, a portable equipment table and a listening unit complete with eight headsets.

In addition, classroom teachers in the six participating schools were supplied with these same mechanical aids for effective

teaching, not only in language arts, but in other related areas such as foreign languages and social studies. Additionally, both sound film and filmstrip projectors were installed in each of the six participating schools, plus a complete audio-visual library as well as a professional library unit intended for the use of the entire faculty. New dictionaries and reference books, including the *Thesaurus*, *Familiar Quotations*, and a composition handbook were made available to students.

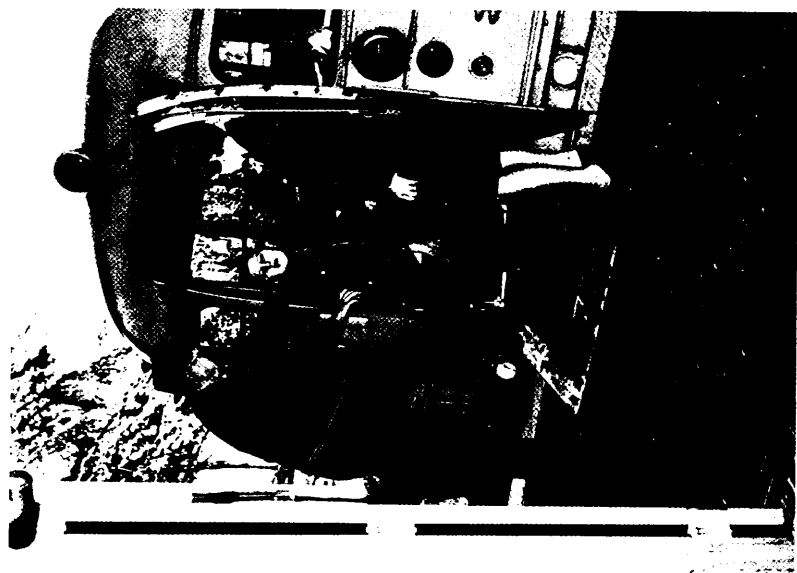
The program was initiated by three day-long, orientation meetings for the newly employed teaching force. The primary purpose was a general description of the project, delineation of its aims, and outlining of specific guidelines for subject matter content. The new staff members then moved directly into their assigned schools to take over their newly formed classes. Pupils

received the benefit of added hours of individual attention from their new teachers. They concentrated on expository writing for the most part, to achieve the clear-cut clarity of written expression so essential to modern communication. The new overhead projectors were used to point out individual errors in writing. Students listened to and watched classic literature from record-

ings, films, and filmstrips presented with a view toward improving their written work as well as their oral expression.

The E. S. E. A. Language Arts Program has had a successful start. The confidence of principals, teachers, and pupils in the project's potential to benefit the total school program has been established.





PHYSICALLY HANDICAPPED PROGRAM

A special program for physically handicapped children in the Target Area was conducted at Public School No. 84 during the summer of 1966.

The main objective of the program was to compensate for the dual handicaps of cultural and physical deficiencies. It aimed at the language disability common among inner-city school children. It concentrated on helping them to make the best possible use of the faculties they possess. It steered them toward those fields in which they can excel in spite of their handicaps. An extensive program of field trips offered them a broader spectrum of experiences than they ever before had found available. Special audio-visual aids to learning, designed to compensate for their physical weaknesses, were provided for them.

The project was geared to meet the particular needs of youngsters with such handicaps as muscular dystrophy, cerebral palsy, cardiac complications, congenital deformities, epilepsy, hydrocephalus, and orthopedic disabilities.

The students were offered remedial training in speech, language, and reading by a skilled staff of specialists. In addition they had access to medical services offered by the adjacent E. J.

Meyer Memorial Hospital. These included medical examinations, clinical services and physical therapy if necessary.

A unique feature of the project was the inclusion of a group of pre-school, physically handicapped children who would not have been capable of participating in normal, neighborhood kindergarten programs because of their disabilities. This early learning experience was one of the first in-school programs in the country designed to meet the special adjustment requirements of very young children.

This program proved to be extremely valuable in many ways. Teachers were given an opportunity to study and observe pre-school children on an individual basis. Special techniques were developed in the handling of the students. Staff members were provided time to investigate the factors leading to the retardation of the children. An important outgrowth of the program was

that the knowledge gained about these students aided in their proper school placement for the regular school year.

Another important aspect of the program was the assignment of a guidance counselor. The counseling involved the understanding and acceptance of the inherent problems by the children and their parents.

The program was operated for six weeks during July and August. It had a budget of more than seventeen thousand dollars, part of which was used for transporting Target Area children to the school by bus.

This program illustrates the concern of the Buffalo Public Schools for all of its children. Perhaps the best testimonial to the need for this program was its capacity registration of one hundred and twenty children.

PROJECT HELP

In January of 1966, a new concept in education was started at the St. Augustine Center under the auspices of the Buffalo Public Schools and the Erie County Health Department: a program to help pregnant girls continue their normal junior and senior high school courses without excessive interruption. The

program was so successful during the 1965-66 school year that it was decided to continue its operation during the summer with E.S.E.A. Title I funds.

So far, Project Help has served nearly two hundred girls, offering them fully accredited courses in English, social studies, mathematics, and business education. This comprehensive academic program was supplemented by special classes in home-making aimed at the health care of both girls and babies.

Complete clinical services were available at the Center through a pre-natal clinic operated by the Erie County Health Department.



EAST HIGH EVENING SCHOOL PROGRAM

The Evening Program at East High School offered a full academic secondary education for young people who, for varied reasons, have had to leave their neighborhood high schools before graduation. It also provided special vocational training in its Employment Preparation course. This program offered a final opportunity for these young adults to finish their secondary education within the usual high school age span.

Students were treated as adults. They paid neither registration fees nor tuition. They were supplied with textbooks, workbooks, study kits, and review books. They were encouraged to take these materials home with them so that they could study and



learn at their own rates. Pupils who felt they were ready took either Regents or departmental examinations on regularly scheduled dates, regardless of the number of sessions they had spent in classrooms.

Every effort was expended to make each pupil feel that he was important as an individual. A staff of three guidance counselors advised the students and administered aptitude tests to help them choose appropriate programs.

A visiting counselor followed up consistent absences, and a visiting teacher went to the homes in an effort to help students overcome their difficulties. As a result of these efforts, pupil attendance was maintained at a high level.

East Evening High School had an enrollment of two hundred and eighty-five students in its spring semester. Its first senior class numbered twenty-eight, and twenty-five of those young people proudly received their high school diplomas last June. The venture



was so successful that it was funded again under E. S. E. A. Title I for a complete, five-night-a-week summer program. This summer session enrolled nearly three hundred pupils and eighty of them were presented with diplomas in an August graduation ceremony.

A curriculum innovation at East Evening High School was called Employment Preparation. It prepared students to gain entrance to community businesses through studies of employment opportunities in heavy industry, manufacturing plants, distributive agencies, and transportation companies. A teacher was assigned to each of these four categories, and fifteen students were enrolled in each group. The teachers arranged two field trips a week to local industries related to their particular category. The students met with personnel managers in these plants. They learned what was required to gain employment. They toured the factories or stores and saw how they actually operated. They talked to people employed in all levels of job classifications.



Regular classes were held at East on the three remaining nights of each week. Here the students discussed what they had learned from their trips about occupations and what preparation was needed. Academic courses were then modified to these needs. English courses, for instance, were directed toward report writing, composing effective business letters, interpreting bulletins, and improving speaking skills, all of which would be useful to future office employees, secretaries, foremen or salesmen.

History classes concentrated on studying the labor union movement, social legislation, and voting laws. The operation of cash registers was taught, along with the mathematics of making change, computing sales tax, and figuring single costs of items priced in multiples.

Every effort was expended to make the instruction offered meaningful to the individual student in his quest for a place in the world of work.



TEACHER ASSISTANCE PROGRAMS

The key to good education is the teacher. Any effort to improve the quality of education in the inner city must concern itself with teachers. Three programs developed in Buffalo under Title I were designed to assist the teacher to do a better job of helping children. These programs provided for a series of in-service education courses for public and private school teachers, for the assignment of teacher aides to all Target Area schools, and for the preparation of a number of curriculum guides related to the problems of the educationally disadvantaged child.

These programs gave an opportunity for many teachers to gain new understanding of the challenges and responsibilities of teaching in the schools of a large city. The Teacher Aide program made it possible for teachers to devote more time to individualized instruction.

IN-SERVICE EDUCATION

Under Title I the Buffalo Public Schools initiated a program for the in-service education of teachers of educationally disadvantaged children in the Target Area of Buffalo. Traditional teacher training programs do not usually adequately prepare prospective teachers to meet the specific needs of multi-ethnic children in inner-city schools. A lack of understanding and awareness of the problems faced by children seriously impedes the learning process. The middle class values possessed by most teachers produce attitudes which may limit the development of satisfactory teacher-pupil relationships.

If these teachers are to become more effective and to make maximum use of the children's learning potential, they need to know more about the behavioral characteristics of children and the social and economic factors which have caused these characteristics to develop. They also need to have a better understanding of those techniques and methods of instruction which are effective.

To achieve these objectives, three series of in-service courses were offered to teachers from the public and private schools in the Target Area. The first series of ten courses was held on five successive Saturday mornings during March and April 1966. Each session was three hours long. The instructional program consisted of intensive studies of the complex social, economic and psychological factors affecting the learning process. Courses focused on the teaching of handwriting, reading, mathematics, social studies and science. Particular attention was given to ways of developing the art of creative writing. Each course enrolled 25 teachers.

The second series of ten courses, initiated in April, acquainted inner-city teachers with new materials and equipment especially

suitable for teaching Target Area children. New methods of teaching social studies, problem solving, spelling, and chemistry were introduced. Other courses concentrated on ways to improve the language expression, speech, and basic reading skills of these children.

Two workshops, starting early in July and lasting twenty days each, made up the third series of the teacher in-service education program. Instruction centered around three themes: the child

and his environment, the child and the learning situation, and implications for teachers in classrooms of culturally different children. Classes were held in a Buffalo Public School building located in the Target Area.

As a result of this intensive program of in-service education, over 550 Buffalo teachers were given the opportunity to evaluate and develop their teaching skills and re-examine their attitudes toward teaching the inner-city child.





TEACHER AIDE PROGRAM

The Teacher Aide program was initiated on February 16, 1966, with a total of 241 aides being assigned to six secondary and fifty-four elementary inner-city schools. Prior to the assignment of the aides, meetings were held with the principals of the public and non-public schools in the Target Area to acquaint them with the program. One hundred eighty-eight of the aides were assigned to thirty-four public schools that had an enrollment of nearly 27,000 pupils. The other fifty-four aides were assigned to twenty-six non-public schools with an enrollment of over 8000 pupils. Work began for the teacher aides with an in-service meeting held on the morning of the first day.

The primary objective of the Teacher Aide program was to improve the teaching-learning situation in schools located in the Target Area by employing teaching assistants to take care of some of the time-consuming and non-instructional duties performed by teachers. The use of these aides allowed more time for the teacher to spend on teaching and in the preparation of specialized materials. It also provided for a more creative use of teacher competencies. The broader objective of the project was to increase the amount of individual attention that a classroom teacher could expend on each pupil.

Positions for the program were set up in three categories or major areas of assistance — clerical, monitor-proctor and kindergarten. The major task of the first group was the typing of tests, and review sheets, and preparing other duplicated materials. Attendance taking, fund collecting, distribution and collection of

instructional material, and record keeping were other helpful services rendered by the clerical aides. A most valuable service was their assistance in the reorganization of the libraries.

Monitor-proctors ably assisted in the classrooms by supervising small work groups, correcting papers, recording grades, working on reports, and preparing bulletin boards and other displays. Another major activity was corridor supervision at arrival, dismissal, recess, and during the change of classes. They escorted groups to and from special classes, assisted with the supervision of study halls, locker rooms, cafeterias and play areas. They also assisted the classroom teachers in the classroom by setting up and operating visual aids which gave the teacher an opportunity to be at the front of the room to point out and interpret the subject matter projected by these visual aids and to use them more effectively.

Kindergarten aides were of particular help in assisting with the supervision of children in the many different activities that the children engage in each day, in preparing and setting up materials, in taking care of the physical environment and general house-keeping. They have added another pair of hands, ears, and eyes to the classroom. They were especially helpful at arrival and dismissal times in lending a hand with the knotty problems of shoes, sneakers, boots, buttons, zippers, and other clothing. Many of the kindergarten aides had the opportunity to share their special talents in art and music.

The Teacher Aide program was well received by the administrators and cooperating teachers. All expressed a desire to have the program continued.



PREPARATION OF CURRICULUM GUIDES

Teachers in inner-city schools need guidance in the modification of established courses of study to meet the needs of children with educational disadvantages. The work required must be demanding enough to challenge the child and bring about desired growth. On the other hand it must not be so difficult that the child fails repeatedly and is discouraged in his efforts to learn.

During the summer of 1966 committees of teachers from Target Area schools were created to review various parts of the school curriculum and to develop Teacher Guides in elementary science and mathematics, in health and safety education, in music education and in home economics.

In addition four special committees were organized. One committee was to prepare a Teachers Guide for the concerts performed by the Buffalo Philharmonic Orchestra for children in Target Area schools under an E. S. E. A. Project. A second committee was to review films and filmstrips and prepare a list of materials which would be the most effective in teaching educationally disadvantaged children. The third committee was to review library materials and reference books and to prepare a list of materials which would prove helpful in teaching about the



history and contributions to our society of minority groups. The fourth committee was to review the great volume of literature on the teaching of culturally disadvantaged children and to prepare a guide for teachers. This guide was to describe the characteristics of culturally disadvantaged children, to explain the factors which contributed to the development of these characteristics and to offer suggestions to teachers on how to improve the learning of such children.

The entire project provided an opportunity for an exhaustive search and evaluation of current literature related to educationally disadvantaged children and gave about 100 teachers a new look at the work in which they are engaged. The guides, which are the product of this project, provide detailed and essential information for teaching inner-city children.

The first steps have been taken, but the task remains only half done. The true test will take place when these guides are put into use by classroom teachers. The usefulness of the production of these curriculum committees will be measured by teachers in day-to-day teaching-learning situations in Target Area schools. This evaluation will provide a measure of the guides' utility and possibilities for revision to meet the needs of children.



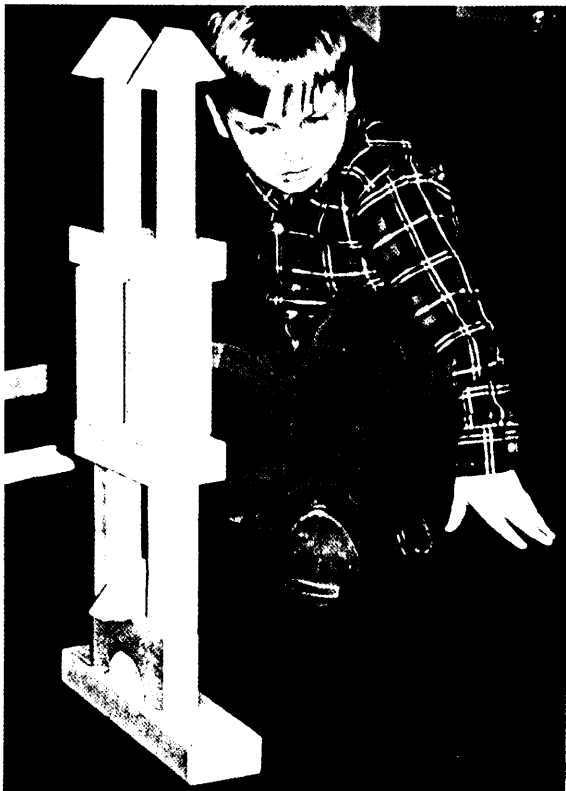


PRE-SCHOOL PROGRAM EARLY PUSH

The Early Push Program for pre-school children was established in April 1966 and continued throughout the spring and summer months. The program was designed to bridge the gap between the culturally different environment of the children and the requirements of the school experience they would encounter in the primary grade classroom.

Inner-city children are limited in the enriching experiences needed to progress and achieve at grade level. Reading retardation is inevitably revealed as a basic educational handicap to these pupils. Since the factors which prevent them from learning to read successfully are determined at a very early age, this project was designed to provide pre-school children with a variety of experiences which are vital to later reading and educational success.

Suitable readiness activities were introduced including rote counting, color recognition exercises, recognizing objects and pictures, building with blocks, dramatic plays, and listening to frequent story hours. The children were given the opportunity to





experiment with finger painting and to listen to music and to learn the familiar songs of childhood. The classes were limited to small numbers of pupils so that teachers could recognize the strengths and needs of their children.

Additional experiences were provided when children were taken on extensive field trips. They visited the Science Museum, the Albright-Knox Art Gallery, the South Park Conservatory and the new children's Zoo. Historic Fort Niagara was viewed by the children, as well as the recently completed Aquarium in Niagara Falls. The children were delighted with the Arcade-Attica train ride and the boat trip around Buffalo Harbor. Local industries and markets were toured, including the Boulevard Mall. They were taken to the Buffalo International Airport and also toured the entire city. Neighboring farmers opened their gates to show them a sample of life in the country. To many, these field trips offered the first opportunity in their young lives to see anything beyond their own home neighborhoods.

Various community agencies were closely associated with the Early Push Program. Social workers visited parents of pupils enrolled in this project in order to establish a cooperative relationship between the home and school. They also made needed contacts with suitable community services. The Buffalo Parks Department furnished recreational facilities and the Erie County Health Department scheduled medical and dental examinations

for all the children. Other community facilities offered were those of the Buffalo Police Department, the Buffalo and Erie County Public Library, and numerous local service clubs.

Early Push was operated on a budget of five hundred thousand dollars and served fifteen hundred pre-kindergarten children, three to five years of age. The city's Public and Diocesan

schools cooperated to make classroom space available for the children who were scheduled for half-day sessions.

The Buffalo Public School System, through the Early Push Program, has attempted to provide emotional, cultural and remedial experiences specifically designed to facilitate successful learning for the pre-school child.





CULTURAL ENRICHMENT PROGRAMS

A great metropolitan area such as Buffalo offers many desirable educational experiences for children. There are art galleries, museums, parks, theaters, orchestras, television stations, and many other organizations which introduce children to the numerous facets of modern life. However many children who live in the inner city have little or no opportunity to profit from these opportunities.

In a complex society which now demands the development of the potential of all of its people, the schools need to draw upon these available resources to supplement the traditional program of education. Exposure to non-academic activities in the form of cultural enrichment programs is the key to the development of a richer pattern of learning.

Under Title I of the Elementary and Secondary Education Act the Buffalo Schools developed a number of programs designed

to accomplish the above purpose. These programs assumed a wide variety. Some involved the acquisition of audio-visual equipment and materials and the introduction into the classroom of teaching methods which made full use of these materials. Other projects brought live actors and musicians into the schools so that children could see, hear and appreciate this type of direct experience.

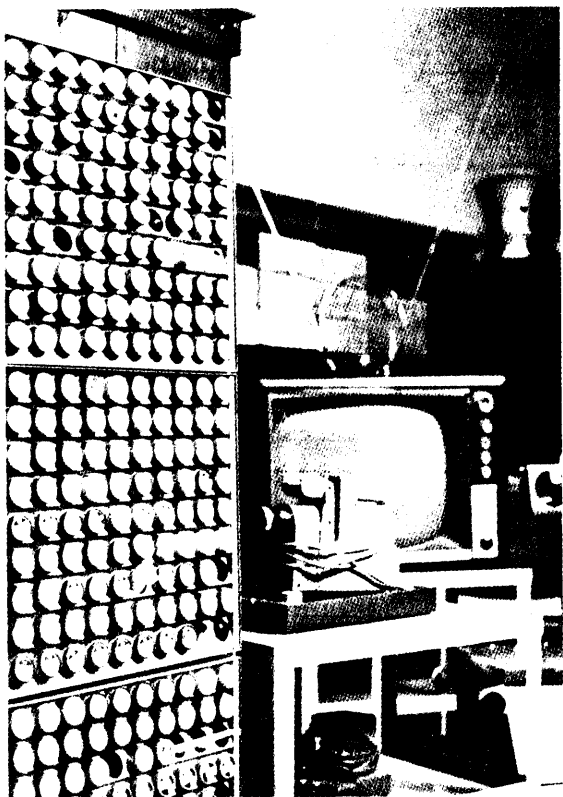
Still other programs arranged for taking the children from the school environment out into the community so they could gain the knowledge and stimulation of participation. The Plus Program and the Summer SPAN Program provided for field trips to many places and agencies. In addition, Projects Opportunity, Horizon, Curtain Call and Concerts and Recitals greatly expanded the children's experience and concepts.

PROJECT OPPORTUNITY AUDIO-VISUAL MATERIALS

Project Opportunity is an innovative program in the field of audio-visual education. This program is an experiment to ascertain whether a saturation of audio-visual aids, films, filmstrips, projectors, listening stations, and screens will have an impact upon the academic achievement of elementary school children.

Inaugurated by the Buffalo Public Schools in March of 1966, it will encompass 6,000 inner-city children in seven Target Area schools. This project is based on the philosophy of the visual and audio concept of learning as a supplement to the elementary school curriculum. Through the use of audio-visual aids and equipment, the teacher will provide an integration of learning experiences for the children in a new and creative way. Project Opportunity offers the inner-city child an opportunity to progress and achieve in all areas of learning.

Each project school will have the services of an Educational Audio-Visual Specialist who will help teachers use and integrate the curriculum oriented films into their teaching. These helping



teachers are experienced classroom teachers who themselves have used these aids effectively and who have a desire to aid others in their use. In addition to the helping teachers, three maintenance people will be employed to carry out a continuous program of preventive maintenance.

One hundred and fifty-eight teachers will participate in this program. Committees of teachers from each school met with audio-visual experts, supervisors, and principals prior to the program's inception to select the films and filmstrips which would be most beneficial to the children.

Each school will have its own film library where teachers may preview films and children may pursue individual study. Over 400 films and 600 filmstrips will be available for use by students and teachers in each school. Every classroom in the project will be equipped with modern autoloading film and filmstrip projectors, projector tables, listening stations, previewers, and screens.

In-service programs have been held and will continue to be held to acquaint teachers with the most effective method of utilizing the resources available to them. Individual aid will be given to teachers to acquaint them with materials available on their level of instruction. Catalogues and film guides in the program. These services are being provided to aid teachers in the selection of visual aids for use in their daily classroom activities.





CURTAIN CALL LIVE THEATER

Through Project Curtain Call, more than 13,000 children in 53 Target Area schools will have the opportunity to view live dramatic productions. The Buffalo Schools will offer them the opportunity of watching two plays staged in their home schools and of being transported to the new Studio Theatre to enjoy a third stage play all produced under professional conditions.

The three plays selected for production will be mounted flexibly so that they can be accommodated in various inner-city school auditoriums. The plays are to be performed by Equity actors and actresses drawn from the Arena's resident acting company. Dramatic situations will be kept within the sphere of the children's comprehension. They include an adaptation of *The Indian Captive* for its historical and psychological value, a new version of the classic *Alice in Wonderland* and a contemplated adaptation of *Wind in the Willows*. Cast members will visit informally with children in school classrooms to evaluate the play's impact on the young audience.

Project Curtain Call aims at compensating for the educational and cultural deprivation of pupils by exposing them to articulate language used by professional exponents of the spoken word in the exciting medium of live drama. If the children can gain, additionally, from Curtain Call an artistic "yardstick" with which to judge the quality of future theatrical as well as television performances, Buffalo will have met a most provocative challenge.

HORIZON EDUCATIONAL TELEVISION

The glamour and appeal of television will be utilized by Project Horizon to provide educational stimulation and motivation to children in the Buffalo Schools. Over 40 per cent of all Target Area children will be directly affected by this project. In addition, all young children having access to WNED-TV through Channel 17 will find the Project Horizon programs a source of cultural enrichment.

A series of 90 half-hour programs will be produced and televised at the rate of three a week. Planning for these programs started in the spring of 1966 and was carried on during the summer. Actual production of programs began in September and will continue throughout the year.

The subject matter of these broadcasts was selected by a committee of teachers, administrators and television specialists. It covers a wide range of subject areas among which are health, art, citizenship, and home economics. These enriching experiences are to be interwoven with story-telling interludes and filmed visits to sites of cultural, historical, industrial and civic significance in the community. Puppets will be introduced by the host of the series, and special guests will be invited to transport young viewers behind the scenes at the city zoo, district police and fire stations, and backstage at music hall concerts.

The project provides additional television receivers for each Target Area school, and every episode will be presented in the morning and repeated during the afternoon hours. Project Horizon has the power to open limitless new worlds of knowledge and culture in a highly entertaining fashion to thousands of youngsters.



CONCERTS AND RECITALS

The Buffalo Philharmonic Orchestra and Young Audiences, Inc. joined with the Buffalo public and private schools in the presentation of a series of concerts and recitals for children living in the Target Area.

For many years the Buffalo schools and these musical organizations have cooperated in the presentation of school concerts and recitals. However, under this Title I E.S.E.A. Project, it was possible to increase this service for the inner-city children.

A special series of concerts in the world renowned Kleinhans Music Hall was arranged by the Music Department and the conductors of the orchestra. The selections performed were at the children's level of comprehension. Prior to the concerts, preparatory teaching was carried on in the schools. These factors added greatly to the children's enjoyment and understanding of the music played. Seeing and hearing a live performance in the atmosphere of a great music hall proved inspiring to large numbers of the pupils present.

Junior and senior high school students were given an additional personal contact with good music when the Philharmonic Orchestra went to the schools and presented works of a more advanced nature. Compositions by Mozart, Beethoven, Ravel and Bernstein were played.

Children in the elementary grades enjoyed similar experiences when string, woodwind, bass and mixed trio ensembles performed in the schools under the direct supervision of Young Audiences, Inc.

Through these activities many children were introduced to the pleasure and cultural value of listening to programs of good music.





LIBRARY BOOKS FILM STRIPS

The children in Buffalo's elementary schools were the recipients of more than 40,000 new library books and a large number of carefully selected educational color sound films under a Title II grant of \$198,000. In accordance with the needs of the children, twice as much money was allocated to the Target Area schools as was given to the other schools. Since the greatest need was shown to be at the elementary level, the greatest share of Federal funds was channeled into the public and non-public elementary schools.

The resulting flood of books and films will accomplish several major objectives. Initially, the book collections in the elementary

schools will be improved in both quality and quantity. The children will have more material for informational and leisure reading — an especially important factor in helping those who are culturally and educationally disadvantaged. Additionally, the increased library resources will improve and supplement existing instructional programs by making available more books in each subject matter area. Finally, it is expected that these library resources will provide a sound base for further improvement of the elementary school library services to our children in all of the city's schools.

Further use was made of funds from the Title II grant in conjunction with a Title III proposal. A special collection of library books adapted to the needs of educable mentally retarded children was provided. This collection was housed in a demonstration center for the in-service training of potential teachers of the mentally retarded in one of Buffalo's Target Area schools.

There is general agreement among authorities in the areas of language arts, reading, and library science that good library facilities, including adequate book collections, are significant factors in bridging the cultural and educational gap in the lives of disadvantaged children. We have taken an important and educationally functional step in that direction.





DEMONSTRATION CENTER FOR TEACHERS OF MENTALLY RETARDED CHILDREN

Title III of the Elementary and Secondary Education Act provided for Federal grants to establish innovative educational centers. The Buffalo Public Schools applied for a grant to create a Demonstration Center for Teachers of the Mentally Retarded.

Buffalo has an extensive educational program for mentally retarded children. Classes for the educable are offered in many elementary and secondary school buildings. A special school for the children who are classified as trainable is in operation. In recent years extensive curricular work has been carried on to develop programs related to the vocational needs of MR children

ban school systems and local college personnel in developing the proposal for a Demonstration Center.

Seventy children will be selected on the basis of results of psychological and physical examinations to attend this school. Consideration will be given to the racial, social, and economic backgrounds of the children in order to maintain a balanced cross-section of educational needs. The children will be organized into classes taught by skilled demonstration teachers.

Starting in September 1966 all newly appointed teachers of MR classes and other teachers needing assistance will spend up to

and an experimental work-study program has been developed in one high school.

The administrative staff of the department of education for the Mentally Retarded cooperated with representatives of the New York State Education Department, representatives of subur-

a week in the Center observing and teaching under competent direction. A pool of trained substitutes is to provide the teacher time needed to release the teacher trainees.

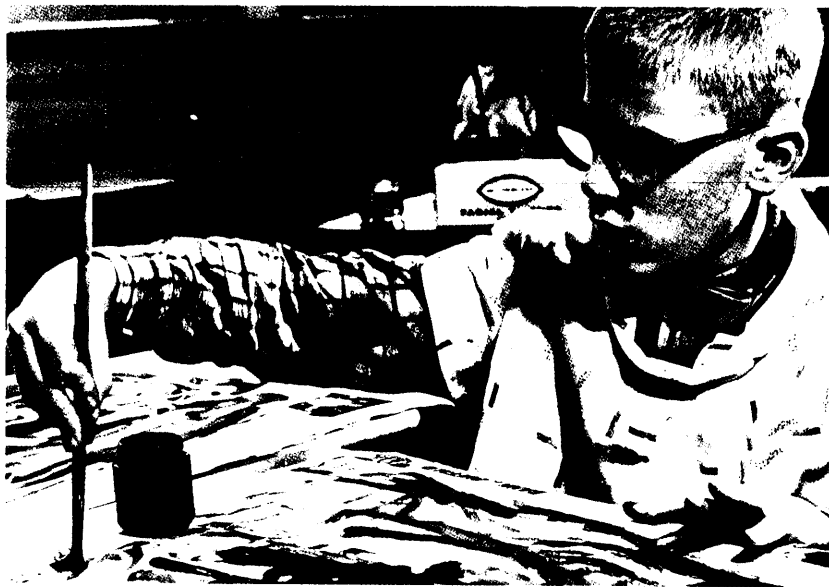
In addition to classrooms, the Demonstration Center facilities will include a psychological clinic, a speech and hearing laboratory,

and a conference-curriculum resource room. This curriculum library will contain professional literature, equipment, and materials for use in classroom teaching. The curriculum librarian will be a specialist who can help both new and experienced teachers. The library will be used for curriculum committee meetings as well as for individual study.

As soon as the grant was approved by the Federal contracting

officer, work was started to develop the Center in Public School No. 28. During the summer the necessary modifications were made in the building and the Center was ready to operate shortly after the opening of school in September.

This Center, unique in this region, will serve as an incentive for the improvement of the educational program for mentally retarded children in all of Western New York.





EVALUATION OF E. S. E. A. PROJECTS

An evaluation can supply only a limited indication of the impact of E. S. E. A. programs in Buffalo since their inception in the spring of 1966.

Some aspects of these programs can be measured directly by tests and interviews and observations by teachers and others. Many effects can never be measured such as the over-all improvement in outlook of the pupil and his family. Although the latter might have a greater effect in the long run than an improvement in reading, it can only be surmised, not directly measured. Some facts and figures are given. However the short time in which the programs have operated prevents a detailed picture of their effects on the pupils, their families and their teachers. The information given here must be interpreted as only an estimate of the effects of E.S.E.A. on the Buffalo Schools. Another year of operation will make possible a more detailed evaluation.

The Concerts and Recitals program, while offering a most important enrichment experience, also had the effect of acquainting the children with musical and cultural history. A testing program carried on among a sample of pupils attending indicated a very high level of retention of background material.

The Teachers Aides program was well received by pupils, teachers, administrators and aides. A comprehensive questionnaire on the program indicated universal approval.

Early Push was carefully evaluated both in the spring and summer of 1966. Increments of verbal reasoning ability show a very encouraging level of improvement in the children.

The Language Arts project met its goal of reducing class size in secondary schools by an average reduction of 28.5 per cent. The additional equipment and supplies provided were widely utilized by pupils and teachers.

The Evening High School provided an exceptional opportunity for secondary pupils in the Target Area to complete their education. Almost 100 pupils obtained a diploma by the end of the summer session.

The In-Service Education program included over 550 teachers. They were enthusiastic in their expressions of profit from the workshops, lectures, demonstrations and discussion sessions.

The Plus Program, because of its wide-ranging character, obviously has been of great importance in the Target Area. Initial testing reveals interesting and important results in reading and mathematics due to the remediation given by Plus teachers. The field trips and other cultural enrichment features met with approval from all concerned.

The summer programs are now undergoing evaluation. However, preliminary data indicates wide acceptance among parents and pupils of Project Help, the Physically Handicapped Program and Span.

The Curriculum Guides project produced twelve references for teachers of inner-city children. This compilation of information should be of great value in the identification and education of these children. Comments from teachers who will use these guides will formulate the basis for a comprehensive evaluation.

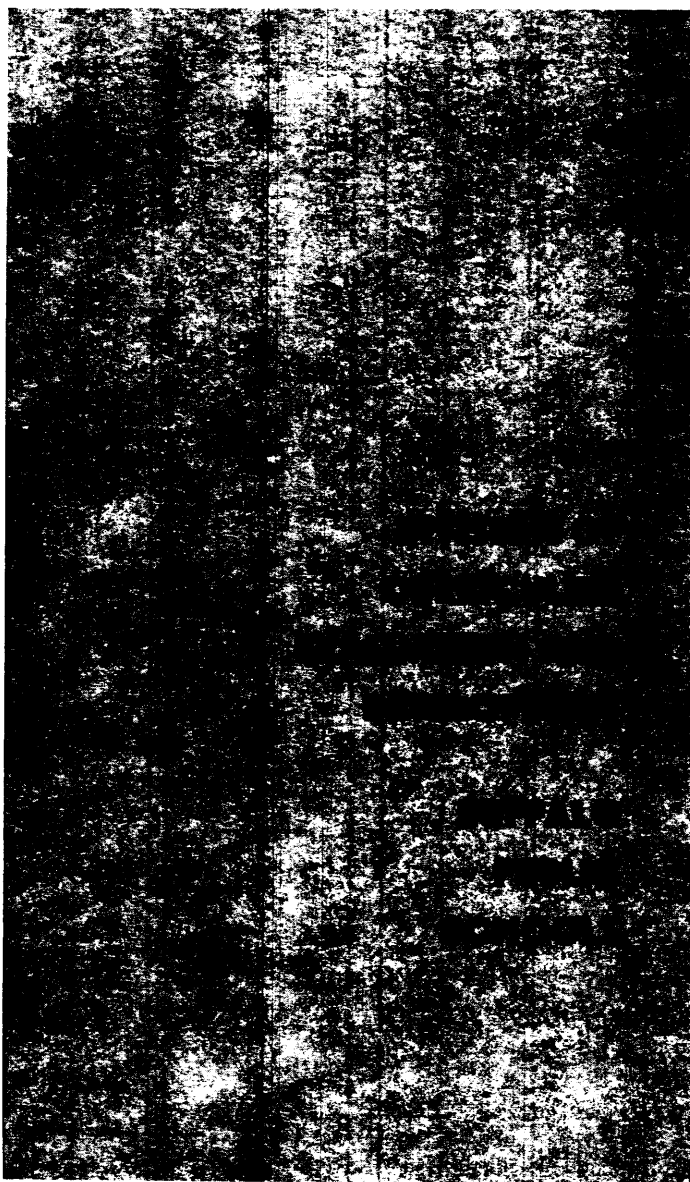
**ESEA
DEVELOPMENT
COMMITTEE**

Associate Superintendent
for Curriculum Evaluation and Development
Deputy Superintendent
Associate Superintendent for Instructional Services
Assistant Superintendent of Pupil Personnel
Assistant Superintendent for Elementary Education
Assistant Superintendent for Secondary Education
Assistant Superintendent for Instructional Services
Director of Special Projects
Assistant Administrator of E. S. E. A. Projects
Representative of the Buffalo Diocesan Schools
Representative of the Community Action Organization

**ESEA
COMMUNITY
ADVISORY
COMMITTEE**

Buffalo Museum of Science
Buffalo and Erie County Historical Society
Albright-Knox Art Gallery
Buffalo Philharmonic Orchestra
Buffalo and Erie County Public Library
St. Augustine Center
Urban League of Buffalo
J. F. Kennedy Recreation Center
Community Action Organization
Community Welfare Council
Neighborhood Home Association
Diocese of Buffalo
Elmwood-Franklin School
Kadimah School
Nichols Schools
Buffalo Seminary
State University of Buffalo
State University College
Rosary Hill College
D'Youville College
Canisius College
St. Mary's School For the Deaf
Erie County Health Department
Erie County Welfare Department
WNED - TV
Buffalo Council P. T. A.





Dr. DONOVAN. The 16 great cities we represent contain within them a total population of 25 million people. They have within them a public school enrollment of approximately 4,500,000 children, exclusive of higher education. It is apparent from these figures that the superintendents here today speak for a large segment of the school population of America. This segment has attempted to support its schools to the best of its ability on a local and State basis.

Each of us has appeared on previous occasions before this committee as a separate superintendent telling the story of his own city in relation to Federal funding and in order to save the committee some time and to indicate the common interests of the great cities of this country in the Federal programs we have changed our approach for this hearing.

As chairman of the committee to coordinate Federal legislation activities of the research council of the great cities improvement program, I have been designated to present to the committee the consensus of the thinking of the great cities of the country on certain important matters of Federal legislation.

Each of the other city superintendents present will follow me with a brief presentation of Federal funding problems as they pertain to his particular city. We each have different programs and we each react to Federal legislation in terms of our own local and State needs. Because of our common problems however we have found through our research that we do have common interests in some of the problems of Federal legislation and it is these common concerns that I will present to you this morning.

In previous testimony before this committee and other committees of the Congress, the superintendents of the cities of this Nation have indicated the great needs which are particular to those cities. I do not intend to belabor the matter of the needs of the cities but I must summarize them because they are at the basis of any continuing or amended legislation which you have under consideration.

The cities of this Nation have been and are now the melting pots of America. They have drawn to them those who seek social improvement, economic opportunity, political change, equality of opportunity, cultural uplift, and social acceptance. In the cauldron of the great cities, the poor, the handicapped, the illiterate, the foreign born, the political exile, rub elbows and share experiences with longer established residents whose forebears went through the same procedures.

This constant shift of population and the attendant delicate complicated problems which it brings to the city reflect directly on the educational program of these school districts.

The development of productive, educated citizens through these melting pots is welcomed by the cities as their contribution to national progress. It does place upon each city, however, a tremendous financial burden for the amount of a public school system which must face these unique problems.

The large cities have been faced, within the last several years, with this same melting-pot problem but now with an added ingredient. The cities find themselves having shifted from a multinational origin problem to a multiracial problem. This has caused the large cities to adjust their educational programs to a considerable degree to meet the new problems.

Language and social custom barriers have given way to considerations of human relations and equality of opportunity. In many of our large cities a sizable segment of the former population has moved to the suburbs. This has increased our difficulty in maintaining racial balance in our schools and in handling our educational problems.

The vocational education needs of the great cities need no description. Changing job opportunities, the influx of thousands and thousands of students from rural areas of the country, the inability of large cities to keep up with changing techniques and equipment in vocational education has posed a tremendous problem in the effective vocational training of youth so that when they do graduate they are acceptable in industry.

The cities have also become the mecca for children with handicaps. Because the cities have traditionally attempted to provide services for all types of handicapped children, there has been a concerted movement by people with handicapped children to move to the city so as to avail themselves of these services.

We now find ourselves unable to support all of the programs for the handicapped which we would like to support. These programs are extremely expensive but they are necessary. We have a responsibility to every child and a particular one to the visually, mentally, physically, socially, or emotionally handicapped child.

In addition to these great needs facing the cities of the country, we are also bound by antiquated tax structures. In most cases the city's tax structure is based upon real property which at this moment is taxed at the point where it is hardly likely to be able to absorb any further tax increases. We must compete within the city for the tax dollar with every other metropolitan service that must be provided. The municipal overburden which is unique to cities prevents the city from putting all the tax money it would like to into its educational program.

State aid to the city varies throughout the Nation. In most cases it is a minor part of the financial structure of the local school system. In my own State of New York the city of New York carries approximately two-thirds of the cost of their local school system.

The declining ability of the city and the State to finance the educational program reflects itself in a considerable construction backlog in our cities. The shifting of our populations and the increase in our size has made it most important for us to put money into the building of new buildings to accommodate our new population. This has left us with a very large backlog of antiquated buildings which need either replacement or complete rehabilitation.

We are also faced with a teacher shortage in the great cities at a time when it is so essential that we expand our services to children. Salaries are only one part of the recruitment of teachers.

The adequacy of educational facilities and the adequacy of materials of instruction are also important in the recruiting of teachers. The financing of our schools today on city and State levels with the very minimal help we are getting from the Federal Government does not permit us to attack this total problem on the vast scale that is demanded.

With these general needs of the cities in mind, I would respectfully draw to your attention those aspects of continued or amended Federal

legislation concerning education which are of particular importance to our school systems.

1. There is a need for increased Federal aid. While, for example, in my own city of New York such aid amounts to only approximately 7 percent of our total funding, in dollars and cents this amounted during the current year to approximately \$70 million. Without these funds we would have had to curtail many of the special services we are giving particularly to the children in our disadvantaged areas under title I of the Elementary and Secondary Education Act.

2. In order to permit the flexibility which is needed to solve the educational problems which vary from State to State and city to city, we hope that the Congress will look more and more to the provision of general Federal aid. There is no question but that the Federal Government has the right to set broad limits within which this Federal aid would operate.

We merely wish to point out that the continuance of a large variety of categorical aids makes it most difficult for the school administrator and the board of education to carry out programs of education in priorities determined by local needs.

3. We do recognize that the Federal Government has certain general purposes in mind when it funds education. It may be necessary for the Federal Government to continue to use categorical aids temporarily for special purposes in order to achieve the certain desirable outcomes. However, the basic provisions for the schools would be more desirable in the form of general aid, supplemented by any necessary special aids.

4. During the period when categorical aids must be maintained until such time as general aids can become acceptable, it would be extremely helpful to the large city school systems if the prescriptions on each of the categorical aids would not be as excessive as they are at present. I am speaking not only of legislative prescriptions but of the guidelines as followed by the administrative sections of the Government as they seek to carry out the legislative intent. The paperwork involved in the application for funds and in the conduct of the program requires an inordinate amount of staff time which could be put to more productive uses.

5. The cities are greatly concerned with several aspects of the funding of the Federal programs, as follows:

(a) There is need for a long-term funding of educational programs. It is difficult for a city to predicate a program upon an annual appropriation without the knowledge that that appropriation will be continued into a succeeding year.

Almost every program involved in Federal legislation requires the appointment of personnel. It is impossible to employ personnel without a reasonable expectation of maintaining the appointment throughout more than the course of 1 year. Competent personnel are at a premium these days in school systems and it is impossible to attract such personnel for Federal programs if they feel that their employment is simply on a year-to-year basis. Furthermore, the funding of Federal programs is tied inescapably to the funding of local programs. Good financial planning for school systems requires that sources of funds be known in advance so that effective planning can take place. This cannot be done adequately on an annual basis.

(b) There is great need for Federal appropriations to match Federal authorizations. School systems build their planning and their hopes on authorizations adopted by Congress. They then find in the course of appropriations that the money forthcoming for these authorizations does not contemplate meeting the full program either in scope or in length of time.

Just last Friday I was informed that the money for the National Teacher Corps had run out and that something special had to be done for the 19 experienced teachers and 74 Teacher Corps trainees that we had in the city of New York or they would lose their jobs. We have made the necessary arrangements not to lose these valuable professional people but it is an example of what happens when funding is not complete. Authorization indicated \$151 million under title I for New York State. Appropriations provided \$111 million which required a major readjustment of contemplated programs.

Chairman PERKINS. At this point are you talking about fiscal 1967?

Mr. DONOVAN. Yes, sir.

Chairman PERKINS. The present year?

Mr. DONOVAN. Yes, sir; the present year. While I recognize that this committee is not the Appropriations Committee, I feel that to tell the whole story we must include this factor. That is why I am including it.

Chairman PERKINS. I think it would be helpful if your organization would make yourselves available if you wanted to go before the House Committee on Appropriations. I received a letter on the request to put in a personal appearance, and they state that that would be at some time in the future.

Mr. DONOVAN. We would be happy to do so, sir.

Chairman PERKINS. I think we ought to get this picture before the Appropriations Committee.

Mr. DONOVAN. We would be pleased to present the full picture as to appropriations and authorizations.

(c) We also would appeal to the Congress for earlier appropriations action. Within the past 2 years we have started Federal programs under authorizations but the funding has come considerably after the beginning of the school year. It is not possible for large city schools systems to gamble on funding nor is it possible to start programs after the school year has begun because personnel are not available.

We would appeal to the Congress to try to make its educational appropriations for the succeeding year known at least by late spring. School systems are organized on the basis of school years and, although we know that this is a new organization for the Members of Congress to contemplate in their appropriations procedure, we hope that through the good offices of your committee, Congress will become aware of this appropriation timing need.

May I point out that when appropriations come late they are generally not for the full school year and very often they lead to unwise use of the funds because there is an attempt to spend quickly what should be spent carefully over an entire school year.

(d) There is also a critical need for constantly updating the economic basis upon which funds are allocated. The use of census data for determining low-income families and the number of children who

should be counted in fund allocation works a hardship on the cities if the information is not as up to date as possible.

I think your committee has taken steps in the past to try to update that as much as possible. We appreciate that.

Chairman PERKINS. We did try to do that through AFDC. Our studies showed after we got the AFDC and so forth through there was very little change, however.

Mr. DOXOVAN. That is correct. Each year there is a tremendous influence of low-income families into the cities. If this is not reflected in the data that is immediately available to Congress the apportionment of funds to the cities for the purpose of overcoming the educational deficiencies of children in low-income areas is always lagging by several years. We hope that the Congress will take this matter into consideration in the allocation of funds.

(6) We are very pleased with title II of the Elementary and Secondary Education Act because it has strengthened our ability to provide library and audiovisual materials of instruction. However, we do believe that this title should be amended to include some funds for personnel and local administrative costs in the operation of the program.

(7) Title III has been one of the most exciting and productive features of the new Federal legislation. It has stimulated thought and led to many creative and innovative ideas in the large cities.

In the course of your committee's consideration of any changes in title III we would recommend that if the direction of title III is toward state or regional planning, each large city be considered as a regional center for title III purposes, and it would be well for the large city or regional center to have some funds for continuing planning purposes. It is also necessary, if we are to carry out the planning of title III, to have money for site acquisition and construction of needed facilities.

(8) Among the recommended legislative changes we note a suggestion that the work study programs now in the high schools be funded but that the funds be shifted to the Neighborhood Youth Corps of the Office of Economic Opportunity. It is our belief that this shift is undesirable. The work study program has been an effective part of the public school systems now for many years. It has been one of the most important means of keeping children in school.

There seems to be no valid reason for taking this valuable program out of the school system's control and giving it to the Office of Economic Opportunity. The Neighborhood Youth Corps undoubtedly needs funds to provide work study opportunities for young people not in school. This is an entirely different program and unless adequate funds are granted may not be effective. We would request, however, that the work study programs now in effect in the public schools be funded fully as they were up to the close of 1966.

(9) There is a recommendation that there be a cut in the funds available for title III of the National Defense Education Act. In the course of the past year many school systems have utilized the Elementary and Secondary Education Act instead of the National Defense Education Act because no matching is needed under ESSA. This was unfortunate, because ESEA was intended to be in addition to anything

already funded under NDEA. We believe there should be full funding for title III of the NDEA.

(10) While not all of the great cities of the country have engaged in the National Teacher Corps program, those of us who have are in favor of full funding for this program. It is unfortunate that a program with such great promise for the inner core cities does not succeed because it is not completely funded and therefore does not get the wholehearted support of the agencies and institutions which should be working with it.

(11) At the present time prekindergarten programs can be funded under the Elementary and Secondary Education Act or under the Economic Opportunity Act. This has led to considerable confusion and competition between the agencies of the poverty program and those of the education program.

It is our belief that prekindergarten programs are essentially educational in nature. They should be therefore retained under the jurisdiction of the public school systems of the country. Of course, we wish to include the other components which come through the Economic Opportunity Act: namely, social services, health services, parent involvement, and other aspects of child development.

However, the prekindergarten program is essentially a first step in education and should be an integral part of the educative process. We are in favor of taking these elements of the prekindergarten program and extending them up through the grades as rapidly as possible.

(12) At several points in my remarks I have alluded to the great need for educational facilities construction in the cities of the Nation. We feel that the Congress could make a great contribution to the improvement of education in the cities if it would provide for site acquisition and construction money. We do not suggest under which sections of which act this should be done, but we do know that the many programs envisioned under the legislative intent of Congress and the many ideas which we are prepared to carry out for the betterment of children cannot be carried out if we do not have the facilities in which to place these programs.

I have attempted to be brief and pointed in my remarks. The other city superintendents with me today will each describe to you briefly the particular problems of their cities and some of the special ways in which they are using Federal funds.

On behalf of myself for the city of New York and on behalf of all the superintendents who either will testify today or who have sent statements for inclusion in the record, may I indicate that we and our staffs are at your constant disposal for any necessary statistics, program descriptions, evaluations, or other information which the chairman or any Member of the Congress may desire.

We feel that the Members of Congress are sincerely concerned with the welfare of the children of this Nation. So are we. Therefore, we are willing to lend our every assistance to the development of the proper legislation and the most effective procedures for providing a quality-integrated education for every child in this Nation, particularly for the children under our supervision in the large cities.

Thank you.

Chairman PERKINS. Thank you very much for an excellent statement, Dr. Donovan. We will withhold our questioning until we hear from all of you distinguished educators today. Who will speak next?

Mr. DONOVAN. Sir, because one of our superintendents has to catch an early plane and has to go back to a board meeting, I wonder if the superintendent from Detroit, Mr. Drachler, might be next?

Chairman PERKINS. Mr. Ford, did you wish to be recognized?

Mr. FORD. Thank you, Mr. Chairman. It is a great pleasure for me as member of this committee to see Mr. Drachler here representing the largest city in the State of Michigan and one with an outstanding record for a school system.

The gentleman has been a friend of this legislation and has been with the Detroit public school system in a very important and sensitive position for quite some time. Those of us who were privileged to read in yesterday's paper that he has been changed from the acting superintendent to the superintendent of the schools for the city of Detroit were very pleased to see this acting position made permanent.

We believe that the record he has made in the school system speaks well for what I believe to be one of the toughest jobs for anyone in public life today, superintendent of schools of the city of Detroit.

Dr. Drachler, on behalf of the committee, and my colleagues who I know share my interest for your success in your new job, welcome you today.

I have just committed a great faux pas before the committee. It is Dr. Drachler. Wherever I used the identification of Mister, please change it to Doctor.

Dr. DRACHLER. Thank you, Mr. Ford. Youngsters have said I am the kind of doctor who can't do any good.

Mr. Chairman and members of the committee, I deem it a great honor in my first official act as superintendent of Detroit schools to have an opportunity to appear before this honorable committee. My colleagues will address themselves particularly to the Federal aspects of the legislation. Permit me to just describe for a few minutes the needs of Detroit.

Our formal testimony has been presented to you.

I want to indicate that Detroit is a fiscally independent school system. We are a district completely independent of city government, and we have no one but the voters to turn to for educational aid.

There are approximately 800,000 registered voters, of whom 200,000 are citizens 65 years and over. It is a city with many contrasting values. You will recognize that frequent elections requesting additional property aid on property that is already taxed to the limit does not add to the life expectancy of any superintendent.

I would like to simply make my remarks as they pertain to Detroit based on the issues before this committee.

On the National Teachers Corps, let me briefly say that Detroit has a school enrollment of approximately 300,000 children with about 11,000 teachers. Our basic premise is that all children are educable, that lack of motivation, poverty, physical handicaps, and even lack of funds, must serve not as explanations for our shortcomings, but as guidelines for developing skills, attitudes, and programs necessary for the success of each student.

I constantly remind myself and our staff that we can do and must do better with what we have. Nevertheless, I have to be fair with the community and the staff when I face the realities of our present situation.

Of our 11,00 teachers, over 800 are emergency substitute teachers simply because we have been unable to hire qualified certificated teachers. Despite our in training many of our teachers are teaching subjects for which they are not adequately prepared.

If we in Detroit were to have the same ratio of teachers to pupils as exists in the rest of the State we would need an additional 1,650 teachers in our school tomorrow, simply to even meet the State average.

If we could have these 1,650 teachers we would need at least an additional 1,000 classrooms in order to house them. We have in Detroit over 4,000 elementary classrooms. These, over 51 percent have today between 35 and 49 youngsters per classroom.

Each of our grades in the elementary school, particularly grades 3 to 6, operate on one basic textbook to two children. One uses the book in the morning, while the others are in special rooms and then in the afternoon they switch and the second group uses the same textbook.

Simply to make this possible for each child to be able to take a book home to study, his basic textbook, a reader, a speller, and arithmetic textbook, we need an additional \$3 million next year in Detroit, which we do not have.

Detroit is spending about \$516 per child per school year. The suburban areas are spending \$600 to \$800 per year, and drawing many of our middle class families away.

It is our job to produce quality education for city youngsters, most of whom come from disadvantaged homes with less than neighboring schools have in services for their children who come from middle class environments.

Let me say a word about innovation and vocational education. The ratio of counselors to students as recommended by the North Central Association should be 1 to 300. To achieve this ratio for all pupils in grades 7 through 12, Detroit needs 90 more counselors to do the job.

Innovation of vocational education calls for adequate facilities, buildings, machinery, and teachers to do the job, as Mr. Donovan has pointed out.

Out of approximately 315 school buildings now in use in Detroit, 30 were constructed between 1874 and 1912. Yesterday I attended a school which was dedicated during the administration of President Grant.

And 153 of our schools have been built between 1913 and 1930. Many of these buildings require renovation, modernization, and equipment in order to achieve the very worthy goals included in your proposed legislation.

Fifty-seven of our schools now have boilers in them that are 30 years or older. Safety and efficiency calls for replacement. Replacement costs for each of these 57 boilers is approximately \$100,000. Now to conclude with some general observations relating to title VI and other aspects under discussion.

Ten thousand pupils in Detroit public schools need speech correction help today. Our teachers serve both public and private schools

in Detroit. They go to the private schools and offer the service. If the number of private children who need speech correction were included, our needs would be even greater. We need today more than 100 speech correction teachers to enable these youngsters in school to do their work successfully.

The accepted standard for visiting teachers' service to help youngsters with emotional problems is one teacher to 2,500 pupils. This is also provided for public and private schools. To do this job for Detroit would require a minimum of 100 additional visiting teachers.

We have as of today, then 700 pupils, who are not receiving adequate schooling because they are simply waiting for testing by our psychological clinic. We need an additional 50 diagnosticians in order to handle this basic service. We know that many teachers are working with youngsters in their classrooms who should have the services of specially trained teachers, but they are doing the best they can with them simply because the schools know the waiting list is long.

Detroit is one of the few cities that has libraries in its elementary schools. Yet the American Library Association recommends \$18 per year per pupil to meet a standard of 10 library books for every pupil. This amounts approximately to \$18 per child. Detroit is spending \$1.25 per pupil for library books each year.

In his message last week the President mentioned the need to expand educational funds and opportunities for handicapped children. Detroit has approximately 10,000 pupils in various special education classes. We have at least another 5,000 who require similar services.

Properly trained teachers, space and cost of the transportation, which we do not receive within the city, impede our efforts to enable these youngsters to become useful and productive citizens in our community. I stated at the outset in addition to funds we must do better with what we have. I would like to conclude with the following:

Academic excellence, social development, and social responsibility still remain our objectives. But to succeed we must be sensitive to the implications that changes in our society have upon children, and we must clarify the relationship of the school to the community and involve the community.

Schools do not make laws about housing, employment, or discrimination. Yet these acts are performed by individuals who are the products of our schools. Therefore, along with the home, religious institutions, and other institutions; it becomes the responsibility of the school, in a large city, not merely to achieve academic excellence but also to see to it that the products of our school act in a manner that is in harmony with our national heritage and our Democratic value.

Forgive the capital "D." My secretary has indicated her party.

In addition to recruitment of new teachers, we must think of new teaching resources, teaching aids, and interns and also technological aids, such as teaching machines and educational television if the job is to be done. If anyone, Mr. Chairman, ever invents a machine that can replace a teacher or a superintendent, then we should be replaced.

Yet, in the meantime, the dedicated teacher and principal still remain the very heart of our school program. Emerson once wrote the truth of civilization is not the census nor the size of cities nor the country, but the kinds of man the country turns out.

Good education is an important ingredient for the fulfillment of Emerson's goal. It is our common objective that schools will contribute to the fulfillment of the individual in playing an important role in developing the kind of men and women who will forge and determine the future of our country.

I hope that when the citizens of the 1970's and in particular their children, will look back upon the 1960's, they will find that we, Members of Congress, citizens and educators, those responsible today for the education of our youngsters, will have left to them a bequest not of illiteracy and poverty, not a record of half fulfilled promises in education, and not lasting scars that will bear hatred and mistrust.

It is our hope that our children will look back at these 1960's and will find personal fulfillment for the individual, equal opportunity, excellence in education for every youngster, and human understanding and good will as our generation's heritage to them.

Thank you, Mr. Chairman.

(Chairman PERKINS. That was a great statement.

(The documents referred to follow:)

STATEMENT OF NORMAN DRACHLER, SUPERINTENDENT OF DETROIT PUBLIC SCHOOLS

Mr. Chairman: I have presented to you and to Members of the Committee our testimony and some materials expanding upon the issues before us today.

I appreciate the opportunity to express some facts concerning the status of our schools and their needs as these relate to the issues under discussion today.

1. *National Teacher Corps*

Detroit has a school enrollment of approximately 300,000 children with about 11,000 teachers. Our basic premise is that all children are educable. Lack of motivation, poverty, physical handicaps, and even lack of funds—must serve not as explanations for our shortcomings, but as guidelines for developing skills, attitudes and programs necessary for the success of each student. I constantly remind myself and our staff that we can do better with what we have.

Nevertheless, I have to be fair with the community and the staff when I face the realities of our present situation:

(a) Over 800 of our 11,000 teachers are emergency substitutes on regular positions simply because we have been unable to hire qualified certificated teachers.

(b) Despite our inservice training program, many of our teachers are teaching subject matters such as Math, Science and foreign languages—for which they are not adequately prepared.

(c) If we in Detroit were to have the same ratio of teachers to pupils as exists in the rest of the state—we would need an additional 1,650 teachers in our schools tomorrow morning. At an average salary of \$8,000 per year, this amounts to about \$13 million.

(d) If we could hire these 1,650 teachers we would need at least an additional 1,000 classrooms in order to house them.

(e) We have in Detroit over 4,000 elementary classrooms. Of these, 51%—more than half—have between 35 and 49 youngsters per classroom. In junior high schools, 20% of our classrooms run between 35 and 49, and in our senior high schools, over 32% have between 35 and 39 in a room.

(f) Each of our grades in the elementary schools, particularly grades 3 through 6, operate on one basic textbook to two children. One class uses these in the morning, while others are in special rooms, and then in the afternoon the classes switch and the second group in the homeroom uses the same textbook. Simply to make it possible for each child to be able to take home to study his basic textbook, a reader, a speller or an arithmetic book, we need an additional \$3 million next year in Detroit.

(g) Detroit is spending about \$516 per child per school year. The suburban areas are spending six to eight hundred dollars per year. It is our task to produce quality education for city youngsters, most of whom come from

disadvantaged homes with less, than neighboring schools have, in services for their children who come from middle-class environments.

It is quite obvious that a child from a lower socio-economic home, be he white or Negro, is much more dependent upon his school success, upon the quality of teacher services, facilities and educational program than is a youngster from a lower socio-economic situation.

2. Innovation in vocational education

(a) The ratio of counselors to students as recommended by the North Central Association should be one to 300. To achieve this for all pupils in grades 7 through 12, Detroit needs 90 more counselors to do the job.

(b) Innovation in Vocational Education calls for adequate facilities, buildings, machinery and teachers to do the job. Out of approximately 315 school buildings now in use in Detroit, 30 were constructed between 1874 and 1912; and 153 between 1913 and 1930. Many of these buildings require renovation, modernization and equipment in order to achieve the very worthy goals included in your proposed legislation. Fifty-seven of our schools now have boilers 30 years or older. Safety and efficiency call for replacement. Replacement costs for each of these 57 boilers is approximately \$100,000.

3. General observations relating to title VI and other aspects under discussion

(a) Ten thousand pupils in Detroit Public Schools need speech correction help. Our teachers serve both public and private schools. If the number of private children who need speech correction were included, our needs would be even greater. More than 100 speech correction teachers are necessary to enable these youngsters to do their work successfully.

(b) The accepted standard for visiting teacher service to help youngsters with emotional problems is one teacher for each 2,500 pupils. To do this job for Detroit both for public and private schools which we service would require a minimum of 160 visiting teachers. Our present staff consists of 47 full-time and 13 part-time visiting teachers.

(c) Nearly 700 pupils are not receiving adequate schooling while awaiting testing by the Psychological Clinic. We need an additional 50 diagnosticians in order to handle this basic service. And we know that many teachers are working with youngsters in their classrooms should have the services of specially trained teachers, but they are doing the best they can with them simply because schools know that the waiting list is long.

(d) Detroit is one of the few cities that has libraries in its elementary schools. The American Library Association recommends \$18 per year per pupil to meet its standard of 10 library books for every pupil. This amounts to approximately \$18 per child. Detroit is spending \$1.25 for each pupil for library books per year.

(e) In his message, the President has mentioned the need to expand educational opportunities for handicapped children. Detroit has approximately 10,000 children in special education classes. We have another 5,000 at least who require similar services. Properly trained teachers, space and cost of transportation impede our efforts to enable these youngsters to become useful and productive citizens in our community.

I stated at the very outset that in addition to funds we must do better with what we have. In light of the subjects under discussion, I would like to conclude with the following.

Academic excellence, social development and social responsibility still remain our major objectives. But to succeed we must be sensitive to the implications that changes in our society have upon education, and we must clarify the relationship of school to community. Schools do not make laws about housing, employment, or discrimination. Yet these acts are performed by individuals who are the products of our schools. Therefore, along with the home, religious institutions and other institutions—it becomes the responsibility of the school not merely to achieve academic excellence but also to see to it that the products of our schools act in a manner that is in harmony with our national heritage and our Democratic values.

In addition to recruitment of new teachers we must think of new teaching resources, teaching aids, interns, and also technological aids such as teaching machines and educational television if the job is to be done. If anyone ever invents a machine that can replace a teacher or a superintendent—than they should be. The dedicated teacher or principal still remain the very heart of our school program.

Emerson once wrote "The truth of a civilization is not the census, nor the size of cities, nor the country; but the kind of man the country turns out." Good education is an important ingredient for the fulfillment of Emerson's goal.

It is our common objective that schools will contribute to the fulfillment of the individual and play an important role in developing the kind of men and women who will forge and determine the future of our community. I hope that when the citizens of the 1970's, and particularly their children, will look back upon the 1960's they will find that we, those responsible today for the education of our youngsters, will have left unto them a bequest not of illiteracy and poverty, not a record of half-fulfilled promises in education, and not lasting scars bearing hatred and mistrust. It is our hope that our children will look back at these 1960's and will find personal fulfillment for the individual, equal opportunity, excellence in education for every youngster and human understanding and good will as our generation's heritage unto them.

TESTIMONY OF NORMAN DRACHLER, SUPERINTENDENT OF DETROIT PUBLIC SCHOOLS

Mr. Chairman and members of the committee, I am Norman Drachler, Superintendent of Schools, Detroit, Michigan. I appreciate this opportunity to appear before your Committee to discuss the amendments to the Elementary and Secondary Education Act of 1965.

The Elementary and Secondary Education Act of 1965 has made possible a direct thrust at the problems confronting the educationally and economically deprived child. Thousands of such children located in the great cities of this nation are now participating in compensatory educational programs. These programs, if continued and expanded, could provide thousands of children the opportunity to emerge from the environments in which they otherwise are forced to exist as a sort of substream in the total community.

The expansion and extension of the aims and objectives of the Elementary and Secondary Education Act can do much toward bettering our society. Hopefully, this law can be expanded in terms of authorizations that will provide massive expenditures of educational dollars in school districts where local and state support programs do little more than meet the ongoing costs of the regular school program.

The large city school districts are faced with the almost impossible task of providing more services to more students with a decreasing local tax base. These changes that must be effected in large cities are extremely costly. The programs can best be accomplished through individualized and specialized instruction. The schools must be refinanced to meet the needs of the child. The legislation that we are discussing here today has provided seed funds to put such programs in operation. While each of us here today could expand this general discussion, the time limitation suggests that I report to you only some of the specifics of what has happened in Detroit. I will also comment on the specific amendments that are suggested in H.R. 6230.

I would be remiss, however, if I did not, before proceeding further, say something about appropriations. Recognizing that appropriations are necessary for the implementation of legislative enactments, I would make a strong plea that all authorizations be supported by full appropriations. New programs should not be funded from appropriations designed to maintain effective levels of operations in established programs. The competition for appropriated federal funds to finance the many newly-authorized, unfunded programs should not be permitted to diminish the financial support originally made available for the excellent programs provided by the Elementary and Secondary Education Act. Public Laws 815 and 874 should be fully funded at the earliest possible date.

The Elementary and Secondary Education Act Amendments of 1967 are divided into five major divisions:

1. National Teacher Corps.
2. Comprehensive Educational Planning.
3. Innovation in Vocational Education.
4. Expanded Educational Opportunities for Handicapped Children.
5. Miscellaneous Amendments to the Elementary and Secondary Education Act and the Federally Impacted Areas Program.

Since the Committee has heard much discussion on each of the points, my remarks will be based on our evaluation of the proposals in terms of how they would affect the Detroit Public Schools.

The proposed legislation to continue and expand the National Teacher Corps is highly desirable, since it affords a new training program that should provide additional manpower for the education of disadvantaged children. The involvement of veteran teachers and college-graduate interns in professional training programs for the teaching of disadvantaged children could open the door to a rewarding professional career. It could also do much to fill the teaching void that exists in the schools of the core city. The program, since its inception, has been broaching a difficult new area with limited resources and, in many instances, questionable support.

The Teacher Corps program is a direct, desirable service for the disadvantaged children of this nation. We would hope that our program of sixteen teachers could be expanded to many times that number. While the amendments propose to eliminate any question of federal control, I would assure the Committee that this has not been a problem in our program.

The amendment to provide comprehensive educational planning recognizes the need for rational planning at all levels of the educational process. Funds to carry out such a planning program will do much to provide the continuity that so often is missing from programs that require careful long-range planning. While the basic approach suggested, places the guiding responsibility in the hands of the state agency, the possibility for grants to a metropolitan area makes possible studies and the development of programs heretofore limited by the lack of funds. I would point out that the authorization of \$15 million for this very important work does appear to be small if the objectives outlined are to be accomplished.

The section amending the Vocational Education Act of 1963 will permit exploratory programs and projects that should do much to help students understand the current and long-term demands of the world of work. Some of the type of programs suggested as being possible under this section have been part of the programs carried out in the large city school districts; however, the wherewithal to make possible extensive programs has not been available. I would point out that the tremendous needs of the unemployed and underemployed youth cannot be met with a single program, but must be a combination of many efforts. The funds in the several federal programs related to this type of training are all limited. The appropriation of \$30 million for this particular section might possibly be reviewed in terms of the number of pupils that might be reached throughout the nation.

The section pertaining to expanded educational opportunities for handicapped children is highly desirable, since it does recognize the needs of multiple-handicapped children, along with the shortage of trained personnel in the special education field. The regional resource centers can provide a valuable service in those areas where there are presently limited or no facilities available. Possibly, the expansion of such services could be hastened if the large city centers now in operation could be expanded to cover a broader service area. The enlargement of the recruitment and dissemination aspect is important if more effective techniques and procedures are to be developed.

The miscellaneous amendments to the Elementary and Secondary Education Act and the Federally Impacted program have been previously discussed and appear to be of a technical nature. I would endorse the amendments to the disaster assistance section and would hope that Public Laws 874 and 815 could be expanded by additional amendments to provide much-needed funds for the large cities of the nation. Since these two programs will be covered by specific testimony relating to the desirability of such expansions, I will not go beyond an endorsement of such expansion.

It is difficult to provide this Committee with new and unique testimony on each of the several programs that have provided so many benefits to the educationally and economically deprived child. In Detroit, the programs that are proving to be so effective really are offered under a number of federal programs and have been reported to this Committee at other times.

The Detroit Public Schools have been the initiators of many programs which have dealt with the unique educational problems of disadvantaged youth. The Detroit Job-Upgrading Program, the School-Community Behavior Project, and the Great Cities Project are primary examples of such endeavors. The Job-Upgrading Program and the School-Community Behavior Project were initiated in Detroit before the relatively current resurgence of concern for disadvantaged youth, and the Detroit Great Cities Program began prior to funding by the Ford Foundation and the federal government.

With the passage of the Economic Opportunity Act in 1964 and the Elementary and Secondary Education Act of 1965, the school system was able to develop a comprehensive educational program in depressed areas of the city to improve the academic and social competence of youth and adults and to promote healthy change in educational practices. With the advent of the Economic Opportunity Act, the Great Cities Program was expanded to embrace 33 schools and to establish the Extended School Project for an additional 51 schools. Other programs funded under the Economic Opportunity Act reflected critical needs as they had been discovered and researched in the Great Cities Project. Included among them were Pre-School Programs, School Health Consultant, Volunteer Services, Assistant Attendance Officers, Head Start, In-School Work-Training Programs, and Adult Literacy Programs.

Title I of the Elementary and Secondary Education Act of 1965 provided an opportunity to focus more directly on the problems encountered during the nine-to-three school day. Based on priorities established by parents, students, teachers, and administrators, a vast array of activities and services were provided to inner-city schools. In-service training, school camping, supplies and equipment, cultural enrichment, pre-school expansion, Great Cities expansion, educational television, remedial reading, job-upgrading expansion, project for pregnant girls, and junior high school work-training were components of the Title I program.

To more fully cover the scope of these programs, there is attached to this testimony a report that indicates the funding of various federal and state projects that have been carried on in Detroit from 1964 to the present time. With this report are a number of abstracts that detail the specifics of many programs successfully in operation.

I thank the Committee for inviting me to appear. The opportunity to be some part of the tremendous work that this Committee has done and is doing is most gratifying. The beginning of the first solid approach to meeting the needs of our under-privileged children really started with this Committee. The funding of these programs that you have so successfully put under way is our next big task.

ABSTRACTS

EDUCATIONAL TELEVISION FOR DISADVANTAGED SCHOOLS

The specific objectives of this project are to continue to offer quality programming to students in educationally and culturally deprived areas and to provide in-service teacher training. Approximately 115,000 students will be served by this project in the deprived areas of Detroit.

In order to carry on these activities, the following personnel are required:

Full-time television coordinators.....	2
Full-time secretary.....	1

Rental fees for telelessons from outside sources will be provided for culturally and educationally deprived schools. This will insure students in the target area a complete range of television programming.

This staff is to work in the culturally and educationally deprived schools in cooperation with parents, teachers, administrators, and supervisors in order to develop the proper use of ETV in these areas. Support of this type is essential to a worthwhile program.

Provisions will have to be made for office space, supplies, travel expenses, and phone service in order to carry out these activities.

Finally, a workshop (3 days) involving a key person from each of these schools is most essential. It should take place as early as possible in the program.

A summary and outline of these services and facilities is listed below:

Tape Rental: September 10, 1966, to May 25, 1967.

In-Service Training: Continuous During 1966-67 School Year.

IN-SERVICE TRAINING

In order to develop maximum utilization of ETV in the classroom, two in-service training programs must be conducted. One program would concern itself with the skills and techniques required on the part of the classroom teacher in order to prepare key personnel with the administrative know-how necessary to conducting a successful program.

The need for in-service training for teachers using ETV is obvious to those who visit classrooms where the TV set is not turned on until five minutes of the program have gone by. In other rooms the class is not properly prepared for the television; the set is turned on; the lesson viewed and then snapped off. The classroom teacher's efforts before, during, and after the telelesson are most critical to the overall effectiveness of television as an aid to the educational program. Unless classroom teachers are trained to carry out these functions properly, much of the effectiveness of the presentation is lost. Any attempt to use ETV without a thorough understanding of these aspects of preparation on the part of the classroom teacher will result in minimal achievement.

A key person in each school building should be trained to administer the ETV program within that building in a manner that will allow maximum benefit to every student and teacher.

This person should have a thorough knowledge of such items as the following: proper set placement in the room; nature, location, and operation of components of the distribution system, how to report major breakdowns accurately, and be able to provide storage for equipment which will make it highly accessible to the classroom and give it maximum security. In addition, this person must be able to work with the school principal in developing program schedules which will maximize television utilization without interfering with important phases of the entire school program.

BENEFITS

One of the major benefits of implementing an effective television program in a school system is the in-service training received by the teachers viewing the lessons in the classroom. The majority of television teachers have been selected because of their mastery of accepted and proved teaching techniques and skills. Exposure to these teachers does an effective job of in-service training for the teacher in the classroom.

In most instances, the classroom teacher is provided an opportunity of viewing a master teacher develop concepts, utilize a wide variety of visual aids and practice techniques that have proven to be effective teaching skills. As the classroom teacher views the responses of the students in the classroom, he learns to recognize effective teaching.

Classroom teachers report that television provides them with a kind of measuring stick with which they are able to rate their own performance. They feel that self-examination as a result of viewing the television teacher often reveals areas where they might strengthen techniques. Such examination also provides assurance in areas where the television teacher employs techniques considered effective by the classroom teacher.

Perhaps the most outstanding contribution that ETV makes to the in-service education of teachers is in the implementation of important curriculum changes. An outstanding example of this took place in Detroit and concerns the development of the modern math program. By presenting an outstanding teacher on TV at the grade level adopting the modern math curriculum, hundreds of teachers were able to observe directly the techniques and methods considered effective in teaching modern math.

Another excellent example of the rapid implementation of curriculum change as a result of television is found in the development of MPATI's sixth-grade science series. A year before the position paper was published in the professional journals.

DISSEMINATION PROJECT

Under Title I of the Elementary and Secondary Education Act of 1965, the Detroit Public Schools have developed and implemented a variety of projects. These projects have been and will continue to be designed for the purpose of providing services to educationally and economically deprived children. The school system has initiated a multi-faceted program of compensatory education because it realized that deprivation cannot be eliminated or greatly reduced by short term, fragmented programs, and that the schools must continue indefinitely in the neighborhoods as important community agencies to help children and youth work their way from poverty through self-improvement.

Among the projects now operating under Title I funds are the following: Communication Skills Centers, Basic Reading Demonstration and In-Service Training Project, Program to Continue Education of Girls Who Must Leave

School Because or Pregnancy, Cultural Enrichment Project, In-School Youth Work-Training Project (for Junior High School Students, 14 and 15 year-olds), Discretionary Development Fund for Disadvantaged Schools, Pre-School Child and Parent Education Project, Operation Go.

As a part of our obligation under Title I, we are designing this proposal for the purpose of developing a system of communication and dissemination which will serve the interests of educators, students, citizens, and governmental agencies. Teachers, administrators, and community residents must be adequately informed if they are to be successful in effecting change and stimulating interest in programs that deal with the problems of the disadvantaged.

Objectives

1. Gathering and making available to teachers information on research and the results of research, demonstrations, and projects which are applicable to and may hold promise for the local school district.

2. Providing citizens, both locally and nationally, with information about ongoing federal projects.

3. Establishing lines of communication with the local Community Action Agency, the non-public schools, colleges and universities, and other public and non-public agencies.

4. Compiling and cataloguing data which will have relevance for ongoing and future projects.

A federal projects communications specialist will be hired to handle matters related to report-making, publicity, and dissemination of information. Coordinating with project directors, he will produce materials which will facilitate federal projects. In providing any materials, consideration will be given to the needs and requirements of the Office of Education, the Detroit Public and Non-Public Schools, and the Department of Public Instruction.

The communications specialist, working in cooperation with the public relations staff of the Detroit Public Schools, will prepare a quarterly publication which will describe the progress on ongoing projects and provide other pertinent information relative to federal projects. In addition to the preparation of the quarterly document, other written material will be assembled and dispersed through appropriate channels.

The communications specialist will work closely with the Program Development Office and project representatives who are responsible for designing and developing federal proposals. In preparing materials for dissemination, the communications specialist will respond to the needs of the non-public schools and the projects directors of federal programs operating in the school district.

Evaluation

The effectiveness of the total program comprised of all of the projects submitted or to be submitted will be evaluated in one comprehensive effort. The design for this evaluation has been submitted. This evaluation will provide in depth information about all federal programs in the Detroit Public Schools.

COMMUNICATION SKILLS COMPONENT

THE PROBLEM

Large numbers of inner-city school children in Detroit experience difficulty in learning to read. When serious reading deficiencies develop and persist, students often meet with failure in their school work. Complicating and perpetuating the problem of large numbers of students with deficient reading skills is the fact that many teachers have had little training in teaching remedial reading. Secondary teachers, especially, are unprepared to teach the reading skills necessary in their content areas. Even teachers trained to teach reading often cannot provide effective remedial help in the regular classroom situation. Consequently, an intensive and comprehensive program for the diagnosis and treatment of reading and other language problems for disadvantaged children and youth is a critical educational need in Detroit.

GENERAL OBJECTIVES

In an effort to meet this on-going need, it is recommended that the Communication Skills Centers (CSC) Project, established in the past school year, be continued and expanded within the limits of the funds available. The general

objectives of such a program are: (1) to reduce the extent of reading retardation of disadvantaged students, and (2) to gain further knowledge and skills for the effective operation of the Detroit Communication Skills Centers.

SPECIFIC OBJECTIVES

1. To provide diagnostic service and remedial instruction in reading and related skills for students in grades 3 through 12 of Detroit schools.
2. To provide psychological, medical (including psychiatric), and counseling services for pupils who require such assistance.
3. To help parents understand the learning problems of their children and to enlist their cooperation.
4. To gain additional knowledge about the effectiveness of various methods and materials for remediation of reading deficiencies.
5. To work cooperatively with participating schools to strengthen their reading programs through reports, workshops, seminars, and conferences.
6. To provide specialized personnel with the opportunity of developing new approaches to help pupils in understanding and overcoming their learning problems.
7. To increase the number of pupils who become effective learners and successful graduates.

COMPONENT DESCRIPTION

Five Communication Skills Centers are presently located in Regions 3, 8, and 9 of the Detroit School District. Each of the three elementary-junior high school centers utilizes four transportable units which are located at Berry, Campbell Annex, and Winterhalter Schools. One high school center is operating in four transportable units at Mackenzie High School, and another center is housed in Murray High School. Sub-centers operate in one high school and three elementary schools. The sixth center is scheduled to begin operation in two transportables at Southeastern High School in September, 1966.

Almost all elementary students attending a center ride project buses. Staff aides supervise students while traveling. Most high school students walk to their Communication Skills Center. On August 1, 1966, project buses replaced chartered buses in transporting students to Communication Skills Centers.

Arrangements have been made which allow non-public school children living within the regional areas of the centers to participate in project activities. The number of participating non-public school children is proportionate to that of the public schools.

Each center is staffed by the following personnel:

Junior administrative assistant.....	1
Reading diagnostician.....	1
Remedial reading teachers.....	6
Social therapist.....	1
Psychologist (2½ days per week).....	1
Clerk-typist.....	1
Lay aide.....	1

In addition, the following personnel are available to each center on a contracted basis:

- Psychiatrist.
- Neurologist.
- Audiologist.
- Pediatrician.
- Reading and Language Consultants.
- Medical Technicians.

LANGUAGE RETARDATION UNIT

Located near one of the centers is a special unit devoted to the study of language retardation. Language therapy includes both receptive and expressive forms of concrete language. This language training is based upon various forms of perceptual and perceptual-motor training emphasizing the visual, auditory, and kinesthetic modalities. Various language measures are administered to the children enrolled in order to gauge the quality and quantity of the improvement effected.

PROGRAM EVALUATION

The effectiveness of the project to improve the reading ability of the pupils will be evaluated in terms of its expected outcomes, the services provided, and the methods used. A project evaluator from the Department of Educational Research, Detroit Public Schools, has been assigned to design the evaluation procedures and collect the data necessary to complete them. A preliminary report of the findings is attached to this project proposal.

SUPPLEMENTARY COMMUNICATION SKILLS CENTERS

Inner-city schools enroll large numbers of students who are deficient in reading skills. Many factors contribute to their reading disabilities. Moreover, many classes contain a majority of students who are underachieving in reading, making it difficult for even a trained teacher to provide remedial help.

The Communication Skills Centers, as they are presently organized, are limited in the number of inner-city students whom they can help. Preliminary evaluation of the current project indicates that these students can make progress in small classes under the direction of competent remedial reading teachers. It is imperative that larger numbers of students be given the opportunity to profit from the Communication Skills remedial reading program.

In order to reach students who are not currently being helped, it is proposed that additional Communication Skills teachers be hired and the existing classrooms in project schools be utilized. These classrooms should be adequately equipped to offer effective remedial instruction. Teacher service would be distributed in the most efficient and equitable manner possible. Each additional teacher would mean that about eighty more students per week would receive instruction. These students would attend Communication Skills classes in their own school or in one near by, eliminating travel time and expense. Students with severe reading problems would be referred to the main Communication Skills Centers for more comprehensive diagnosis and remediation.

READING PROGRAM DEVELOPMENT SPECIALISTS

The nature of the operation of the Communication Skills Centers makes it desirable to have an experimental or developmental program in addition to the current operational phase. It is proposed, therefore, that some Reading Specialists be assigned to the project to develop and test experimental techniques of teaching reading, to design and try new instructional materials, to involve instructional staff in researchable problems, and to encourage all project personnel to seek new methods of solving reading problems.

GREAT CITIES EXPANSION COMPONENT

The Great Cities School Improvement Project and the Extended School Program have provided extensive programs in 27 and 51 schools respectively in recent years. In the summer of 1966, it was possible through the Elementary and Secondary Education Act to provide a Great Cities Summer School Project for all of the remaining Detroit Public Schools designated as part of disadvantaged communities.

In view of the success of the six-week summer project and the enthusiasm of the school staff, the community, and the students in this program, it is recommended that funds be made available to continue a program in the schools to follow up on the start made in meeting the educational needs of the disadvantaged communities.

The proposed program would be modeled after the major operations of the Great Cities Project and the Extended School Program. The actual extent of the program would be modest during the first year because of the need to establish clear understanding and commitment to project goals before launching programs of greater depth and scope.

Some of the purposes of the proposed continuation of the summer project are as follows:

1. Expanding the concept of the community school
2. Working for community involvement in assessing needs, planning, operating, and evaluating the school program and its relation to the community

3. Providing remedial education for students over a broad range of curriculum areas
4. Providing extended library service to the community
5. Providing adult educational opportunities
6. Providing community involvement activities and experiences for youth and adults
7. Developing motivation and aspirations for improved skills and competencies in education and socialization
8. Providing the insights and abilities to cope with urban living

To meet these goals of the project, it is proposed that systematic and consistent efforts be made to:

Provide staff growth and in-service education for teachers, administrators, and non-professionals in the program

Provide curriculum modification, innovations, and developmental activities for a more extensive learning situation

Provide additional materials, supplies, and instructional items to aid the program

Cooperate with research and evaluation efforts to measure program and guide efforts for improvement

It is also proposed that careful, thorough coordination be established with all related projects (Head Start, R.E.A.D., etc.) in order to make the best possible use of funds and to insure that duplication and overlapping of efforts and programs occur only for reinforcement and strengthening and not merely repetition.

PROGRAM OUTLINE

Orientation

Two orientation sessions will be provided to discuss Project goals, program outlines, school-community relations, techniques for community involvement, budget, administrative procedures, selection of personnel, records and reports, and related matters.

The workshop will involve four representatives from each school (principal, assistant principal or program coordinator, and two teachers.)

General program outline

Basic program elements will be as follows:

Extended library service from 4 to 6 hours per week per school.

Remedial and enrichment experience classes and activities for children ranging from 8 to 14 hours per week per school.

Adult education activities ranging from 6 to 10 hours per week per school.

Coordination time ranging from 6 to 10 hours per week per school.

School-Community Assistant working 20 hours per week maximum for each assistant. In case of larger schools, 30 hours of time would be budgeted to be divided among two or more school community assistants.

Secretarial service based on an approximate formula of one hour service for each day a program operates in a school.

Cultural enrichment classes.

Contracted services.

School service assistants.

Discretionary Development Fund.

The range of hours and services is for purposes of adapting the program to the varied school enrollment. The general plan is for a 32-week program period for actual classes. However, it is anticipated that community use of the building and various planning and evaluation sessions and informal activities will be ongoing throughout the 40-week school year.

Administration and supervision

Overall administration of the Project would be under the direction of the Great Cities office and will become the major responsibility of one of the administrators in the office. The services of other staff members will be a basic part of the central administration. Four additional administrators will be assigned to the central staff to develop, coordinate, and implement project elements. One full-time secretary will be assigned for Project duties and ten part-time supervisors will augment the central project staff. Supervisors carefully selected for their competencies in curriculum, school-community relations, per-

sonnel matters, and general administrative areas will each work a maximum of six hours a week after school, evenings, and Saturdays.

The 48 hours of weekly supervision will provide approximately a half-hour per week per school of direct action-oriented supervision. Supervision will be budgeted for 34 weeks providing pre- and post-time and weekly time for records and reports. Our experience has shown that adequate supervision is invaluable in supporting the efforts of school people as they enter new projects and depart from traditional programs and traditional patterns of operation in an attempt to reach disadvantaged youth and adults. The supervisor is a key person in maintaining an effective line of communication between the coordinator in the school and the Project staff.

Contract services

It is proposed to make available to the schools extensive contract services in educational resources, performing arts personnel, and a variety of cultural and professional services for staff, students, and community. Specific items will include artists, musicians, actors, lecturers, and demonstrators in curricular areas. These services will be arranged with individuals, semi-professionals, and professional clubs in the metropolitan area. The caliber and background of those whose services are hired will range from beginning professionals and semi-professionals to highly sophisticated performers and experts in their respective fields.

Travel

Travel expenses for the Project will consist of mileage for the supervisors and administrative staff and a modest mileage allotment for professional travel related to the Project. (To seminars, conventions, other cities to observe and study worthwhile programs.)

Books and supplies and instructional materials

To supplement existing projects, we will provide materials and supplies to disadvantaged schools. It is proposed to provide a budget of \$200 per school for the program throughout the school year. Part of this budget will operate within carefully developed guidelines, while part will be available to the schools through individual requisition procedures as needed. It is necessary that the schools have access to rapid procurement of items for their programs in order to capitalize on the spontaneous development of needs and to insure best use of teacher time and pupil time. Experience has shown that it is impossible to anticipate all needs in advance; the flexibility and speed of the proposed arrangement contributes to creative and effective programs and high morale.

JOB-UPGRADING PROJECT

This proposal concerns an expansion of the existing Job-Upgrading Program which is in its seventeenth year of operation in the Detroit Public Schools.

Job-Upgrading is a voluntary program designed to aid in the occupational adjustment of unemployed youth sixteen through twenty years of age who have left school before graduation. Its specific purposes are to provide instruction which will help those young people secure and keep a job and to assist those who need and want education or further training to obtain it.

The existing Job-Upgrading Program has centers located in ten senior high schools and one junior high school. This proposal would allow the program to expand to four additional senior high schools during the day and open three more centers in the late afternoon and evening in three locations which would be operative during the day.

Provision has been made to hire teacher-coordinators, remedial teachers, consultants, and specialists in the areas of employment counseling, labor organization, personnel work, psychological services, and social work. All staff members will participate in workshop sessions designed to acquaint the new members of the staff with the operation of the program as well as training the total staff in areas relating to the drop-out, the world of work, personnel problems, labor organizations, etc.

Enrollees in the program will be out-of-school youth between the ages of 16 and 21. They will be non-graduates who are interested in either returning to the regular school program or in obtaining training and work experience necessary

to help them become self-sufficient workers. Funds received under this proposal will provide an extended work assignment for a large percentage of the enrollees in the program. They will be paid \$1.25 per hour for a maximum of 20 hours of work in tax-supported institutions as well as non-profit organizations. Candidates for enrollment would be referred by:

1. School counselors and administrators.
2. Various school administrative departments.
3. TAP centers.
4. M.E.S.C. Youth Opportunity Center.
5. Former Job-Upgrading trainees.
6. Welfare and ADC workers.
7. Juvenile, police, and parole workers.
8. Interested citizens.

Students who have dropped out of non-public schools will be involved in this project. Referrals will be made by principals and teachers from the non-public schools. Overall coordination of the various elements of the program will be the responsibility of the project director and his staff.

BASIC READING DEMONSTRATION COMPONENT

The Basic Reading Demonstration Project, funded in 1965 under Title I of the Elementary and Secondary Education Act, was designed to measure the effectiveness of six different methods for teaching beginning readers in inner-city schools. The original grant was for ten months. It is expected that refunding will permit a total three-year study.

The project will serve 68 teachers and approximately 2,200 children in 18 inner-city schools.

Two of the six methods are termed sound-symbol approaches (uncontrolled vocabulary) and four are termed developmental approaches (controlled vocabulary). The companies represented are I.T.A. Pitman (sound-symbol), Whitman-Western (sound-symbol), Ginn (developmental), Harper-Row (developmental), Lippincott (developmental) and McGraw-Hill (developmental).

The goals of the project are to (1) teach the children in the experimental classrooms to become skillful readers, (2) validly test the six different approaches for teaching the beginning reader, (3) investigate and measure the quality and quantity of services rendered by (sub-professional) classroom lay-teachers. These sub-professionals will work in classrooms under the direct guidance and supervision of a certified teacher. Additional services to project schools include: supplies and published materials, consultant services for classroom teachers, classroom lay aides, workshop and in-service training, inter-school visitations, library materials to individual classrooms, and other services and materials recommended by the experimenting teachers.

The project is being evaluated by the Detroit Board of Education, Educational Research Department. Six achievement tests will be administered in the thirty-month study. The first reading achievement test was administered in May, 1966. All sixty-eight teachers will participate in an evaluation of the materials being supplied by the six publishing houses.

Calendar of events for the basic reading demonstration project (November 3, 1965, to June 24, 1966)

September 8–November 29, 1965: Eighteen schools, 68 teachers, and 2,200 children selected for the project. Project children given a reading readiness experience and introduced to the primary reading skills.

November 3, 1965: Mr. Mark Mahar assigned as the Project Director. The first orientation meeting with project administrators and teachers.

November 8–23, 1965: In-Service Workshop Training for the project teachers. The order for instructional materials was initiated and delivered.

November 29, 1965: Instructional program in the six different methods activated.

November 29–December 17, 1965: Classroom lay aides recruited, interviewed, trained, and assigned.

January 31, 1966: Second In-Service Training Workshop for project teachers.

February 2–June 14, 1966: A series of scheduled meetings for the project teachers established. In-Service and Evaluation meetings scheduled every three weeks for each medium being tested.

March-June, 1966: Monthly visitations to project classrooms by educational consultants arranged for by the sponsoring publishing companies.

March 1966: Evaluation design constructed and submitted.

April-June, 1966: Evaluation tools designed, refined, and employed.

May 1966: First reading achievement test administered.

June 1966: Data collection and first evaluation initiated.

July-August, 1966: Compiling data for the interim report.

The Basic Reading Demonstration Project has been well-received by teachers and administrators in the experimental schools. A great interest, enthusiasm, and spirit has been generated by the opportunity to work with new and different published materials. Often teachers, highly critical of the medium they were

Many express a new feeling of freedom directly associated with the fact that they must learn with the children—day-by-day. The idea of moving away from the “lock-step approaches” dominated the independent discussions at the in-service workshop meetings. A new form of classroom flexibility is in evidence.

Teachers and administrators have listed these as positive project factors:

Improved attitudes, spirit, and cooperation of teachers resulting from closer contact with other teachers sharing project responsibilities.

Professional growth opportunities as a result of contacts with language arts experts and consultants.

Professional status improvement associated with the experimental nature of the project.

A real (or seeming) change in the responses of children because they sense their involvement in something different. An evolving partnership because “we are learning a new task—together”.

An opportunity to extend and improve educational and skill in the teaching of the language arts.

Realization of the parallels in the different approaches and the possibility of developing dual-tracking techniques for re-teaching and re-enforcement.

Insights into ways and means of greater employment of self-teaching and self-directing activities for children.

Re-definition of the educational goals and purposes of individual teachers as a result of intensive daily planning and evaluation.

Greater insight into the fundamentals of our language as a result of a new teaching responsibility.

The expected outcomes of the Basic Reading Demonstration Project are:

The extension and improvement of the ability of the children to skillfully master the oral and written language.

The extension and improvement of the ability of individual teachers to teach the language.

Identification of ways and means for better meeting the language needs of inner-city children.

Development of valid systems for identifying and recording the individual progress of children in language arts skills.

Development of diagnostic and remedial plans for meeting the needs of delayed, reluctant, and/or remedial readers.

Identification of master teachers who are successful with inner-city children so that they may assume leadership roles in improvement of instruction.

Demonstration of the values of flexibility in materials, methods, and staff utilization in creating improvement in instruction.

There has been a substantial increase in the budget request for the 1966-67 school year. This increase is based upon the following considerations:

Hiring a full-time reading consultant to extend service in supervision, coordination, in-service training, and evaluation.

Purchase of materials revised within the calendar year.

Increase the initial instructional materials budget to purchase enrichment and supplementary materials necessary for children as they begin to read independently.

Fifty percent lay aide service per teacher to compensate for the additional tasks associated with experimentation.

Extend teacher and lay aide skills through extensive workshop training.

Substitute salaries to create released time to permit flexibility in staff utilization; altering traditional classroom patterns; develop and improve audio-visual materials; experimentation in techniques and devices for extending listening, speaking, and reading skills; inner-intra school visitations and attendance of meetings for professional improvement.

In-depth experimentation with the sound-symbol approaches as diagnostic and remediation tools for delayed, reluctant, and remedial readers.

Permit a key, master teacher (maintaining her regular classroom assignment) released-time periodically to act as a demonstration-teacher, teacher-consultant, and/or teacher-supervisor for inexperienced teachers or teachers experiencing classroom problems.

Duplication and distribution of teacher-created materials.

Encourage independent educational research.

IN-SCHOOL YOUTH WORK-TRAINING COMPONENT

The purpose of this proposal is to allow for the continuation of the In-School Youth Work-Training Program. Certain changes will be suggested which, based on the past year's experience, are designed to make the program more efficient in its attempts to aid disadvantaged youth.

FIRST-YEAR ACTIVITIES

During the eight-month period from January 1, 1966, to August 31, 1966, over 1,000 work sites were developed for use by youths aged 14 and 15. These sites, found only in schools, have been sponsored by employees (primarily teachers) who have exchanged their "employer" supervision for the aid offered by the work-training enrollee. The students selected for these part-time jobs are all from an area labeled as disadvantaged and have been screened from an estimated 15,000 junior high students. Most of the students have never had a job other than "baby sitting", and for all, the holding of a social security card and the receipt of a paycheck was a glorious first.

Case studies, along with anecdotal remarks submitted by enrollees, principals, teachers, and counselors, in lieu of the objective evidence to be gotten from the evaluation presently in progress, indicate the high degree of success initially hoped for. Although many of the desired changes will not be observable for possibly years to come, many of the attitudinal and scholastic changes affected indicate a highly successful prognosis.

Youths are described who possessed such problems as poor or failing grades, poor discipline (which in at least one case had led to expulsion from a school), inability to relate well with peer or adult groups, and near autistic behavior. In all of the cases studied thus far, marked improvements have been seen. The underlying reason for the changes appears to be a sense of security and worth not often felt previous to the in-school work experience.

The rationale for this project, stated in last year's proposal, remains the same. The information and experience gathered during the first eight months indicate the strong need for continuance of this project during the 1966-67 school year.

SUGGESTED CHANGES

It was observed that there were junior high school students who should have been involved in this program but were excluded because of their age. It is therefore suggested that the inclusive age range for this program be ages 14 through 18.

In order to maintain work continuity for enrollees, it is suggested that the school program coordinator send an enrollee's work record with him as part of his file, should he transfer to another junior high. The program coordinator should also work with the high school coordinators in an attempt to place the enrollee in the high school work-training program in an attempt to make the junior high to senior high work transition as smooth as possible.

It is also strongly recommended that no enrollees in this program be fired, but rather, that a job-site transfer plus additional counseling be utilized.

The following Scholarship Project will be included as a component of the In-School Youth Work-Training Program.

THE PROBLEM

Schools, especially those in the inner city, face complicating problems in getting scholarships and grants-in-aid for the maximum number of young people. Many sources of funds compete for the most able students on one hand

and the most needy on the other. Yet, many students who could use help receive none.

Each scholarship source has its own application forms, its own deadline dates, and its own processes. This leads to great duplication of effort, which is especially unfortunate in inner-city high schools where counselors must deal with a flood of problems. Because of this, many small funds go unused because they are overlooked, seem less promising, or the counselors' time has been exhausted in preparing applications for the "big" funds.

There is need for a thorough analysis of the situation with the objective of bringing order out of the chaos and increasing the probability that more students can be helped. As a first step, this will require a knowledgeable person to get in detail the facts as to exactly which students have not been aided and what changes could have brought them assistance. With detailed and specific information at hand, the Detroit Public Schools can bring together the major sources of aid and help them develop a unified application process so that counselors can develop and use the many smaller sources which, although each may seem relatively insignificant, yet in total amount to substantial figures.

A new development is built on the assumption that many inner-city students would show higher motivation during the junior high and senior high school years if they had the incentive of being assured of the financial means of getting high education should their records warrant admission to college. There is need, on the one hand, to interest more scholarship organization in this possibility; and on the other, to establish in the junior high schools procedures for identifying recipients for such incentive scholarships and bringing them to the attention of potential donors.

A person will be selected who combines interest in the subject and familiarity with the administrative processes to conduct the project and give leadership to the necessary activities.

One of the major discoveries during the summer of 1966 was that, when their interest was aroused in aid activities linked to professions, many of the junior high school work-study students showed both potential and interest for occupations which ultimately will require college education. It therefore seems wise and necessary to cope with the present semi-chaotic situation involving scholarships. Because counselors in inner-city schools are under great pressure in connection with all their duties, they are hard pressed by the necessity, on the one hand, to prepare different applications for the same students to a number of sources so that if a boy or girl is turned down by one he still has a chance with others. Also, there are many minor sources, on the other hand, which go unused. The objective of this follow-through would be to work out the following:

1. Develop a unified application form which could be filled out once and then mechanically duplicated to go to a number of sources.
2. Identify students of ability overlooked in the present process and develop means for calling them to the attention of scholarship organizations.
3. Expedite approaches to minor sources now unused because, although in cumulation they are substantial, each is small.
4. Interest sources of funds in awarding inventive scholarship at the junior high school level, and especially to work-study students, so that they can be assured of financial ability to go to college if their high school records warrant college admission. (One major donor, the Student Aid Foundation of Michigan, has a small pilot project of this nature at four inner-city high schools this year.
5. Work out procedures within junior high schools to make use of such possibilities as may eventuate.

PROGRAM EVALUATION PROJECT

PHASES OF THE EVALUATION PROGRAM

There are two phases of the Title I evaluation program. One is the study of the effectiveness of each of the discrete projects which make up the program. The other is the evaluation of the effectiveness of the total educational program which all the projects comprise. These are considered separately in the evaluation plans.

EVALUATION OF DISCRETE PROJECTS

In each of the individual projects for which different goals have been set, the elements which work best must be identified so that efforts may be directed in ways that offer the most promise for raising the competencies of the children involved. Systematic observations must be made and objective evidences gathered to guide each project toward its goals while at the same time helping in adjusting instruction and services to the changing needs of individual pupils.

Plans for evaluating the discrete projects are described in separate statements of evaluation designs.

PURPOSES OF EVALUATION

The gains in educational achievements of the pupils, as measured by tests, will not be the only criteria of program success. Improved curriculum offerings, improved attendance and holding power, improved discipline and relations with others will also be studied. It may be months, or years, before some of the desired outcomes of the program become evident, but as much relevant data as possible will be gathered along the way.

ANALYSES OF DATA

Due to the nature of the data collected for evaluation of the Title I projects and for the program, it will not be possible to employ a single statistical design. Where pre and post data are available, analysis of variance-covariance designs will be employed. This will preclude the necessity of matching individuals or groups. In other instances, factorial designs will be appropriate.

The responses to questionnaires and the data secured from interviews will be summarized and reported using descriptive analysis and reporting techniques.

In general, the type of analysis used will be dependent upon the type of data collected. Tests of significance of differences both parametric and nonparametric, will be applied where appropriate, but the analyses of both the program and of the project data will not be limited to statistical treatment alone.

MANAGING EVALUATION DATA

The whole design of the program evaluation is dependent on the establishment of an electronic system of data recording and data retrieval. Without such a system, it would be impossible to record and subject to statistical analyses all of the different measures needed to assess the effects of the entire program on the 216,000 pupils comprising the universe of the study.

RATIONALE FOR ORGANIZATION OF EVALUATION SERVICES

Past experience has shown that assignment of evaluators to any project becomes inefficient if such an assignment places the evaluator under the supervision and control of the project director. Conversely, the team approach, with all the evaluation responsibilities and the evaluators assigned to the Educational Research Department, eliminates these objections and provides for cooperative planning with project directors. This, therefore, is the organizational plan under which the program and the project evaluations will be conducted.

STAFF FOR EVALUATION

The evaluation program staff will be made up of a team of evaluation specialists who represent a diversity of training in other disciplines. While different team members will be responsible for and identified with each project, they will plan and work together so as to coordinate their efforts and have the benefits of the group thinking for evaluation in depth as well as in breadth.

The team members will work under the direction of the program evaluation director, assisted by two assistant directors, who will have the overall responsibility for the program and project evaluations. All the evaluation team members will be supervised by trained and experienced personnel in the Educational Research Department in the Detroit Public Schools.

PRE-SCHOOL CHILD AND PARENT EDUCATION COMPONENT

The Pre-School Child and Parent Education Project is concerned with the childhood of children whose patterns of social and emotional responses are influenced, to a greater or lesser degree, by a culture of physical poverty, family disorganiza-

tion, and life experiential deprivations. The program is guided and dependent upon a focus which takes into account the overall rapidly changing behavioral and developmental patterns of child life, encompassing the third and fourth years.

Program content for the pre-school children who are enrolled in the program emphasizes a multi-sensory approach, real-life experiences, and specific language activities in order to provide a solid foundation for future educational experiences during the elementary school years. Because we believe that children and their families comprise an indivisible unit and because we believe that a child's growth and development is dependent upon his home environment, the parents of our children are included in the Pre-School Program through weekly meetings. These meetings are conceived as being essentially educational in nature, with the specific program emerging from the need and interests of the group. The overall objectives of these parent meetings can be considered as being:

1. To help the parent develop a more effective method for solving problems
2. To provide sufficient knowledge of resources which will enable the parent to function more effectively in her role as parent and homemaker
3. To help the parent develop a greater sense of self-worth as a result of developing new skills and more effective management techniques

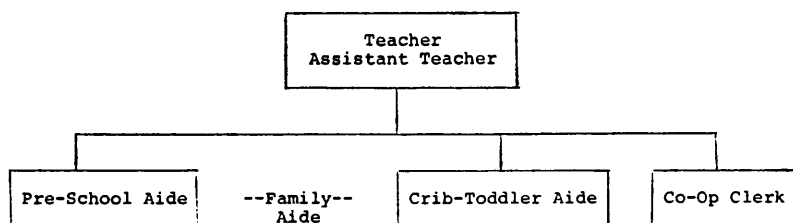
Also, as part of the regular in-service training program, the teachers and assistant teachers participate in bi-weekly workshops under the direction of the central staff.

Each pre-school unit conducts two sessions, one in the morning and one in the afternoon. Each session consists of no more than twenty children, or a total of forty children per unit. The children attend their pre-school unit for four days a week, approximately three hours a day. The fifth day is utilized by the teaching staff for program planning, in-service training, home visits, and conferences with parents or the staff people.

Each pre-school unit is headed by a certificated elementary school teacher. She is assisted by an assistant teacher, who must have at least two years of college; a full-time pre-school aide, and a clerk-typist who is employed through the Co-Op Clerical Program of the Detroit Public Schools. In addition to the above personnel, each unit is assisted by a *resource aide* or *resource teacher* and an *additional pre-school aide one day a week*, on the day when the parent meeting is held. One of the pre-school aides will also do home visits one day a week. The purpose of the home visit will be to assist with enrollment of children and mothers, to determine the causes of absence, and to contact the home on appointments for medical or other services. Additional responsibilities may be assigned as the role is developed.

The success of the pre-school program depends heavily upon the teacher, who is called upon to perform many functions not traditionally considered a part of the elementary teacher's role. Among these are the planning and conducting of parent meetings, home visits, and the supervision of several personnel within her unit. To assist her in performing these new roles, a Language Development Specialist, Parent Education Specialist, Curriculum Development Coordinator, and other central staff members work closely with her throughout the year.

PRE-SCHOOL UNIT



IN-SERVICE EDUCATION

The Detroit Public Schools proposed for the school year 1965-66 a very broad program in in-service education and staff development. This program was designed to be a complete in-service education effort. It included not only the in-service training projects which the school system had always conducted, but also

a number of additional, different approaches to in-service education. Many of these new approaches had never previously been put into operation because of limitations on the amount of money a school system can budget for in-service education. The availability of federal funds make it possible, for the first time, to launch a number of these new approaches. The result has been, over-all, an electrifying stimulus to the whole field of in-service education in the Detroit Public Schools.

The project provided for careful and objective evaluation. To render this evaluation, two trained evaluators were hired. To insure objectivity, these evaluators were assigned to the Educational Research Department of the Detroit Public Schools, rather than to the Continuing Education Department.

The efforts of the program for the school year 1966-67 have been grouped into six major facets of in-service education which are as follows:

Facet 1. Local School Projects.

Facet 2. Projects to Continue the Present Program of the Detroit Public Schools.

Facet 3. Projects to Improve the Instructional Program.

Facet 4. Projects in Staff Development.

Facet 5. Projects to Explore Attitudes of Teachers and Principals.

Facet 6. Projects to Provide Variety of Experiences for Staff Members.

FACET ONE

LOCAL SCHOOL PROJECTS

Project title: Individual school projects oriented to assessment and planning of local school programs for disadvantaged children

Purpose.—To provide an opportunity for the staffs of individual schools to work together, under the leadership of the principal, to improve the quality of instruction offered by that school to its community, and to gain greater understanding of the community's expectation of its school.

Schools in urban areas tend to follow a curricular plan, organization structure, and administration and teacher styles which have been developed over many years time. These patterns are applied universally and equally all over the city, in favored areas as well as deprived areas. It is increasingly clear that the patterns must be modified in deprived areas if effective learning of children in schools in these areas is to take place. This project would encourage each school staff to examine what it is doing, ask itself what it should be doing, and plan for a better educational program for the future.

Procedure.—The opportunity to conduct these in-service training programs will be provided to all of the 178 schools in Detroit which qualify for assistance under the Elementary and Secondary Education Act. Principals will submit proposals for review and approval by the Continuing Education Department no later than March 1, 1966. All programs will be completed by August 31, 1966. Sessions could be held on Saturdays, on two days after schools close in June, or on two days before schools open next September. It would also be possible to schedule sessions in the late afternoon or evening. These sessions would total an equivalent number of hours to the all-day sessions.

FACET TWO

PROJECTS TO CONTINUE THE PRESENT PROGRAM OF THE DETROIT PUBLIC SCHOOLS

Project title: Local school action projects to devise and demonstrate new teaching techniques or curriculum materials

Purpose.—This part of Facet 1 is intended to facilitate the work of a local school staff, or several cooperating schools, in the design of special instructional materials and ways of working with a particular school population of disadvantaged children. Proposals under this facet would be tailored to meet local school needs and would be initiated by the principal, *but would be submitted through the Field Executive.* Priority will be given to those proposals for action which grow directly out of the local school "Assessment and Planning" workshops funded under PROJECT FAST in the spring and summer of 1966.

Two models which meet the above requirements are outlined below. They were submitted by individual schools and are shown here for illustrative purposes only, since the specific problems to be attacked will vary from school to school.

Model 1

Purpose.—To improve the teaching of *reading skills in a junior high school.*

Procedure.—(1) Establishment of "teams" of different subject matter specialists to secure more emphasis on, and teaching of, reading in the subject areas. (2) Training for subject matter specialists in the teaching of reading skills. (3) Adaptation of subject matter materials to reading level of students (without watering down the material). (4) Experimentation with various methods of pupil grouping. (5) Evaluation of the techniques used.

Model 2

Purpose.—To develop and test in classrooms special Social Studies materials designed to improve work-study skills of pupils in grades one through three of five cooperating schools.

Procedures.—

(1) Formation of teacher teams representing first, second, and third grades of five schools in a junior high school complex.

(2) After-school and Saturday sessions:

(a) to establish goals in terms of specific work-study skills appropriate for teaching in grades 1-3.

(b) to design practical materials and experiences for supplementing social studies offerings in grades 1, 2, and 3: i.e., family, neighborhood, and broader community factors.

(c) to agree on an appropriate vertical integration of these experiences to provide for concept expansion and reinforcement from grade one through grade three.

(d) to build an accompanying guide for teaching work-study skills using all possible points at which the newly designed and meaningful social studies materials lend themselves to teaching such skill—(establishing concepts of place and direction such as home, school, block, neighborhood and city; making and using maps, charts, and graphs: using dictionaries and directories, etc.

(e) to share progress and ideas as they develop in action.

(3) Evaluation to ascertain whether such an approach is reflected in standard tests of work-study skills.

FACET THREE

INSTRUCTIONAL IMPROVEMENT

Project title: To inaugurate and demonstrate new instructional approaches

Purpose.—To bring the competence and creativity of our own staff more fully to bear on the quest for more improved materials and better ways of working with children.

Procedure.—These projects will be designed and initiated in cooperation with staff departments and staff members who are specialists in research, in subject content, in instructional methodology, in cultural anthropology, in social psychology, and in related areas. The availability of the opportunity to conduct these in-service programs will be announced and staff members will be invited to submit proposals. The proposals will be reviewed by a small committee of Detroit Public School specialists assisted, where necessary, by consultants from university staffs, social agencies, industry, and the community. All projects will be approved by March 1 and concluded by August 31, 1966.

Project title: To develop and evaluate new approaches to in-service education

Purpose and procedure.—Many modern instructional approaches require extensive equipment and supplies. Examples of such modern approaches are the language laboratories required for the audio-lingual teaching of foreign languages, data processing equipment for modern business education instruction, audio-visual approaches to teaching subjects universally recognized as fundamentally necessary (such as American History and Civics) to students who do not read well enough to learn *solely* from a textbook, laboratory equipment for modern science instruction, and devices such as those developed by Montessori for early childhood education. The public schools often do not have available local funds to equip large numbers of buildings with this equipment, and they sometimes cannot even equip one experiment location to determine whether *in fact*, the instructional approach involved is effective. The Continuing Edu-

cation Department has right now, on file, a proposal to develop video tape television presentations for the in-service education of all of the school system's biology teachers in the Biological Sciences Curriculum Study (BSCS) approaches to teaching biology, a proposal to use the same techniques to train 2,300 elementary teachers in the concepts of instructional approaches required by modern math at the elementary level, and a third proposal to develop a laboratory to teach American History by approaches, 90% of which would not require the student to be able to read fluently. Creative staff members have been discouraged from developing projects which require considerable funds for equipment, because such projects simply have not been launchable. If the availability of funds were known, a surge of very imaginative proposals would immediately come forth.

The cost of the video tapes for in-service training of BSCS teachers is known to be in the range of \$10,000 to \$12,000. Once developed, these tapes could be duplicated inexpensively and used nation-wide. The same potential is present for other research in instructional methodology and approaches which are proved to be effective in the reality situation of public school classrooms rather than in university laboratories or the editorial offices of commercial concerns. Therefore, any funds spent for this type of research and demonstration could well be the most productive and influential expenditure in this entire proposal. But it is difficult to estimate the exact amounts required.

Therefore, it is proposed that the amounts known to be needed for the BSCS proposal be used as a basis for estimation, and an initial five projects to equip one facility for the testing of modern instructional approaches necessitating considerable equipment be authorized. The total amount required would be:

Project title: To extend educational experiences of teachers

Purpose.—To provide teachers with the opportunity of gaining new and different experiences through an exchange teaching program connected in cooperation with neighboring school districts.

Procedure.—This project would entail eliciting the cooperation of the school districts in the tri-county area of Metropolitan Detroit: Macomb, Oakland, and Wayne. It would involve as many districts as would be willing to participate in an exchange teacher program. The length of the project would extend for one semester. At the conclusion, teachers would return to their original schools.

Due to the need to establish contacts and guidelines, the project would be in effect for the second semester only. Experiences gained through such an exchange would afford teachers the opportunity of seeing other approaches to education through working with youngsters of various socio-economic backgrounds in school districts of differing educational philosophies.

Project title: To provide advanced academic activities for experienced teachers

Purpose.—To encourage advanced academic study for teachers who have been away from the university for a minimum of five years. It is equally important for experienced teachers to return to the university as it is for beginning teachers to complete graduate study requirements. By freeing such teachers from the pressures of a full teaching program while bearing personal and family responsibilities, a higher level of excellence of academic activity may be insured with resultant improved quality of education.

Procedure.—Select nine interested teachers (one from each region) from the 178 deprived area schools to return to full-time graduate study on full salary for one school semester.

Project title: Classroom actions conducted by an individual teacher or team of teachers to improve the quality and effectiveness of teaching-learning patterns

Purpose.—More studies are needed which attack basic problems in teaching and learning. Classroom teachers very often possess insights and techniques which could improve the learning and instructional patterns. This part of Facet 3B would encourage and facilitate action studies initiated and conducted by individual teachers and teams of teachers at the local school level. Individual staff members or a cooperating team of staff members may submit proposals.

Procedure.—(1) These projects can be initiated by an individual teacher or preferably two or three teachers cooperating in one local school or in different schools. (2) There will be provision for consultative services from the areas of teacher concern and action (subject content, instructional methodology, and in the behavioral sciences). (3) Released time and/or Saturdays will be available for the individual teacher or team of teachers to work with consultants in

the analysis of problems to be attacked and planning for new approaches. (4) Workshop time may be provided for cooperative action projects. (5) A trained evaluator will assess each project in an attempt to determine the viable ingredients in the study.

FACET FOUR

STAFF DEVELOPMENT

Project title: A project to train administrators for urban schools

Purpose.—To give promising candidates for administrative positions in the Detroit Public Schools intensive training before promotion. The training program would be the final step in the selection procedure for beginning school administrators.

Procedure.—At the present time in Detroit, as in most school systems, teachers who seek administrative positions are required to complete several years as successful teachers, to take some courses in administration at the university, and to go through a selection procedure which consists of written examinations, satisfactory recommendations, and approval of an interviewing committee. Those who seem to possess the qualities of a good administrator are promoted.

The real training as administrators which they receive is on-the-job training after they are promoted. Many learn well by experience and go on to positions of more and more responsibility. Some do not learn or on the job fail to demonstrate the qualities required. These often remain in lower echelon administrative positions for years since their inadequacy is not so absolute as to justify dismissal or demotion.

The training program proposed here would be offered to candidates for promotion who had been selected through the regular promotion procedure. Successful completion of this procedure would gain them entry *into the training program*, not guarantee them promotion. Only those who completed the training program successfully would be placed on the eligibility list for promotion.

The training program would consist of six months of rigorous training in the theory and principles of administration followed by a six-month internship under a carefully selected principal. During this training period, the candidate would be paid at his regular salary rate as a teacher and would return to the classroom following the year of training. Many would be on the eligibility list for promotion at this point and would be promoted when a suitable vacancy occurred. A few who would be deemed not to have completed the training program successfully would continue as teachers.

The training in the theory and principles of administration would be provided by universities. Not all candidates would take exactly the same courses; each candidates program would be determined by the director of the project in consultation with the candidate. While the inclusion of some courses in school administration, finance and budgeting, personnel administration, public relations, and cultural understanding are obvious, careful attention would also be given to learning modern business management, the understanding of data processing, and the psychology of leadership. Courses might be selected in departments of the University other than education. No degrees would be sought to avoid the limitations of degree requirements, although it is likely that credit earned could be applied later to the candidate's advanced training. The theoretical training would last for six months, from July through December or from January through June.

When the candidate had completed his theoretical training he would be assigned to an experienced, capable principal as an intern. He would be expected to function in much the same way as an assistant principal does, except that the emphasis would be on training and thorough evaluation. To achieve this evaluation, the director of the training program and university professors and the field executive would all participate in the evaluation of the candidate's work.

The target date for the first class would be January, 1967, but the director would begin planning and selection of candidates as early as September, 1967. The program would not become fully operational (one class in training and one class in internship) until September, 1967.

As an outgrowth of the Internship Experiences of Project FAST Facet 6, *Internship Experiences to Provide a Variety of "Cultural Exposures for Staff Members"*; a number of interns, counselors, have expressed an appreciation of the experience and knowledge they have received in the world of work. Many of them are now saying, "We were there! We know what the working world is like, and we now know what to sell to the youth today."

With this kind of response, and from the recommendations received, the Department of Continuing Education is submitting this proposal for your consideration.

Regional Workshop for Counselors of Disadvantaged and Low Academic-Oriented Children

Purpose.—To provide in each of the nine administrative regions an opportunity for counselors to become (more) familiar with the role business and industry are playing in providing jobs and apprenticeship programs for job placement in the world of work.

To re-examine the counseling program and its role in preparing youth to function in the working community.

To explore ways and means in which counselors and representatives of business and industry might function more effectively as a team, with an end goal of quality education.

Procedure.—Counselors that are assigned to schools, approximately 24 senior high and 17 junior high, in disadvantaged neighborhoods would be invited to participate in a six-day (Saturday) workshop. Participants would be paid at the established rate of \$15 per day. Knowledgeable consultants would be drawn from the school system, the community, business and industry, and the local universities. Counselors that participated in the internship program could function as directors of these workshops.

Project title: Community relations workshops for secretarial personnel in schools serving disadvantaged neighborhood

Purpose.—To improve the school secretary's understandings of the children and adults of her school service area and improve her skills as an important human relations agent.

Procedure.—One east side and one west side workshop for three days each to serve 50 secretaries. Participants will receive the standard stipend of \$15 per day. The 100 participants will be selected from applicants from the 178 schools designated as disadvantaged.

Project title: Workshop for sponsoring teachers

Purpose.—To provide necessary training and assistance for classroom teachers who sponsor university students in the directed teaching phase of their teacher training in preparation for professional careers with innercity children.

Project title: Community and interpersonal relations workshops for school-based custodial personnel

Purpose.—To increase custodians' awareness of their important role as a member of the school system team, and as a human relations agent in neighborhoods where the school's image is sometimes hurt by a lack of understanding and knowledge on the part of school personnel.

Procedure.—Two regional workshops to serve 100 custodians selected from applicants in the 178 buildings serving disadvantaged children. Each workshop will be in session for three consecutive Saturdays. Participants will receive the regular stipend of \$15 per day.

A Follow-up of the 1966 Summer Seminar in Advanced Educational Administration

The previously funded Summer Seminar was designed to assist 200 inner-city administrators and supervisors in coming to grips with current crucial problems in urban school administration. Understanding gained in that intensive experience will serve as a base for this proposal.

Purpose.—To enable selected teams of Summer Seminar participants to study urban administrative and teacher training needs as revealed in the Seminar for the purpose of

1. Preparing an administrators' guide to promising in-service teacher education practices for local schools
2. Recommending further staff development projects for intermediate administrative leadership
3. Recommending to Universities content and procedures for pre-service training for urban school administrators.

Procedures.—

1. Each Regional Field Executive will invite three Summer Seminar participants to take part in this cooperative action $3 \times 9 = 27 + 3$ at large (could include F.E.'s) = 30.

2. The group will meet on three Saturdays plus 10 successive school days on released time. An additional Saturday will be needed for a smaller group (perhaps 2-2 member editing teams)

3. A University expert will be provided each day as a consultant-summarizer.

4. Lunch period each day will be used for the feedback summarizing services of the University consultant

5. A nationally outstanding expert on Educational Administration and Teacher Education will be provided to react to conclusions and recommendations in the final Saturday session.

Project title: Specialized training for persons eligible to become inner-city principals

A one-semester program designed to improve essential administrative understandings and skills in the areas of—

1. Community relations and working with citizen groups.

2. Developing an administrative style appropriate to cooperative action with teachers, teacher organizations, pupils, parents, and lay citizen groups.

3. Methods of in-service education at the local school level.

4. The school system as a whole: The relationship of a school to the total system, functions of the Board of Education, central office and other service personnel.

Procedures.—The top third (30) persons from the current eligibility list of elementary principals will be invited to participate.

1. With the approval of the appropriate Field Executive, each selected person (mainly assistant principals) will be given released time, in half-day modules, for (a) seminars staffed by interdisciplinary teams of university personnel, (b) school visitations, (c) an extended period of observation and participation at the central offices.

2. Opportunities will be provided for some association with active community organizations, the Total Action Against Poverty Program, Citizens School Advisory Committees, and other youth-serving community agencies.

3. Nationally known "experts" in each of the four areas of purpose will be brought to the group at appropriate intervals during the semester.

4. Teacher substitutes will be provided to schools when release of the participant is deemed to impose an undue hardship.

FACET FIVE

ATTITUDE EXPLORATION

Project title: Small group studies of values and attitudinal differences in human beings and the effects of these differences on teaching and learning

Purpose.—To modify staff attitudes toward themselves, other staff members, students, their schools, and their communities, and improve the climate for effective pupil learnings.

Procedures.—Since modification of attitudes is a most difficult objective to achieve. These projects would only aim at exploring ways in which this objective might be approached. The initiation of the projects would involve cooperation from departments in the Detroit Public Schools such as the Human Relations Department and the Guidance and Counseling Department, from university departments of psychology, sociology, and anthropology, and from perceptive individuals within the school system. The emphasis would be on creative approaches, imaginative concepts, and controlled evaluation. Each group would be small, would meet regularly but informally for at least three months, would include a trained evaluator, and would seek understanding and knowledge about human beings and the forces that really motivate and control them with the hope that from this understanding would come change in attitude. During the summer months, some groups might be sent to the National Training Laboratory at Bethel, Maine.

VARIETIES OF EXPERIENCES

Project title: A project to provide cultural enrichment experiences in music, art, home architecture, and similar fields for teachers

Purpose.—To deepen teachers' awareness of and sensitivity to important aspects of the culture so that they, in turn, might better transmit such an awareness to children.

Procedure (using "home architecture" as an example).—The project in cultural enrichment in home architecture is intended to be really enriching. The over-all aim would be: what makes a good building in which to live and how is

this ideal achieved in some situations and not achieved in other. Participants in the project would study the history of home design and construction over the past 50 years in Detroit; would visit homes and apartments in desirable neighborhoods, average neighborhoods, and slums; and would study zoning laws and building codes and the procedures for enforcing them. The outcome would be a sound understanding of, and acquaintance with, housing in Detroit and the impact that housing has on students, schools, and education.

Project title: Intercity visitation program

Purpose.—To enable staff members to further their personal and professional development.

Procedure.—This project would enable teacher teams to travel to other urban school centers in eastern United States to study promising programs for disadvantaged children. Upon returning, the teacher would assist in teacher-training program development and information dissemination. In general, it is expected that teachers having such an experience would serve as catalytic agents in their local schools in effecting school organization and/or curriculum change.

DEVELOPMENTAL CAREER GUIDANCE IN ACTION

This program, to be carried out in cooperation with the Detroit Public schools, will focus on the aspirations and plans of the students themselves.

The program is designed to involve the school staffs of selected inner-city Detroit schools in better helping their students, using occupation and career as a focus for integration. In many cases, inner-city students have unrealistic occupational goals due to inadequate information. Consequently, the program will focus on realistic information and realistic goal-setting.

Inasmuch as the entire project is quite logically separated into two Phases: a training phase and a demonstration phase, the financing of the project may, consequently, be separated in the same fashion. In Phase I, the training phase of the project, the funds may be paid directly to Wayne State University both in the preliminary and continuing aspects.

In Phase II, the demonstration phase, professional guidance consultants will be placed in each participating school as the leader of a three-person team to help effect the program. The other two members of the team will be sub-professional members of the community. The first sub-professional will be a needy, deserving, qualified student from the senior high school in the project and will serve as a half-time clerical aide and school liaison person. The other member of the team will be an unemployed adult drawn from the community and will serve in a liaison capacity with students, parents, employers, and agencies in the community. Since these individuals will be operating in the Detroit Schools, their salaries may be paid through the Detroit Community Action Program (Total Action Against Poverty) to the Detroit Public Schools. It is clearly understood that their actions will be governed by the creators, initiators, and organizers of the project: Wayne State University, as represented by the project director, in continuing consultation with the co-director from the Detroit Public Schools.

During the past year the program, funded through the Economic Opportunity Act via the Office of Economic Opportunity, was operational in six Detroit inner-city schools. The schools involved were Kettering, Barbour, Burroughs, Rose, Stephens, and Hillger. This coming year will see the program expanded to four "new" schools: Joyce, Cooper, Chandler, and A. L. Holmes.

Based on a community recommendation that the program not be funded entirely through funds from the Office of Economic Opportunity, this year's program has been designed such that a portion of the budget will be funded through Title I of the Elementary and Secondary Education Act. This arrangement whereby funds from both OEO and ESEA are commingled is another fine example of the cooperation of the Detroit Public Schools, Wayne State University, and the various funding sources in carrying out program alterations based on community recommendations. Moreover, this arrangement dramatizes the role played by our local community in modifying program activity.

Since the demonstration phase is, hopefully, the first year in what is hoped will become an influential longitudinal project, evaluation will be carried out in a thorough fashion throughout the course of the project. An evaluation team from Wayne State University, operating out of the Detroit Public Schools' Department of Educational Research, will perform this function.

PROGRAM TO CONTINUE EDUCATION OF GIRLS WHO MUST LEAVE
SCHOOL BECAUSE OF PREGNANCY

There is growing concern regarding very young girls who become pregnant. In Detroit, 3,833 illegitimate births were reported in 1964 and yearly scores more go unreported. A high proportion of these are the children of school-aged girls.

The problem is dramatized at several levels: first, when the student must leave school, she, of course, loses the chance to earn credits and maintain her class standing. For a larger percentage, this means that she does not finish high school at all, or, if she does, it becomes a difficult, part-time effort strung over a number of years. Second, the loss of school routine often leads to boredom which is demoralizing and destructive to intellectual interest and effort. Third, the girl's isolation from her peers damages her feelings about herself—feelings already assaulted by resentment and remorse over the pregnancy. Fourth, the pregnancy itself is fraught with fears and anxieties that are usually compounded by ignorance and guilt.

It is felt that if we are to curb this growing problem and meet the needs of these girls by intervening in the cycle, which for the most part has gone unbroken, a multi-service approach is needed.

It is with this in mind that this proposal determines to provide comprehensive educational, medical, and social work services to meet the multi-needs of the school-aged pregnant girl.

Specifically, the following services will be offered:

1. A classroom in the area but not in a school building, flexible enough to include blackboards, bathinettes, a library, a stove, mirrors, a sewing machine, etc.
2. The instructional program will include at least these elements:
 - (a) Individualized academic instruction in non-graded classes to help each student continue her education for credit.
 - (b) Instruction in the physical and emotional aspects of pregnancy.
 - (c) Individual and group counseling for both the girl and her family.
 - (d) Provision of a referral to existing infant child day-care facilities.

Population

The program will be offered to both public and non-public school pregnant girls, and provisions will also be made to accommodate cyesis cases in young girls not enrolled in any school. In the event that the fathers of the prospective children are known, counseling services will be made available to them if so needed or desired. Three centers will be established, each to serve twenty girls.

Personnel

Graduate students from the Merrill-Palmer Institute and other local higher educational institutions will be involved in particum experience with the project. They will assist in the family life education program and gain experience in counseling and related social work services.

Housing

Even if space were available in existing school facilities, it would be undesirable to house this project in schools, due to its nature. The centers will be located in three non-school facilities, such as church basements, in the inner-city area.

Medical services

Through a recent Public Health Office Grant, a Maternal and Infant Care Project is being established in several of Detroit's hospitals. Assurances, now on file, have been given that at least a part of the medical services needed by the school-aged pregnant girls can be offered through this Project.

Dissemination

Through the Division of School Relations and Special Services, arrangements have been made to establish a publication to serve both internal and external interests.

A separate project is being designed for submission also under Title I of the Elementary and Secondary Education Act to implement such a publication, due to the wide range of projects in the school district of Detroit.

Evaluation

The effectiveness of the total program comprised of all of the projects submitted or to be submitted will be evaluated in one comprehensive effort. This component will encompass in-depth evaluation of all federal programs in the Detroit Public Schools.

FEDERAL AND STATE SUPPORTED PROJECTS

The following report indicates funding obtained by the Special Projects Division of the Detroit Board of Education for various federal and state supported projects instituted in the Detroit Public Schools from 1964 to the present time.

Economic Opportunity Act of 1964, Public Law 88-452

1964-65

Title	Project description	Federal share	Non-Federal share	Total	Duration of funding
I-B	Inschool youth work training (school year 1965).	\$587,486	\$68,252	\$655,738	Jan. 1, 1965, to June 28, 1965.
I-B	Inschool youth work training (Summer, 1965).	577,486	74,219	651,705	June 28, 1965 to Aug. 20, 1965.
II-B	Project READ (remedial education for adults).	247,135	58,290	305,425	May 20, 1965 to Nov. 30, 1965.
II-A	Extended schools (33 schools).	508,167	156,000	664,167	Nov. 24, 1964 to Aug. 30, 1965.
II-A	School-community project in disadvantaged areas (great cities project—20 schools).	783,326	156,000	939,326	Do.
II-A	Preschool (10 schools).	193,774	56,100	249,874	Do.
II-A	Child day care study grant.	3,360		3,360	Do.
II-A	Assistant attendance officers (10).	42,420		42,420	Do.
II-A	Intra-mural physical education.	26,577		26,577	Do.
II-A	Project Headstart.	812,685	100,000	912,685	June 28, 1965 to Aug. 30, 1965.
Total, EOA, 1964-65..		3,782,416	668,861	4,451,277	
I B	Inschool youth work training (school year 1965-6.)	\$931,004	\$103,852	\$1,034,856	Oct. 14, 1965, to June 24, 1966.
I-B	Inschool youth work training (summer 1966.)	377,580	47,100	424,680	June 27, 1966, to Aug. 19, 1966.
II-B	Project READ (refunding).	337,873	69,608	407,481	July 1, 1965, to June 30, 1966.
II-A	Extended school (summer, and expansion to 51 schools.)	726,958	169,720	896,678	June 28, 1965, to June 30, 1966.
II-A	Extended school (refunding of original 33 schools and 18 for summer of 1966.)	992,004	198,440	1,190,444	Sept. 22, 1965, to Aug. 31, 1966.
II-A	School-community project in disadvantaged areas (great cities project—refunding of 20 schools.)	824,459	184,800	1,009,259	Do.
II-A	Preschool (refunding).	382,174		382,174	Do.
II-A	Assistant attendance officers (refunding.)	63,912		63,912	Do.
II-A	Intramural physical education (refunding.)	24,777		24,777	Do.
II-A	Project Headstart (summer 1966).	938,470	101,124	1,039,594	June 27, 1966, to Aug. 31, 1966.
II-A	School health coordinator.	24,146		24,146	June 28, 1965, to June 30, 1966.
II-A	School volunteer service.	44,658		44,658	Do.
II-A	Program development.	62,084		62,084	Sept. 22, 1965, to Aug. 31, 1966.
II-A	Developmental career guidance (with Wayne State University).	89,421	12,901	102,322	Oct. 14, 1965 to Aug. 31, 1966.
II-A	Administration.	42,001	4,565	46,566	Jan. 25, 1966, to Aug. 31, 1966.
II-A	Pilot project to train teachers' aids.	57,177		57,177	June 27, 1966, to Aug. 5, 1966.
V	Wayne County work experience.	38,304		38,304	Oct. 18, 1965, to Mar. 4, 1966.
Total, EOA, 1965-66..		5,957,002	892,110	6,849,112	

Economic Opportunity Act of 1964, Public Law 88-452—Continued

1966-67

Title	Project description	Federal share	Non-Federal share	Total	Duration of funding
I-B	Presently operating: Inschool youth work training (refunding of school year 1966-67; summer 1967).	\$1,394,260	\$189,380	\$1,583,640	Sept. 6, 1966, to Aug. 31, 1967.
II-B	Project READ.....	755,821	87,314	843,135	July 1, 1966, to June 30, 1967.
II-A	NEA Job Corps center..	92,950		92,950	June 27, 1966, to June 26, 1967.
	Total, present EOA....	2,243,031	276,694	2,519,725	
II-A	Proposed: Administration and program development.	106,958		106,958	Sept. 1, 1966, to Aug. 31, 1967.
II-A	Great cities project.....	2,812,152	851,200	3,663,352	Do.
II-A	Pre-School child and parent education.	399,281	22,280	421,561	Do.
	Total, proposed EOA.....	3,318,391	873,480	4,191,871	

Elementary and Secondary Education Act of 1965, Public Law 89-10

1965-66

Project description	Federal share	Duration of funding
TITLE I		
Communication skills center	\$1,267,341	Oct. 1, 1965 to Aug. 31, 1966.
Basic reading demonstration and inservice training.....	1,417,589	Oct. 15, 1965 to Aug. 31, 1966.
Program to continue education of girls who must leave school because of pregnancy.....	103,496	Nov. 15, 1965 to Aug. 31, 1966.
Cultural enrichment.....	996,070	Do.
Inschool youth work training (junior high).....	578,230	Dec. 8, 1965 to Aug. 31, 1966.
Discretionary development fund for disadvantaged schools.....	819,866	Jan. 1, 1966 to Aug. 31, 1966.
School service assistants; program dissemination; program evaluation.....	1,272,137	Jan. 3, 1966 to Aug. 31, 1966.
Preschool child and parent education.....	365,195	Feb. 1, 1966 to Aug. 31, 1966.
Temple Baptist Church building.....	1,421,894	
Operation GO.....	190,559	June 27, 1966 to Aug. 19, 1966.
Job upgrading.....	244,288	Apr. 1, 1966 to Aug. 31, 1966.
Educational television.....	913,562	Do.
Equipment, materials, and supplies.....	1,239,323	May 2, 1966 to Aug. 31, 1966.
Summer school.....	842,137	June 27, 1966 to Aug. 31, 1966.
Outdoor education and school camping experience.....	327,387	May 16, 1966 to Aug. 31, 1966.
TITLE II		
School library resources, textbooks, and other instructional materials.....	705,476	Apr. 12, 1966 to Sept. 30, 1966.
Total, ESEA, 1965-66	12,704,550	

718 ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS

Elementary and Secondary Education Act of 1965, Public Law 89-10—Continued

1966-67

Project description	Federal share	Duration of funding
TITLE I		
Presently operating:		
Great cities expansion.....	\$3,535,982	Sept. 1, 1966, to June 30, 1967.
Staff development (in-service training).....	898,803	Do.
Preschool child and parent education.....	553,997	Do.
Program to continue education of pregnant girls.....	235,428	Do.
Educational television.....	255,853	Do.
Developmental career guidance in action.....	141,707	Do.
Job upgrading.....	201,906	Do.
Inschool youth work training (junior high).....	415,860	Do.
Communication skills.....	1,149,555	Do.
Basic reading demonstration.....	328,118	Do.
Outdoor education and school camping experience.....	43,851	Do.
Program evaluation.....	372,231	Do.
Program dissemination.....	26,709	Do.
Supplementary services.....	2,040,000	Do.
TITLE III		
Cultural enrichment (planning grant).....	31,152	September 1966, to February 1967.
TITLE IV		
Michigan-Ohio Regional Educational Laboratory, Inc. (planning grant).....	184,241	May 15, 1966, to Dec. 1, 1966.
Total, present ESEA.....	10,415,393	
TITLE II		
Proposed:		
Materials centers grants:		
Materials and supplies, curriculum centers.....	138,610	
Professional library.....	40,000	
Total, proposed ESEA.....	178,610	

State Aid Act, sec. 4

1966

Project description	Funding	Duration of funding
3-school integration (triarea).....	\$1,000,000	Jan. 3, 1966, to Aug. 31, 1966.
Shared experiences.....	122,176	Mar. 7, 1966, to Aug. 31, 1966.
Instructional materials and supplies for disadvantaged children.....	463,478	Do.
Rehabilitation project to upgrade instructional facilities in disadvantaged schools.....	1,052,646	Do.
Satellite lunch project for disadvantaged schools.....	325,850	Do.
Total, State Aid Act, sec. 4 (1966).....	2,964,150	

1966-67

Proposed:		
3-school integration (triarea).....	\$1,132,632	Sept. 1, 1966, to Aug. 31, 1967.
Shared experiences.....	191,555	Do.
Rehabilitation project to upgrade instructional facilities in disadvantaged schools.....	304,683	Do.
Miller demonstration project.....	604,668	Do.
Mobile school adjustment relief teams.....	568,634	Do.
Satellite lunch project for disadvantaged schools.....	337,500	Do.
Total, State Aid Act, sec. 4, proposed.....	3,139,672	

National Defense Education Act, 1965-67

Title and project description	Funding	Duration of funding
VII. Effectiveness of instructional tapes for changing dialect patterns of urban primary school children.	\$72,293	May 1, 1965, to Aug. 30, 1967.
Total, NDEA, title VII.....	72,293	

Higher Education Act of 1965, 1966-67

Title and project description	Federal share	Non-Federal share	Total	Duration of funding
V-B. National Teacher Corps.....	\$131,600	\$8,625	\$140,225	October 1966 to June 1967.
Total, Higher Education Act.	131,600	8,625	140,225	

Summary

Act	Funding received			Proposed funding		
	Federal share	Non-federal share	Total	Federal share	Non-federal share	Total
Economic Opportunity Act of 1964:						
1964-65.....	\$3,782,416	\$668,861	\$4,451,277			
1965-66.....	5,957,002	892,110	6,849,112			
1966-67.....	2,243,031	276,694	2,519,725	\$3,318,391	\$873,480	\$4,191,871
Elementary and Secondary Education Act of 1965:						
1965-66.....	12,704,550		12,704,550			
1966-67.....	10,415,393		10,415,393			
1967.....				178,610		178,610
State Aid Act, sec. 4:						
1966.....	2,964,150		2,964,150			
1966-67.....				3,139,672		3,139,672
National Defense Education Act, title VII: 1965-67.....	72,293		72,293			
Higher Education Act of 1965: 1966-67.....	131,600	8,625	140,225			
Total.....	38,270,435	1,846,290	40,116,725	6,636,673	873,480	7,510,153

Chairman PERKINS. I will call on Congressman Vanik at this time to come forward and introduce Dr. Paul Briggs of the Cleveland City Schools.

**STATEMENT OF HON. CHARLES A. VANIK, A MEMBER OF CONGRESS
FROM THE STATE OF OHIO**

Mr. VANIK. I want to introduce Dr. Paul Briggs, superintendent of the Cleveland public school system, who has been here many, many times. I again want to point out to this committee that Dr. Briggs has brought about a turnaround in the Cleveland school system.

He has utilized every Federal resource that has been developed in this committee. I think he will have a worthy report to make as to how these programs have affected Cleveland. We certainly need these programs. They have brought new light to our Cleveland problems.

I am sure Dr. Briggs will present fine testimony before this committee. I am anxious to hear his testimony along with that of the other superintendents.

Thank you, Mr. Chairman.

Chairman PERKINS. Dr. Briggs, Congressman Vanik, as you know, has been one of our most ardent supporters of all educational programs that have come on the floor of the House for many years. I am glad he was here to introduce you. Again let me welcome you before the committee this morning.

You may proceed.

STATEMENT OF DR. PAUL BRIGGS, SUPERINTENDENT, CLEVELAND PUBLIC SCHOOL SYSTEM

Mr. BRIGGS. I might say that we superintendents enjoy the opportunity of coming to Washington, Mr. Chairman and Members, to come and testify before this committee, particularly when our Congressmen are present for introducing us to the committee. We don't always get these introductions at home.

It is nice to come to Washington and hear these nice things said about superintendents.

I am very happy to appear before this committee and to speak briefly about the needs, the programs, and the progress that is being made in the Cleveland public schools. I am especially appreciative of the efforts of this committee, which have been consistently made to improve the quality of education in our great urban centers of America.

I would like first to acknowledge briefly the benefits that we have already derived from the provisions of the Federal education laws. Second, to react to the Elementary and Secondary Education Amendments of 1967 and, three, to bring to the attention of the committee certain problems that we face in education in the city of Cleveland.

Since I last appeared here, much progress has been made in the quality and in the quantity of educational offerings in the city of Cleveland. The voters of Cleveland last November dramatically supported the largest financial issue that our Cleveland public schools have ever placed on the ballot.

They approved increasing the bondage indebtedness of our Cleveland school system by 110 percent, and at the same time increased by 20 percent the local taxes for the operation of our schools. This voter support came at a time when other Ohio districts were rejecting school issues, and when the city of Cleveland placed nine money issues on the ballot and the people turned five of those money issues down.

At this time, the people of Cleveland with a 70-percent plurality vote, approved the money issues for the Cleveland public schools. I might say in Cleveland we raised 80 percent of all the funds used for education. The city overburden in Cleveland is a big one. I might add that in the most distressed areas of our city, areas where a few years ago we were constructing schools behind barbed wire with 24-hour armed guards, that section of town approved our issue with a 90-percent plurality vote.

Now I would like to recount some of the benefits that we have recently derived from Federal legislation supporting education in Cleve-

land. I feel that a new optimism prevails in Cleveland today. Much of this optimism is a result of the various educational programs developed under the provisions of Federal legislation supporting education.

Many of the Cleveland success stories are resulting from the Federal programs, to include, first, the opening of the supplementary education center.

This first center in the Nation was opened in a warehouse, a five-story warehouse, in downtown Cleveland, and on urban renewal property, in October 1966.

The initial funding of this center came from a grant from the Educational Facilities Laboratory prior to the passage of the Elementary and Secondary Education Act and provided for planning and consultants. Later the center was funded under title III.

Between October 1966 and February 1967 of this year nearly 19,000 different individual Cleveland children from public and nonpublic schools attended the center, in groups of 300 per day, for specially enriched instruction in science, music, art, and in the heritage of Cleveland, the kinds of programs that we cannot provide in the neighborhood school.

Each group includes children from all sections of the city who spend a day studying in an exciting new kind of educational facility. Helping in the school system plan has been the long list of distinguished consultants and continuing local communities representing the various cultural, educational, and scientific efforts of the city of Cleveland.

This is a real success story, and this is the first supplementary education center established under title III. In the second place, I would point to the job placement of inner city high school graduates which is another success story.

As you know, in the city of Cleveland, unemployment is heavy, particularly among youth. However, in this new service headed by a full-time individual, Mr. Joseph Flemming, who is recognized as the dean of Cleveland industrial personnel officers, was successful in placing 88 percent of our January 1967 graduates in inner city high schools who desired jobs.

In two of our six inner city high schools, West High School and East High School, every male who graduated in January was placed on a job. Others are being placed every day. Mr. Flemming is conducting extensive conferences with large numbers of business and industrial firms and providing new entry jobs for Cleveland's inner city high school graduates.

During each of the past 2 years, vocational offerings of the Cleveland high schools have been doubled: 3 years ago vocational education was offered in two schools. Today there are vocational courses in every high school. More than 75 additional programs have been established. The program involving large numbers of vocational advisory committees has been expanded.

Six hundred and fifty businessmen now consult regularly with Cleveland public schools. The boards of education will soon open a new girls' vocational high school; it has authorized the drawing of plans for a new and unique kind of opportunity school for potential drop-outs. This present school in its 27th year of history providing job training has yet to receive \$1 of Federal funding.

Both of these schools are being built with matcing funds made possible by the vocational Education Act of 1963. During the past year, the administration of the Cleveland public high schools has strenuously protested to the Ohio State Vocational Education Department plan to allocate Federal vocational funds for the construction of five segregated area high schools, each located in a Cleveland suburb outside the areas of heavy youth unemployment.

The proposal of these five segregated schools would be under a program utilization with the utilization of Federal funding.

New guidelines for teachers of disadvantaged children: this year 162 teachers work in a special inservice project developing 25 new curriculum guidebooks aimed at improving instruction for Cleveland students. These guidebooks cover more than 2,300 pages.

They guide teachers in the selection and use of textbooks and other teaching materials in order to deal more effectively with the racial problems that we have in the big cities. All new curriculum materials developed by the Cleveland public schools have emphasized the cultural and racial plurality of the American society. Massive increases are in summer programs. Enrollment in Cleveland public school summer activities, exclusive of recreation, for the summer of 1966 involved over 50,000 children.

This is one-third of our enrollment. This was a 600-percent increase over the past 3 years. This could not have been done without Federal assistance. Several suburban school districts joined Cleveland and in the development of programs located outside of the Cleveland school district, again with Federal funds.

Other programs were developed at Oberlin College, Western Reserve Academy, and several eastern colleges and universities where we house some of our students from the inner city.

In camping, approximately 4,000 boys and girls from inner city schools attended camp during the period from May to November of 1966. Approximately 1,800 attended 5-day overnight camps and 2,250 attended day camps.

These experiences resulted in biracial contacts for over 3,000 children from public as well as nonpublic schools. Nearly all of this program was financed by Federal funds.

Prekindergarten and child development centers: Since 1965, I might point out that we have had over 10,500 children of preschool age involved in various Headstart programs under the direction of the Cleveland public schools. At the present time we have 1,308 inner city children 4 years of age who are getting a Headstart program in 40 child development centers operated throughout this year.

Observers who are nationally outstanding in the field of various fields of education have been highly complimentary of this program in Cleveland, which is made possible with Federal assistance.

On the lunch program, using Federal funds we are now equipping 16 inner city elementary schools so that we shall soon be able to offer hot lunch programs in these schools. The regular Federal hot lunch program has been expanded from servicing 6,000 children daily 3 years ago to over 14,000 now, and it will soon be 20,000 per day. At the same time, the price of lunches in Cleveland has decreased from an average of 60 cents 3 years ago to 35 cents today.

On elementary school libraries, the Cleveland school system 3 years ago had no libraries in its elementary schools. Now it has libraries open and serving children in 120 of its 138 elementary schools.

Under title II, new moneys were made available for the purchase of library material. This money was used to supplement a local effort which may well have been the Nation's largest single library project. Last year \$300,000 was donated by individuals in Cleveland to open libraries to Cleveland children.

Last year over 800,000 volumes were withdrawn in the elementary school libraries. This year the circulation will exceed 1 million volumes. Three years ago there were none.

Supplementing and supporting this program have been the services of more than 2,000 volunteers who daily come into the inner city and serve the children in the library program.

A reaction to the Elementary and Secondary Education Act amendments as proposed for 1967: On the whole, we endorse these amendments and urge their favorable consideration by this committee and by the Congress.

The National Teacher Corps: In Cleveland we have four teams of 20 members, five to a team, all located in the inner city schools under the direction of a university in Akron. This program, on the whole, is a good program and is an important program.

We have as many problems in staffing Cleveland schools as probably any city. I our number of professional staff members per thousand students were brought to the average of the metropolitan area of Cleveland, we would need to expend this year \$13 million more on staffing than what we are now spending just to come to the average.

We have only 37 professionals per thousand students. The median for our country is 50. It costs us \$1 million for the addition of each professional per 1,000 students.

We have several Teacher Corps teams functioning in some of our schools in the most disadvantaged sections of the city. This program, on the whole, is most satisfactory. We are worried about its funding, continued funding.

In the field of comprehensive educational planning, the need for comprehensive educational planning is great if we are to carry out more effectively the necessary coordinated system in attacking the problems of education in our urban centers.

Innovations in vocational education: We like what the amendments say in the area of vocational education in the great urban centers, stricken as they are with massive youth unemployment and despair. They feel keenly the need for developing new methods of vocational opportunities.

We must prepare youth not only for the jobs presently available, but the rapidly changing labor demands resulting from the rapid technological advances.

On handicapped children: The handicapped children in the cities such as Cleveland often have their difficulties from physical and emotional handicaps compounded by intense poverty and other social and economic problems.

We have today in Cleveland an outstanding program for handicapped children, but its expansion to meet the needs of the city are hampered because of poorly prepared personnel, inadequate personnel,

or inability to hire enough teachers. Also, there is the lack of a metropolitan aspect for the entire program.

We look with hope in this area to the proposed amendment dealing with expanded educational opportunities for handicapped children.

In addition to the establishment of regional resource centers, it would enable more adequate diagnosis of the handicapped and more efficient educational planning for handicapped children in the Greater Cleveland area.

You will note that my reactions to the proposed amendments are, on the whole, favorable. However, I must admit certain reservations regarding the provisions of the amendments that would authorize the use of public moneys by private agencies and organizations.

To date, my experiences have been varied. I would caution that adequate safeguards be developed to prevent the injudicious use of public funds by private organizations who might be more interested in promoting their own goals than in contributing substantially to the education of children and youth.

Some of the problems that we face immediately in the city of Cleveland are these: Cleveland is a city with massive problems and challenges. But education will not alone solve all these problems or meet all these challenges. None of the problems can be solved without improved education.

As we attack these problems, it is urgent that we have the assurance and support of the full and prompt funding of authorized Federal programs, including especially all titles of the Elementary and Secondary Education Act, and the impacted areas legislation.

There are a number of key projects which we in Cleveland feel hold great promise for helping to sustain the forward movement and we believe they merit Federal financial support.

First, adult education programs which would enable our city school system to continue to operate and to expand the full-time day and evening high school program for adults is very important.

We have a daytime high school 1 year old in operation enrolling about 1,600 pupils, but we have lost our funding as we have shifted between OEO and elementary and secondary education funding programs. Today, \$75,000 is being contributed by businessmen in Cleveland to keep this school open.

Fifty percent of the daytime enrollees are on relief. A large percentage of them that are graduating are getting jobs. The city of Cleveland feels this is a great success story and they want to keep it moving.

Second, the establishment of a large downtown metropolitan type high school as an attack on de facto segregation. We envision a high school of the highest quality in every respect, with a student body selected by formula in such a way as to insure racial, economic, and class integration.

This high school would be associated with the State university as well as with the public schools. This center would not only develop pilot educational programs, but it would also provide a realistic laboratory for the training of teachers for service in urban secondary schools.

We are comfortable with the new partnership which has developed between the Federal, State, and local levels of government. I am per-

sonally convinced that this partnership would strengthen education in Cleveland. We urge further development of this Federal, State, and local partnership. The Federal programs have made a real difference in both quality and quantity of education in the city of Cleveland.

I thank you for having the opportunity of testifying before this distinguished committee today.

Thank you.

Chairman PERKINS. Thank you very much for a very fine statement.

Dr. DONOVAN. Mr. Chairman, I know the time of the committee is limited, and I know you have other responsibilities. We have five other superintendents today. I am going to let a representative of the west coast talk so we don't think all the Federal money has been spent on the east coast.

We have three of our great cities—Los Angeles, San Diego, and San Francisco there—but just one of the superintendents with us. I would like Dr. Ralph Dailard to speak at this time.

Each of the representatives who will speak from now on will try to highlight their remarks so the committee will have an opportunity for questioning.

Mr. HAWKINS. Mr. Chairman, may I inquire as to whether or not the superintendent from Los Angeles will testify?

Chairman PERKINS. The superintendent of Los Angeles will testify before the committee, yes. He will be making a trip. I told him to come on in at his convenience. He will be here 1 day next week.

Mr. HAWKINS. May I inquire as to whether or not the superintendent from Los Angeles is presenting a statement?

Mr. DAILARD. May I respond, Mr. Chairman?

I have with me the statement of that superintendent. As you know, he has just returned from an extended sick leave and did not feel he wanted to make the trip.

Mr. HAWKINS. I hope it gets into the record somehow.

Mr. DAILARD. Mr. Chairman and members of the committee, in light of the passage of time, and hoping that there will be time to respond to questions, I would like the privilege of submitting for the record the statement I had prepared and the statement which the superintendent of Los Angeles has submitted.

Chairman PERKINS. Without objection, it is so ordered.

(The statements referred to follow:)

STATEMENT BY RALPH DAILARD, SUPERINTENDENT SAN DIEGO CITY SCHOOLS

Mr. Chairman and Members of the Committee, I appreciate this opportunity to appear before you and comment on the legislation under consideration. I hope the San Diego experience with the various programs will be useful to you in making the decisions you must make.

San Diego is one of the rapidly growing cities of the nation and now has a population in excess of 650,000. It is a port city and a "Navy town." The Miramar air base, the Marine Corps Recruit Depot, the Naval Training Center, the Headquarters of the Eleventh Naval District, and a number of smaller Federal installations are within the city.

The programs of the San Diego City Schools extend from kindergarten through junior college. The current enrollment in all programs exceeds 140,000. The parents of 25% of the children enrolled in the day schools of the district live on and/or work on Federally owned property—are "Federally connected" under the definition of Public Law 874. Our interest in the continuance and full financing of that law is substantial. Federal funds are also received from 21 sections of

ten other currently effective Federal acts. In total, the district will receive approximately \$10 million, or 12% of the operating budget of \$82 million, from Federal sources this year. Submitted for your examination and record is a brief report of the educational programs for which these funds are being used.

Review of this report will indicate that the Federal funds available to San Diego are used for three general purposes:

1. Increase in scope of offerings.
2. Improvement of the quality of instruction.
3. Extension of equality of opportunity.

All programs so far as content, emphasis, method of teaching used, materials or personnel selected, have been locally planned and directed. The report demonstrates that:

- (a) National needs as defined in the applicable statutes have been satisfied.
- (b) Progress has been made toward meeting the full educational needs of the citizens of the local district.
- (c) Local control and direction of the educational program has not been weakened or compromised.

The successful achievement of a constructive "new alliance" between the Federal Government and one community for educational improvement is documented.

To be useful to the committee, some of the problems in this emerging relationship with the Federal Government must be pointed out—and there are problems.

First, the newer categorical aid programs have generated a substantial amount of planning, administrative, and evaluation costs which are not reimbursed. Over one half of the funds received by San Diego are from the "impacted area" legislation authorized by P.L. 874. Under this act the only requirement is that the eligible children be identified, the eligibility verified, and the number reported. Once this is done, the district entitlement is calculated and the money is paid into the General Fund of the district. There are no restrictions on the use of these funds and no post audit of use. We must guarantee only that the opportunities available to the Federally connected children are equal to those available to other children of the district. Only one application per year is necessary under P.L. 874. By contrast, the San Diego district prepared and filed more than 150 applications last year for funds under the other acts. This alone required a major amount of administrative time. The task was further complicated by the varied requirements of the basic laws and the guidelines issued by both Federal and State administrative agencies. Further, the funds when received must be expended through a special account so that assurance can be given that the funds were in fact used for the specific purpose of the project. This has required special routines in the purchasing, accounting, and personnel services as well as the operating divisions. In general, no funds have been allocated in the project for this purpose. Since local funds have been restricted, it has not been possible to add personnel for these added duties. The result has been a severe overload on many of the officers of the district and a loss of service to other activities of the district. Two needs seem apparent:

1. That the procedures for application, record keeping, and reporting be simplified through consolidation, standardization, and simplification of both the basic statutes and the administrative guidelines.
2. That provisions be made in both the statutes and the administrative guidelines to permit use of a fixed percentage of each grant for planning, administration, record keeping, project evaluation, and reporting; in short, for "overhead" costs.

In this connection, I note President Johnson's recommendation for a \$15 million authorization to help states and local communities evaluate their educational programs and plan for the future has been implemented in Sections 521-525 of H.R. 6230. Enactment would meet an urgent need. Massive programs of education have been inaugurated as a result of the new Federal legislation. Many have been quickly, even hastily, developed. Comprehensive and sophisticated evaluation is needed so that the best may be continued and improved and weak programs dropped. To do this, the best of technical knowledge must be applied. New strategies and procedures of evaluation need to be devised. While I would urge approval of this measure, I would also urge that safeguards be included to assure that projects of capable local districts or combination of such districts be eligible for support from these funds. Cooperative effort of these agencies is highly desirable and is needed. The Great Cities Research Council represented

here today has been contemplating such a joint effort. I spent Monday of this week with the director of the council and representatives of the Southwest Regional Laboratory working on the design of the proposed program. I would hope that such an effort could receive support from this source and would be eligible under Section 524(b) of the proposed act. We are working locally to develop a long-term master plan for the program of our high schools. In particular, we wish to develop a comprehensive program of career development and occupational education. This project is taxing our resources. A small amount of planning funds could vastly improve and speed up this effort.

Second, delays in appropriations have had a crippling effect on the operation of the authorized programs. I am aware that the President has called this to your attention in his recent message and urged "that Congress enact educational appropriations early enough to allow the nation's schools and colleges to plan effectively." I would add emphasis to this by telling you that as of this moment I do not know the amount of money the San Diego City Schools will receive for this year for the program for deprived children being operated under Title I of the Elementary and Secondary Education Act. Under California law, the district budget had to be enacted not later than the first week in August. No appropriation had been made at that time for the Elementary and Secondary Education Act. On advice of the State Department of Education, we included a budget estimate for the purpose equal to 85% of the amount we had received for the seven months of operation during fiscal '66. *I do not yet have firm information of the amount we will receive.* Information I did receive last week led me to believe that the 85% estimate was optimistic and that our actual grant would be below that level. I am distressed to tell you that I issued instructions last week to cut back the project, freeze all vacancies, and cancel all unspent appropriations for materials. This will be destructive to the morale of the staff and parents in the neighborhoods being served. The quality of the program will suffer. However, I had no alternative. The district does not have funds to replace the deficit that has apparently occurred in Federal funding. To plan and operate the authorized programs adequately and efficiently, the local school districts need firm information on financing prior to final budget enactment which, in general, occurs in June or July. Funds must be disbursed early to permit districts to maintain a cash operation. The district I represent had to borrow \$8 million—10% of its anticipated revenue, early in the fiscal year to meet current operations. The normal district does not have adequate cash reserves to maintain these massive new programs when payments are delayed.

This apparent reduction in funds for Title I of the Elementary and Secondary Education Act leads me to believe that a supplementary appropriation is needed to support programs planned and authorized under the act. If such is considered, it should also be recognized that the adult basic education program is funded at a reduced level this year and that funds are not available to pay entitlements created by the amendments of P.L. 874. I do not have the data necessary to calculate the size of the supplement currently needed. I do know that it is very destructive to local programs and to public confidence in the Federal support to cut back programs after a promising start has been made. Neither can I evaluate the budget priorities with which the Congress and Administration are faced. I would hope, however, that you would find it possible to request the proper agency to develop an estimate of the supplement needed and would give committee support to a supplementary appropriation bill for this purpose.

A third problem is very important to California districts. The basis for deriving entitlements for Title I of the Elementary and Secondary Education Act is the 1960 census. The great westward migration of recent years has resulted in a 20% increase in California population since 1960—and that migration has included a full quota of deprived and needy families. Current entitlements for California districts are significantly below need. We would urge that steps be taken to derive these entitlements from current data. Surely the techniques of survey and estimation are available to develop a reasonable current basis for calculating these entitlements.

A fourth problem results from the assignment of responsibility for conduct of educational programs to agencies not normally responsible for education. Specifically, our local kindergarten program would be vastly improved if the full responsibility for its conduct were to be assigned to the school district. If this is to be accomplished, the responsibility at the Federal level needs to be placed with the U.S. Office of Education so that funds and directives will flow normally through the educational offices of the states to the school districts.

I note that the proposed amendment to the Teacher Corps legislation would require that all interns assigned to a local district be approved by and acceptable to the district. This is most important. In areas where tenure laws grant lifetime contracts after short probationary periods, we who are responsible for the program want to be in a position to select those most likely to succeed in the local community.

I would doubt that the proposed Teacher Corps effort is adequate to meet the need for teachers now or in the immediate future. We are near, or perhaps already in, a period of great shortage of teachers. I would urge that legislation be enacted to stimulate entrance into the teaching profession. Perhaps the enactment of the Education Professions Act recommended by President Johnson would be a first step in meeting this need. Stimulation of an increased supply is essential if the nation's schools are to be staffed in the years ahead.

This statement of problems and suggestions is offered not in criticism but in the hope that solutions may be found by which the joint effort between the Federal Government and the San Diego City Schools to improve education may be furthered and made more efficient and effective. We have made a good start on the important task of developing fully the most important natural resource of our nation—the abilities of its people. The continued progress and greatness of this nation may well depend on the completion of this task.

TESTIMONY BY JACK P. CROWTHER, SUPERINTENDENT LOS ANGELES CITY SCHOOLS

SUMMARY

Mr. Chairman and Members of the Committee, the uncertainty of the availability of federal funds for the variety of programs which have been passed by Congress has been of great concern to educators. The recital by school administrators of difficulties encountered in conducting federally funded programs should not be interpreted as mere complaints about inconveniences we are encountering. Our real concern is the effect on children, youth, and adults and on the lost and impaired potential for developing and maintaining a continuity of effective, meaningful programs for these pupils. Unless Congress can provide some answers to these very real problems, we shall all fail. It seems to us, on the basis of our experience, that the following things must be done in order to make it possible for local school districts to make truly effective use of federal funds for education.

1. Congress should appropriate funds for educational programs early in the spring if programs are to be implemented the following fall term.
2. Local school districts should be notified no later than March 15 of a firm commitment of funds for all federally supported activities to be undertaken by them during the ensuing fiscal year.
3. Federal commitments must be firm, with minimum possibility of reductions of funds during the year for which the funding was provided.
4. If commitments for programs designed to extend over a period of time can be known to the local school district during the initial implementation stage, it can plan a totally well-articulated program.
5. If fiscal requirements for different items of legislation can be standardized, local districts will not be faced with a different set of rules for each federal activity in which they become involved.
6. When the use of government-furnished property is contemplated, as in the case of MDTA programs, the commitment of this property should be firm and the property should be made available to the local districts in time to operate the program effectively.
7. Although the use of the continuing resolution for programs which have been funded for more than one year is helpful, it is extremely difficult to plan a meaningful program around a commitment that must be renewed from month to month.
8. Guidelines for determination of entitlements under federally funded programs should be written so that individual school districts may plan a program extending over the total period of time authorized by the Congress in any act which provides financial assistance to the public schools. This means that the *minimum* level of funding would be the amount provided for the first year of any program.

During the past several years I have had the privilege of appearing before you on many occasions. On each of these occasions you have courteously listened to me tell you about the unique problems confronting the Los Angeles City Schools, especially concerning the problems of finance, of school construction to meet the growth needs of large metropolitan areas, and of federally funded programs. We are fortunate that several members of this committee represent important constituencies of Los Angeles and are extremely well versed in the needs of this great urban population, including its educational needs. At the same time I am sure all of us are keenly aware that the topic of consideration today has tremendous significance for school districts throughout the nation. While there are many unique applications of federal legislation to the Los Angeles area, most of what has concerned us in Los Angeles has concerned school officials and educators in other parts of the nation as well.

For the written record I should like to fit the Los Angeles City Schools into the national educational setting. The school district is unique in that there are two districts being served by same Board of Education and the same Superintendent. The Unified District serves grades kindergarten through twelve; and the Junior College District, grades thirteen and fourteen. I am limiting my discussion today to the Unified School District which serves the elementary and secondary grades and adults enrolled in high schools. This school system, second largest in the United States, has a total enrollment in kindergarten through grade twelve of close to 700,000 pupils, which includes 62,000 adults (enrollment in junior college day and evening classes is close to 67,000). It serves a total population of almost three and one-half million people. It accounts for approximately 15% of all of the elementary and secondary enrollment in the State of California. Our school system's enrollment is constantly increasing. This is perhaps a unique characteristic of Los Angeles, compared to most of the very large school systems of the nation.

Our district is characterized not only by enrollment growth, but by great geographic size, covering an area of some 710 square miles (Junior College district is 882 square miles). The school district boundaries extend considerably beyond the municipal boundaries of the City of Los Angeles and include large sections of unincorporated territory, as well as many smaller municipalities. Nearly 45% of the elementary and secondary pupils in all of Los Angeles County are served by the Los Angeles City Unified School District. Our school system serves large numbers of racial minorities. According to our most recent racial census the composition of our district is 18.5% Spanish surname, 57.1% other white, 20.2% Negro, 3.6% oriental, 0.1% American Indian, and 0.5% other nonwhite.

Los Angeles has a Spanish speaking population larger than any city on the North American continent with the exception of Mexico City. Los Angeles is the center of the largest foreign population in the western United States, and is one of the fastest growing cities in foreign population in the entire nation. Much of the growth in Los Angeles population consists of non-English speaking peoples. I am convinced that the special needs evidenced in large metropolitan school districts which are experiencing the impacts of urbanization, cannot be met without additional federal or state assistance.

I believe the educational needs which have been the targets of the Vocational Education Act, Manpower Development Training Act, and other very meaningful pieces of legislation have in many instances had their effectiveness blunted because school districts have not had sufficient time to plan and implement the programs. In other words, helpful as they have been, our federally aided programs to date have not been as effective as we know they can be. The day of the instant program and instant implementation of programs has passed. Education is a process and we cannot expect instant results, we must be willing to commit funds over a period of several years if programs are to be effective.

For many years the Los Angeles School District has been meeting many of the special educational needs of the citizens of our district utilizing local tax funds to provide occupational training centers, adult job training programs, apprenticeship training, exploratory work experience programs, and one of the most advanced high school industrial arts programs in the nation. Under the junior college district's jurisdiction Los Angeles Trade and Technical College is perhaps unique in the nation. In addition to these locally funded programs, the Los Angeles School District, under MDTA, has several skills centers located in the most disadvantaged areas of the district. The programs of these centers

are designed to retrain adults so that they can be removed from the welfare roles and placed in productive jobs and become contributing members of the community. The program of the skill center in Watts, as well as our other skills centers in East Los Angeles and Pacoima, have been unable to function as planned because the equipment for many of the areas of training has not been forthcoming. The district has received letters and telegrams from the federal agency in charge of the program assuring us that government-furnished equipment would soon be on its way to the center. These programs were to have started in September, 1966, but today we are still waiting and the people who were to receive the training are still on the welfare roles. We know that many of these people, who were at first eager to become involved in the program, have lost their interest as a result of the discouraging delays.

In 1965 the Los Angeles Unified School District for the first time became eligible for funds from PL 874. This law, because of the flexibility it made possible by virtue of coming to us as general aid, has allowed the district to implement many meaningful programs for pupils who otherwise would not have been reached under the categorical aid type of legislation and who could not have been served within the existing financial limitations of the district.

The Los Angeles School Districts have been involved in federally funded educational programs for many years, beginning in the 1930's with the George Barden and the Smith-Hughes programs. In 1958, with the passage of the National Defense Education Act, the district became more involved in the process of federal aid. In 1964, under the provisions of the Juvenile Delinquency and Youth Offenses Control Act, the district's first preschool programs were initiated. With the advent of the Economic Opportunity Act, additional programs for the educationally and economically deprived child were implemented. The VEA of 1963 allowed the district to provide more advanced programs of vocational education. In 1965 the school district was, for the first time, provided with sufficient funds to make an initial impact in the area of serving the educationally disadvantaged child. (We are presently able to provide saturation programs for only 65,000 of the close to 200,000 pupils needing these kinds of programs.) This became possible with the enactment of PL 89-10 (The Elementary and Secondary Education Act). Up to that time, programs providing special remedial and corrective classes for children with educational deficiencies were necessarily limited because available local funds were completely inadequate to support the kind of effort required. They became even less adequate each year in the face of relentless growth in enrollment. Additional expenditures for compensatory programs have been at the expense of a dilution of the overall educational program. The maintenance of substantial reserves to be drawn on in anticipation of a probable grant of financial support is no longer possible. Like other large school districts which must operate within the restrictions of their respective state constitutions and education codes, Los Angeles is in no position to commit personnel, supplies, equipment, and facilities in substantial amounts on the basis of oral promises.

The problem we face is that such commitments cannot be made on the basis of anything less than a binding legal contract between the school district and the federal government, completed, and signed well in advance of the commencement of a new program. This contract should include a complete recital of all terms and conditions that will remain unchanged, except by mutual consent, for the period of the contract.

The Los Angeles Unified School District, like every other school district in the nation, launched its Elementary and Secondary Education Act, Title I, programs during this current year on the basis of a continuing resolution passed by Congress, authorizing expenditures up to 85% of the first year's entitlement. This school district, like many other school districts in the nation, designed programs which would benefit the educationally deprived children of the district to the full extent of the funds we believed were committed by Congress in the continuing resolution. These programs begin operation in September, 1966. Twenty-one counties in the State of California and an unknown number of local school districts within these counties will receive an actual entitlement totalling less than the 85% figure that was seemingly guaranteed in the continuing resolution. What will happen to these districts? Will they now be forced to cut back their programs, lay off teachers, cancel commitments for supplies and equipment, and face the very delicate task of explaining to the local community why this has to be done? No organization can operate effectively under such conditions. Some-

thing must be done to insure that local school districts know well in advance the amount and the source of funds that will be available to them to operate their educational programs. This is not a problem which is unique to the Elementary and Secondary Education Act. It is a serious weakness in all federal legislation affecting schools. The effectiveness of NDEA, which might be considered the grandfather of modern federal aid, is hampered by this problem. For example, the Los Angeles Unified School District submitted proposals under Title III-A of the National Defense Education Act in April, 1966. The district was notified that these proposals had been approved in January, 1967, and that equipment called for must be purchased and delivered before June 30, 1967. This is a requirement that is impossible to meet because certain types of equipment simply cannot be produced and delivered by the vendors by that date.

We are all concerned about the educationally deprived children, youth, and adults of our school districts and of the nation. We are all concerned about developing effective, meaningful programs to aid these pupils. However, unless Congress takes the necessary steps to make it possible for local school districts to receive early notification concerning approved projects, accompanied by binding commitments, we will fail.

Mr. DALLARD. San Diego is one of the smaller of these groups, although in talking for the three California cities that are members of the group, we are talking for almost as many students as Dr. Donovan brags about, so we feel it is important.

San Diego is a K-14 district with an enrollment of approximately 140,000, 25 percent of which are federally connected under the definitions of Public Law 874, so we have substantial interest in the continuance of that law.

More than that, however, we are operating programs and using funds from 21 sections of 10 other Federal statutes. In total, we receive approximately \$10 million this year, or 12 percent of its operating budget.

We have submitted for your examination and for the record a little booklet in which we have tried to describe the use of these programs. We feel as you examine it you will find that there has been progress made in satisfying the national interest as defined in the statutes; that there has been progress made toward meeting the educational needs of the citizens of the local community; and that local control and direction of the educational program has not been weakened or compromised.

All the programs, as far as content, emphasis, method of teaching, materials, and personnel, have been locally planned and directed. I would not serve you well, however, if I merely talked about this, although we think this demonstrates the successful achievement of a constructive alliance between the Federal Government and one community. I want to talk about some of the problems we have encountered.

First, there has developed, out of these 11 laws under which we are developing, a redtape syndrome that is becoming serious. Under Public Law 874, from which we receive about half of the \$10 million we receive, or a little more than half this year, we need to identify the eligible children, verify the eligibility, and file the number.

We get the money and it goes into the general fund. We use it without restriction or postaudit. For the other half of the money last year, we filed 160 separate applications which were highly detailed, for which there was no little common base and, further, when the funds were granted, they must be expended through special accounts, and we had to set up special routines through our operating division, our

purchasing division, our accounting division, so that we can supply the necessary reports.

We think two things are indicated, since we are withdrawing so much administrative time from other areas: One, that the procedures for applications, recordkeeping, reporting, be simplified through consolidation, standardization, and simplification of both the basic statutes and the administrative guidelines; and two, that provision be made in the statutes and administrative guidelines to permit the use of a fixed percentage of each grant for planning, administration, recordkeeping, project evaluation—in short, for the overhead costs.

We note President Johnson's recommendation for \$15 million authorizations to help States and local communities evaluate their educational programs, and note that this has been included in sections 521 to 525 of House Resolution 6230.

Enactment of this is urgent. We have inaugurated massive programs of education quickly, even hastily, and we need comprehensive and sophisticated evaluation. To do this, the best of technical knowledge needs to be applied. We need to devise new strategies of evaluation.

This group represented here today is contemplating a joint project. I spend Monday of this week with the director of this council and representatives of the Southwestern Regional Laboratory working on a design for a proposed cooperative evaluation program. I would hope that such an effort could receive support from this source and would be eligible under section 524 (b) of the proposed act.

It isn't quite clear whether or not it would be, but I think here is a worthwhile effort in which the resources of 16 of the great cities and the sophistication they have could be joined and made very effective with a small amount of assistance.

Secondly, the delays in appropriations have had a crippling effect on the operation of the programs. I am aware that the present Congress called this to your attention and the President asked the Appropriations Committees to act early enough to help the schools effectively.

I would like to end by telling you that as of this moment I do not know how much we will receive this year for the operation of the title I program that has been functioning since September 1. Under California law we had to enact our budget not later than the first week in August. No appropriation was made.

We were advised to set up a program on 85 percent of what we had for the 7 months in the prior year. The information I received last week through the superintendent of education in Los Angeles indicated we would receive below the 85 percent level.

I am distressed to tell you that last week I issued instructions to our staff to cut back the project, freeze all vacancies, and cut all unspent appropriations for materials. This will be destructive to the morale of the staff and to the parents in the neighborhood, which has just suffered a cutback in the funds for the Economic Opportunity Act.

To plan and operate a program efficiently, we need some firm information on financing prior to the final budget enactment which occurs in most of these districts in June or July. The district I represent had to borrow \$8 million in September to carry the program on a cash basis. The normal district doesn't have the cash reserves to carry this without firm commitments.

We have within our budget almost \$1 million, as you will note from the table in the little booklet I gave you, from NDEA and we have been operating the program at that level. Thus far this year we have received \$96,000. We think your credit is good, but we would like to see the color of your money.

This suggests to me that some sort of supplementary appropriation is needed this year. I was amazed to find that this was not included in the legislation scheduled. We know, as was mentioned by Dr. Briggs, that the basic education act is short. We know that the new amendments to Public Law 874 and the cities made eligible for those amendments will receive no funds under the present appropriation. We know that 85 percent allocation is not being met.

I do not have the data to tell you what these should be, what the amount of the supplementaries should be. I can tell you what happens in California. We need \$4,167,510 to bring the appropriation up to the 85-percent level. Further, we need authority to redistribute the funds among the counties and within the counties.

This would bring the total grant of the State of California up to \$74,856,000 for title I as compared with an entitlement authorized of \$102,727,000. At the present time, then, we are receiving in California less than 70 percent of what the original bill would have provided for title I.

We feel strongly that the full amount authorized should be appropriated in future years and the appropriation for fiscal 1967 should be increased by a supplement to bring it to an 85-percent level, which was implied.

A fourth problem results from the responsibility of educational programs through agencies not normally responsible for education. I speak particularly of the prekindergarten program. This has been commented upon before and I will not extend it.

I note in the proposed amendment to the Teachers Corps legislation, it requires that all interns assigned to the district be approved and acceptable by the district. This is important in areas where tenure laws grant lifetime contracts after a short period. We who are responsible want to be in a position to select those most likely to succeed.

I would doubt that the proposed Teachers Corps legislation will adequately meet the teacher shortage that is facing us. We are either in or very nearly in one of the greatest teacher shortages this country has ever had. I would urge that legislation be enacted to stimulate entrance into teaching. We need to increase the supply.

Perhaps the Education and Professions Act recommended by the President would be the first step. I am not familiar with the details of it, but movement in this direction is needed.

We have a particular problem in California. The basis for deriving entitlement of title I is the 1960 census. The flow-in population in California has increased the population 20 percent since 1960, and that has contained its full quota of deprived children. We would urge that steps be taken to update this legislation so that entitlements can be derived from current data. Surely the techniques of survey and estimation by which a reliable estimate could be made can be found.

It is not the purpose of my statement to be critical but, rather, to seek something by which the joint effort which we think is good, constructive, positive, between the Federal Government and the San Diego city schools can be furthered.

We have made a good start in developing the most—in fact, the only—preferred national research we have, the abilities of people. The continued progress and greatness of this Nation may well depend upon the degree to which we carry out this task and fully provide the opportunities that are needed.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much.

(Mr. Dailard submitted the following publication:)



A Preliminary Report on-

THE USE OF FEDERAL FUNDS IN EDUCATIONAL PROGRAMS

In the San Diego City Schools

Submitted by:

Ralph Dailard, Superintendent
San Diego City Schools
San Diego, California
March 1, 1967

Prepared by:

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EMERGING FRAMEWORK OF FEDERAL AID

Educational programs in large cities face critical financial problems. Limited local resources are insufficient to maintain high quality basic education programs. At the same time, city school districts have been confronted with rapidly increasing concentrations of children who are severely limited by economic and cultural deprivation, requiring the development of extensive special programs.

Recognizing the financial crises in many city school districts, the Federal government in recent years has begun to supply needed funds through several different acts. Although these funds are not yet in amounts sufficient to solve the mounting problems of cities, the Federal government is beginning to give substantial help.

Many citizens have feared that the arrival of Federal funds would mean the end of local control and a restriction of the role of the local district. Education, however, takes place in local classrooms with children who live in local neighborhoods. In such a setting, quality control of the educational program can best be accomplished by local districts. As a matter of fact, the advent of Federal funds has necessitated strengthening the role of the local district. Funds from outside sources place the responsibility for effective and efficient use of these funds upon the local administration.

This brief report indicates the use and effect of Federal funds in San Diego's educational programs. It is presented in order that the emerging framework of Federal financing and the emerging role of the local district may be observed.

Ralph Dailard, Superintendent
San Diego City Schools

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FUNDS RECEIVED FROM MAJOR FEDERAL ACTS, 1951-67

	TOTAL (1951-1967)	MILLIONS OF DOLLARS															
		66-67	65-66	64-65	63-64	62-63	61-62	60-61	59-60	58-59	57-58	56-57	55-56	54-55	53-54	52-53	51-52
Public Law 874 (general aid for operation)	\$52,707,000	5.55	5.41	4.88	4.67	4.14	3.92	3.35	3.08	2.69	2.29	2.20	1.81	1.99	1.96	1.92	1.90
Public Law 815 (general aid for buildings)	22,821,000*									.59	2.64	2.48	.43	6.28	2.07	4.36	.45
NDEA (categorical aid)	400,000	.05	.11	.07	.04	.09	.04										
MDTA (categorical aid)	1,620,000	.98	.31	.29	.04												
VEA (categorical aid)	1,480,000	.42	.59	.09	.15	.12	.11										
Higher Education Act (categorical aid)	37,500	.04															
EOA (categorical aid)	370,000	.18	.19														
ESEA (categorical aid)	5,570,000	2.72	2.85														
TOTAL FEDERAL FUNDS RECEIVED		9.94	9.46	5.33	4.90	4.35	4.07	3.35	3.08	3.28	4.93	4.68	2.24	8.27	4.03	6.28	2.35
TOTAL DISTRICT EXPENDITURES AND OTHER OUTGO		82.87	73.69	66.06	57.54	55.56	50.81	47.41	42.90	36.57	32.66	27.14	24.08	21.94	20.14	17.66	14.77
PER CENT FEDERAL IS OF DISTRICT EXPENDITURES		12.0%	12.8%	8.1%	8.5%	7.8%	8.0%	7.1%	7.2%	9.0%	15.1%	17.2%	9.3%	37.7%	20.0%	35.6%	15.9%

*Includes approximately \$3,000,000 in Lanham Act funds, not included in yearly subtotals shown here for 1951-59.

*Budget estimates 1966-67.

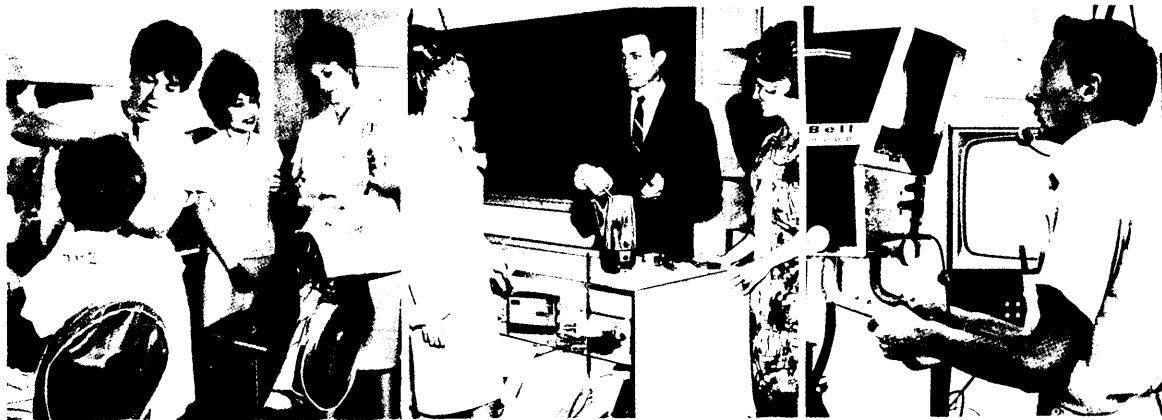
P.L. 64-347 - Smith-Hughes and George Barden Acts

PURPOSE: To provide vocational education and teacher training in agriculture, trade, industry, and home economics.

DISTRICT PROGRAM: The district for many years has provided a variety of courses with funds from these acts. They have provided the incentive for pilot programs extending vocational education into areas of training needed by the citizens of the community. Merchandising, distributive education, and cosmetology courses are recent examples.

RESULTS: As new demands for vocational training have become known, the district has offered new programs. Many citizens of the community who enrolled in and completed programs supported by funds from these acts are now gainfully employed.

CONCLUSION: These acts have shown that Federal funds can be adjusted to changing community needs for new skills.



The first of the vocational education acts has provided continuing support to vocational programs.

P.L. 81-874 - Impact Aid for School Operation

PURPOSE: To provide funds for basic education programs for children whose parents live and/or work on Federal property.



25% OF SAN DIEGO CHILDREN ARE FEDERALLY CONNECTED

30,800 children in grades K-12 whose parents live on and/or work on Federal (tax-exempt) property currently attend San Diego schools

DISTRICT PROGRAM: Children of Federally-connected families have been admitted to the nearest school and provided the same educational program as for all other district pupils, without separate identification and without segregation.

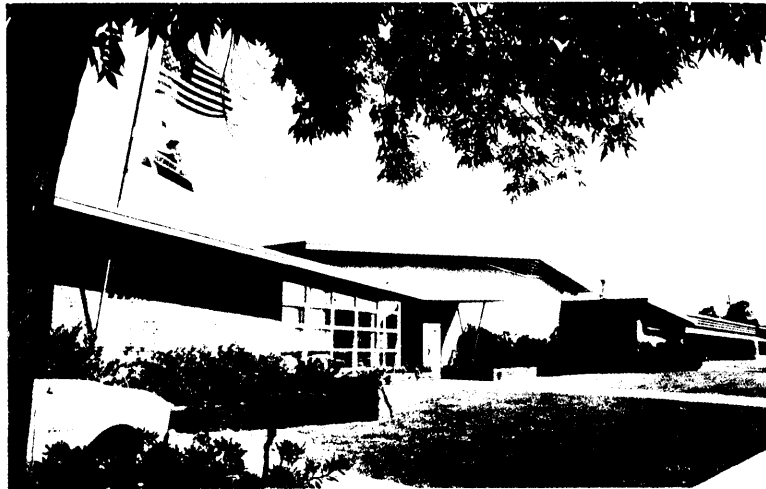
RESULTS: Education provided Federally-connected children on an equal basis to education provided local children by local tax funds has meant that all children can receive a better basic education program.

CONCLUSION: General aid for basic education programs is essential regardless of the source of funds. It is the basic education program that assures all children an equal chance to learn.

P.L. 81-815 - Impact Aid for School Buildings

PURPOSE: To provide classrooms for children whose parents work and/or live on Federal property.

DISTRICT PROGRAM: During a period of rapid Federal expansion, classrooms were provided in San Diego for children whose families do not pay property taxes for bond interest and redemption. Federally-connected children were not segregated into these classrooms but were free to attend classes in neighborhood schools with all other children. Federal classrooms were likewise used by all other children. The compensatory space principle was followed.



RESULTS: With the help of Federal funds and local bond funds it was possible to provide a full day school for all children. Federal and locally shared efforts have successfully maintained schools in periods of heavy Federal activity and rapid growth.

CONCLUSION: It has been shown that Federal funds can be effectively used and administered to augment local funds in time of need. The compensatory space principle can be used to avoid unnecessary accounting for daily use.

In time of accelerated Federal activity, the local district provided needed classrooms from local and Federal funds.

P.L. 85-864 - National Defense Education Act of 1958 (NDEA)

PURPOSE: To encourage changes in local educational programs in keeping with national defense needs of the nation. (At first this was directed toward science, mathematics, and foreign language programs. Recently it has been broadened to provide more generalized support.)

DISTRICT PROGRAM: Title II - Provided loan funds to junior college students.

Title III-A - Provided instructional materials and equipment for educational programs in -

Mathematics	Reading	History
Science	Foreign languages	Civics
	Geography	Economics

Title III-B - Consultants in mathematics, science, foreign language and counseling have been supplied to the district.

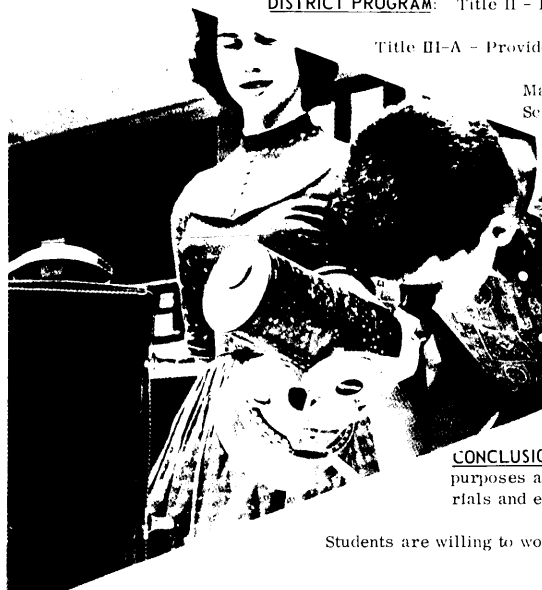
Title V - Counseling ratios have improved owing to reduced loads.

RESULTS: Many new materials and varieties of effective instructional equipment have been introduced into use through Federal funds. The domination of the single textbook with its pressure for lock-step learning has been broken. An entirely new attitude of eagerness on the part of the staff to use new methods and techniques for individualized instruction has been created. Loan funds have assisted college students to remain in school.

CONCLUSION: Dramatic changes can be made in programs when tools for specific purposes are provided the classroom teacher. When supported by modern materials and equipment, instruction improves dramatically.

Students are willing to work to repay loans if they can be given a chance to obtain an education.

Examples of new materials and equipment introduced into use by NDEA funds: overhead projectors - single concept projectors - modern electronic equipment - television sets - microprojectors - transparencies - 8mm films in cartridges - teaching kits - modern machines - computers - mathematics models - modern maps and globes - modern science films and laboratories.



P.L. 87-415 and P.L. 88-214 - Manpower and Development Act of 1963 (MDTA)

PURPOSE: Occupational training for unemployed youth and adults who need training and/or basic education in order to obtain full-time work.

DISTRICT PROGRAM: The district has worked with employment departments and Federal agencies to provide a wide variety of programs. These programs have varied depending on local needs, length of training required, and number of unemployed persons referred to the programs.

RESULTS: Results in many programs have been dramatic. Large numbers of unemployed persons have been retrained and successfully placed in productive employment. The number of replacement failures has been surprisingly small.



Examples of programs provided:

Electronics assembly
Machine shop
Basic mechanical drafting
Welding
Basic education

CONCLUSION: Although the total number of programs has not been sufficient to solve major employment problems, the programs have served as pilots to illustrate need and effect of retraining. They have also illustrated that Federal and state agencies can work effectively together to solve retraining problems.

Psychiatric technician
Remedial education
Automotive general mechanic
Aircraft assembly
Automotive service



Nurses' aide and orderly
Food services
Laundry and dry cleaning
Licensed vocational nurse

P.L. 88-210 A - Vocational Education Act of 1963 (VEA)

PURPOSE: To maintain, extend, and improve vocational education programs and to develop new programs. To provide programs in industrial, technical, and business education, including work experience and vocational guidance programs. To consolidate previous legislation.

DISTRICT PROGRAM: The district has planned and presented a wide variety of vocational education courses at high school and junior college levels. The district has also pioneered in developing a new concept in the development of entrance level skills for non-college youth.

RESULTS: Federal funds have encouraged the constant replanning and upgrading of vocational education classes and programs at both the high school and junior college levels. As a result (1) a complete revision of the home economics program in high schools has been made, (2) a pioneering program for high schools for basic entrance-level occupational skills of non-college students has been established, (3) vocational programs in junior colleges have been modernized and (4) a study of needs for an updating of the program in business education, based on a continuing study of needs, has begun.

CONCLUSION: Federal funds have provided incentives to state and local agencies to maintain a strong basic vocational program in spite of pressures for overemphasis on science and engineering. Demands for even greater acceleration in development of these programs indicate the need for more Federal funds.



Examples of programs provided:

High School

Business Occupations
Industrial Occupations
Nurses' Aid Program
Occupation Work Experience

Coordination of Occupations
Occupational Counseling
Home Economics Occupations

Junior College

Airline Pilot Training
Civil Engineering & Technology
Laboratory Animal Technician
Ornamental Horticulture
Quality Control & Reliability
Production Machine Technician

Turbine Engine Technician
Vocational Business
Education (Upgrading)
Vocational Trade
Technician (Upgrading)

P.L. 89-329 and P.L. 88-204 - Higher Education Act and Higher Education Facilities Act



PURPOSE: To assist the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use through college and university community service programs. To provide buildings to house classrooms, libraries, and laboratories to expand enrollment capacity. To provide loans for construction of academic facilities.

DISTRICT PROGRAMS: The district has provided limited community service programs such as "Problems of Senior Citizens" and provided educational opportunity grants to needy students. Applications to build facilities for junior college programs have been submitted. The first two applications for facilities were of too low priority to receive funds. The district has applied for assistance to improve junior college libraries.

RESULTS: To date there are no significant results; however, the outlook is optimistic concerning the use which could be made of funds if received in time to be used. Funds for library assistance to be used by June 30, 1966, were received on June 30, 1966, and had to be returned unspent. Funds to be used prior to June 30, 1967, were received February 27, 1967, and will be used.

Funds for facilities were not obtained due to priorities and limited funds available. Three applications are on file for the current year.

Funds for student grants are not being accepted by students, since work study and loan programs under other acts seem to better meet the needs of students.

CONCLUSION: Because of a system of priorities, shortage of funds, and lateness in receipt of available funds, the district has found it difficult to take full advantage of these acts.

Impact to date on the district has been extremely limited, although the district junior college program is one of the largest and most rapidly growing in this nation and needs assistance from these acts.

P.L. 88-452 - Economic Opportunity Act of 1964 (EOA)

PURPOSE: To eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity.

Title I,B - Neighborhood Youth Corps: To provide useful work experience for young men and women 16-21 years of age in public agencies and nonprofit organizations.

Title I,C - Work Study Programs: To provide part-time employment for students from needy families so they can go to or remain in college.

Title II,A - Community Action Programs: To provide stimulation and incentive for urban and rural communities; to mobilize their resources to combat poverty through community action programs.

Title II,B - Adult Basic Education: To initiate programs of instruction for individuals who have attained the age of 18 and who are handicapped by reading and writing deficiencies when seeking or in retaining employment.

DISTRICT PROGRAMS: Title I,B - Since June 1966 more than 800 students from the district have been enrolled for varying lengths of time in the Neighborhood Youth Corps administered by the San Diego Urban League. Many in turn have worked on jobs provided in district programs.

Title I,C - Work study opportunities are currently being provided 225 college students.

Title II,A - Project Head Start preschool experience has been provided for 640 children. Many more will be enrolled in the summer of 1967.

Title II,B - Adult Basic Education classes have been provided for 2,291 adults. Currently 352 are enrolled in basic education classes.

A proposal for a major research and development program to seek solutions to educational problems of poverty-affected children was denied after extensive negotiations.

RESULTS: The community and the schools have agreed upon tasks which the schools can perform best. Categorical funds have resulted in specific projects for specific educational needs to combat poverty. Adults and students on marginal incomes have found help and employment which immediately raised their standard of living. Young children have begun their development at a formative age. Students are willing to work their way through school if given a chance; they also get valuable job experience.

CONCLUSIONS: Although at first there seemed to be a strong community rejection of the school's part in attempting to combat poverty, there now seems to be a growing faith and awareness that special educational programs are needed if poverty is to be reduced.



P.L. 89-10 - Elementary and Secondary Education Act of 1965 (ESEA)

PURPOSE: Title I - To strengthen elementary and secondary school programs for educationally deprived children in low income areas.

Title II - To provide additional school library resources, textbooks, and other instructional materials.

Title III - To finance supplementary education centers and services and encourage innovative educational programs.

Title IV - To broaden areas of cooperative research.

Title V - To strengthen State Departments of Education.

DISTRICT PROGRAMS: Title I funds have been used in poverty area schools to develop additional preschool programs, extend remedial and basic skills programs, provide auxiliary services, enrich cultural and learning activities, provide special in-service education programs, and develop essential curriculum materials.

Title II - Book collections have been increased for elementary and secondary schools, including loans to libraries of private schools. Other instructional audio-visual materials have been purchased.

Title III - The district has cooperated with fifty other school districts to form a supplementary education center. The district has taken primary responsibility for a 26-district television project and for an 11-district pilot demonstration "English As a Second Language" program.

Title IV - The district has received its first Federal-sponsored research project in foreign language instruction at sixth grade.

Title V - The district has served as subcontractor to the State Department of Education to revise and simplify the instructional program section (Division 7) of the California Education Code, resulting in a bill now before the State Legislature.

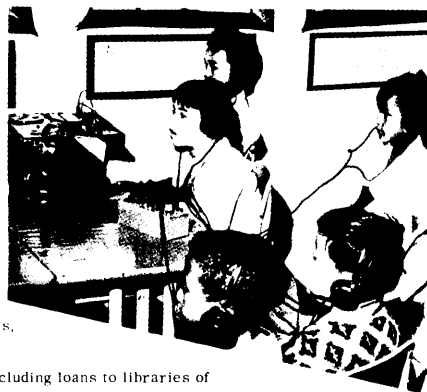
RESULTS: Title I funds have made it possible to expand pilot compensatory education programs to most schools of the district serving children of low income families. Uncertain, and finally sudden, arrival of funds made implementation of the program difficult. The staff has overcome the initial confusion, and students are responding to new programs. Development of pilot projects to improve new programs can now begin. Continued uncertainty of funds and late allocation of funds make it difficult to plan ahead.

Title II funds have begun to relieve book and materials deficiencies. The backlog is still great.

Title III funds have started the trend toward dynamic thinking and innovative improvements.

Title IV funds are still uncertain and difficult to plan use of; however, basic research needs to be encouraged at the classroom level.

CONCLUSION: Infusion of Federal funds for essential purposes has begun to encourage badly needed changes in educational programs. This is only the beginning!



P.L. 89-136 - Public Works and Economic Development Act of 1965

PURPOSE: To engage in educational programs intended to train and retrain residents to enable them to qualify for job opportunities, thereby enabling them to achieve full-time employment.

DISTRICT PROGRAM: In cooperation with the department of commerce and department of labor the district has implemented a program whereby unemployed persons receive training in both basic education and in a basic occupational skill. The person receives a salary as he learns. This program is offered in a "skills center" established for this purpose.

RESULTS: First results were very good, with good progress on the part of participants culminating in almost total full-time employment. The center is now beginning work with the "hard core" unemployed. The degree of success which can be achieved with this group is yet to be determined.

CONCLUSION: Concerted and coordinated effort is needed to provide training and placement of chronically unemployed.

Results today of the pilot "skills center" project are encouraging.



The unemployed learn in a "skills center" in San Diego.

It has been found that many of the chronically unemployed would like to work if they are given a chance to learn and earn.

P.L. 89-209 - National Foundation on Arts and Humanities

PURPOSE: To encourage interest in and understanding of the arts.

DISTRICT PROGRAMS: An art-music laboratory for secondary schools was established in 1966 from funds supplied by this act. In 1967, art instructional materials have been planned to stimulate improved instructional programs in elementary schools. High quality music equipment was purchased for college instruction.

RESULTS: Funds to school districts have been too limited to encourage even pilot projects.

CONCLUSION: Art, music, and other cultural programs of exemplary type have suffered as a result of recent concerns for science and mathematics; they need to be re-emphasized and vitalized in the school and in the community.



Renewed and increasing community interest in art, music, and other cultural activities currently is creating demand for related educational programs. There must be a revival of exemplary educational offerings in the fine arts.

Major Problems

It is important to point out that there has been no infringement or reduction of local control over educational programs. Although there were indications in the beginning stages that the Economic Opportunity Act Administration might seriously infringe upon local control, these threats have gradually been overcome. There is, in fact, considerable evidence to indicate educational programs have been strengthened substantially through Federal funds. Nevertheless certain problems have occurred.

1. Each recent act has been for a specific purpose, has required the development of an involved application and establishment of separate standards, and has required separate fiscal and quality controls. Categorical aid projects have proliferated the number of budget accounts and evaluation reports.
2. Serious staff deficiencies have occurred in the need for personnel with specific types of training and experience. There has been a substantial increase in the demands for in-service education programs not provided for in the specific purpose program funds. There has also been a great increase in administrative load without adequate increases in staff to handle the load, and projects do not provide funds to relieve such extra loads.
3. There have been serious delays in Federal funding. Programs have been hastily organized without assurance that the Federal funds would in fact be available. This delay has resulted in serious problems in local administration and has not made possible sound fiscal or educational planning. More recently partial funding has been provided with considerable delay and full funding prolonged beyond the period of reasonable and efficient use, if received at all. Funds are more effectively and efficiently used when they are received in advance. Better planning, staffing, and operation of projects will occur when authorized projects are fully funded.
4. In some cases state plans and Federal administrative regulations have been extremely complex and beyond the basic requirements of the act. In other cases few understandable guidelines have been provided. Both have added to the complexity of administration. More effective, efficient, and dynamic local programs will be possible when state plans and Federal regulations are less confusing and better coordinated.
5. Categorical aid funds may be useful as incentives to districts to develop projects to meet special needs but have made it difficult for them to maintain balanced and articulated educational programs. The result has been serious planning and organizational problems. Once incentive levels are achieved and special needs are being met, it would be better programming to appropriate and allocate funds on non-complex basic aid bases.

Immediate Needs

1. The Federal government should continue to participate in the support of education when the national interest requires it and when local and state resources are insufficient to provide necessary programs.
2. The increasing concentration in big cities of large numbers of children who are severely limited by economic and cultural deprivation requires the expenditure of effort and funds for more effective educational programs. Limited resources of cities to provide necessary funds require greater participation from the Federal government through special legislation. Since the specific needs and unique characteristics of the large cities have not been adequately or fully understood, funds for research and development of effective educational programs are a first priority need.
3. Deficiency appropriations are needed immediately for the current year to complete programs already under way. Curtailment of programs in the formative stages will set back rather than accelerate educational changes and will result in substantial deterioration of community efforts and morale.
4. Where there is authorization, there must be funding. Make full appropriations as soon as possible for all authorization for fiscal 1968. As soon as categorical programs become stable and basic programs, change categorical aid to general aid.
5. Adjust the Federal appropriations cycle to the school budget and operation cycle in order that programs may be more effectively and efficiently implemented and staffed.
6. Transfer Project Head Start from the Office of Economic Opportunity to the Office of Education for better articulation and continuity in the total educational program.
7. Renew acts currently expiring. Do so sufficiently in advance to allow for staffing and continuances of programs already started.
8. Renew and finance the Educational Television Facilities Act to reflect the changes suggested in the Carnegie report.
9. Hold hearings to determine needed changes in existing acts.
10. Begin support for school construction, since classrooms must be provided for programs.
11. Begin to eliminate apparent duplication in existing acts.



We are in the beginning stages of attempting to solve some of the major educational problems in big cities. It is apparent that progress is being made. Efforts must continue and expand in order that the children entering our schools today will be able to live productive and purposeful lives.

Chairman PERKINS. I am going to call on Congressman Hathaway.
Mr. HATHAWAY. Thank you, Mr. Chairman.

Mr. Chairman, it gives me a great deal of pleasure to introduce to the chairman and the rest of the members of the committee a man whom I have known for the last 30 years.

I attended the Boston High School and I had the distinction of being a member of the track team that this gentleman coached.

Since that time he has distinguished himself in the field of education and now holds one of the most responsible positions in this country, that of superintendent of the Boston schools.

Without further ado, I present to you Bill Ohrenberger of Boston.

Mr. OHRENBURGER. Thank you, Mr. Chairman.

Mr. Chairman and members, it is an honor and privilege to present to you at this particular time some thoughts concerning the programs at the Boston public schools under the act of 1965.

I have prepared, however, a complete interrelation document on the activities of the Boston public schools under the ESEA which I would submit to you but not as part of my prepared statement.

Chairman PERKINS. Without objection, it will be included in the record.

(The document referred to follows:)

THE INTERRELATION OF ACTIVITIES OF THE BOSTON PUBLIC SCHOOLS UNDER ESEA OF 1965 AND OTHER PUBLIC LAWS AFFECTING EDUCATION

The Superintendent of Boston Public Schools and the Boston School Committee created the Office of Program Development on March 11, 1965 for the express purpose of coordinating educational experimentation within the Boston School System. The Office was originally funded by an Office of Economic Opportunity grant through Action for Boston Community Development, Incorporated. Following passage of the Elementary and Secondary Education Act of 1965, the office was mainly supported by Title I funding.

The main functions of the Office were considered to be:

The coordination of educational research and development activities of the colleges and universities of the area and the school system as a whole.

General program development responsibility in conjunction with Action for Boston Community Development for the planning of any school programs funded through the Office of Economic Opportunity.

The creation within the school system of a model demonstration subsystem in the Roxbury-North Dorchester area to serve as an arena for educational innovation from pre-school through high school.

The planning and design of the educational program and building specifications for the new central 5,000 pupil high school to serve eventually as the secondary part of the model subsystem.

Overall supervision of the planning of specific innovative school buildings in conjunction with consultants and a broad range of representatives of the community, under Title III of the Elementary and Secondary Education Act of 1965.

The overall planning and preparation of proposals for submission under Titles I and III of the Elementary and Secondary Education Act.

The eventual development of long-range plans for the improvement of the school system as a whole, indeed, plans for making the Boston schools a model for urban education all across the country.

The original staff of the office consisted of a consulting director, a program analyst-coordinator, and an administrative officer. These three staff members shared the responsibility for the preparation of the educational proposals for submission under the various titles of ESEA of 1965.

Prior to any request for federal grants, the Office of Program Development had launched an experimental program, a segment of a project model demonstration subsystem, in one elementary school in Roxbury. Inadequate funding limited

the extent of the program. From March, 1965 through January, 1966 the elementary subsystem program and other experimental programs were conducted through voluntary commitments from university people and Boston School personnel.

When the Elementary and Secondary Education Act was approved by Congress in April, 1965, it seemed to offer the possibility of federal funding for a fairly extensive experimental program. Although Title I seemed designed to support compensatory services of a rather traditional nature, nothing stated or even implicit in its wording discouraged imaginative, innovative approaches. On the other hand, Title III, which specifically encouraged innovation, seemed inadequately funded to provide financial support for an operational program of substantial dimensions.

The Office of Program Development, because of the foregoing considerations, submitted a proposal for the use of Title I funds concentrating on two major areas of emphasis: (1) a broad program of compensatory services for the majority of elementary schools in the target areas; and, (2) an innovative, model-demonstration-subsystem at four educational levels; early childhood, elementary, junior high, and high school. Roughly, three-fourths of the funds requested were to be spent in the broad compensatory program; the remaining one-fourth was to be spent on the experimental subsystem program. This ratio has been maintained. Boston's original entitlement under Title I was estimated to be \$3.6 million. Final accounting revealed that \$3.1 million was actually awarded to the schools.

The Massachusetts Department of Education approved the experimental subsystem program without reservation. It approved the compensatory program in principle but requested several revisions. A sum in excess of \$600,000 was authorized for implementation of the subsystem.

Recruitment of staff was initiated immediately upon receipt of funds in January, 1966. The educational specialists at the four program levels were the first staff members selected since these were felt to be the key personnel of the subsystem. Desirable qualities looked for in these candidates were: imagination, flexibility, receptivity to innovation, superior teaching ability, and skill in coordination. The duties of the educational specialists were: (1) to identify, explore, and select promising educational ideas and materials; (2) to supervise and participate in the development of program design and the preparation of program reports; (3) to supervise the activities of curriculum design specialists, the selection of materials, and the establishment of classroom procedures.

To obtain persons qualified to assume this role, a superintendent's circular was distributed throughout the school system requesting voluntary applications from interested personnel. Letters of application were carefully evaluated, interviews were scheduled for applicants, and, on the basis of these interviews and the considered judgment of cooperating administrators, four educational specialists were selected, one at each educational level.

Educational specialists, in turn, were delegated the responsibility of selecting curriculum design specialists in specified subject areas from the same list of voluntary applicants. The same qualities of teaching competence, flexibility, and imagination were also felt desirable for these positions. The responsibility of curriculum design specialists were: (1) to plan under the guidance of the educational specialist the curriculum in their own specialized subject areas; (2) to conduct classes in the model demonstration schools utilizing new materials and procedures; and, (3) to evaluate the merit of innovating procedures and materials in cooperation with the research section of the OPD.

The immediate task of these curriculum planning personnel was to prepare and organize a summer school program for each educational level. Personnel from the Harvard Graduate School of Education actively participated in the planning and implementation of this program. A substantial corps of "visiting teachers" from other school systems were also active in the program.

The model demonstration program has now been phased into the regular school situation. Educational specialists and curriculum design specialists have assumed the continuing responsibility for educational programming in the subsystem schools. At present the program extends from the preschool level through the ninth grade. Next year the program will include the tenth grade, and an additional grade level will be added each year until the full pre-school through grade 12 educational span has been realized.

At the same time that the Office of Program Development was preparing a proposal for submission under Title I of ESEA of 1965 exploratory sessions were being conducted with various groups looking toward the initiation of a Title III

proposal. Title III seemed to offer interesting possibilities since it encouraged the development of innovative and exemplary programs. A substantial advisory committee was assembled representing more than forty universities, schools, and cultural and civic organizations. From this advisory committee stemmed an executive committee charged with identifying and selecting program components. After several meetings the executive committee identified five interrelated projects which might form the basis of a proposal. These individual projects were:

1. A cooperative school planning effort involving the Boston Redevelopment Authority, Action for Boston Community Development, Incorporated, interested educational and cultural institutions in the area, as well as various community groups and outside consultants in the planning of approximately thirteen new elementary schools in Boston in the near future.

2. A cooperative multi-service complex involving the planning of new schools and model school programs, urban renewal, the social service facilities of the John F. Kennedy Family Service Center, Inc., the non-public schools and Boston College in the Charlestown area.

3. A cooperative model school planning effort involving the Boston schools, the non-public schools, and the Harvard Medical and Teaching Hospital Group in a proposed new hospital and housing center in the Fenway area.

4. A cooperative planning project involving the Tufts University Medical Center, the Boston schools, and community agencies in creating special programs and facilities for handicapped children in the South Cove area in connection with the replacement of the Quincy School.

5. A cooperative planning project involving Boston University and the Public Schools of the City of Boston for the development of the Horace Mann Center for Communicative Disorders.

Emphasis on the planning of new schools to meet a variety of educational needs seemed to bear a close relationship to the innovative educational planning already initiated within the subsystem. It is quite possible that the U.S. Office of Education appreciated the potential of this interrelationship for the Title III proposal was approved for funding in the spring of 1966 for a sum of \$203,000.

The five individual projects have now been initiated under the supervision of a Title III Coordinator working under the Director of the Office of Program Development. A curriculum design specialist who had been working at the high school level in the model subsystem program has been selected as educational specialist in the planning of the high school complex and the "fringe area" schools.

Some of the possibilities that will be further investigated during the course of this planning phase will be the utilization of other federal, state, and local statutes in the construction of facilities and the educational programming for the projected schools. For example, various federal statutes can provide special facilities for the physically handicapped, for the emotionally disturbed, and for the mentally retarded. Local urban redevelopment grants and the Demonstration Cities program seem to offer other operational possibilities. The Commonwealth of Massachusetts provides building funds for schools designed to relieve racial imbalance and for schools concentrating on vocational education. It will be the primary function of each of the Title III planning projects to explore and exploit funding possibilities of these kinds.

The Office of Program Development of the Boston Public Schools is also actively involved in the planning of a New England Regional Education Laboratory under Title IV of ESEA of 1965. The consulting director of OPD has been an active participant in this planning since its inception. Boston has proposed that its involvement take the form of establishing a developmental partnership with REL. It is expected that three types of school might comprise the total partnership arrangement—an urban school (Boston), a suburban school (Newton), and a rural school (to be selected).

Each of the participating school systems would agree to set aside certain schools to serve as development centers, pre-school through the high school and perhaps beyond. (In the case of Boston, these schools would be the model subsystem and its schools under Title I). REL would establish with these schools and their carefully selected and augmented staffs a close cooperative relationship.

School staff and REL staff would be thought of as complementary and often interchangeable. The various curriculum reforms would be thought out and

worked out and tested in these developmental centers with the complete range of children normally attending.

The REL staff would consist of a carefully selected, cross-disciplinary school curriculum study group drawn from existing curriculum development projects, such as those at ESI, Harvard, etc., as well as from other colleges, universities and especially school systems. An attempt would be made to create a balance between academic people and people with experience in the schools. Thus the SCSG* would include teachers, curriculum experts, some subject matter specialists, psychologists and technical support people (such as the ESI Design Lab). The basic job of developing the inclusive reforms would be handled by the combined forces of the SCSG and the staffs of the cooperating developmental schools.

DISSEMINATION

The job of spreading the desired curriculum reforms would fall into two interconnected categories. The first would be the job of spreading the reforms to other schools within the selected school systems, including the creation of revised and more appropriate administrative arrangements which might assist the spread. The second job would be the spreading of the reforms to other school systems.

In both cases, a wide variety of methods and devices would have to be used. A materials display center would be most useful, but this would have to be coordinated with demonstration or example films, on-the-spot visits to the development centers (to the extent that the centers could stand such traffic), visits of SCSG and school staff to other school systems and close cooperation with teacher training institutions. Much of this might be accomplished by closed circuit television and computerized communication systems. There are many interesting possibilities that could be explored here.

The projected Demonstration Cities Program, still in the development stage, is also of great interest to the Office of Program Development of the Boston Public Schools. It is not clear at the moment just how the school system might participate, but close liaison is being maintained with the Boston Redevelopment Authority through the Title III planning proposal. The Boston Public Schools stand ready to cooperate and participate in any projected planning or operational activities.

RELATIONSHIP WITH COMMUNITY ACTION AGENCIES

The Boston Public Schools have cooperated very closely with the local community action agency, Action for Boston Community Development, Incorporated, from the time the latter agency was first incorporated. The Superintendent of Boston Public Schools has been a member of the Board of Directors of ABCD from its first beginnings. Boston Public School personnel have been assigned to ABCD on loan to develop experimental programs funded cooperatively by the school system, the Ford Foundation and HEW. Several of these experimental programs are still in operation. Another, the Work-Study Program has been entirely taken over by the Boston Public Schools under Title I of ESEA.

In the case of other programs, e.g., the educational component of Head Start, the extension of the Educational Enrichment Program, and the summer operation of the educational portion of the Neighborhood Youth Corps, the Boston Public Schools have in the past reserved funds under Title I to support these programs.

At present the Boston Public Schools and Action for Boston Community Development, Incorporated have established a Joint Educational Committee to maintain a continuing dialogue on the appropriateness of new programs and to avoid duplication of effort.

Mr. OHRENBERGER. I am grateful to this committee for allowing me to testify before the committee which visited New England in the past year.

I also would attempt to indicate here that many of the problems that the other superintendents have expressed are found in Boston. The

*School Curriculum Study Group.

fact that I am not detailing them in my particular report does not indicate that they do not exist here. I had this opportunity in testifying before your subcommittee.

I feel that this short time I have gives me a chance to indicate to you the very excellent programs that we are allowed to start in the Boston public schools that tend toward innovation. This does not mean we do not have the solid, hard-core, ongoing programs that the act also provides.

When the Education Act was approved by Congress in April 1965, the Boston public schools determined to exploit its resources as imaginatively as possible. We had already established an office of program development for the express purpose of coordinating educational experiments within the school system.

One of the functions of this office had been predetermined—the creation of a model demonstration subsystem to serve as an arena for educational innovation from preschool through high school. The Education Act offered the possibility of Federal funding for a fairly extensive experimental program of this type.

Although title I seemed designed mainly to support compensatory services of a rather traditional nature, nothing stated or even implicit in its wording discouraged imaginative approaches.

On the other hand, title III, which specifically encouraged innovation, seemed inadequately funded to support an operational program of substantial dimensions. Consequently, the Boston public schools requested authorization to initiate the subsystem idea under title I.

The philosophy behind the subsystem experiment was favorably received by the Massachusetts Department of Education and the program was funded. The subsystem operates at four educational levels—early childhood, elementary, junior high, and senior high. The first two components are housed in an elementary school; the latter two in a junior high school.

An educational specialist supervises each level. These specialists are the key staff members of the subsystem and have been carefully selected from Boston school personnel for qualities of imagination, flexibility, receptivity to innovation, and superior teaching ability. Curriculum design specialists with comparable professional attributes have also been selected to work in teams with the educational specialists concentrating on various subject areas.

The combined duties of these teams are to identify, select and use promising educational ideas, teaching procedures, and materials in actual school situations with full pupil participation. The schools are overstaffed to provide ample time for specialists to discuss, plan, improvise, and modify program elements.

One of the great strengths of the program lies in the opportunities for cooperative interdisciplinary planning in an atmosphere of mutual support and stimulation. A further strength of the program lies in the inclusion of a strong research component focusing upon the development of techniques for the researching and evaluation of new kinds of educational programs and instructional methods.

Since its inception the subsystem program has encouraged broad cooperative participation in the development of the program from colleges, universities, neighboring school systems, educational planning organization, and civic and community-oriented groups. Teachers, school administrators, research specialists, psychologists, and both experts and interns in various fields have freely visited the developmental schools and have participated in planning and teaching activities, experimental programs, conferences, and summer workshops. The doors of the schools will continue to remain open to all who wish to and can make an effective contribution to the program.

Mr. QUIE. May I ask why you would call it a subsystem idea?

Mr. OHRENBERGER. It is a part of the entire large group school system that encompasses the four areas of education in which we are providing special innovative programs. This does not mean that we aren't doing innovation elsewhere. This is a special part of my system dedicated to this one purpose.

I have indicated we have extra staffing, we have all the things that the other superintendents here would like, but can't afford citywide.

Mr. QUIE. So that is what subsystem refers to?

Mr. OHRENBERGER. That is correct.

Another title I program that we consider extremely successful and novel is our work study program. This program focuses upon the needs of potential dropouts at the junior high and high school levels. It is, in effect, a rescue operation. Currently, boys from age 15 to 17 not achieving up to their estimated potential are placed under the guidance of a sympathetic and highly skillful teacher for basic subjects during a morning program.

A job coordinator places each pupil in an unskilled or semiskilled position for 3 to 4 hours a day. Both job coordinator and teacher maintain close contact with employers and students to promote meaningful life and work adjustment. The program presently serves five classes of boys. It is our intention to extend this program to include eight additional classes of boys and one of girls during the next school year.

Mr. GREEN. On what basis do you limit the work study to boys?

Mr. OHRENBERGER. It wasn't our idea to limit it to boys, but originally the program started under our own auspices with our own funds and we called this Opportunity Second Chance where we attempted to attract young men who had at least 2 years lost in school either by repetition or by not being in a school system.

It was perhaps the restriction of our budget that prevented us from operating with the girls.

Mrs. GREEN. Are you using Federal funds for it now?

Mr. OHRENBERGER. On this particular program, yes. We started in September of this year.

Mrs. GREEN. I would think this would be a clear violation of the law on the basis of segregation. I am not being facetious about it. At least 50 percent of the dropouts are girls. I can't understand your

thinking that even with limited funds in the Boston schools alone you would have it only for boys.

Mr. OHRENBERGER. Actually, I have indicated we hope to have a class for girls.

Mrs. GREEN. I noticed that. You want to extend the program to include eight additional classes for boys and one for girls.

Mr. OHRENBERGER. That seemed to be the demand at that time, Mrs. Green.

Mrs. GREEN. I must say I would consider it a clear violation and I would think the funds would be withheld from the Boston schools on the basis of funds being withheld in other areas on the basis of segregation.

Mr. OHRENBERGER. It wasn't our intent to segregate or act in contradiction of the law.

Mrs. GREEN. Your statement is pretty clear. If it wasn't your intent, you did it very successfully without any effort.

Mr. OHRENBERGER. May I continue?

Chairman PERKINS. Certainly.

(The following material was received for the record:)

THE SCHOOL COMMITTEE OF THE CITY OF BOSTON,
Boston, Mass., March 31, 1967.

HON. CARL D. PERKINS,
Member of Congress,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: In compliance with your request at the hearing held by your committee on March 8, 1967, I am submitting herewith the following summary report on our title I, ESEA, funds for fiscal years 1966 and 1967 and an estimate of the fiscal needs of the Boston public schools under title I ESEA for 1968 and 1969.

Disposition of title I ESEA funds for 1966 and 1967

	Authorized	Allotted	Expended
1966.....	\$3,619,840	\$3,619,840	¹ \$1,818,327
1967.....	5,150,000	3,720,000	² 3,720,000

¹ We are unable to spend our full 1966 allotment for the following reasons which were beyond our control:
(a) State approval was not forthcoming until January 1966, 2 months after our project submission of Nov. 4, 1965.

(b) 25 percent of the total allotment was originally withheld by the Massachusetts Department of Education.

(c) Original authorization to spend money on equipment and remodeling was refused, and the restriction was not removed until June 1966, very late in our school year.

² This figure includes expenditures and commitments.

The estimated fiscal needs of the Boston public schools under title I ESEA for 1968 and 1969, as described in detail in the attached statement are these: 1968, \$6,464,000; 1969, \$9,465,000.

May I thank you for your many courtesies and hope that this information will be of assistance in obtaining the necessary funds to maintain and expand meaningful programs and services for the disadvantaged children of our city.

Sincerely yours,

WILLIAM H. OHRENBERGER,
Superintendent of Public Schools.

ESTIMATED FISCAL NEEDS OF THE BOSTON PUBLIC SCHOOLS UNDER TITLE I, ESEA,
FROM SEPTEMBER 1, 1967, THROUGH AUGUST 31, 1966.

I. Office of Program Development (including major portion of central office expenses and the Model Demonstration Subsystem). 1966-67 allocation: \$718,000.	
1967-68 needs: To establish OPD at full operational capacity and to bring the present model demonstration subsystem up to its full potential, including the creation of true community schools, and including salary increases for title I personnel -----	\$1,200,000
1968-69 needs: To continue previous operations and to expand operations of model demonstration subsystem to include an additional 1,000 children, preschool through high school -----	2,600,000
To provide for the creation of 6 OPD research and development teams (1 for each of the 6 areas of the city), including a minimum of 3 people plus funds for consultants and materials, at approximately \$100,000 per team—to be used in conjunction with \$300,000 provided directly through the Office of Compensatory Services (see below) -----	600,000
Office of Program Development needs for 1968-69 -----	4,400,000
II. Office of Compensatory Services enrichment program, 1966-67 allocation, \$2,800,000.	
1967-68 needs: To continue 1967-68 program and to expand enrichment program to 10 additional districts and serve 9,000 additional pupils. To provide for community liaison program and educational enrichment summer programs with private schools -----	4,400,000
To absorb salary increases for title I personnel -----	280,000
	4,680,000
1968-69 needs:	
To continue programs of 1967-68 -----	4,600,000
To absorb salary increases for title I personnel -----	280,000
To provide for transition of proven programs from the model demonstration subsystem to regular enrichment schools -----	300,000
Office of Compensatory Services needs for 1968-1969 -----	9,860,000
III. Work study program:	
1966-67 allocation: 5 grade IX classes, \$89,500.	
1967-68 needs: 9 grade IX classes and 5 grade X classes.	
Total -----	285,000
1968-69 needs: Increase from 9 to 12 the grade IX classes, implement 4 additional grade X classes as well as 5 grade XI groups. Total: 26 classes comprised of 12 in grade IX, 9 in grade X and 5 in grade XI. Estimated budget -----	585,000
Total -----	870,000
IV. 1966-67 allocation (so far, these programs have been supported by whatever funds can be squeezed out of existing title I programs): None.	
1967-68 needs -----	300,000
1968-69 needs -----	500,000
Total -----	800,000
Total, 1968-69 needs -----	16,737,500

Mr. OHRENBERGER. The Boston public schools have also initiated a broad planning program under title III. There are three major schools of medicine in the Boston area and we attempt under title III to cooperate with them. Four projects are in well-advanced planning stages. They are:

Facility planning and educational programing at Boston's Horace Mann School for the Deaf in cooperation with Boston University.

Medical services for the total community, inservice pediatric training, and educational and facility planning for normal children, physically handicapped children, and emotionally disturbed children in a new Quincy school in cooperation with Tufts-N.E. Medical Center.

Extended family and health services, educational TV, and educational programing for public and nonpublic schools in cooperation with the Kennedy Family Service Center of Charlestown.

Curriculum development and facility planning for a new campus-type high school and for three "fringe area" schools to be located with the objective of achieving racial balance.

Emphasis upon general health needs of pupils and parents in one project and upon the specific health and educational needs of physically handicapped and emotionally disturbed children in two other projects should indicate our deep concern and interest in the implementation of title VI of the Education Act.

Title VI would seem to offer opportunities for operational activities in these areas of need and the Boston public schools eagerly look forward to the full utilization of this title.

Finally, I and members of my staff have been deeply involved in title IV planning since immediately after the Education Act was passed. When a consortium of New England educators was assembled to gather data and prepare a proposal, the Boston public schools were represented.

We have maintained a continuing and effective association with this group and have actively participated in planning. A proposal has now been submitted in which the Boston public schools assume a significant role. Our involvement, an urban school pilot program, will be closely related to our current innovative planning in the sub-system experiment.

The Education Act has done a great deal for the Boston public schools. We, in turn, feel that we have done a great deal for the Education Act. We have not been satisfied with the usual solutions to educational problems. We are seeking imaginative solutions and, in a measure, we feel we are succeeding. We intend to continue in these directions.

I thank you for this opportunity to testify.

Chairman PERKINS. Go ahead, Dr. Donovan.

Mr. DONOVAN. The remaining three superintendents have very brief statements to make, Mr. Chairman, and then we will be finished.

I would like to introduce the superintendent of Milwaukee, Dr. Harold Vincent, who also is president of this Research Council of the Great Cities.

Mr. VINCENT. Thank you.

Mr. Chairman, I am here this morning as a representative of a large city school system embracing 100 square miles of territory and enroll-

ing 125,000 pupils in grades kindergarten through 12. These pupils are housed in 154 elementary and secondary school buildings staffed by some 5,000 certified personnel.

Under State law, these pupils must remain in full-time attendance until 18 years of age or until graduation from high school. This age requirement presents an opportunity and a challenge to the schools: it also presents certain problems that are not present when the permitted leaving age is 16 or 17.

Milwaukee is experiencing many of the changes evident in the large cities of this country. The central city has a disproportionate share of families who suffer disadvantage and deprivation of many kinds. This, of course, has implications for the schools as efforts have been made to provide compensatory educational services in areas of great population density and mobility. More recently, these efforts have been vastly expanded through legislation providing Federal funds for such purposes.

Under present guidelines, funds under title I of the Elementary and Secondary Education Act may be used for approximately 10 percent of our school population, enrolled in some 20 percent of the schools. Programs developed and in operation under this title include some 30 components such as remedial reading centers, special teachers, elementary summer schools, lay aids, smaller classes, language development programs, instructional resource centers, and expanded supportive services. Milwaukee has also availed itself of the provisions of the other titles of this act.

In cooperation with the University of Wisconsin-Milwaukee, we are completing our first year's program with the National Teacher Corps. This program offers excellent possibilities for the selection and training of an increased number of teachers for work with children in disadvantaged areas of the city. It is our hope that this program may be doubled in our city next year.

Until recently, all funds under the Vocational Education Act have been channeled to the Milwaukee School for Vocational Technical and Adult Education, an outstanding institution operated under a separate board. In the last 3 years, however, some funds have been made available to develop vocational education as a part of the offerings of the comprehensive high schools.

Although we would wish to expand this program, especially the cooperative work-study phase of it, we are limited by reason of the requirement that 50 percent of the cost must be carried in the local budget. As is true in all cities, our budget is extremely limited.

When adequate funds at the local, State, and National levels are available, great advances can be made in this area of preparing more effectively for the world of work, in addition to that done by the vocational schools.

Presently some 10 percent of our pupils are enrolled parttime or fulltime in some phase of our special education program. These offerings include provision for the mentally retarded, the physically handicapped, the emotionally disturbed, those with speech difficulties, and those with other handicaps. The need for expansion of these services and for the training of many more teachers of the handicapped is clearly evident.

Our school system also has availed itself of the other Federal funding under the Economic Opportunity Act and other acts through such programs as Headstart, the Neighborhood Youth Corps, an intensive casework project, and improvements in instructional materials through NDEA.

Our 1967 budget for all fully or partially federally funded programs anticipates an amount of \$7,157,092. To this should be added \$500,000 under Public Law 874, as amended, but not yet funded. However, we will be short of this total by over \$1 million because of insufficient funding under ESEA title I and Public Law 874.

It is important, therefore, that these projects be fully funded if pupils are to receive full benefits.

Thank you, Mr. Chairman and members of the committee, for your courtesy.

Chairman PERKINS. Thank you.

Mr. DONOVAN. The next speaker will be the superintendent of the Baltimore public schools, Dr. Laurence Paquin.

Mr. PAQUIN. Dr. Donovan, in his initial statement, gave an excellent overview of the problems of the large cities. Consequently, in my statement today I want to comment briefly on four of the amendments being considered in connection with possible changes in the Elementary and Secondary Education Act.

First, I support the idea of having the National Teacher Corps program become a part of title I of the Elementary and Secondary Education Act of 1965. I also support the extension of this program for a 3-year period.

Like most large urban centers, Baltimore is having difficulty in recruiting teachers. Not only are we having difficulty getting enough teachers, we also are having trouble getting teachers with the special personal qualifications and professional skills which it takes to function effectively in inner city schools.

Last fall, for example, the Baltimore City public schools opened with a shortage of nearly 200 teachers. Furthermore, many of the individuals we had to assign to classrooms were substandard in terms of their preparation for teaching. In Baltimore, about one out of every four teachers lacks the minimum requirements for State certification. They are in classrooms simply because without these people, we would have to close down.

At the present time, the Baltimore City public schools have no National Teacher Corps teams—even though we desperately need such help. I am told that the principal problem is to secure university cooperation to provide the necessary training program.

I am hopeful that bringing the National Teacher Corps into the mainstream of the Federal aid program will do much to give this important program the status and support it needs.

Second, I support completely and with great enthusiasm the idea of amending title V of the Elementary and Secondary Education Act to provide for systematic, comprehensive, and continuous planning by State and local educational agencies. I see this proposed amendment as a way of increasing the responsibility of the State for what happens—or does not happen—in the large urban school systems.

The Baltimore City public schools enroll about 1 out of every 4 Maryland children enrolled in public schools. Furthermore, the Bal-

timore City public schools have a disproportionate share of those pupils with unique and complex educational problems—problems which in large measure reflect the great environmental disadvantages to which many of these children are subjected.

Chairman PERKINS. Before you leave that point, are you stating that you are in favor of the proposed amendment to title V being proposed by the administration?

Mr. PAQUIN. I am in favor of the amendment to title V which brings in more of this regional planning kind of thing.

Chairman PERKINS. Where they can bypass the States, do you support that?

Mr. PAQUIN. This, I think, might be advantageous. I think the comment that Mayor Collins of Boston made recently is one which I find myself becoming more and more sympathetic to.

Chairman PERKINS. You may proceed.

Mr. PAQUIN. Baltimore City alone cannot resolve this critical issue. We need and seek the assistance and talent not only of the State education department, but of our colleagues in neighboring school systems. We feel, too, that we have information and experience which can be helpful to them.

The proposed amendment to title V of the Elementary and Secondary Education Act will, in my judgment, help State and local communities take some needed steps in the direction of joint educational planning and evaluation.

Third, I endorse fully the proposal to establish a 5-year program of financial grants to support the planning, development and operation of new and more realistic programs of vocational education.

The Baltimore City public schools, in cooperation with the Maryland State Department of Education, have already taken steps to move in the direction of doing a better job of providing vocational education for our students than we have in the past.

We feel strongly that we can no longer be complacent about the thousands of boys and girls who leave school because the school has little to offer them. By the same token, we cannot overlook the fact that many of our students who do complete high school have not, in school, learned a skill which will insure at least their entry into the labor force.

As I stated previously, the Baltimore City public schools have already begun to tackle this problem. With the assistance of a team from New York University, we are making a complete survey of our vocational education facilities, staff, and program. This survey will be completed by September 1967. By early in 1968, the Baltimore City public schools will be ready to implement what we expect will be a "bold, new program."

The proposed amendments to the Elementary and Secondary Education Act—amendments which provide \$30 million for vocational education—will be essential if what we come up with in our study is to become more than a superficial change of the present inadequate program.

Fourth, I commend those who would amend the present legislation to provide greater educational opportunities for handicapped children.

As superintendent in Baltimore City, one of the most difficult aspects of my job is to be confronted with hundreds of handicapped children

and be unable to provide them with some kind of educational program. For example, we have in Baltimore City about 225 trainable children who are not in school at all, but are on what is euphemistically called a "waiting list." These children are not in school because we have no space or teachers for them.

We have another 500 trainable children "farmed out" to private institutions, an arrangement which is better than nothing, but which makes a mockery of the term "free public education." These parents have to pay substantial funds to make up the difference paid by the city and the charges made by the private institution.

The situation is equally critical when one looks at the situation for children who are educable mentally retarded. We lack teachers who are sensitive and competent to deal with the educational problems that these children present.

I urge your committee and the Congress to step in and help with this serious problem.

In closing, I want to say again something I am sure you have all heard many times, something that President Johnson said in his message delivered to the Congress on February 28, 1967.

In that message, he pointed up the problems of the incompatibility of the legislative calendar and the academic calendar. When the President said, "I urge that the Congress enact education appropriations early enough to allow the Nation's schools and colleges to plan effectively," he was asking for something which is critically important to us all.

We in Baltimore City have not been able to make the best use of Federal funds for the simple reason that we have not had the staff and time to plan effectively for the use of this money.

Thank you, Mr. Chairman and members of the committee, for giving me this chance to be heard. I sincerely hope the views which I have expressed will be useful in your deliberations.

Chairman PERKINS. Thank you.

Mr. DONOVAN. Just before introducing the last superintendent, Mr. Chairman, I would like to repeat that statements from Los Angeles, Chicago, St. Louis, Buffalo, and Memphis have been made available to the committee from those superintendents who are not here today.

The last superintendent to be heard is the superintendent of schools of Philadelphia, Dr. C. Taylor Whittier.

Mr. HAWKINS. Do I understand, Mr. Chairman, those statements have been made available to us? I do not see copies of them.

I understand the statements have been made available to the members of the committee, including Los Angeles, but I do not see such statements before me.

Mr. DALLARD. May I comment on the Los Angeles statement? I received copies in the mail at the hotel this morning, with the message that 50 copies had been sent to the committee. I imagine they are in your mail room right now. Fifty copies of the Los Angeles superintendent's statement are on the way to the committee.

Chairman PERKINS. Without objection, all of the statements will be submitted for the record.

Would you proceed, please?

Mr. WHITTIER. Mr. Chairman and members of the committee, I am C. Taylor Whittier, superintendent of schools, Philadelphia, Pa. I

appreciate the opportunity of presenting this brief statement this morning.

As we had agreed, Dr. Donovan was going to present the common concerns of the great cities, and this has been presented to the committee. I am glad to make these observations on behalf of the 276,000 students in our public schools in Philadelphia.

Philadelphia schools, in common with those of other urban centers during the past two generations, have assumed increasing responsibilities of awesome complexity. These have not been accompanied by a corresponding allocation of the Nation's manpower and wealth.

The range of pupil ability and motivation in a rapidly changing social and economic environment has precipitated the need for new programs, services, and facilities. Parents uncritically, for the most part, have delegated many home responsibilities to the schools.

The civic leaders and planners were absorbed, during the past 15 or 20 years, in concentrating on physical redevelopment and the improvement of physical servicing with water, roads, public housing, and redevelopment. Unfortunately, this surge of improvement swept around the human service institutions.

This was true of the Philadelphia school system. Years of neglect led to the pileup of critical and interrelative problems which now demand a massive infusion of human, financial, and governmental resources. Nothing short of this will be enough if public education in Philadelphia is to meet its new challenges.

The various forms of Federal aid to education have been of great benefit to tens of thousands of children in Philadelphia. Many new programs involving children from the age of 3 up through high school have been made possible during the past few years. These have been supplementary, remedial, therapeutic, inovative, and to some extent experimental in nature and have made available educational, cultural, recreational, and vocational activities.

Children of all abilities on all levels of the school system have benefited. A major impact was made on the areas of the city designated as "pockets of poverty."

Federal aid to education must assume a much larger share of the support of the Philadelphia schools in the future. Increasing financial needs cannot be met in sufficient amount from State and local sources.

To be more effective, Federal aid should be more responsive to local needs. More time for planning, greater flexibility, and more careful evaluation would improve the total effort. Fewer programs, focused on the most pressing educational needs would seem to provide a wiser and more efficient application of Federal funds.

I strongly urge the consideration of a program that would provide general aid to education rather than earmarking a large number of separate appropriations for limited use and purposes.

If general aid were provided, each school system could be called upon to develop a short- and long-range plan and a rationale for raising the quality of its educational offerings.

The Philadelphia public schools, in common with other major cities, are beset by three major problems: manpower shortage, inadequate facilities, and a lack of know-how to solve the tough problems of urban

education. General Federal aid to education is therefore desperately needed.

All of us can take encouragement from the message from the President of the United States delivered on February 28, 1967, on proposals for comprehensive programs in health and education. Recommendations on evaluation, sufficient planning time, teacher training assistance, the Teacher Corps, programs for handicapped children, vocational education, adult basic education, television and radio facility and construction and instructional television, are especially noteworthy.

The additional resources recommended under title IV of the Civil Rights Act would support the efforts being made in Philadelphia to achieve the goal of quality integrated education.

The proposed increases in the 1967-68 budget for the implementation of the Elementary and Secondary Education Act will make it possible for the schools of Philadelphia to continue and build upon the gains made from this source of funds. We must not allow the disadvantaged children of Philadelphia to be let down. There should be no retreat from the forward movement already in motion to provide all children with equality of educational opportunity.

The Philadelphia public schools have a special interest in the President's recommendations to extend the benefits of Project Headstart upward. We are already planning to take full advantage of this opportunity as soon as enabling legislation and appropriations are enacted.

America's slums have traditionally supplied the muscle power for the national economy. The technological revolution makes this tradition a liability. Optimum human development now makes this good economic as well as human sense. The schools are now being recognized as the central institutions to bring this about. Increased Federal aid to education must assume an increasing share of responsibility for helping the States and local school systems at this time of educational crisis.

Thank you, Mr. Chairman, for the opportunity to present my views today.

Chairman PERKINS. Let me compliment all of the greater cities superintendents for coming here this morning to give us the benefit of their views.

We all appreciate the great emergency that exists throughout the entire city school systems of this country for the reasons that the gentlemen have stated.

Next week we will have a day for the rural school superintendents. I think it is altogether important that we get the picture from your viewpoint and the rural viewpoint.

If I understand you gentlemen correctly today, the operation of the Elementary and Secondary Education Act has been very effective insofar as contributing to special education problems in your cities, so-called educationally deprived children, but that the program, by and large, is underfunded.

Am I placing a correct evaluation on particularly title I of the Elementary and Secondary Education Act that you gentlemen have all placed on the act?

Mr. DONOVAN. Yes, sir, I believe you have.

Mr. WHITTIER. Yes.

Chairman PERKINS. You all agree that it has contributed to an improvement of your school systems?

Mr. DONOVAN. Yes, sir.

Chairman PERKINS. And that the program is underfunded at the present time; is that correct?

Mr. DONOVAN. That is right, sir.

Chairman PERKINS. With the funds that you have available, you stress the great emergency that has existed in the absence of good teachers, the teacher emergency, and the great need for school construction, with the funds that you have available under title I, do you feel that those funds could be better utilized for programing purposes the way you are presently utilizing those funds than to branch out the school construction and, likewise, do you feel that we must have a school construction bill involving in the end the expenditure of several billion dollars, but until we get that type of legislation, is it your suggestion that we continue to use these funds under title I for programing purposes?

I would like to hear your views on that.

Mr. DONOVAN. I would like to speak on behalf of New York City here. The other gentlemen may speak for themselves.

As far as we are concerned, the funds under title I are needed for programing purposes. I do not feel in my city I could divert them to construction. We would be robbing Peter to pay Paul by doing so.

We feel that until such time as Congress can come to a construction bill, and I hope that is quickly, we would like to keep these funds for the purposes for which they are now being used.

Chairman PERKINS. You can think of no better way that we can utilize the funds than you are now utilizing the funds?

Mr. DONOVAN. I don't know of any better way that we could utilize the funds we have now. If additional funds come, we have another way of utilizing them.

Chairman PERKINS. Is that the consensus among you gentlemen?

Mr. DAILLARD. Yes.

Chairman PERKINS. There has been a lot of controversy centered around part B of title V, where you can bypass the State educational agencies. I listened attentatively to the testimony of the city school superintendent from Baltimore who agreed with the proposed amendment.

I am wondering whether the other superintendents are in accord with the statement made by the gentlemen from Baltimore.

Mr. DONOVAN. I would like to make it clear on the part of New York City, and I think here each State and city must speak for itself because we find ourselves in a very delicate position—I think that in the State of New York the relationships between the State education department and the large cities of the State have improved so much recently that I would be in favor of this amendment for giving State and regional planning funds, and I would not particularly be worried at this moment as to whether it was the State education department or the New York City Board of Education that was going to do the planning.

Our relationships happen to be good. I think that is important in the educational system, that the State and city relationships be good. I cannot speak for other States.

Chairman PERKINS. I would like to hear all of you address yourselves to this particular point. It is very much in controversy within the committee.

Mr. WHITTIER. I would like to comment on that point, if I might.

I think one of the concerns that we all have, as we move to a broader base, and I think this must be studied and plans must be moved in this direction, is that we also have to involve the other school districts and areas in our States.

I can't help but feel it would strengthen this relationship ultimately for the State to play a key part in it. I think that the issue is not at which point it is going to be done in terms of funding but, rather, that we do it in a way that will bring about maximum cooperation of the various segments in the area.

I think that this can be done more effectively, probably, through the State relationship than otherwise. I think one of the problems that some of the great cities, at least in our case, have suffered at the State level is the feeling that it is not part of the total State. We would like to feel that we are a part of the total commonwealth of the State.

I think to tie this into a meaningful total relationship in the long run would be more healthy than it would be to pull it out.

Mr. VINCENT. I think my viewpoint would be very much the same. In our particular State we would be in favor of an increasing role on the part of the State department of public instruction.

Mr. OHRENBERGER. The relationship in Boston with the State board of education has presented no difficulty in the preparing of these particular titles, and I don't foresee any difficulty in the future. I would go along with greater State participation.

Mr. DAILARD. Our relationship in California has been good. We would favor the appropriation planning going through the State education department. We have had problems under title III where there has been a direct district relationship, a relationship between each district and the Office of Education of the United States.

I can illustrate the adequacy of our relationship in California. The State board of education farmed out to our particular school district a part of the title VI funds to do research for the improvement of the State department of education. I think this is indicative of the sound and wholesome relationship.

Mr. FORD. Would the chairman yield for a question?

Chairman PERKINS. Yes.

Mr. FORD. Yesterday we had testimony from the Commissioner of Education and from the Secretary of Health, Education, and Welfare to the effect that their interpretation of title VB would be that the Governors of the respective States would designate the board or commission that we are talking about, and it might not necessarily be the State educational agency or superintendent of public instruction, or State school board, whatever it is called, that he designates.

They said they presumed he generally would. How would you, as city superintendents, feel if the pattern became the appointment of an independent agency outside of the normal State agency?

Mr. DAILARD. Speaking for west coast cities, we would rather see it go through the established agency, rather than set up another agency to deal with one facet of education.

Mr. DONOVAN. I wonder if I might respond, and I think I am responding for all the superintendents here.

One of the difficulties we have had in the past couple of years is the proliferation of agencies dealing with education. I referred to it before when I talked about the prekindergarten program in the Office of Economic Opportunity, and so forth.

We feel that the public school system of this country is strong enough and capable enough of handling educational problems and handling them well. We welcome the assistance of other agencies, but not that other agencies take over what public education should be doing.

Therefore, I think what we are talking about here is that this planning be done by State education departments and not by a new agency set up outside that department.

Mr. PAQUIN. Mr. Chairman, may I comment on this?

In my case this is rather an acute situation in the sense that in the State of Maryland the city of Baltimore is the only large city. The feeling that we have, or at least I have, is the fact that we are, in a sense, isolated from the rest of the State.

I would be very much in accord with any type of program which would have the effect of bringing not only State organizations, but other school systems in the State, in some kind of an effective working relationship with the city.

The problems that we are confronted with aren't just going to be resolved within the city limits. We are going to need the experience and the cooperation of these people. By the same token, I think there is much that we can contribute and help them with.

Chairman PERKINS. Mr. Brademas.

Mr. BRADEMAS. Thank you very much, Mr. Chairman.

I regret, gentlemen, that I was not able to be here for all your testimony, but I have been hastily reviewing it. Three points stand out in my mind. One is on the Teachers Corps.

I was just making a listing of the comments made by those of you whose testimony I have had a chance to review. I notice that in New York, Mr. Donovan asked for full funding of the corps, that Milwaukee wants to double the program next year, that St. Louis wants a Teachers Corps and is working on it, that Philadelphia lists it among the noteworthy proposals of the administration, that Baltimore has no Teachers Corps but you desperately need such help.

I haven't gotten through the rest of the statements yet.

I take it that it would not be an unfair conclusion to assume that the school superintendents in the greatest urban centers of our country are strongly in favor of the Teachers Corps.

Does anyone disagree with that conclusion?

The reason I raise the point is because I have been puzzled, as I have said about six times during the hearings, by the fact that we hear a lot of criticism in Washington but we don't hear much criticism from you gentlemen who have to deal with the problem of providing teachers for the disadvantaged at the grassroots level.

The second point I would like to raise is a question and not a conclusion of my own: Would you make any comment with respect to

your title III programs and your relationship as local school administrators with the State departments of education? Would you address yourselves specifically to the question?

Would you favor a statutory, mandatory veto power over title III programs on the part of the State departments of education?

Mr. DONOVAN. As far as title III goes in the State of New York, we have had good relationships. Of course, we all know that title III is the one title where everybody has to fight for a small amount of money. There is really no allocation to anybody. You just have to go in and fight with hundreds of other projects as they come along.

Fortunately, in our State we have a close working relationship. We have gotten some very fine projects throughout the State. I do not know that I would like just a definite veto power. I don't know what proposal that might be, but I do know that the cooperative effort should be continued.

Mr. BRADEMAs. Let me make the distinction. At the present time, the act calls for review and recommendations on the part of the State department of education. It has been proposed that the State now be given the right to disapprove title III recommendations by local school systems. It is to that question that I was addressing myself.

Mr. DONOVAN. Here, again, I am only going to talk for New York City. If anybody has to veto us at all, I would prefer it to be the State and not the Federal Government. I think they know more about the operation of the city than does the Federal Government.

Mr. BRADEMAs. Could we get some comments on that question from the rest of you? Would you give me any comments on any difficulties you have had with your State departments of education?

Mr. DAILARD. We have had no difficulty in California on this. There has been a procedure by which all projects are reviewed in the State department. This has been an effective and cooperative relationship. I think it is true that only those projects which have been recommended by the State department after this review have been approved.

We think it is a healthy relationship. I think I would agree with Dr. Donovan that if anybody has to veto, we would rather it be those who are close enough at hand to see what is actually happening.

Mr. BRADEMAs. Are there any other comments?

Mr. PAQUIN. Yes. My feeling on this is, in the first place, we have not had any difficulty as far as the State is concerned, but I would be inclined to take the point of view that I would rather be able to go beyond the State. At least it gives you some possibility of an appeal.

Mr. BRADEMAs. Does anyone else have any comment?

Mr. VINCENT. We have had no problem in our State of Wisconsin. I would not fear any such type of legislation. I would agree with the others that if there is to be a veto, I would prefer to see it at the State department of education.

Mr. WHITTIER. I would say we fared very well under title III and have no complaints at the present time. I think if we are going to do this, I think we need to work to strengthen the State program in the best interest of keeping the control close to home so if it has to go in this direction I would say it would go in this direction, although I can't make any complaints at the present time.

Mr. BRIGGS. I would like to think that there might be some appeal above the State level. The experience we have had in Ohio in the past, and I am sure it would not be repeated in the future because there are being some real improvements, indicated an unfriendly State department of public instruction to urban areas.

For example, the Vocational Education Act of 1963, as the State planned, was first established for the distribution of these funds in Ohio which would not have included a single dime to be spent in any one of the eight larger cities of the State. This was never the intent of this Congress.

If it had not been for massive newspaper and news media support, that money would have all gone into rural areas and none of it into the areas of unemployment. I dislike having to use the weapon of the news media to force a State into putting the money where Congress originally intended it should go. I doubt that this situation will ever occur again.

But it just seems to me that at the source of the appropriation there should also be perhaps an opportunity of appeal.

Mr. BRADEMAS. I have just one other question: That is with respect to proposed amendments to title V that would provide funds for long-range comprehensive planning.

One witness suggested this week that the various provisions set forth in that proposed amendment might result in Federal molding in a mandatory way of planning for education. I take it, however, that most of you favor the proposed amendment to title V. I wonder if you do see in that proposed amendment any such danger. If so, I would be interested in hearing it.

Mr. DONOVAN. I have looked at that amendment and I don't exactly read that into it. I do know it is quite obvious that wherever Federal funds are appropriated, there will be some Federal aspect involved in it because the funds are not just donated without any strings attached.

But in this particular case, it seems to leave the comprehensive planning to the State or local agencies.

While I am at the microphone, I would like to remind you that in our statements about the Teacher Corps, while we are all in favor of it, we did make other comment that we are in favor of it only if it is fully funded.

Mr. BRADEMAS. Are there any other comments on that or the title V question?

Thank you, Madam Chairman.

Mrs. GREEN (presiding). First, I am very glad that you gentlemen could be here this morning. I think it would be very helpful for us to hear more often from school superintendents. For years I have felt that you are given all of the problems that society has created, and you are expected to solve them somehow during the 6 or 7 hours a day the youngsters are in school.

I would like to turn to one specific question and then to a general question, if I may.

The specific one grew out of the testimony of the superintendent from Boston. May I ask the other city superintendents if the work-study program is geared for one particular group? Do you admit boys as

easily as girls, or whites as easily as nonwhites, Catholics as easily as Protestants? What is the policy?

Mr. DONOVAN. In New York City, the work-study program, which has been in effect now for about 51 years, admits both boys and girls, it always has, admits children regardless of race, religious background, or anything else. We have about 5,000 children in the program at this time.

Mrs. GREEN. How many boys and girls are in your program?

Mr. DONOVAN. In our city there are more girls in it, it just happens, than boys because most of the jobs are in stenography, typing, that type of work, and in the stores. I could not give you the figure today, but I could send it to you.

Mrs. GREEN. To save time, is there any other school that has programs in work study for boys only, or with any other discrimination?

I do want to read the Civil Rights Act, which says that to fail or to refuse to hire or to discharge any individual or otherwise to discriminate against any individual with respect to his compensation, terms, conditions or privileges of employment, because of such individual's race, color, sex, religion, or national origin is an unlawful employment practice.

It does seem to me that I would hope Boston would change their goals at the moment. I am surprised that someone has not brought this to the attention of the National Commission.

Mr. FORD. Would the gentlelady yield for a question?

Mrs. GREEN. Yes, but not out of my 5 minutes.

Mr. FORD. I will take it from my time.

I would like to ask if the gentlelady feels that the same sort of reasoning would apply to the programs typified by the program in the Detroit school system which is exclusively for girls who must leave schools because of a particular problem they have; namely, that they get pregnant.

If we follow that kind of reasoning, we might very well destroy this very worthwhile program in a number of the cities represented by these gentlemen.

Mrs. GREEN. No; I think we should have a program, and have the unwed mothers and unwed fathers in the same class.

Mr. DONOVAN. That is what caused the problem originally.

Mrs. GREEN. I would be delighted to join with my friend from Michigan in arranging such classes. I listened with interest to one of our witnesses who talked about classes for unwed mothers.

It seems to me that this is an area, too, as I see it, that could stand some curriculum changes.

If I may go to a general question now, I am sure the members of this committee are fully aware of the problems that we create for you, by late funding. As we held hearings across the Nation, this was the No. 1 criticism, that you can't plan your programs wisely or intelligently.

We are also keenly aware, many of us, who come from the cities with the terrible tax problems and burdens on local voters. We also have heard frequently about categorical versus the general aid.

I would suspect that everybody on this committee, on both sides of the aisle, will admit the benefits in the last 9 years through the Federal aid programs, even though they have been categorical in nature.

I would like to ask a hypothetical question: If you gentlemen could go back to 1958, and could devise a kind of a Federal program to help not only the big cities, but also the other areas, what would you propose? What kind of Federal legislation would you propose?

Mr. DONOVAN. May I indicate that I think what we are talking about and what we might propose would be something similar to the method by which State aid is given to education in local school systems. State aid is usually given to us, I know, in varying amounts in different States, for general educational purposes. Some States have categorical aids on top of that.

In the State of New York, we get general State aid. We are not told how to use it. It is a fundamental, basic part of the financing of our program. We can predict it ahead of time. We base our finances upon that State aid, plus city aid.

I would envision the most effective type of Federal aid would be something similar to that in nature, as a foundation program.

Mr. PAQUIN. May I add something to that? I think if we could rewrite this program I would also like to see, in addition to a foundation program, some type of weighting formula, or a formula of that type, which recognized some of the unique and distinctive problems.

I am thinking of the handicapped children and that sort of thing. It would be a basic formula but with a supplemental appropriation or grant for children in those special education problem categories.

Mrs. GREEN. You would have some of the funds earmarked; is that what you are saying? You would have categories?

Mr. PAQUIN. For example, you might provide a double per-pupil-basis grant for the number of children that you had in that category.

Yes, I suppose in a sense it would amount to earmarking for that because it would be an obligation to spend it on those children.

Mrs. GREEN. If you had your "druthers" today, would you support the extension of existing programs with all the categorical limitations as your first choice, or would you support the program that might be the modified Heller plan or the Heller plan with the State's share of Federal funds going to that State either through the State department of education to be distributed to the local districts or to the State department with a particular sum earmarked for the cities with no strings attached?

Mr. DONOVAN. If I had my choice in the legislation, I would like to see the general funds going through the State to the cities earmarked on specific amounts. But I don't think we should continue all the categorical aids. As was indicated, you might have handicapped children, but you don't have to have special legislation. They can be weighted in your formula, and they would still get the general aid.

Mrs. GREEN. I believe my 5 minutes are up. We are coming back this afternoon. Maybe we could turn to this in the afternoon.

Mr. DONOVAN. I didn't know whether we were coming back or not. Chairman PERKINS. Yes, we are coming back this afternoon.

Mrs. GREEN. Are the gentlemen coming back this afternoon?

Chairman PERKINS. I hope they are, to accommodate the committee.

Mr. DONOVAN. Most of us are coming back. Some might have to leave.

Chairman PERKINS. I think the committee will keep you here, as many of you as can possibly stay, perhaps until 5 o'clock. We will return about 1:30 when we recess.

Mrs. GREEN. I will pursue that question, if I may, this afternoon.

Chairman PERKINS. Mr. Erlenborn?

Mr. ERLBORN. Mr. Chairman, I would just as soon pass at this point.

Chairman PERKINS. Mr. Ford?

Mr. FORD. Thank you, Mr. Chairman.

I would like to discuss with the panel, while you are here, the appropriations problem that we seem to be facing in this legislation.

The administration representative testified before this committee, and we know that the budget request for title I of the Elementary and Secondary Education Act this year will be \$1.2 billion, as contrasted with the amount we authorized for fiscal year 1968 of \$2.4 billion.

A quick check with the pencil will show you that is a \$146 million increase if we get 100 percent funding of the request for funds. I made a quick calculation on the States that you gentlemen represent. Taking, as an example, California, in 1966 California had \$79 million as an entitlement and we actually gave you \$67 million. In 1967 we had an \$111 million authorization from this committee and you actually got \$74 million.

For fiscal 1968 we would have given you \$138 million, but you will receive \$74,577,000, or \$217,000 more than you received last year.

In the States of Michigan, Pennsylvania, and Ohio, you will receive not one penny more than you received in fiscal year 1967. In the State of New York, you will receive \$339,000; in Maryland you will get \$44,000; and in the State of Texas, out of that \$146 million, they will get \$14,007,000, and the State of Tennessee over \$10 million.

This indicates that not very much of the \$146 million increase is going to several of you gentlemen present this morning. The question really is: Assuming that at this level of funding what we are really going to do is give you what you had in 1967, what does this mean to you in terms of carrying on the ongoing program that you have undertaken?

Mr. DONOVAN. If we are merely going to be funded at the same amount that we were funded at for the past year, it does not mean that we are going to maintain status quo. It means we are going back. We are going to retrogress.

In the first place, our costs go up each year a few percent. We can't help it. It is the automatic moving up of all the costs of programs that we have. If you are going to take that amount of money and spread it over a number of other matters, it is not going to help us at all.

I feel that that kind of an appropriation is going to be a bad blow to the conduct of these programs in the big cities.

Mr. DAILARD. For the big cities and the smaller cities.

There is a certain amount of disenchantment occurring now. In the first year there was a short operation and everybody accepted that it was going to be better next year. But it hasn't been better this year. It has been worse. If we go into another year in which we have retrogression, I think it would be very destructive to the program.

Mr. ERLNBORN. Obviously the big cities have moved ahead faster than the smaller school districts in taking advantage of these programs.

Are there any of you who feel that looking at what you expended in 1967 is in any way a reasonable appraisal of the needs to carry out what we have stated to be the intention of the programs under title I?

Mr. BRIGGS. I would like to react a little bit to that. Our problems are pyramiding faster than our solutions are bringing relief. In 10 years in the city of Children, our ADC children have gone up by 412 percent in public schools, and they are continuing to rise.

Middle-class people are still leaving our big cities. The problems of the inner city are more intense today than they were 1 year ago. I do not think that we have begun to scratch the surface. I think this means that we will be watering down the program more than we have in the past.

I just don't think we can have the same quality programs really relative to the quantity if those appropriations remain static, and our problems are not being washed out. The problems of the big cities are becoming greater each day.

Mr. FORD. Mr. Scheuer has asked me to yield, but before yielding I would like to observe that every Member of Congress likes to have at least one economic vote that he can talk about when he gets back home.

It appears to me that if we fund this at the rate being asked for by the administration at the present time, this will be the economy vote I can cast, but I am not going to talk about it back home.

Mr. BRIGGS. We are getting too many of those economy votes in the school business.

Mr. SCHEUER. There is a very deep sense of frustration here, as you may have detected from Congressman Ford's question, about the paucity and the thinness of this program, dramatized by the fact that States like New York, Ohio, Pennsylvania, Michigan, and California are getting absolutely no increase at all over what they had last year.

The excuse and the justification for maintaining this trivial level of infusion into the city of resources that we get from HEW is that we don't have the staff and the professional wherewithal to expand these programs radically. Could you give us an estimation of the percentage increase in the resources that went to your State last year, the percentage increase over that level, which you could use effectively this year and next year, perhaps with training programs which you could get going promptly so you may develop not only the professional personnel but perhaps the subprofessional teacher aides and the like?

What is your capability of using vastly greater resources than you now have? Can you give us a percentage figure?

Mr. DAILARD. With leadtime and opportunity for planning. We are hiring teachers right now. Our budget report goes in next month. We don't know what the plan is. We can spend it—the full appropriation that is authorized.

Mr. BRIGGS. I would say a 50-percent increase in Cleveland in the next year, if the money were available. No one from HEW has asked us whether we are capable of amounting more. That question has never come up. We have always been capable of mounting more than what we have mounted.

Mr. SCHEUER. If you could use 50 percent the next year, how much could you use the year after that, if you instituted training and development plans now for professionals and for nonprofessional aides.

Mr. BRIGGS. I would like to think that in the city of Cleveland in the period of 3 to 5 percent ahead we could reach a per-pupil expenditure equivalent to the average of the Greater Cleveland neighborhood. This would call for a doubling of our total budget in the city of Cleveland.

This is possible if the money were available.

Mr. DONOVAN. In the first place, in New York we are prepared to mount the programs for the full appropriation. That is the first thing. We don't come anywhere near that at this point. That is a sizable amount in our city. Beyond that, because we are not always talking about teachers, but about assistant teachers, indigenous people and other people, the helpless we have not even called upon yet, we say we can go at least 50 percent over this—as can any other great city sitting here.

What we could mount in future years, I would have to consider that carefully. We could go over these because there is a vast reservoir of untapped resources we have not yet gotten to.

Mr. SCHEUER. I would like you, Mr. Donovan, and any of the rest of you, to give us letters as to how much of a percentage increase you could use over this year's allocation, and for next year and the next 2 years.

I would like unanimous consent to include in the record the entitlements and allotments to various areas in fiscal 1966 and fiscal 1968.

Chairman PERKINS. Without objection it is so ordered.

(The document referred to, a letter to Chairman Perkins, follows:)

Entitlements and allotments to selected States under title I, ESEA Act, fiscal years 1966-68

[In thousands]

State	Fiscal year 1966		Fiscal year 1967		Fiscal year 1968		Fiscal year 1968 increase
	Entitlement	Allotment	Entitlement	Allotment	Entitlement	Allotment	
California.....	\$79,329	\$67,996	\$111,199	\$74,360	\$138,130	\$74,577	+\$217
Maryland.....	15,667	9,551	21,384	14,668	28,729	14,712	+44
Michigan.....	35,669	31,758	45,685	32,408	61,576	32,408	0
Missouri.....	30,517	23,630	33,751	23,919	54,348	25,571	+1,652
New York.....	113,501	112,567	166,210	114,811	216,533	115,150	+339
Ohio.....	39,908	34,656	45,396	34,127	70,733	35,127	0
Pennsylvania.....	57,860	48,176	66,983	48,634	97,463	48,634	0
Tennessee.....	32,617	29,535	34,415	29,786	85,974	40,452	+10,666
Texas.....	78,885	66,261	91,561	68,887	176,179	82,894	+14,007
Wisconsin.....	18,506	13,278	21,794	14,931	35,078	16,504	+1,573

BOARD OF EDUCATION OF THE CITY OF NEW YORK,
Brooklyn, N.Y., March 3, 1967.

HON. CARL D. PERKINS,
Chairman, House Committee on Education and Labor,
House Office Building, Washington, D.C.

DEAR CONGRESSMAN: During the current school year we have had the National Teacher Corps program operating in sixteen of our elementary and junior high schools which serve disadvantaged pupils. The program has involved seventy-five interns and twenty team leaders. These interns are being trained to work

effectively with disadvantaged children. In addition, they are spending a considerable portion of their time in community activities, afternoons, evenings and weekends, which directly affect children in their schools. Finally, in their college course work they are receiving the theoretical training which will sharpen their skills as teachers of disadvantaged youth.

We, of the New York City Board of Education, have been greatly impressed both with the quality of the training they are receiving and with the effectiveness of their work. We are most anxious that this National Teacher Corps program be continued for the coming school year and urge that you support Congressional action which will provide the necessary funds.

Sincerely,

BERNARD E. DONOVAN,
Superintendent of Schools.

Chairman PERKINS. Mr. Esch.

Mr. ESCH. Thank you, Mr. Chairman.

Gentlemen, I just have the one or two areas of interest. First of all, there has been general discussion as to the problems relating to the predictability of funding.

You suggested part of this was from the appropriations aspect. Other parts may have been in terms of relationship with the Department. Would you care to comment on how we might develop better communications between HEW and your own districts on these matters?

Mr. WHITTIER. Let me make this one comment, if I might. I think one of the problems, the same one we have alluded to before, is that there needs to be as intense an understanding of the problems of the big cities as possible.

We think this is not the case. I think this is a problem both as we have implied here at the State level as well as the Federal level. I think that we who live with this problem every day feel this intensity that one, more remote from the problem does not feel.

Therefore, we are back to what is always a problem in our operation. That is a matter of adequate communications, not only of facts but of the emotional responses necessary to make those facts a reality. I think this is one of the things at least I would—say is an important aspect of it.

The mechanics of how to do it is a pretty difficult thing to come by. But I think this is part of the real problem that we face.

Mr. DONOVAN. May I suggest, sir, that we have had discussions with the U.S. Commissioner of Education, as a result of which he has appointed some large city superintendents to an advisory committee, so that the points of view of the large cities would be prevented.

Sometimes it is not just that part that counts. That gets across at the top, but between there and the bottom layers it gets lost in interpretations at times. So we are working on that aspect.

Mr. ESCH. I seemed to sense that there was somewhat a consensus that this is a problem but you don't want to discuss details at this time. Let's go to another area.

The question was raised earlier as to the nature of involving State planning. I just want to reemphasize what you have reemphasized: that there has been improvement generally in terms of State planning in relationship to large districts and that you generally favor the further development of this area; that is, utilization of statewide planning in relationship to the large cities?

Mr. DONOVAN. I think that is true. It has been different in different States, but we think progress is being made on all levels in all States.

Mr. DAILARD. Prior to redistricting this year these cities I represent had four members in the California Senate and now they have 20 out of the 40. It is better. That is from redistricting.

Mr. OHRENBERGER. I would say involving the State leadership gives the city a greater part in the community, as far as the State is concerned, to treat us as separate entities. Without being involved through the State department would only continue what happened prior to this.

Mr. ESCH. I have one other question. From reflecting on Mrs. Green's question in terms of categorization as opposed to broad-based aid or aid without categorization. Is it not true that historically our school districts have not developed specific programs aimed at such things as impoverished children, and they have not done so because of the lack of local pressure to do these very things?

If you did not have specific programs would you have developed these programs even if you had more funds?

Mr. DONOVAN. I can only answer for New York City, but I am pretty sure I am answering for every other one at the same time. We did not wait for the Federal Government to come with funds for us to develop programs for children in impoverished areas.

In New York City we have had these programs for years. What the Federal funds did was to help us to stimulate more opportunities. But we had a tremendous program in what we call our special service schools, of which we have about 350 in the city of New York, before Federal funds ever came. They only came in the last year or two in any sizable quantity. But the Federal funds gave that much more push, that much more opportunity and also helped to pinpoint the problem for us.

I think this is true of all the big cities that are here today.

Mr. ESCH. Would any of you care to comment on the amount of money spent on vocational training programs in your schools in relationship to the other educational aspects, for example, as a measure of this?

Mr. VINCENT. I would not want to comment on that because in our particular State this is handled by a separate board, both at the State level and at the local level. All the vocational funds have been channeled through these divisions.

With respect to the other, I would point out that the great cities group organized about 11 years ago, and among one of the very early projects was specifically the thing you have referred to.

Many of them were financed on an experimental basis by private foundations. In our own city, for example, the entire program in this area was funded by the Ford Foundation for a period of 3 years, and then was taken over by our own budget. It could not go any further because of the limitations that we had.

Mr. ESCH. Thank you, gentlemen.

If you do go back to just the direct funding—would you be able to accept the responsibility of all the internal pressures toward continuing on programs which you have started in the next 2 years? I think that is an interesting question that we might address ourselves to, Mr. Chairman.

Mr. DAILARD. The Federal programs in these areas have given us the opportunities to accelerate somewhat in keeping with the growth of the problem. If we did not have the funds, we could not move nearly as fast.

Chairman PERKINS. Mr. Hathaway.

Mr. HATHAWAY. I would like to elaborate a little on Mrs. Green's questions as to the panel.

Dr. DONOVAN, on page 4 of your statement you express the sentiments shared probably by a majority of the school superintendents in other States of let's stop this categorical aid in the next year or the year after and just give you the money because you know what to do with it.

It seems to me that the Elementary and Secondary Education Act has more than just given money to the various States. It has stimulated innovations in education. I would think that we need continued stimulation and innovation in education, and we won't have to drop categorical aid next year or the year after or ever.

I would like to have you and other members of the panel explain why we should drop categorical aid in the near future and go to general aid programs.

Mr. DONOVAN. I think in the rest of the statement you might find the sentence that I think general aid is the basic aid that should be given. But I recognize the desirability of Congress stimulating the school districts now, and then, in certain directions, and therefore, the basic general aid is needed and certain categorical aid might be put on top of that.

For example, title III. That is strictly innovative. Then it is not for anything else. There is not anything there very innovative about title I. We are pouring title I into programs that may have something innovative in them, but they are essentially getting at the hard core that we knew existed and did not have the funds to deal with.

Now we have the funds. So there is nothing wrong with general aid for the general conduct of a program, supplemented by occasional specific categorical aid. I think I made that statement before. You do stimulate some innovative approaches. But I must also say that innovation was not yet created by a congressional act.

There must be some credit given for the fact that innovation has always proceeded even on a local level. Only now, with additional money, you are able to carry out some things you could not carry out before.

I don't think title I is strictly an innovative provision.

Title III is strictly innovative. Title I is an approach to disadvantaged children, and it was the hope that new approaches would be made.

Mr. HATHAWAY. As a result of title I money, many new ideas have come into play. Maybe that is not true in urban areas as much as in rural areas.

Mr. OHRENBERGER. In our title I proposal, we did not feel that we could absorb all the funds for the disadvantaged. For example, in Boston, our enrichment program, I would say, which takes the bulk of the title I money is now in 16 districts. We feel they should be released to additional districts that should have it.

But we did have to weigh effectively what our enrichment program should be 2, 3, 4, or 5 years from now. That is why we established

what we term "subsystem," which would provide the arena for the type of experimentation we feel would have a decided impact on what our enrichment program would be a number of years from now.

So we did not exclude this. As Dr. Donovan has indicated, this is not the only arena in which we do have innovative practices. I think the title III program, particularly the planning proposal that we have in Boston where we have involved the three major schools of medicine to provide in specific spots where we will be building a new facility for physically handicapped children to be studying and be treated simultaneously with kids that are normal, is particularly important to me because I am the father of a disadvantaged child who many, many years ago was considered to be a cripple.

This is a stigma just like many other stigmas that we see in minority groups. Hopefully, in this particular project, we will set up a system whereby the physically handicapped child, the emotionally disturbed child, is working in a situation with normal children, and both sides of the coin will appreciate what the other has.

In addition to this, in our Horace Mann proposal under title III we have a school that we feel is an excellent school. As far as they go, it isolates kids with this type of infirmity. It is our hope in this proposal to have not only a K-to-8 situation in another part of the city in concert with the Boston University School of Medicine, where we will have a school situation that will give the skills, that will help the hard of hearing, for example, but immediately allow them to assume a position in a normal school.

This is one of the things that we hope our title III proposal will show. We also have a health component in there through the Kennedy Foundation. This is with Harvard Medical School.

So these are areas in title III where we have innovation in the specific area for physically handicapped, emotionally disturbed, people with infirmities. Then again there is the subsystem which hopefully generates experimentation, some of which may be good and some which perhaps will fall by the wayside.

But here, again, the problem that we find is that if we discover such an excellent innovative procedure which will help them in the future, we then are confronted with the expansion of the inner district. To complement this, we have, which everyone here has, a division of compensatory services.

We feel this particular vehicle might help. To illustrate a further point, the experience we had with Headstart has caused us to establish citywide, effective last September, not only kindergarten in every district but prekindergarten and in Boston we have a prekindergarten situation and a kindergarten situation in every school district of the city.

Mrs. GREEN (presiding). Mr. Steiger.

Mr. STEIGER. Thank you, Madam Chairman.

An underlying basis of the Teachers Corps is, I would judge, based on both what you have said and what the administration has said in its presentation, that the greatest need for the disadvantaged child is teachers, skilled professionals, to try and develop in them on a more individual basis some of the problems and some of their potential.

My question is: Is the greatest need teachers in the deprived disadvantaged child area, or it is for professional assistance to free the

teachers so that they can devote more individual attention to the child and give him some disciplinary help, give him some field trip help, try and take care of broadening the horizon of the child?

I wonder if any of you might be willing to comment on really where is your greatest need, is it teachers or is it elsewhere?

Mr. DONOVAN. I would like to comment for a moment from the point of view of New York. I don't think we can lose sight, with all the paraprofessionals in the world, then of the fact that the most important thing in the world for the child is the teacher.

Granted we can't find all the professional teachers that we need. When I say professional, I don't want to be misunderstood. The child in the deprived area needs more than a good teacher. He needs a teacher that is not only good but can relate to him where he is. A good teacher of mathematics is not necessarily a good teacher of deprived children. There is a certain element of human relations and rapport with the child that must be developed.

In that development, the use of the paraprofessionals that you are talking about is probably extremely important as a kind of bridge between this child and his community and the teacher who probably comes from a different community.

I don't think we can really sit here and put one against the other. I just feel in my own case that the teacher is the most critically important, but I must place right next to that the importance of these additional helps to the teacher to get the job done.

It sounds like begging the question, and, if so, that is what it is.

Mrs. GREEN. Would the gentleman yield?

Mr. STEIGER. Yes.

Mrs. GREEN. May I ask these questions in line with your statements on categorical versus general aid? We have heard your testimony supporting the Teachers Corps. Do you support the Teachers Corps on the basis that there is no alternative? If you had a general aid bill, and were given the amount of money now given toward the Teacher Corps, or if the State were given the amount of money, which would you prefer? A nationally recruited, trained, and placed Teacher Corps or that you have those funds for inservice training programs for teachers?

Which would you rather have, a given amount of money to train your teachers or a Federal Teacher Corps to help recruit desirable teachers for your system, or the money allocated directly to the State for teacher training?

Which would rather have, if you had a given amount of money, a Federal Teachers Corps, the money to your city to train your teachers, to help recruit desirable teacher for your system, or the money to the State?

Mr. PAQUIN. I think I would prefer to have this done at the local level, if I had the choice. It seems to me that in the large city now we are going to have to get more and more into the training of our own teachers for our own particular situation.

Mr. DAILLARD. I would agree with that. We have had an intern program locally operated for a number of years. In the variation of that, we need support to develop the teachers within the community.

We applauded the amendment which would make this necessary that those assigned be acceptable to local districts. This would work better.

One of the reasons we in San Diego did not enter the Teacher Corps is that we were told "Here are these people for you" and we told them that we did not want them.

Mr. WHITTIER. It is important that they have enough flexibility at the local level to operate the programs, Mrs. Green.

Mr. STEIGER. Would you yield for a moment?

Mrs. GREEN. Yes.

Mr. STEIGER. I would like to inquire of Dr. Vincent. Will you comment on the Wisconsin State University-Oshkosh program of internship they now have on a semester basis?

Mr. VINCENT. We have had for a good many years an intern program with several of the universities. In respect to Oshkosh, it is working very well. A certain number of their people come for limited periods of time. We have a more extensive program in the local University of Wisconsin, Milwaukee. We have had to carry the total cost of it, however.

With limited budget, limited income, ceilings on tax rates and so forth, this has been a rather heavy responsibility. With the National Teacher Corps this gives us very much the same kind of approach to the development of teachers. We have used it and used it effectively.

We would be very happy to have it increased next year. If, on the other hand, the decision had to be made whether or not we would have it in this fashion or have the money to be spent locally, I think I would have to answer that we would prefer to do it locally, as we have done for many years successfully.

But we had to pay the total cost. It was a drain on our budget. It would be an increasing drain on our budget. We are saying that the National Teacher Corps should be continued and we would like to have it funded 100 percent.

Mrs. GREEN. But you would continue it?

Mr. VINCENT. If the money could be used without restriction; yes.

Mrs. GREEN. Is there any disagreement on this panel?

Mr. DONOVAN. I think we are all agreed on that point of view.

Mr. STEIGER. Would any of the others wish to comment on the question of paraprofessional versus teachers and what are the needs?

Mr. VINCENT. I don't think it is either/or. I think Dr. Donovan stated this very well. The basic system of any school system is a teacher and a group of pupils working together. They may do this in a classroom, in a gymnasium, in a kindergarten room, or most any kind of situation.

But you cannot have a basic unit of a school system without having a teacher, a well-trained teacher. If any of her duties can be lightened and she can devote a greater amount of her professional skills to the teaching job, if she does have some of these paraprofessionals assist her, that is one thing.

I think all of us have had this experience in greater or lesser degree. I would not want to say it is one or the other. I suppose if I had to make a decision, I would have to say that we would prefer to have the well-trained teacher who has the qualifications for dealing with the problems incident to these areas of deprivation, as Dr. Donovan pointed out.

Mr. WHITTIER. I would like to comment, if I might. I think in our case, for example, we need about 1,000 teachers. The bulk of

these are needed in our center city schools. I would have to say that need is a stronger need than it is for a supplemental kind of service.

So if you are putting on a priority basis, we would need to meet that first. Having met that, then we would move in the next direction.

Mr. BRIGGS. I wonder if I might comment on this? After all, I am the superintendent of schools that started this whole thing about 15 years ago with the first teacher aid program in the Nation.

You were a very young boy then, Congressman. A lot has happened since then. But I don't think it was ever our thought that the paraprofessional would ever take the place of the teacher. He will make the load of the teacher easier. He will allow the teacher to become more effective. But we need in this country both, more teachers and more teacher aids or more teacher helpers, or more paraprofessionals.

One cannot replace the other. We will never solve our teacher shortage problem in America by just providing, no matter how large a corps, the paraprofessionals. We have to have both. At the present time there is a great shortage of teachers.

In the city of teachers we probably are using as many paraprofessionals as then nearly any great city in America. But they do not replace in any way. They do help, they do assist, they do improve the quality of education. But then it is not either/or.

It is both.

Mr. DAILARD. I think I would agree with the three statements made. But I would want to underline one thing.

All of us are having difficulty keeping the most able, the most competent teachers within the target areas of deprivation. Requests for transfers out of those areas is, in our district, four or five times the numbers who request to transfer in.

In fact, it is hard to get people to go into those areas. So there is a need for stimulating the preparation of people with those understandings, attitudes, human relations, to go into those schools. I think the Teachers Corps does strike at a very specific need of the schools in deprived areas.

We don't want to overlook that. It is not an either/or proposition.

Mr. OHRENBERGER. I would think one of the tests of the Teacher Corps probably will be spelled out 2 or 3 years from now. The number of people we are now training in the Teacher Corps, will they then stay in the urban community or will they, like many others who receive training, go to the suburban community?

This is the big test. The Teacher Corps has tapped for Boston a source of persons who were not originally interested in being teachers. But after acquiring their bachelor's degree have decided that they would like this experimentation.

I think in the beginning of the Teacher Corps, because of the late funding, because of the selection of individuals started out perhaps limping.

I see great need in Boston for it. We requested 17 teams and finally came up with four.

Chairman PERKINS. Mr. Scheuer.

Mr. SCHEUER. I would like to take this belated opportunity to welcome Dr. Donovan here today.

The motto of the State of California is "Give Us Men to Match Our Mountains." Perhaps in New York our motto ought to be "Give us school superintendents to match our educational problems."

We are very proud we have a school superintendent with the quality of excellence to meet that challenge. I have a number of questions for Dr. Donovan, but I want to turn for a moment to Dr. Ohrenberger because he may not be here this afternoon.

I was impressed with your description on page 3 of your testimony of the way you have used title III funds innovatively. I think we could all take some support for that point of view from the three reports of the National Advisory Council on title I, which stressed the importance of using those funds innovatively.

You have done this in a remarkable way. Some of us here have been thinking of setting up a program very similar to the one you outlined; namely, a demonstration program that would perhaps operate in 20 or 25 cities on an impact basis that would do the total job, that would provide, as the national Advisory Council reports urge, total health services to the child, total nutrition to the child—and they emphasize the effect of extreme hunger, if you can imagine that in America today—the total parent outreach, the total supporting services.

It seems to me that for a long time that we have been going elephant hunting with a slingshot, and a peashooter. Until we do the total job we are not going to know how we can invest our resources to get maximum productivity and results.

It seems to me that nationally we ought to be providing this kind of a demonstration program. What happens when you give them full blown treatment, when you give them all the resources that the National Advisory Council advocates?

Do you reach some kind of a threshold when you give them major resources that you don't reach at all when you simply poke at the problem with a long stick?

I would like to have your point of view, and I will ask the rest of the gentlemen later as to what would be your reaction to a new program in title I, a demonstration program, that would provide resources for demonstration projects, as you outlined from early childhood on through high school, perhaps, which would enable a couple dozen demonstration projects on what happens when you do the total job in all of these areas that the National Advisory Council on title I indicated were necessary?

Mr. OHRENBURGER. I would favor this strongly. We see another opportunity in the subsystem to work as a vehicle for experimentation in regional laboratories. There are many of these in title IV. It is my hope that to have the subsystem functioning in cooperation with the local schools and universities.

In our particular area the regional lab extends throughout New England. I think similar subsystems should be established in the other large cities in New England.

I think this would produce some definite steps toward improvement of instruction for the urban community. Certainly the numbers of dollars to go with this is great. But when you do discover the way to do this, you must be sure that you just don't find the cure without having the implementation.

Mr. SCHEUER. The followthrough program that the administration is advocating would contemplate spending about \$350 per child. How much does your model demonstration program contemplate spending per child?

Mr. OHRENBERGER. At this particular time I am functioning in kindergarten through grade 10. We are phasing the high school into it year by year.

Mr. SCHEUER. How much are you spending?

Mr. OHRENBERGER. \$600,000 on the whole project. There are approximately 1,200 kids in it.

Mr. SCHEUER. That is about \$500, 50 percent more than the administration contemplates.

Mr. OHRENBERGER. Yes.

Mr. SCHEUER. Taking into account the fact that on Headstart we will give total services for a full year's program and we are spending between \$1,200 and \$1,500, if you had the resources, how much do you think you could spend productively on these kids, on a per child basis?

Mr. OHRENBERGER. Are you having afternoon—

Mr. SCHEUER. I assume a full day's school on a 12-month basis with a full innovative summer program.

Mr. OHRENBERGER. I would say the \$1,500 sounds reasonable to me.

Mr. SCHEUER. You would advocate a figure like that for the demonstration project?

Mr. OHRENBERGER. To do the complete job; yes.

Mr. SCHEUER. How long do you think it will take before we can get some kind of analysis of the results?

Mr. OHRENBERGER. This is one of the difficulties in education. I heard discussed here on another occasion when the great cities met, when we were feeling the first impact of Federal funding, the question of when will you feel the impact of Federal funding and I heard the answer at that time which was hopefully in the next generation.

I don't feel we have to wait that long. But it is not something that I think you will apply the medicine in small areas and get complete results. Hopefully in our innovation we would discover some small steps toward this—some small steps forward.

But in the health services, in the social services that you refer to, I think you would get a reaction a heck of a lot faster than you would in the educational area.

Mr. SCHEUER. Yes.

Thank you very much.

Chairman PERKINS. The committee will recess at this point and we will reconvene at 1:30 this afternoon. If you all can return, we would appreciate it. There are some members who were unable to be present this morning who I am certain will want to ask you questions.

(Whereupon, at 12:40 p.m. the committee recessed, to reconvene at 1:30 p.m. the same day.)

AFTERNOON SESSION

Chairman PERKINS. Let me say to all of you distinguished educators that I feel that I speak for the entire membership of this committee that we all appreciate your appearance here today, and that

we appreciate your firsthand knowledge as to how the Elementary and Secondary Education Act has affected education, and that is the way I understand your testimony.

I have several questions, but I think inasmuch as Mr. Quie is here, I think I will ask him to go ahead. I think this: if some of the other members come in, it may be that we should proceed under a 20-minute rule, until we get around, and then nobody will be limited.

I think we will proceed under a 20-minute rule.

MR. QUIE. Mr. Donovan, I get the indication from your statement, and I guess you are speaking with pretty much one voice from all your schools, that you would like two things to occur: one is transfer to, change to lump-sum grants for general aid to elementary and secondary schools, on the one hand; and the second, the same agency should handle all education programs, meaning in particular, Head-start, and the poverty program would be administered through both, the State departments of education and the local schools. Is that correct, sir?

MR. DONOVAN. That is correct, sir.

MR. QUIE. Let us talk about the change from categorical programs to lump-sum grants and general aid. I believe your answer to Mrs. Green was this morning that you would have preferred to have taken this route from 1958 until now, if it would have been possible. Is that a correct understanding?

MR. DONOVAN. Yes, sir.

MR. QUIE. Now we have gotten into this dilemma of categorical aid programs that will continue into the future, unless something better is defined. Could you give us your ideas of how we ought to make that transition? I might preface it by citing the example that we had in the 1963 act of vocational education, where certain groups had earmarked money, and they felt that they had an inherent right to continue to receive it, and they would compete for the money. If you go to general aid, there are some groups in your system that are going to compete; it will be necessary for them to compete for that Federal money. So I would like to have your comments on this.

MR. DONOVAN. I think that in order for the Federal Government to get from categorical aid into general aid, if it chooses to, you would have to do something similar to what the State of New York did a couple of years ago, in State aid. We had State aid for a variety of special programs.

In setting a top-level commission to review the matter, they combined all of these programs into general State aid, and obliterated the special ones, but maintained the same funding level.

No, when you do that, you then do have competing efforts for the money within the school system, no question about it. But that's the business of a board of education.

We have had competing efforts ever since boards of education were established. The one job a superintendent has and the board of education with him is to make competent professional choices as to where the money goes, according to the needs of the district, and not to permit those within the system, who have empires to build, to build them, regardless of the general needs.

So that if my system, which gets State aid on a general basis, and gets its city aid on a general basis, should get some Federal aid on

a general basis, our choice of activities would be the same as we do for local and State money right now.

I recognize that this is different from State to State, and I recognize that Congress had certain desirable objectives in mind when it categorized the aid. In many cases, I am sure it forced certain States and school systems into activities in which they had not engaged before, but I believe that as this matures, and as these thrusts have been made now, that the general aid would be of more benefit to us in the long run, and give us more local freedom to accomplish the objectives we each have which are just a little bit different in each city.

Mr. QUIE. How about the formula of the amount that you in the large cities would receive, particularly New York would receive? Do you have confidence that your State department of education would make the wise decision, or do you think it would be necessary for Congress to write some guidelines into the legislation to make certain that the large cities who still feel, I understand, that they are outvoted in the legislature, would get their equal treatment?

Mr. DONOVAN. I would think in moving toward general aid, there could be some general guidelines set by Congress. I would trust the State of New York, the State education department, in its growing awareness of the problems of cities and the much better relationships we have had in the last few years, to do an honest job in the division of funds, but I know what the pressures are, and I know that while the cities are outvoted in the State legislatures, there are pressures upon the State education department that are hard to fight against, and I would think that Congress would be right in setting, as I indicated in my testimony, some broad limits within which this would have to be operated, and then leave the rest of it to the State department.

This, I think, too, is a matter of growing awareness in education, as we all work together, and have begun to work together more than we ever did in the past. There was a time when we never even talked to the U.S. Office of Education. There was a time in New York City when we never heard of the U.S. Office of Education, and they never heard of us, apparently, and now we are talking regularly. Regularly we are talking, and talking on a better and better basis, all the time, more informed basis on both sides. I think this grows.

Mr. QUIE. You would not have to talk as much, though if you had general aid, as you do now, with all these myriads of categorical aid programs?

Mr. DONOVAN. That is right, sir.

Mr. QUIE. So it would cut down the conversation a little bit. What about the rest of you other three gentlemen? Do you have the same confidence in your State department of education as Mr. Donovan does, recognizing that New York does have a pretty competent State department of education?

Mr. WHITTIER. Well, I think we have to accept the premise that we are all interested in strengthening the State department, so I would say that again it is a matter of a preference of location, of where you are going to have some operational decisions, and I would think that also, because of the fact that it has got to tie into the other kinds of State aid you are going to get that it makes more sense to tie it together at this point. And it is true that there will always be

this concern, I think, but I think we can establish a better total working relationship, and a greater sensitivity. This is a matter of speculation, I would say, but I think so.

Mr. QUIE. Mr. Briggs?

Mr. BRIGGS. I am sorry, but I am afraid I cannot agree to the extent that perhaps my distinguished colleague from New York has described the New York situation. I am afraid that if title I moneys in Ohio had been given merely to the State to distribute, according to a formula that they might have devised, that the people who live in poverty and the children from poverty would not have profited from these moneys to the extent that they have.

I am sorry, but I am sure that this is the case. We only have to look to title II of the same act to see this. Title II allowed for the State to develop a program for distribution, a State program of distribution of moneys. The only provision was that there should be devised by the State a formula that would take into consideration need.

Therefore, in Ohio today, the children from the city of Cleveland, who are—and, by the way, one-fifth of our children are from ADC homes—the children from the city of Cleveland have less money per child under title II than the average child in the State of Ohio, and much less than those from the rural sections of the State.

Mr. QUIE. Why is that?

Mr. BRIGGS. Because the State program, which the State established, approved by the State board of education, where they established their own criteria of need, is quite different than what was established under title I by the Congress.

Mr. QUIE. But need is not a basis of title II?

Mr. BRIGGS. It was a basis of the distribution in the State of Ohio, and it was a basis of the guidelines as established by HEW.

Mr. FORD. Will the gentleman yield at that point?

Mr. QUIE. Yes, I yield.

Mr. FORD. I believe that almost every State, if not every State, has a double factor, and need is a factor written into the State plans of almost all the States. They distribute part of the money on a per capita basis and then have a need factor that also kicks in. Is that pretty well true, across the country?

We had occasion to look into this at the end of last year.

Mr. BRIGGS. Yes, this is correct.

Mr. QUIE. In that sense, Cleveland has greater need than the rest of the State, they receive less money?

Mr. BRIGGS. No: according to the State plan, the State plan shows that Cleveland has a lesser need. What I am trying to say is that if you had distributed title I moneys the way you did title II moneys, the children in the poverty areas, in the ghetto, would not have profited the way they did. There is no question in my mind about that in the State of Ohio.

Mr. QUIE. Yes; go ahead. You give an answer, if you are ready.

Mr. BRIGGS. I finished my answer.

Mr. QUIE. No: I mean the next gentleman.

Mr. VINCENT. I speak for the city of Milwaukee, Congressman. We would have no hesitancy about permitting the State department to

administer the funds. It would seem to me, however, that there would need to be some broad guidelines set forth, providing for, in a sense, a foundation type of grant, and then some provision for correcting that, in terms of areas that have density of population, and high mobility.

This, I think, could apply in areas likewise where there may be a sparsity of population as well, but there must be some override, or there should be some override, if this plan is followed through, so that the large cities with the problems that have been outlined today would have some advantage with respect to a specific amount that might be allocated under a foundation program.

I think this should be pointed out also: that most of the large cities, and I speak specifically for my own, at the present time are exhausting all the resources that are available at the local level. We have presently in the State legislature a bill to increase our taxing power locally. This is not voted by the people. It is enacted by the State legislature in our State, for our school district.

The moneys that come from categorical aids do not provide additional funds for the general budget. There are constant increases that are made, arising from increasing costs, arising from upward adjustments of salary schedules, that apply throughout the entire city, obviously.

And it is possible, as these times go up, and categorical aids can be used only for expansion or new programs, and specifically, where there is a matching feature, that you reach the place, ultimately, where out of your own local revenues that in terms of legislation have a ceiling, that you cannot any longer provide matching funds in order to accomplish the purposes set forth. Otherwise, you will run yourself into bankruptcy trying to avail yourself of some of these categorical aids. This is a theoretical determination.

So it seems to me that when we move to general aids, if we do—and I agree with the others that this is an ultimate objective, as far as we are concerned—that you then place it on some kind of foundation program with an override, or the large cities, and permit it to be handled through the State department of public instruction, as far as we are concerned.

MR. QUITE. Let me ask a question on three particular programs, then. The one will be title II of NDEA, the equipment title, which has been in operation for some time, and I imagine your schools have done a pretty good job of purchasing equipment.

The other one will be title II of ESEA, which is in a way similar, but newer, limited to textbooks and library books and materials, and, the third will be title I, which is a program aimed at a specific group of young people.

Would you feel that each of those three programs could move to be financed as you see fit under a general-aid program? And, if you do, what problems you would have with any one of them do you see in your administration?

And perhaps Mr. Donovan could answer that, and Mr. Briggs could see if he agrees.

MR. DONOVAN. Well, I think two of them, NDEA, which you are talking about in title III in it, which is essentially equipment, there is

really nothing different in that from what there is in our ordinary purchase of equipment. We bought audiovisual equipment, and we bought other things, before NDEA came along. This gave us additional money for it. We were grateful. So that we would necessarily have to buy our equipment, and we got aid. That money would be aid for equipment, personnel, or anything else it goes for.

The second one on library and textbooks, the purchase of library and textbooks is nothing new to us. We have been buying library books and textbooks right along.

What this did was direct a large flow of money particularly into the library book field, for which we were grateful.

Now, of course, because of the element of the law that directed it to both public and nonpublic, I am not getting into that. I am just discussing the public schools at the moment.

So those, two, to me, there would be no shift at all in our approach. That would be part of our approach to equipment and library and audiovisual materials.

On the first one, on title I, where you have directed your aid to the disadvantaged, again, as I indicated this morning, we had already directed our aid to the disadvantaged. You did give us more money, gave more thrust to it, and in certain cases, despite the fact that I don't think it is a very innovative title, it proved innovative, in some cases, as was talked about this morning here.

I think there would be a matter of the judgment and the conscience of the school board, in the expenditure of its money, and I would not be able to stand here and say that everybody would continue to do the same thing, if the money were general aid.

We are pouring so much these days into the disadvantaged, and we must, that there are other segments of our school population that are saying, "What are you going to do for us, now, because we, too, need some things."

So that if we had general aid, we would have to make the judgments again as to the way to spend the money, but I am certain that with the inner cities being what they are, in this Nation today, all of the money coming to us in general aid would be spent for the very things we are spending it now, in categorical aid, essentially. We can't give up pouring money into our disadvantaged areas. We must pour in services, and whether it comes in general aid or categorical aid, that's where it will go, only we will have a little more flexibility.

This is the more important point to us.

Chairman PERKINS. Would the gentleman yield to me?

Mr. QUIE. Yes, I would like to have Mr. Briggs' reaction, too. Would you like to have me yield to you first?

Chairman PERKINS. Yes, I would like to probe just a little deeper here.

If we move to general aid, now, Dr. Donovan, as a complete substitute, without giving any Federal guidance, turning the money over to the States to spend as they see fit, do you still feel that the States could reach the disadvantaged groups? This is a complete substitute, I am talking about.

Mr. DONOVAN. I think today that the problem of the disadvantaged is so very, very clearly and well recognized by both local and State

governments, as well as the Federal Government, that the funds would continue to be spent along these lines. That is my feeling, even though we went to a general aid formula.

Chairman PERKINS. Well, what worries me in following that procedure, and in taking that risk, is the fact the most needy will not benefit because the States have never directed maximum resources in that direction before we enacted the general Federal aid bill. And that is what gives me grave concern, if we have no strings attached.

I am of the opinion that it would go for teacher salaries, and the way that the States spend their money, maybe some for construction, unless we gave it some Federal guidance, that the first things first goes to the disadvantaged areas. But it is my point of view, if we gave it that guidance, and could come along with additional funds, make funds available for salaries, and school construction, after we are making certain that the special educational programs for the disadvantaged in the Nation will be funded, then I think we can go in the direction of general aid.

That is just my thinking. I am glad we are all thinking out loud here. I would like to hear Dr. Briggs' comment from a great city there, Cleveland.

Mr. BRIGGS. All right, I would like to think that if the Federal aid came to Cleveland as general aid, that we would do exactly with it what should be done with it, and perhaps what is being done now. I am afraid we would not, because with the pressures across town, where there are those groups they say it is totally unfair to give this kind of supplementary assistance to those in the poverty areas when those of us in a middle-class neighborhood yet in the city should have the same kinds of programs for our children.

I am sure that there would be great pressures exerted for us to take this Federal money and to use it generally across the city. There would be heavy pressures.

At the present time, we are unable to withstand many of these pressures by saying that this money is earmarked specifically for inner city, it is earmarked for specific programs in the public areas, and, therefore, we cannot use it across the city.

You see, in our cities, we are so poor, as far as the amount of money we have to spend on children, that we have got to make every dollar stretch. What you have done with your Federal moneys, under title I, you have told us the kind of child. You have identified the child that we can spend it on, and, therefore, we have spent the money on that child. You talk about giving it to the States, and allowing the States to distribute it to us. The wealthiest school districts in the State of Ohio get more money per child from the State foundation program than does Cleveland per child.

Mr. QUIE. May I interject that under the formula of title I, the wealthiest State of the Union got more money than the poorest State. Three times as much.

Mr. BRIGGS. Well, the wealthiest State probably had the largest number of disadvantaged children.

Mr. QUIE. No, three times as much per child.

Mr. BRIGGS. I don't know about that. It is not Ohio.

But I do know this: The State of Ohio, for example, the State of Ohio is giving more per child, appropriating more per child to the

wealthiest school district in Ohio than it is to the school district with the big population, where one-fifth of our children are on ADC, so, therefore, as long as this kind of a formula exists for distributing money, I am fearful that merely making moneys available to the State to be distributed by them would create problems.

Under title II, there have been problems in our State. The poorest school districts are not getting the money. The same amount per child.

Chairman PERKINS. Now, before you leave title I, Dr. Briggs, before you received this Federal assistance, under State laws, in your city, did you reach this disadvantaged group that you are now reaching on this, under the Elementary and Secondary Education Act?

Mr. BRIGGS. No, sir, we did not.

Chairman PERKINS. I think that is proof of the pudding.

Mr. BRIGGS. We had several thousand children in the city of Cleveland who were in the inner city, of kindergarten age, who were not in kindergarten. We do not have kindergarten programs for them. We had other, thousands of children in the city of Cleveland who were in the inner city, because of crowded conditions, were on relay classes or half-day classes. We did not have reading clinics in the inner city, or any place else in the city.

Mrs. GREEN. Would the gentleman yield?

Mr. QUIN. I will yield.

Mrs. GREEN. Why did you not?

Mr. BRIGGS. I think that this is a part of America forgetting the big cities.

Mrs. GREEN. If you had the money, you would have done all this?

Mr. BRIGGS. I would hope that they would have. I have only been in Cleveland two and a half years, but something has been happening to our cities, in the last 10 or 15 years. The population has changed. The kind of leadership that was vital and vigorous has shifted. The cities are in deep trouble, and it was not until recent attention, much of it through the civil rights, that the Nation has awakened to the fact that we must do something about our cities.

Maybe we are awake enough today, but there are some other overriding factors. If you take a look at the State of Ohio, for example, take the suburban school districts of the State, the amount of percent of the total tax paid in suburban school districts, the total tax made available for schools is 72 percent.

When you take all school districts in the State of Ohio, it is 60 percent available for schools. When you take the large cities, the eight largest cities, it is 50 percent, and when you take the larger and oldest city, which is Cleveland, it is 44 percent, and yet Cleveland's tax rate is higher than any of the rest.

The override of the old city of the need for police and for firemen and urban renewal, and so on, leaves less money in the city for the education of children, and, therefore, the cities, despite the fact that they may have a good tax base, the older and the larger cities have less money available for children, and that's why I feel that the assistance that came through each of the titles, of the Federal legislature, has made a real difference in the city of Cleveland.

Mr. QUIN. I must interrupt here. Even though you say you have a disparity between the suburbs and the rural part of the State of Ohio,

yet the determination of whether you are going to give more adequate education to the poorer kids, the socially and culturally deprived children, is your problem and your school board's problem, and not the suburbs or the rural people's problem.

Mr. BRIGGS. No, you misunderstand what I am trying to say. The point I was trying to make was not a matter of determination, but I was trying to say to you that in the big cities, there is less money available, even though the tax rate is higher. There is going to be less money available for the education of children, therefore, per pupil, much less per pupil, and this is true in every big city in America. We use only one-half as much money to educate a child in the inner city of Cleveland as we do in the suburbs around Cleveland, yet the tax rates of Cleveland might be greater than the tax rate in the suburbs, where twice as much money is available per child.

This is why I say it is important that we receive substantial moneys from both the State and the Federal Governments.

The point I want to make is that the foundation program in the system on distributing State moneys is such that the wealthiest school district in Ohio gets more money from the State than does the urban school district.

True, that what we have gotten from the Federal Government was properly earmarked for the real inner city problem, and if it had not been, the pressures for us to have spread that across our 154,000 children would have been so great that we could not have withstood it, despite the fact that the decision would have been ours.

Mr. QUIE. Well, I judge from the other superintendents here that they have enough political strength with their boards so that what they say goes as far as the distribution of general aid. They have the sensitivity to realize that the poorer kids should receive the benefit, as the Federal Government and this Congress does, and you say that there is something else.

Now it either has to be Cleveland, or else there is a problem in the makeup of the urban centers where this cannot be accomplished.

Mr. DONOVAN. I think if I may indicate here—and I know there are differences between cities and their approach to this matter—it is not necessarily the political strength of the board or the superintendent; I do not know what it has to do with, a number of general things. In the city of New York, the public is not objecting to the spending of money in the ghetto areas. Not only are they not objecting, they are saying that is where it should be spent.

"How about us; we need some more," but they are not complaining that they are spending, because I think we realize that we have to raise the children in these areas to the level of opportunity where they can compete with other children who have had a favored circumstance.

I do not think the Congress should predicate its action on the frailties of one State, nor on the successes of another State. I think this is so delicate a matter that it is not easily resolved, and is going to require a lot of talking, a lot more study than we have had the opportunity to do up to now.

What we really would like to see is general Federal aid, within some guidelines set by the Federal Government, but not 116 details to the guideline that cause all the redtape that has us choked at the moment,

broad guidelines that will not permit a State to run away with its responsibility.

Chairman PERKINS. Mr. Donovan, assuming that you had reasonable guidelines that were directed in the direction that the funds were now being expended, if you had general Federal aid, would you spend it in the same ways and manner that you are now spending it under this legislation, ESEA, title I?

Mr. DONOVAN. We would not spend it in exactly the same ways, sir. It would go into the general areas.

Chairman PERKINS. Assuming that you only had sufficient funds for the disadvantaged groups, would you spend those funds in the exact way that you are now spending them?

Mr. DONOVAN. I don't think we would spend them in exactly the same way, no, sir; but I think we would spend them in methods to help the disadvantaged, but I would not say that every program we now have mounted we would continue to mount.

Chairman PERKINS. I would like to hear the comments of all the gentlemen on that one. Would it change if you had only sufficient funds in a general Federal aid bill for the disadvantaged groups from Congress?

Mr. QUIE. That is quite an assumption—that we would only make title I interrelated, not the other titles, and have nothing added to it. That's a pretty big assumption.

Chairman PERKINS. I do not think so. You are just assuming here. It is a hypothetical statement, yes; but go ahead. I would like to hear your comments.

Mr. WHITTIER. Well, Mr. Chairman, I do not think, Mr. Chairman and members of the committee, that we would spend it exactly the same way, if you had broader provisions and less specificity from the Federal Government. I do not think that—

Chairman PERKINS. Do you think it would get away from the disadvantaged?

Mr. WHITTIER. No, I think that that has already been pointed out.

Chairman PERKINS. You do not have the amount of money—

Mr. WHITTIER. Well, we have never been in a position where we have not, so you always have this kind of a situation anyway, and I think that the sensitivity is such today that you know that you are going to be spending a higher percentage per pupil as you are now, but to say that you would do it in exactly this way would be, I think, unrealistic, because I do not think you would, but you would concentrate it in terms of meeting the needs of the children in these sections of the city.

Chairman PERKINS. Well, you have got flexibility today to spend it for the disadvantaged in your school system, and any way that you want to spend it, have you not?

Mr. WHITTIER. No, you do not, because there are certain prescriptions that you have to meet, and there are kinds of programs that you are precluded from using these funds for, very definitely, so that the answer is no, you do not have complete latitude at all.

Mrs. GREEN. Would the gentleman yield?

Chairman PERKINS. Yes.

Mrs. GREEN. Is not one of the requirements that you are required to do something above and beyond what you have done before?