

Mr. CICCO. Congressman, I would like to add to that. I reiterate your concern from my experience from in and around Pittsburgh and throughout the State of Pennsylvania on title III.

I would like to hasten to add that I feel very optimistic about title I. But I too had the idea that title III would provide consortiums and educational research—

Mr. PUCINSKI. Isn't one reason you have not had better luck with title III that the committee which approved these projects placed a greater emphasis on innovative demonstration projects rather than hard-proven formulas of education that communities need.

I think this committee as far as this member of Congress is concerned has to some degree distorted the intend of Congress. I don't recall in the debate on title III ever saying that we are going to give top priority to innovative and demonstration projects. I recall that we were going to set up the very things we are talking about. In my congressional district being the outer city I have youngsters who need compensatory education, remedial reading, remedial math, various other forms of assistance and they are not getting it simply because the Office of Education has been diverting this money to so-called demonstration projects instead of ongoing, proven projects that we can establish in Chicago or Cincinnati or in any other city.

Mr. CICCO. As a result we have a number of fragmented programs that are being eaten up as far as I am concerned to a great extent by administration.

Mr. PUCINSKI. Thank you very much.

Mr. ERLBORN. Let me say first to Dr. Swanson, I appreciated your statement very much. I think it was very much to the point. It may have touched some sore spots with those who disagree with your conclusion about categorical aid and general aid but I think the essence of your testimony was attested to by the immediate and strong response we got from the other side of the aisle here today but I did appreciate your statement and many of your conclusions.

With that I will yield my time to the gentleman from Minnesota.

Mr. QUÉ. I have just one question that is bothering me. On page 4 of your statement you said:

There is a large trained, able, and willing body of educators which has not been tapped. I am speaking of more than 177,000 private elementary and secondary school teachers who could be available at least on a part-time basis, and in many cases on a full-time basis, to staff ESEA programs.

I would expect they are pretty busy now. How could they be available more than public school teachers are available?

Monsignor DONOHUE. What I meant first of all, was to indicate that there is a corps of teachers under private auspices who certainly would not be available all the time and some who would not be available at all but there is that large corps of teachers and many of them would be available and willing to do work on projects that would be of service to the total educational community.

Mr. CICCO. I would like to add to that. In my experience with the Office there was a general concept throughout the country among many public school administrators that they could not use religious teachers during off time, off time after school, summertime, Saturdays, and what have you.

This concept which in my mind at least is incorrect made in many instances a condition where a number of teachers were available and happy to participate and were not approached on that basis.

Mr. QUIE. These are lay teachers.

Mr. CICCO. Lay and religious, sisters and brothers.

Monsignor McMANUS. This week there are a number of sixth-grade pupils from both the public and parochial schools in Chicago at camp on a program called outdoor education. Many of these youngsters have never been outside the city before. The archdiocese of Chicago through its various agencies is paying the private school teachers their regular salary while they are engaging in the instructional program.

After the regular school hours they are put on temporary duty along with the public school teachers to supervise these youngsters and to take them on various excursions outside the camp and do the other type of work that is necessary for a rounded out program of outdoor education.

Without the assistance of our teachers, it would have been impossible to carry out this program, and I would admit quite candidly that given the weather in Chicago it was not particularly easy to persuade teachers to go out to camp in this early spring or prespring program.

This is another illustration of Monsignor Donohue's good point that the maturity that is developing in these relations, it is essential that we inconvenience ourselves for programs that are in the interest of the central city children.

Mr. QUIE. Let me ask you another question which has to do with the prohibition that we have in a number of the educational bills now against the teaching of religion or the use of the building for religious worship and so forth in an effort to prevent Federal funds from being used in the teaching of religion. In the last year I wonder if we have not left out another group, the ones who teach against religion. Do you think there is any necessity for prohibiting Federal funds for that use?

I am more bothered with the teaching against religion than I am by the fact that you would be teaching the religion as you see it differently than we Lutherans see it.

Monsignor McMANUS. I share your concern about the problem but I would hate to see the establishment of a Federal Department of Theology to determine whether religion was or was not being taught.

For a few things left locally this would probably be one of the things you would have to risk on both sides.

Mr. QUIE. We already have Federal legislation against religion.

I have a question on the alexia involved with children. I have a close friend who does remedial reading with younger kids. I find out something like 10 percent of the kids have alexia to the degree that it hinders them from progressing sufficiently in school. This is not counting the percentage that have it to the degree that they overcome it by themselves.

This is a pretty large number of children who are having difficulty in their education system and I don't see it attacked very well in the school systems right now.

Mr. GEER. There are a number of school systems over the country who are developing special classes which carry different types of titles.

For example, in this area I think the classes for the perceptually handicapped is one term that is used. Actually these children, many of them, do have problems of learning at the early age and these problems become compounded.

There is a national association that has formed around this particular area, an association for children with learning disabilities. That is a very rapidly growing group largely composed of parents and people concerned with this.

The Office of Education has one staff member now who is primarily concerned with alexia or other terms which may be used, learning disabilities, perceptually impaired. For a long time we have known that there were a number of children with brain injury to various degrees.

Sometimes this is manifested with muscular manifestations and more often referred to as cerebral palsy. There is still another group whose motor function is not visibly affected who are affected in vision, speech, hearing, and various other ways and actually ideation of the brain.

I think it is significant that we have programs starting in this field and in some instances fairly well developed. The recent legislation—the Elementary and Secondary Act Amendments of 1966—I am not sure which side the Congressman was on, but the report stated children with special learning problems were to be included in that. All I can say at the moment is that we are making some headway in trying to find out what this is all about and how far we can go with it.

It might be well to ask Dr. Willenberg to indicate what is being done in California because here is one State which is making a fairly good degree of progress.

Mr. QUIE. I would like to hear from Dr. Willenberg, if I may.

Mr. WILLEBERG. Mr. Chairman and members of the committee, the California State Legislature in 1963 enacted legislation that established a category of programs for so-called educationally handicapped children consisting of those youngsters who have significant emotional problems in combination with neurological impairments and in conjunction with retarded academic development.

Of course, included in this group would be these youngsters that you have referred to as children with alexia. Actually, alexia is a medical term that attributes a learning disorder which is particularly related to reading, to neurological involvement which may be a neurological insult or simply lack of neurological development.

Our concern in the development of the program for educationally handicapped youngsters originated from the recognition of the fact that it is too difficult to differentiate etiologically with the different youngsters as to their causes of difficulties that it would be better administratively to have some umbrella type of legislation in order to allow them, after we bring in the youngsters, to have the special needs to proceed with the organization of the instructional groups and to accomplish by trial and error in some instances and by known evidence in other instances as much as we possibly can with them academically as well as in the realm of emotional adjustment.

There has been sufficient research done in recent years to indicate that a multisensory approach to teaching these youngsters which was espoused by a Swiss educator more than 130 years ago is about as effective a method of teaching these children as one can employ presently.

The sense-perception method of training these children: employing the visual as well as the auditory systems of input.

MR. QUIE. Do you have a system of testing at the kindergarten level to determine whether they are going to run into these difficulties or do you wait until they have the learning difficulties before you start?

MR. WILLENBERG. We have instruments that are sufficiently reliable—

MR. QUIE. You have instruments, but what is the policy?

MR. WILLENBERG. To systematically screen the youngsters?

MR. QUIE. Yes.

MR. WILLENBERG. There is no policy which systematically screens these youngsters for such disorders.

MR. QUIE. Are there any in New York, Dr. Swanson?

MR. SWANSON. I know of none.

MR. QUIE. Let's take a look at the private schools. Father McManus, do you know of any in Chicago?

MONSIGNOR McMANUS. Certainly not in the private sector. I am not fully acquainted with all of the provisions for exceptional children, handicapped children throughout the suburban area.

MONSIGNOR DONOHUE. I was superintendent of schools in Baltimore before I came to this job in Washington. We have had some experimentation in just the program you are talking about, the Swiss program.

A number of our nuns have been away at different schools where this approach has been taught and they have been using it. We have quite an extensive program in handling alexia and various malfunctions of that type.

There are three or four other dioceses in the country that have been dealing with these areas—Boston, Mass., I know, St. Louis, Mo. I don't know about our schools out on the west coast.

MR. QUIE. I understand Mr. Brademas has some questions and wants to leave.

MR. BRADEMAS. I have just a couple. I want to express my appreciation to you, Monsignor Donohue, and all of your colleagues for coming. If it is not inappropriate, Mr. Chairman, I think this is the first time that representatives of the United States Catholic Conference have come before us on education, at least that I can recall since the death of your predecessor, Monsignor Hochwalt.

MONSIGNOR DONOHUE. I appeared before this committee last year. You were not here on that day but this is our second time.

MR. BRADEMAS. I want to say another word about him because he contributed significantly to the passage of this important legislation.

I have just one question on this matter of teachers.

Do I understand generally you are saying that you are faced in the Roman Catholic parochial schools in the United States with a shortage of teachers at the elementary and secondary level?

MONSIGNOR DONOHUE. I think this is a very factual statement.

Mr. BRADEMAS. I am told by a constituent of mine at Notre Dame that a study is coming out suggesting in effect that the Roman Catholic Church leave the elementary school business.

Have you any comment to make on that?

Monsignor DONOHUE. Monsignor McManus is chomping at the bit here to get a word in. I very much doubt that the immediate future will see anything like this.

Monsignor McMANUS. Mr. Lee, to whom you referred, suggested the elimination of the Catholic elementary schools. If I were to tell Dr. James Redman the superintendent of the Chicago public schools tomorrow that we are going to drop only the first grade, he would have to prepare immediately for 27,000 additional children presently enrolled.

The point is that we are now not only under a religious compulsion but a civic compulsion to keep these schools going.

Drastic measures would have to be taken by the civil arm if we were to do what we were not even thinking of doing—walking out on these children.

Mr. BRADEMAS. Are you interested in teacher aids of the type we heard about from our Bank Street witnesses today?

Monsignor McMANUS. Yes, sir, we are most interested. I might cite an example. At Our Lady of Angels School where there had been a fire a few years ago, we have 125 volunteers, full-time aids. At 3 o'clock this afternoon a teacher can write a recognition for the kind of aids she needs—a stenographer, somebody to work with the group in the library or what-have-you. The result is we are turning in superior performance by the use of what is not too complementally called subprofessional help. I would say if the USEA laws or regulations are amended so a substantial number of teacher aids could be put into the central city schools this would free our dedicated professional help to work entirely on the business of education, not to be concerned with such sideline chores as taking the youngsters out to the playground, to the lavatories and so on.

Mr. BRADEMAS. Can you agree to my generalization at least from watching the situation in my own district that the passage of ESEA has significantly enhanced the degree of cooperation between local public school authorities and local private school authorities?

Monsignor McMANUS. I would say it is the historic event of this decade and I would say besides that categorical aid, although it may have its difficulties, is the approach that was the result of efforts on the part of men like Mr. Perkins and others to get a satisfactory solution.

Everybody adjusted as you know, and we have a working program.

Here I would like to echo Dr. Redman's words that it would be well for the educational profession not to grumble too loudly about the complications of categorical aid least the end result be no aid whatsoever. It is just a little too soon to condemn this program. Let's see how it goes for a few more years and then we can all then have another study of perhaps another general approach to education.

Mr. BRADEMAS. Mr. Pucinski comes from your home area of Chicago and he has become chairman of a very important subcommittee and I think he will continue to give important leadership in the field of education.

Monsignor McMANUS. We are very proud to have him.

Mr. CAREY. Monsignori and those who are not monsignori at the table, are we going to have the benefit of your continuing testimony after recess? It is going to be necessary for us to recess in about 1 minute and come back after quorum call or a vote, whatever it is. You will be available?

Monsignor DONOHUE. Certainly.

Mr. CAREY. When we come, if it is in the province of your present knowledge, would you be prepared to comment on the recent study by the United States Chamber of Commerce on the matters of economic opportunity and educational progress in the country that are contained in the recommendations of a leading panel of educators and others in the country, leadership of all kinds where it takes up the questions of progress in education?

Is that within your province and would you comment on this? Do you know the report I am referring to?

Monsignor DONOHUE. That is also the report where they are talking about the wisdom of competition in education.

Mr. CAREY. In the words of the report I think it calls for a heavy dose of the good elixir of competition in order to free the forces of adversity in education for the benefit of the children in the low-income areas.

I would like to address some questions to you on that report when we return. We will recess until about 3:30.

(Whereupon, the subcommittee recessed to reconvene at 3:30 p.m. the same day.)

AFTER RECESS

Mr. SCHEUER. The meeting will come to order.

Congressman Meeds, do you have any further questions to ask the panel?

Mr. MEEDS. Thank you, Mr. Chairman. I am sorry, I was not here to hear their testimony, nor have I had time to review the written testimony, so I will just listen, if I may.

Mr. SCHEUER. Well, then, let me thank the panel for some of the most stimulating, thought-provoking testimony that I have heard throughout these hearings. You have given us a great deal of sober analysis and insight, and I thank you very, very much, Dr. Niemeyer and Mrs. Williams.

Mrs. Williams, we were all very impressed by your formal testimony this morning. I wonder whether you would just chat with us informally, and tell us something about your training. How did you get to be in APIE, how did you get motivated, what attracted you, how did you get into this school system, where did you do your training, what kind of opportunities were there for training, and how do you happen to be at this point where you have made such a contribution, and you have applied such insight and wisdom that you are testifying here today, in effect, before 195 million American people?

Mrs. WILLIAMS. Well as a mother of five children, I was always active in community work and interested in what my children were doing and learning in school, so as a result of being active and being interested, I was president of APIE for 2 years, which took me to board of estimates meetings, and different things. I was on the executive board at PS-177, when the school aid program came through, and

Mr. Press wanted to know if I was interested. He said I would be paid for the job that I had been doing all these years.

Mr. SCHEUER. That is the school aide program under title I of the Elementary and Secondary Education Act?

Mrs. WILLIAMS. That is right, yes. But it was with the stipulation in my neighborhood that we could not work at the school that our children attended, so I was sent to PS-1. While at PS-1, Dr. Kurzman realized that with my love of books and my love of children, that I would be better off working as a library aide.

I was very fortunate to have Mrs. Chamberlain, who was attending New York University at the time, for her library certificate, to train me. Every time she went to class, I went to class, also. The only thing, I didn't attend the school.

So I learned all of the skills—

Mr. SCHEUER. In other words, you didn't go to NYU, but she taught you?

Mrs. WILLIAMS. That is correct.

Mr. SCHEUER. And you got what we call on-the-job training, right in the school in the library.

Mrs. WILLIAMS. Yes, I did.

Mr. SCHEUER. You learned by doing.

Mrs. WILLIAMS. I learned by doing, and I am really a top library aide in that field. I also became a storyteller, when it turned out that I was not only good with processing and doing the library work, but also telling stories to the younger children.

And one job led to another. Then my duties were extended. Because of my dealing with children and gaining their confidence, they allowed me to take over the assistant principal's job of working in with the prekindergarten, kindergarten, and first graders in the morning.

Mrs. SCHEUER. You worked with the kids?

Mrs. WILLIAMS. That is right. We have a special area in our school where only these children go.

Mr. SCHEUER. Now, you also chat with their mothers?

Mrs. WILLIAMS. Yes, I chat with their mothers; not only chat, I talk to a lot of the mothers, because a lot of the mothers have a way of clinging to their children. They have to let them learn to grow, to be independent of them.

Mr. SCHEUER. What are the kinds of things you talk to the mothers about?

Mrs. WILLIAMS. Well, I talk to the mothers about giving the children a sense of independence, sometimes over dressing them, sometimes telling the children not to be afraid. I told them never to use this word. They should instill in the children that "school is a home away from home," and this has really worked out. Most parents can kiss their children goodbye and leave them in the morning with no difficulty.

Mr. SCHEUER. How many hours a day do you work?

Mrs. WILLIAMS. Four hours.

Mr. SCHEUER. I think the community has a real bargain in your services because there is about another 16 hours a day or 14 hours a day that you are at home, and it seems to me, and you correct me if I am wrong, that you are meeting the mothers in your community when

you are shopping, when you are engaging in community activities, and in your church activities, and you are, in effect, a 24-hour worker.

Mrs. WILLIAMS. Yes.

Mr. SCHEUER. And an interpreter of the goals of the school system to these mothers.

Mrs. WILLIAMS. Oh, yes, it really is.

Mr. SCHEUER. I would not think that your work and your talking stops after your 4-hour stint at school. Do you also talk to the mothers in your neighborhood?

Mrs. WILLIAMS. Yes, I do. As a matter of fact, the children have asked me, "If you are going any place, let's go out the back, because you know too many people." But this is nice. I meet a lot of parents, between them and the school. A lot of parents are afraid to go into the school to talk to the teacher, to find out what problems there are with the children, and some children do have problems, and a lot of children have problems that come into school in the mornings. They can't communicate with the teacher. I am the one they communicate with.

Mr. SCHEUER. And then you chat with their mothers in the neighborhood?

Mrs. WILLIAMS. With their mothers, yes, and also with the teachers. This way we are working hand in hand together. I also take care of lateness, which used to be a chronic condition in the school, and most mornings, now, if I give out two late passes, it is a lot.

Mr. SCHEUER. How many kids?

Mrs. WILLIAMS. Over 800.

Mr. SCHEUER. Wow! And before, you say lateness was a problem?

Mrs. WILLIAMS. Oh, there were mornings when you would have as many as 25 to 42 children late.

(The following statement was submitted by Mrs. Williams:)

1. I receive the Kindergarten, first and fifth graders in the morning and send them up to their classrooms. This gives me the chance to meet and know their parents. Also to allay whatever fears either may have. This used to be the Assistant Principal's job.

2. I also take care of lateness. In an enrollment of over 800 children, it is very seldom *now* that I give out more than 5 late passes any morning. This used to be a real problem; some mornings there would be as many as 46 late passes issued. But being a community person I am able to talk to parents and children. This enables me to correct the situation.

3. I am a library aide. My work there is a labor of love. I process and take care of all books that come into the library. Last, but not least, I try to instill into the children the joy of reading for pleasure. It is a wonderful feeling and experience to see a child go from easy to non-fiction books and really enjoy it.

4. I was also trained under Title III to aid children with remedial reading needs. It's a wonderful joy to be able to help a child learn and understand one of the greatest joys of life.

Mr. SCHEUER. Now, how do you explain your success in improving the promptness with which the kids and their mothers came to school?

Mrs. WILLIAMS. There are some children, you know that it is their fault, and you know whether to pat them on the head, or with some, whether to pat them a little lower down. With some children, you know it is their parents' fault. It is not their fault, and I explained to the parents, it isn't fair to send a child to school late, because they have missed 10 to 15 minutes of the school workday, and the teacher has not got the time to go back over the work they have missed, and in talking to the parents, they themselves realize it for the first time.

They do try to get the children out earlier. And with children who I know it is because of stopping to call for another one, I tell them, "It is your education, not Johnny's education, so you get here early," and, in turn, they will come to school earlier.

Mr. SCHEUER. That is very interesting.

Dr. Niemeyer, we have had the experience here of asking a number of school principals and superintendents whether they have read the three reports of the National Advisory Council on title I. Now, all of these people have come to testify on title I, and I have yet to hear a single one who has read these reports. It seems to me that maybe this is a problem of the dissemination of information about the successes as well as the failures under the title I program, and achieving a ripple effect, a proliferating effect.

What are your thoughts on how we can avoid this gap in the translation that is supposed to take place between the good idea and its application to the school district?

Mr. NIEMEYER. Well, you certainly put your finger on one of the toughest problems that we face. I suppose in every one of the professions, in fairness to the schoolmen who have not read those—I agree with you, those are very wonderful, because they are written in such nice, simple English, for one reason—reports of the committee that Dr. Wilson heads. I know that for instance, somebody like Dr. Donovan, the head of the schools in New York City, works, I would guess, probably a minimum of 18 hours a day, and just about 7 days a week, and just about every day in the year, and his phone goes most of the night.

I have called him at 3 in the morning, over crises situations, and so on, so that I think in fairness, we have to recognize that many of these men and women in these positions lead almost unbelievably full lives, in which they are just constantly warding off problems, and they really don't have too much chance to do studying, and to do much reading.

Having said that, it would seem that then it would be the obligation of a system, of all systems, to set up some kind of agency within the agency to see that what is done experimentally in a school system and other school systems gets fed in appropriate ways into the right people in the school system.

I think beyond that, we have to recognize that the printed word is a reasonably inefficient way of getting communication to anyone, and I see this problem all over the United States. I don't think there is any—it is tied up with what I mentioned this morning, which is the fact that the school establishment or bureaucracy in its various units is not unlike other establishments, very, very difficult to change.

They are so busy going in a certain direction, and using techniques and methods, it is not easy to change direction and use new methods. And, therefore, the dissemination problem is, in part, I think in major part, not just a question of a problem of people reading and just being informed about, but it is the problem of how does a school system effect change?

Mr. SCHEUER. May I ask you a question at this point?

Mr. NIEMEYER. Yes.

Mr. SCHEUER. We heard this morning from Austin D. Swanson, associate professor of education at the State University of Buffalo,

and he advocated a change from a categorical grant program to a general support of State and local education agencies, and he made this statement about the title I programs, that this change could be made, and I quote: "By having the local education agency claim its allocation from the State through a resolution of its board of trustees, indicating among other things, that it would spend the allocation according to the federally developed criteria."

Now, do you think that a simple statement of intent of that kind, without other Federal leadership and guidance, would be sufficient to induce the kind of change we are discussing in the local education agency?

Mr. NIEMEYER. Well, I think it was perhaps implied in something that I said this morning that I feel that it would be far from sufficient, that I am sure that there are reasons to look at the various bits of legislation, and the categories, and so on. I am not saying that what we have now is perfect by any means, but I am a great believer in what I called this morning competition.

For instance, I think one of the ways in which school systems will be induced to change is by having competing systems.

I think that we need every kind of challenge thrown out to people in my profession. I am sure, if I were a doctor, I would be saying the same thing about the medical profession, but I do not think that this can be left to the local groups, or to the State groups, or to the U.S. Office of Education.

I don't want it residing in any one unit of the Government. But also, when the Congress of the United States decides, rightly or wrongly, that there is a priority that has to be given, I think in limiting past legislation, allocating appropriate money for this, they not only have the right but have the obligation in some way to set up the guidelines, with the thought that this priority in some way will be met.

Now, there is a tremendous difference between that and then telling the local group how to go about it. I think you have to get teamwork. I was thinking when Mrs. Williams was answering your question, here is a woman, if she wants to do it, who now clearly ought to have some way to go up the ladder, the vocational ladder, and become a professional librarian.

Now, you will run into roadblocks all along the line here, because they will want here to take English composition I and II, or go to Vassar, or whatever it happens to be. The point is that she isn't going to do that, but she has the potential for becoming a wonderful librarian.

Now, where is the training? I think the only way that this can be worked out is to get the library associations, get the library schools, get the local school system and all of the forces that are involved, face them with the problem, and see if they can't work out ways.

We almost always start off saying we can't, but then, if we really want to, we go ahead and do it, so I just believe that there is no easy way. You can't hand it over to one group or another.

I think only—I was very much in sympathy with what was said earlier by the monsignor or another member of that group of witnesses, in referring to the importance of team work for children at the local level.

Never mind all of these other factors. Let's get something done for the kids that need this help so desperately, and we need it that they get this help, because we are in trouble if they are not getting this help.

Mr. SCHEUER. Congressman Carey.

Mr. CAREY. Thank you, Mr. Chairman.

Doctor, you have been up in a ringside seat in New York City on the happenings in that very important, very badly beset school system. I can recall meetings with superintendent groups in that system where it was made very clear that the entry of a teacher aid into the classroom had to be on such a basis that the volunteer effort was emphasized, but under no conditions the replacement of the legally qualified and professionally qualified instructional personnel could be envisioned.

In other words, for want of a better term, I will say that is a gantlet thrown down that the teacher aids will never get into the profession. She had better confine herself to removing galoshes and changing snowsuits, or handing out box lunches, or if she goes beyond that perimeter, look out.

Now, how do you cure this?

Mr. NIEMEYER. Well, earlier today I made mention that Dr. Klopff, who was here earlier, headed this study which Bank Street has been doing for the last couple of years for the OEO on the training of aids as that training has been taking place experimentally around the country.

I have been privileged to attend a number of the conferences to which Dr. Klopff and his colleagues have invited, oh, superintendents, all kinds of people from all over the country to discuss the problem. There have always been at these conferences members of the UFT, which is the bargaining agent for the teachers in New York City, and the AFT and the NEA, and I have yet to hear any objections to teacher aids from that source.

Now, I am sure that they would—and I would support them in this—object if we were saying that we thought that people even with Mrs. Williams' skills and feelings for children and her obvious capacity to relate to families and to communicate, if she now would displace a teacher who is teaching mathematics, or whatever it happens to be.

She would not want this, I am sure, because in teaching, a good teacher not only has love and these other skills, but has a craft, and teaching is a craft, as well as a love. So I don't see any conflict between these two.

As Mrs. Williams also said this morning, no, no matter how good a teacher is, and even if you cut the class to 20, instead of 30, the teacher just does not have enough time to go around.

And the kinds of things that Mrs. Williams said that she did with children, of reading to them, of what other ways do you help kids when you are in the classroom?

Mrs. WILLIAMS. Well, my—

Mr. CAREY. Let me throw this question, which is probably too simplistic, what do you do when the class gets to like the teacher aid better than it likes the teacher?

Mr. SCHEUER. Which, judging from Mrs. Williams, is more than a theoretical question.

Mrs. WILLIAMS. In a classroom, that would have no way of happening, for the one reason, you look upon the teacher as the master teacher. I am in the role of aid or assistant, and I would never try to overstep my bounds as to being the master teacher.

I fulfill my role, but never to overstep the professional.

Mr. CAREY. Are we prepared to see that day when the number of teacher aids becomes such a matter of interest to the United Federation of Teachers that then they would be organized?

Mrs. WILLIAMS. Well, they can be organized, but I don't think the day will come when they will overstep the professional. You see, the professionals have the paper and the degree for that position, and we don't have it.

Mr. NIEMEYER. But we can't look into the future to that extent.

Mrs. WILLIAMS. Not that far.

Mr. CAREY. Well, I am not going to continue with the line of questioning, but I think it is always important to have a premonition, either good or bad, and I am not one of those who believes you should ever encourage things to get off the ground unless they are going to move constructively toward an objective that we can apprehend as realistic for all the children, and this means that if teacher aides are good in one classroom, for one group of children, they are good for all the children of a large city school system.

Therefore, we have to look at this in a dimension of something which is going to be a well-supported, comprehensive program of teacher aides supply and training and provision for all the children.

Now if this is so, then we are talking about a second lead in the teaching profession, subprofessional, it is true, but no more than an internist subprofessional, the aid is subprofessional. Therefore, if we embark upon this encouragement program and training program and support program for this kind of thing, we ought to envision all the possibilities and probabilities, and the clear probability to me is that we are setting up a copilot in the classroom. And I would remind the witnesses that copilots have stature of their own, and these persons would have a stature of their own, and they are rightly entitled to it.

Now, double teaming in the classroom may be a good idea. Probably it is a good idea, especially now that one system I can think of, by this morning's reference in the prints, 76 teachers resigned. Hopefully, the aides would be around, to maintain some sort of order and progression in that situation where the teacher is waiting to be replaced. These are, to me, deep and gripping questions, as to what will tend to support this second line of care and education and instructional service, and all comprehensive services for the children through the teacher aid profession, if I may use that term; so, is Bank Street prepared to carry this to that degree?

Are you prepared to go all the way with setting up programs for teacher aides in every classroom, in all the schools that need it in the city?

Mr. NIEMEYER. Oh, I think the schools of New York City would benefit from this enormously; yes.

Mr. CAREY. That isn't the question. The question is, Are you prepared to undertake it, or to have someone undertake it?

Mr. NIEMEYER. Yes. We would certainly do everything we could to help.

Mr. CAREY. Is that board prepared to make a decision in this direction? Is the board prepared to buy this program?

Mr. NIEMEYER. Which board, the board of education?

Mr. CAREY. The board of education in New York City.

Mr. NIEMEYER. I really don't know. They have a rather extensive aide program in New York City now which certainly has the board's approval, and I suppose active support. They are putting money into it, and it is a rather well-thought-out program, and the problems that you have raised, which while they are real possibilities, have really not occurred. You know, the aides supplanting the teacher just has not happened, that's all.

And in many of our schools, we are going to have to have a much lower ratio of children to the adults, or we are not going to be able to teach them, and we don't have for the foreseeable future the trained teachers to provide that type of ratio.

I think that's one of our problems.

Mr. MEEDS. Will the gentleman yield?

Mr. CAREY. I will yield to my colleague from Washington.

Mr. MEEDS. Mr. Chairman, I have been looking just very briefly at the book which has been given us, "Teachers Education in Social Context," by Klopff and Bowman, and I would ask unanimous consent that the titles of chapter 1, which I think presents pretty well the problem, and chapters 8 and 9 be inserted at this point in the record immediately following the doctor's testimony.

Mr. SCHEUER. Following Dr. Niemeyer's testimony.

Without objection, it is so ruled.

Mr. STEIGER. Would the gentleman yield?

Mr. MEEDS. Yes. The gentleman from New York has the floor.

Mr. CAREY. I will yield to my colleague.

Mr. STEIGER. Would the gentleman yield?

If it is acceptable, I would ask unanimous consent, if it has not already been done, that this short report, "Auxiliary School Personnel: Their Roles, Training, and Institutionalization" be inserted immediately following the insertions that the gentleman from Washington put in.

Mr. SCHEUER. There being no objection, it is so ordered.

Mr. CAREY. Well, reserving the right to object, what is the source of this report?

Mr. STEIGER. This is by the Bank Street College of Education, on behalf of the Office of Economic Opportunity. It is a short take-off from that which presents some of the concepts. It is also by Bowman and Klopff.

Mr. CAREY. I withdraw the reservation.

I have no further questions, Mr. Chairman.

Mr. SCHEUER. Mr. Steiger.

Mr. STEIGER. Dr. Niemeyer, may I just say that I think your testimony and that of your colleagues, particularly your willingness to bring Mrs. Williams down here with you, has been outstanding. I am very much impressed by what you outlined for us. I really have only just a couple of short questions.

No. 1, do you or can you give us any indication as to whether or not you think her profession would have been of assistance had they been involved in the New York City situation that was in the press this morning, where the teachers resigned because of physical danger?

Mr. NIEMEYER. Well, the problem that you refer to of the resignation of the teachers over the lack of discipline in a particular school is really the outcome of a tremendously complex situation in the school, and I think that I would just—I would be very naive if I were to say that just the inclusion of teacher aides would make a difference in such a situation.

I have not—this is a school that my colleagues have not been working in, so I have no firsthand account. I do know, however, that my college is working in 25 elementary and junior high schools in Harlem, and they are representative of the most educationally deprived schools in New York and Chicago, and all of the other big cities, and we have no situation of this kind. We are more concerned about the kind of protest which got crowded off the papers today, in which the parents of 125 and 36, 36 being a new school that is going to be the primary branch of 125, which will be the upper school branch of the hyphenated school, the parents picketed the school on Thursday and Friday, and then withdrew and sent to temporary schools located in churches around 1,200 of the 1,800 children on Monday, and I didn't have any report of what happened yesterday.

This is a protest over—and again it is an illustration of the complications which a big school system faces. The protest is here, protest by parents, and I have met with them and at their invitation, and talked with them a number of times, and I met with them at a meeting with Dr. Donovan, who want simply to have a voice in interviewing and making a recommendation about candidates who are the candidates on the list for the job of principal.

They feel, these parents, that unless the principal feels that the parents have some voice in the school, and unless they, the parents, have had that voice, and thus have some confidence in the principal of the school, that there can't be a good school, and I think they are right.

Now, I don't think that if you have that, it alone will give you a good school, but I don't see how you can have a really good school when the parents and the administration of a school do not have mutual respect.

And so I am as troubled about that as I am about resignations over people being slugged. Now, I don't like people being slugged; don't misunderstand me.

Mr. STEIGER. You would contend, however, and perhaps Mrs. Williams might wish to comment, that the individual attention which a paraprofessional can give in assisting the professional teacher can go a long way toward removing or alleviating some of these problems. Would you agree with that?

Mr. NIEMEYER. Well, I would say this, that the children in schools of this kind need, as I will just repeat what I said to Congressman Carey, they absolutely have to have more adults working with them than 1 per 30.

Secondly, if this does not happen, they are not going to develop even the basic skills which must be developed in elementary school, and,

thirdly, if the parents see that their children are not learning how to read, just the simplest elementary things which must be learned in elementary school, these parents are going to have no sense of confidence in the school. They then transmit that to the children.

In addition, you see, it is very difficult for a child to feel very good about the world, and about himself. if he does not have any of the skills which he can see all around him are needed to compete in that world. If he feels that he is excluded, if he has no sense of mastery over his environment, and you get this through knowing something, and knowing how to do various things, so that we have this vicious interaction system set up, in which the lack of learning creates attitudes which are self-deprecating and then which are hateful toward other people.

Then you get repressive discipline instead of supportive discipline that has to be introduced to keep things together, and I have had teachers tell me, many of them, that by the time these youngsters are up in the school, then the only way you can keep them quiet is by this constant—what I call negative discipline—so it is true that in some situations, you have explosions, you have kids who hate the school, and hate teachers, and this is one of the greatest—and when you say that perhaps there are millions of kids like this, either in school or just coming out of those schools, you realize that we have a tremendously tragic situation and dangerous situation.

Now, in all of that, I would say that the introduction of more adults and the only way you are going to get them is either by the use of older students, or, and these are not mutually exclusive, or people like Mrs. Williams, this would be one little thing that can be done, but it is only one, and I would not present it here in any sense as a panacea, and I am sure Mrs. Williams would feel that way, too; is that right?

Mrs. WILLIAMS. Definitely.

Mr. STEIGER. You make the point, or Dr. Klopff makes the point in this presentation that was given earlier, that it is important that the cooperation of 2-year and community colleges be sought in the development programs for auxiliaries. Is this, in your view—and I don't know what Mrs. Williams' background is—

Mr. NIEMEYER. She is a high school graduate, I believe.

Mrs. WILLIAMS. Yes.

Mr. STEIGER. Do you think it should be both the high school graduates and working toward getting more community college, junior college people?

Mr. NIEMEYER. I don't know what to say about the junior colleges. We are bringing representatives of junior colleges or community colleges from various parts of the United States together this spring, at Bank Street or in some city in the United States and we will have a 2- or 3-day session, talking about this whole problem of the relationship of the junior college, both to their graduates entering teaching, in various ways, and their modifying or modifying their program or enlarging their program so that people like Mrs. Williams can be brought in, and being up the job ladder, the career ladder, toward a goal which is beyond the goal which she has already achieved.

Mr. STEIGER. Mr. Chairman, if I may, I am through with my questions, just simply say that I think that the concept that Dr. Niemeyer,

Mrs. Williams, and Dr. Klopff have presented is a very exciting one. I think it is one that this committee and this Congress should explore further. Perhaps it is possible that we might even make some strides in opening the horizons that I think exist in the utilization of the paraprofessional. I commend Mrs. Williams for the work that she is doing. It is vital, very necessary, and I commend you, Dr. Niemeyer, for being willing to come here today and for giving us the benefit of the background and experience that you have had in this field. I think you have done an outstanding job, and I am grateful that you came, grateful that you gave us a chance to hear from you.

Mr. NIEMEYER. Thank you.

Mrs. WILLIAMS. Thank you.

Mr. SCHEUER. Well, Mr. Steiger just made my speech. All I can add is a ditto on it. And I will add one question as a postscript, Dr. Niemeyer. Having observed the development, perhaps the Topsy-like development of the teacher aide as an institution, can you give us any suggestions as to amendments or legislative direction that we can give to this rapidly growing field of activity, either insofar as training of the aide is concerned, or the orientation of the profession?

Can you give us some guidelines that we might include in the legislation, or in the legislative history of this bill?

Mr. NIEMEYER. Well, I believe that out of the study which we referred to, various criteria for guidelines are beginning to emerge, or have emerged. I think it would be—I would be very glad to ask my colleagues to prepare some kind of a document. Dr. Bowman is coming down on Saturday to testify; whether she could have something like that drawn up before Saturday or not, I don't know, but I am sure that it can be done rapidly, and the study isn't over yet, so we are a little bit reluctant to say this is the definitive list, but I am sure that we would be only too happy to pass on anything that we think is worth passing on to you.

Mr. SCHEUER. Well, thank you very much, and I will just append my ditto mark to Mr. Steiger's fine statement.

Mr. NIEMEYER. We appreciate very much this opportunity.

Mr. SCHEUER. We appreciate your coming down to this committee. Thank you from the bottom of our hearts.

(The following material was submitted by Mr. Niemeyer for the record:)

A COMPOSITE PICTURE OF FIFTEEN DEMONSTRATION TRAINING PROGRAMS FOR
AUXILIARY SCHOOL PERSONNEL CONDUCTED IN 1966

"No one ever listened to me before," said a trainee in a *Project to Prepare Teacher Aides for Working with Disadvantaged Children* conducted by the Department of Education, San Juan Regional Office in Puerto Rico. Understandably, this auxiliary-participant in the Summer Institute became an effective "listener" in one-to-one or small group relationships with pupils in the practicum¹ classroom, applying to her work with children in an economically deprived section of San Juan the insights she had gained as to the art of listening and the joy of being heard. In the practicum, she, like the 49 other auxiliary participants, was teamed with a teacher who was himself a participant in the Institute. These 50 teacher-auxiliary teams experimented together in 50 separate classes, with the auxiliary performing a variety of functions related to

¹ Practicum is defined as a sustained supervised training experience with children in an actual educational setting.

the learning-teaching process and the teacher playing a triple role: (1) as teacher of the class, (2) as guide to the auxiliary, and (3) as a learner, himself, in terms of effective utilization of the auxiliaries' services. Later, in group counseling sessions, teachers and auxiliaries reviewed their experiences in the classroom and explored the meanings as well as the possible values of their new roles and relationships.

At the University of Maine's *Project to Train Auxiliary School Personnel (Teacher-Aides)* in connection with *NDEA Institute for Advanced Study for Teachers of Disadvantaged Children*, listening was also an important function of the auxiliaries, who were mothers receiving Aid to Dependent Children. One pupil in the practicum was heard by a visiting consultant telling an auxiliary about his frustrations in class. The auxiliary was able to interpret the experience to the boy, and the boy's problems to the staff. Some aspects of his complaints were considered by staff and resulted in programmatic changes.

In the *Pilot Program to Train Teacher Aides*, conducted by the Detroit Public Schools, a spirit of openness to new ideas was evident. Auxiliaries had been used for two years in this school system but the policies restricted their utilization to clerical, custodial and monitorial functions. The teacher auxiliary teams in the Institute were told, in effect, to throw out the "rule book" during the practicum, and to explore just how far they could go in involving the auxiliaries in the learning-teaching process with benefit to the pupils. The teacher-participants, though willing to put aside the rule book, had to deal with their own not-too-covert fear of auxiliaries usurping the professional's role in the classroom. The director, and the school system supporting him, guaranteed professional standards while the auxiliary appeared not only to understand the need for guarantees based on role differentiation, but openly expressed their desire for maintaining clear lines of role definition. "We work as a team," said one auxiliary, "with the teacher having authority and responsibility, like the head of a firm or the captain of a ship."

In Berkeley, California, during the *Project on Teacher Education and Parent-Teacher Aides in a Culturally Different Community*, an aide reported, "One day I went to a child as I had been doing every day since coming to the classroom almost a month ago, to give him help in reading certain words. The child gave me a beautiful smile—one I'll never forget—and said proudly, 'I don't need you any more.' He was on his own. He knew I would be there if he needed me. He now felt sure enough to work by himself." The child who is present physically but completely absent mentally during the independent work period often needs the presence of a concerned adult to help him use the time for such study most profitably. Such a function was performed by aides this autumn in the Berkeley Unified School District schools serving disadvantaged children.

These projects were four of the 15 demonstration training programs financed by the Office of Economic Opportunity and coordinated by Bank Street College of Education as part of its nation-wide Study of Auxiliary Personnel in Education.

The programs were studied in two groups: the preservice group comprising nine programs with preservice training only, and the inservice group comprising six programs with a very brief preservice program followed by an extended program in the regular school situation. All nine preservice programs were of the "institute" type—that is to say they enrolled small groups of participants to work intensively for a relatively short period of time (two to eight weeks).

SPONSORS OF PRESERVICE PROGRAMS

Commonwealth of Puerto Rico,
Department of Education
Detroit Public Schools
Garland Junior College
Jackson State College
New York University
Northern Arizona University
University of California at Riverside
University of Maine
University of South Florida

SPONSORS OF INSERVICE PROGRAMS (With brief preservice component)

Ball State University
Berkeley Unified School System
Howard University
Ohio University
San Fernando Valley State College
Southern Illinois University

COMMON AIMS AND ELEMENTS

Despite the broad range of geographical distribution and programmatic variations, it is possible to draw a composite picture of the demonstration programs since they all share basic objectives and have certain elements in common, such as: 1) The auxiliary-participants in all projects were selected wholly or in large measure from those at or below the poverty level; 2) Every program combined theoretical instruction with learning through experience in a practicum or regular school classroom; 3) All projects were committed to experiment with auxiliaries in new functions which were *directly* related to the learning-teaching process rather than functions which were *indirectly* related to instruction, such as simple clerical tasks; 4) There was pre-planning with the local school systems in every case so as to assure employment for the auxiliaries who satisfactorily completed the training program, and to gear the training to the needs of the school system (though not to lose the vitality and growth components in this recognition of reality requirements); 5) Every project had a research director on its staff and included a component of self-evaluation in its program; 6) All were funded by the Office of Economic Opportunity and were coordinated under the Bank Street College of Education Study of Auxiliary Personnel in Education.

These mutual elements were requirements for funding by the O.E.O. in this matrix of demonstration training projects. At work conferences for project directors convened by Bank Street College of Education, these common elements were fused into one basic purpose, which undergirded their diverse but cooperative activities, i.e.

"To formulate hypotheses as to principle and practices which appear to be effective in actual practice for the:

1. role definition and development;
2. training;
3. institutionalization of auxiliary personnel as part of the learning-teaching process."

To develop the role of the auxiliary as an integral and contributive factor in American education required an understanding of the whole complex of roles, responsibilities, and relationships involved in the learning-teaching process. Consequently, in the Work Conference for Directors, prior to the completion of project proposals, there was consensus that teachers and administrators had a great deal to learn as well as to give in these training programs. In nine of the 15 programs, therefore, teachers were enrolled as participants to work with auxiliaries in the classroom; to explore role possibilities not only for auxiliaries but also for themselves, in terms of new and more complex professional roles in an aided teaching situation; to evaluate their experiences; and to plan for more effective utilization of auxiliaries in the future. In the projects where there was dual participation (teachers and auxiliaries), role development was facilitated, in the opinion of staff and participants alike.

The principal dilemma appeared to be the conflict between *role definition* which was recognized as necessary to institutionalization, and *role development* which was a dynamic of each classroom situation where auxiliaries were utilized. The degree of responsibility assigned to an auxiliary is dependent upon the interaction of a particular teacher and a particular auxiliary operating within a given structure and responding to the special needs of individual pupils. A delicate balance seems to be required in order to provide the specificity that means security along with the flexibility that promotes growth.

In those six² projects in which there was a component of group counseling for participants built into the program, there appeared to be far less fear on the part of teacher-participants that standards were threatened by the introduction of non-certified personnel into the classroom. In counseling sessions, teachers tended to recognize and understand their feelings of being somewhat threatened by the presence of another adult in the classroom, and to begin to develop some inner strength to cope with this insecurity.

In some programs, administrators also attended as learners and planners for at least a portion of the training—a significant addition not only to the training program, but to ultimate institutionalization.

² Berkeley, Howard, Jackson, Maine, Puerto Rico, and Riverside.

Within the broad framework of common objectives and similar approaches, there was wide variety of programmatic design in the matrix of demonstration programs. The needs and composition of potential auxiliaries in various communities, the diverse policies of local school systems with respect to the utilization of auxiliaries, the available facilities and resources for training, and the nature and extent of cooperation in the institutional life of the area all had an impact upon the training program.

Variations were in such matters as: sponsorship, pre-planning, recruitment, selection, the composition of the participant group, the specific skills for which auxiliaries were trained, instructional content and process, and methods of process observation and feedback. These various elements of program structure are described below, indicating both the common features and those which were idiosyncratic.

Sponsoring

The sponsorship of these institutes was by institutions of higher learning with the exception of three projects: Detroit, Puerto Rico, and Berkeley. In these three, the local school system was the sponsoring agency. Wayne State University was involved in the Detroit program on a consultative basis; in Puerto Rico some members of the University of Puerto Rico held important positions on the project staff; in Berkeley, the University of California School of Criminology conducted the research component of the project; in the Ball State University program, involving four school systems, the planning and implementation were in the hands of the individual systems, with the University acting as catalyst. In the Howard University program, the Model School Division of the District of Columbia public school system was deeply involved in the planning and operation.

Pre-Planning

Pre-planning for the training programs was initiated by the sponsoring institution with school administrators, local Community Action Agencies, and occasionally with representatives of other appropriate agencies, such as the Bureau of Indian Affairs in Northern Arizona. The components of pre-planning, including number of meetings, hierarchical level of involvement on the part of co-operating institutions or agencies, areas of concern explored, and degree of agreement reached, varied greatly from program to program. This coordination of training and employment was most thorough and most easily accomplished when it could be achieved intramurally, as in Detroit, Puerto Rico, and Berkeley, where the school system was the sponsor. In the other cases, coordination was facilitated when a sponsoring institution of higher learning had previously formed extensive contacts with school systems, either through working relationships involving placement of student teachers or through other services rendered by the college or university to the system. In only one instance—University of South Florida—the university sponsor was not able to gain cooperation from the local school system. In this case, the University then arranged with the local Catholic diocese to utilize parochial schools in the practicum.

In all cases, the purpose of the pre-planning was to work out appropriate methods of recruitment and selection of trainees, to explore the roles of teachers and auxiliaries in the local school systems so that an appropriate and realistic training program could be developed, to secure commitment for employment, and to agree on areas of responsibility.

At Ball State University the project staff worked closely with the superintendent and principals of four Indiana school systems. In other situations initial overtures to school systems or Community Action Agencies had to be made. Such was the case in Ohio University where the program was involved with Head Start Programs in ten different localities in two states. Still another approach was used in Maine where liaison was established with local school systems, with the State Department of Health, Education, and Welfare, and with the Maine Teachers Association, and where a week-long conference was held with school administrators.

Some local situations precluded the sponsoring institution's working with the school system because the latter had a policy of not employing auxiliary personnel in the classroom. In Boston such a situation existed at the time of the Institute (later modified), so Garland Junior College developed a Leadership Institute prior to the program for preparation of auxiliaries. The purpose of the

Leadership Institute was to involve local educational leadership from the community at large, from day-care centers, Head Start programs, and other Community Action programs and agencies in exploration of role development, training, and institutionalization of auxiliary personnel, as well as to contribute their experience and ideas for pre-planning of the auxiliaries' training program.

In most programs there was also internal pre-planning involving the staff of the institute. In some instances, such as at the University of California Extension at Riverside, San Fernando Valley State College, and Northern Arizona University, the staff met together for a period of time varying from a weekend to one week, to establish working procedures, discuss the overall approach to learning, and plan the details of the program. Most programs did not have consecutive days allocated to staff pre-planning. Rather, this was accomplished on a more informal basis in a series of separate meetings of the staff prior to the opening of the program.

Recruitment and selection

The plans for recruitment and selection as formulated during the pre-planning sessions varied considerably. In five programs³ the recruitment of auxiliary trainees followed the regular patterns of the school systems involved in the institutes (either as sponsors or eventual employers of the auxiliaries) usually by direct contact through the principal or teachers with the additional involvement of the local Community Action Program Agency (CAP). In two cases, Detroit and New York University, those persons who had already served as school-aides and showed potential for training as teacher-aides were recruited. In Riverside all recruitment was done through the Community Action Programs exclusively. In Maine, mothers receiving Aid to Dependent Children were informed of the program by their social workers. The Navaho auxiliaries, in Northern Arizona, were recruited through the Bureau of Indian Affairs, radio announcements, and word-of-mouth publicity on the reservation. The availability of programs at Ohio University and in Puerto Rico were made known to the classes of local high schools by their principals or guidance counselors. Mass media were used in almost every project to supplement other forms of recruitment.

In St. Petersburg, Florida, the program was for migrants and so recruitment was accomplished both locally through CAP groups and through the Florida State Department of Education. The project at Southern Illinois University recruited part of its participants from the Neighborhood Youth Corps. In the Howard University project, recruitment of high school students in the third and fourth track (slow students) was carried out by the principal of the Cardozo High School which was the only source of the student participants.

Applicants were usually screened through personal interviews. When time precluded this personalized selection procedure, its omission was regretted by those involved in the selection. Only one program, San Fernando Valley State College, had no responsibility for recruitment or selection of trainees. An additional handicap was placed on this program in training auxiliaries since often the program staff did not know either the number of trainees or anything of their background until the trainees arrived for the orientation program.

Academic requirements for the auxiliaries in all programs covered a wide range. The minimum requirement was six years of elementary school. The maximum was some college experience. Other factors most frequently considered in selection were: ability to work with other people, concern for children, and enthusiasm for the work at hand. Although in six projects—Garland Junior College, University of Maine, Jackson State College, University of Southern Illinois, University of South Florida and Berkeley—the auxiliary-trainees were all female, only Garland made it a requirement. This regulation was because residence in the college dormitory was included in this program. It was at Garland that there was a considerable proportion of middle- and upper-class auxiliary trainees, with a majority of low-income participants.

In Detroit, New York University, and Ball State University, preference was given to those auxiliary candidates who planned to return to employment in the school system for the regular school year.

The racial and ethnic groups to which the auxiliaries belonged were varied, including Negroes, Puerto Ricans, Mexican-Americans, Cubans, Navaho Indians,

³ Detroit, Ball State, Berkeley, Jackson and New York.

and others. One particularized group consisted of low-income persons in Appalachia (predominantly white). Migrant workers were another particularized group. The geographical distribution for the 15 projects was broad, covering the states of Arizona, California, Florida, Illinois, Indiana, Maine, Massachusetts, Michigan, Mississippi, New York, Ohio, and West Virginia as well as the Commonwealth of Puerto Rico and the District of Columbia.

Recruitment and selection of the teacher-participants were usually done by principals in whose schools the institute practicum would be conducted, or by principals whose teachers would be working with auxiliaries during the school year. In Maine and Northern Arizona, where the project was conducted jointly by an NDEA Institute for Advanced Study for Teachers of Disadvantaged Youth, the teachers in the NDEA Institute were the teacher-participants in that project.

In the four programs which included administrator-participants as well as teachers and auxiliaries—Northern Arizona University, University of Maine, Ball State University, and Southern Illinois University—the administrators were recruited through personal contacts made by the program staff, through mass media, and through the distribution of brochures announcing the availability of the program.

Residential facilities

Some interesting variations were evident in the type of residential facilities which were made available in the different programs. Garland Junior College provided opportunity for a cross-class, cross-culture, racially integrated experience. A salient feature of this plan was that some middle-class Negroes were included as well as some low-income Caucasians. In Maine, the mothers receiving Aid to Dependent Children and their children were housed in a campus fraternity house. The migrant auxiliaries in the South Florida program lived in one dormitory on the Bay Campus.

At Ohio University, which offered a summer institute and a year-long program, the high school auxiliary-trainees and their college student sponsors lived in campus dormitories during the six-week campus phase of the program. The high school students then returned to live at their homes for the remainder of the program. The college student sponsors found their own housing in the communities of their high school student advisees during the four-week practicum phase of the program, returning to the campus in the fall to continue their academic training.

Instructional content

Notable similarities and differences appeared in the instructional components of the institutes. In almost every program auxiliary-participants and teachers, in those programs involving teacher-participants, received instruction in the philosophy of education, child development (often quite specifically the psychology of the disadvantaged child), and the general goals and procedures of the local school system. These substantive areas were covered in lectures or seminars. In most programs, the participants, both professional and nonprofessional, met as a group for some portion of this academic instruction. At Detroit and Puerto Rico instruction was directed to the auxiliaries exclusively, with the teachers attending as observers so that they would be aware of what the auxiliaries were learning.

Instruction in specific skills for the auxiliaries usually included typing, record keeping, use of audio-visual equipment, and the skills needed in assisting with reading, games, and creative activities, such as music and art. Basic communication skills were stressed. In the Howard University project, special skill training in physical care was provided for health aides.

In most cases the decision to offer instruction in these skills was based on the functions for which the auxiliaries were being prepared; and this, in turn, was influenced by but not restricted completely to the current policy of the local school system in the use of auxiliaries. In a few instances, the instruction was given in response to a request by many of the auxiliaries. The Jackson State College auxiliaries, for example, derived such personal satisfaction from the clerical skills instruction that they asked for further guidance in related matters like working effectively with people and personal grooming. The teacher-participants in many programs assisted in the instructional program by tutoring in the evening, especially when the auxiliaries were studying to pass high school equivalency examinations. The teachers, on several occasions, remarked that they

were surprised at finding that the auxiliaries had such desire and capacity for knowledge. The teachers also recognized and remarked that their surprise came from stereotyped misconceptions about people who had experienced economic or educational deprivation.

Practicum or regular school experience

Opportunity to integrate substantive learning and innovative practice was provided in the practicum which was defined as a sustained, supervised experience with children in an actual educational setting. In approximately half of the programs the participants worked together in the practicum as teacher-auxiliary teams. In the other programs the auxiliaries worked under the guidance of a demonstration teacher who was not, however, a participant in the program. Only at Berkeley, Jackson State College, and Ball State University did some of the teachers and auxiliaries who were to work together during the school year have an opportunity to work together in the practicum as a team, although this was a goal of all programs. At Berkeley and Southern Illinois the aides began working immediately in the classrooms with the teachers to whom they were assigned all year.

There were variations in the length of the daily practicum. Most lasted from two to three hours in the morning. Four—Garland Junior College, Ohio University, Southern Illinois University, and San Fernando Valley State College—lasted for the entire school day. Three of these were prekindergarten programs. The Southern Illinois University program was in an elementary school. At Garland, half the participants took part in the practicum while the other half were in classes at the college; then the groups reversed assignments. In Detroit, where the teachers were assigned to classes in the system's summer school program for the whole morning, the auxiliaries worked in the practicum with them for only one hour. In South Florida the aides worked in the practicum a half day only.

The grade levels of the practicums ranged from prekindergarten through high school, but the central tendency was toward prekindergarten and elementary. Detroit was the only program that included high school and only two programs included junior high school pupils; Detroit and Maine. At Riverside some junior high school students worked with younger children in an experiment in cross-age teaching. Only in Northern Arizona and Riverside were ungraded groupings used. Of the preschool programs, four were for Head Start children.

Great variety was evidenced in the organization of the practicum. Several programs used the local system's regular summer school sessions (New York University, Ball State University, Detroit, and Riverside). In Puerto Rico, Northern Arizona University, and Jackson State College, special practicum classes were set up for the institute, and parents were asked to send their children. In Northern Arizona the children were Navahos from the reservation and had to be housed in a Bureau of Indian Affairs dormitory while they attended the school in which the practicum was located. Ohio University and San Fernando Valley State College used Head Start Centers as practicums and Garland Junior College used a day-camp operated by the Associated Day Care Centers, Inc. In the Maine program, the practicum was for the children of the auxiliary-participants. Parochial schools in St. Petersburg provided the practicum setting for the University of South Florida. Public school classes during the regular school year served as the practicum for Berkeley, Howard and Southern Illinois.

In almost every instance in the summer programs there were fewer children in each practicum class than there are normally registered in a class during the school year. The enrollment in these programs ranged from seven in Maine to approximately 20 in most programs. The small classes provided an opportunity to experiment with innovative techniques. The directors believed that the experiences could be transferred to larger classes during the school year, after principles and promising practices had been formulated in the experimental settings. The four year-long programs used actual operating classrooms varying in size from 15 to 47 students.

In the summer programs where children attended practicums which were not part of the system's regular summer school program, the projects found it necessary to modify the content and methods used in the classes, offering some vacation-type activities as well as the regular or remedial instruction originally planned, in order to maintain steady attendance.

Most practicums provided experience for auxiliaries with many tasks in a variety of situations. It was the intention of each project staff that auxiliaries

should be prepared for something more than the routine custodial, clerical, or monitorial functions often assigned to such personnel. The visitation teams found auxiliary-participants engaged in a wide range of activities, related to instruction, from working on a one-to-one basis with a child in remedial reading, to reviewing tests with large groups of pupils.

Supervision of the practicum was carried out in a number of ways, the most common of which was to have project staff supervisors and/or instructors schedule visits to the practicum classes for the purpose of observation and conferences with the auxiliaries and teachers. At New York University this procedure was supplemented by having each auxiliary keep a daily log of practicum experiences which the staff read and commented on, and which was used as the basis of seminar discussions.

A critical training factor was the provision for scheduled time for the teacher and auxiliary teams to plan and evaluate their practicum experience together. Detroit developed a comprehensive procedure for such conferences. For an hour and a half following the practicum this team sat down together to review that day's experience. At this time, the teacher and the auxiliary wrote out their observations of the day's experience and analyzed it. Then the teacher wrote out the next day's program and discussed it with the auxiliary in terms of his responsibilities. Copies of these plans and analyses were given to the project staff who used them to guide the design of seminars.

At the University of Maine, daily analysis and planning of the practicum took another form. There, several teachers and several auxiliaries operated in a single practicum classroom. This group met immediately following the practicum with a staff advisor for a seminar on the day's experiences and plans for the following day.

At Berkeley, time for planning and evaluation together by each teacher and his two aides was built into the program. Children leave school at 2:30 at Berkeley, and the 2:30 to 3:10 period was earmarked for such meetings. In practice however, both teachers and aides reported that it was seldom possible to use this time in the manner planned. Parent-teacher conferences and staff meetings were often scheduled then.

In the eight programs where teacher-trainees were included among the participants, the practicum appeared to be particularly productive in terms of teacher-auxiliary relationships. Conversely, in those programs where no teacher-trainees were included, the directors frequently expressed regret that their programs lacked this component, the auxiliaries in group interviews spoke of the need for more interaction with the teachers in the practicum and the visiting teams noted the difference in mutual understanding and trust between professionals and nonprofessionals as they worked together. To the team members the inclusion of teacher-trainees appeared to be the pivotal feature of most programs.

Instructional process

A variety of processes was employed by the individual institutes to facilitate learning for both professionals and nonprofessionals. Group counseling sessions with auxiliaries, teachers, and staff members meeting separately were utilized by Puerto Rico, Garland Junior College, Howard University, University of Maine, and San Fernando Valley State College to help participants deal with their personal needs. At the University of Southern Illinois small groups of auxiliaries, teachers, and principals met together for group counseling. The Riverside program was the only one to conduct daily sensitivity training sessions in the belief that both teachers and auxiliaries could learn about themselves as persons from the frank reactions of other participants, and could also learn to use themselves more effectively in the educative process through this experience. At Riverside, self-evaluation was also fostered by viewing and discussing video tapes of the various sessions, both of the practicum and of the seminars. A variation of the T-Group was employed at Berkeley but the meetings were held only once a week.

All projects except Riverside used lectures, most of which were given by project staff. Jackson State College and Detroit invited guest lecturers to speak to the participants. Films were used by almost all of the projects. At Garland Junior College a film made during the previous year's aide training institute was used. A notable use of film was in the University of South Florida project where "Harvest of Shame", a film on migrants, was used with the participants

who were themselves of migrant background, but before viewing the film they were reluctant to admit this background. The showing of the film made such an impact on them that they began to reveal more of their identification with migrants in order to discuss the film. Other frequently used instructional processes included buzz sessions, role playing, and panel discussions among participants.

Individual conferences as well as group meetings were a feature of the Garland program. Jackson State College set up a number of committees on which all participants were encouraged to serve. The residential nature of the program facilitated individual and small group counseling, on an informal basis, at Southern Illinois University.

Field trips were used in a number of ways. Sometimes they were arranged for children in the practicum and participants. The purposes varied. Some field trips to local institutions and social agencies locally were designed to enhance participants' understanding of the problems of the disadvantaged and to inform them of community resources for coping with these problems. Other field trips were specifically designed to supplement the participants' cultural or historical backgrounds.

It was soon discovered in all the programs that strategies were necessary to assure frank and thoughtful feedback relevant to the changing needs of the trainees. In almost every project the relationships which the staff established with the participants provided an atmosphere in which both auxiliaries and professionals felt free to discuss their experiences and their needs. Some programs provided formal structures for communicating this information to the staff. Conferences, group discussions among staff and participants were set up to this end. Some programs relied on the use of logs written by participants. Northern Arizona University instituted a suggestion box, while the University of Maine and Jackson State College had a newspaper prepared by trainees. The record on film of the video-taped sessions provided a unique form of feedback in Maine and Riverside. At Ohio University the use of college students as sponsors of the high school auxiliaries provided a link between the staff and the trainees. The college students discussed their observations in seminars with the staff. At Howard University, the group counseling sessions were open-ended, and suggestions on programmatic changes were welcomed.

Every project had some form of process observation which contributed to the feedback. In most cases one or two persons were employed as process observers for the whole project. This was the case in Northern Arizona University, Puerto Rico, San Fernando Valley State College, Ball State University, Detroit, New York University, Southern Illinois University and Berkeley. In other programs staff instructors served as process observers for other classes and meetings. Staff in Garland Junior College, the University of Maine, and Jackson State College reported that observation of others' classes was particularly useful in achieving integrated instruction since the entire staff was aware of what was being presented by other instructors and of the reactions of the participants to this material.

Riverside's unusual and more complex approach involved junior high school students as process observers. Midway through the program, those pupils found to be most effective as observers were retained in the role, while those less effective were assigned other functions.

Only one program arranged for a daily staff meeting: Northern Arizona University. The project staff reported these meetings were most useful in "putting out fires before they became conflagrations." Other programs, however, had frequent informal meetings of part or all of the staff for consultation and discussion of current issues, or weekly meetings. At Howard University, monthly staff meetings for project staff with appropriate faculty of the high school in which the project was operating proved valuable.

IMPRESSIONS OF THE PROGRAM FROM VARIOUS POINTS OF VIEW

The programs were analyzed from within and by outside observers. The self-evaluation was conducted by process observers drawn from instructional staff and research staff. Participants also recorded their reactions. For outside evaluation, each program was visited by a team of three consultants for two days.

The chairman of each visitation team posed a series of searching questions in group interviews with each group of participants, and with instructional

staff. To the question: "What is the responsibility of the auxiliary in a classroom?", an unequivocal answer came through in all the projects from the auxiliaries themselves—"To help the teacher teach." To the follow-up question: "What, then, is teaching?", the answers tended to come more slowly, both from the auxiliary-participants and the teacher-participants, meeting separately. The hesitation of the latter group may have stemmed from the difficulty of adjusting to a more complex and important level of professionalism with emphasis upon diagnosis, program planning, and leadership functions. It appears that teachers, by and large, have not yet been prepared either by colleges of teacher education or in-service training programs to orchestrate other adults in the classroom, since this is a relatively new responsibility for those in the teaching profession.

In the group interviews, the teacher-participants tended to view this new function not as a substitute for direct contact with the pupils but as a positive factor in teacher-pupil relations. Teachers defined this as freeing the teacher from many routine and time-consuming duties and by providing more opportunity for differentiated education to meet individual needs of pupils.

These reactions were apparent even among teachers in the practicum who were not enrolled in the training program, as they became more comfortable about the unusual experience of having another adult in the classroom. The possible threat of such a situation appeared to be effectively relieved and a continuing process of role development for auxiliaries appeared to be established when teacher-auxiliary teams as co-participants had an opportunity for daily evaluation of their experience together. This process was facilitated when individual and/or group counseling was also available to help participants cope with their personal needs as they adjusted to a new situation.

Several attitudinal changes were perceived by observers within and outside the projects alike, which appeared to have direct relationship to the training experience: 1) the auxiliaries reported a new feeling of confidence, hope and aspiration; 2) the teacher-participants in most of the projects expressed a change in their image of poor people which paralleled and reinforced the improved self-image of the auxiliaries themselves; 3) both types of participants agreed that low-income auxiliaries could facilitate communication with pupils and their parents in economically disadvantaged neighborhoods, even to the point of eliciting a twinge of jealousy on the part of some of the teacher-participants; and 4) there was general agreement among the teachers and auxiliaries that the latter could, when trained and encouraged to do so, contribute to the learning-teaching process, and that their activities should not be restricted to routine clerical or custodial functions provided the selection criteria utilized were consistent with a broad role concept. The extent of involvement in the learning-teaching process depended upon the ability and potential of the auxiliaries. Most projects picked the cream of the crop in this experimental type of program. Only Howard University and Ohio University made an effort to reach potential drop-outs.

Finally, there appeared to be consensus among the various observers of the programs that a realistic appraisal and interpretation of the policy, needs and expectations of the local school system with respect to the utilization of auxiliaries was essential to prevent false hopes, leading to frustration, but that realism regarding employment opportunities does not need to connote defeatism. They saw role development as a dynamic and continuing process in which professionals, nonprofessionals, educational institutions, and the community all have a responsibility.

In cases where pre-service training was followed by on-the-job experience, institutionalization was facilitated.

SUMMARY

The elements in the demonstration training programs which were identified by visitation teams as particularly effective in implementing project goals were:

(1) Cooperative planning by school systems, institutions of higher learning, community action agencies, professional associations, instructional staff and participants.

(2) Skill training which is realistic in terms of local employment opportunities, but also geared to future potentialities in the utilization of auxiliary personnel by the local school system.

(3) Inclusion of both auxiliaries and teachers in the trainee group, preferably as teams from a given school—teams that will work together in an actual school situation after the training.

(4) Scheduled time for daily analysis of their practicum experience by the teacher-auxiliary teams, and team planning for the next class situation based on this evaluation.

(5) Instructional content in foundations of child development, inter-personal relations, the life conditions of disadvantaged pupils, and the school as an institution.

(6) Basic education in communication and language arts as well as skill training in technical and service operations such as typing, record keeping and operation of audio-visual equipment.

(7) Availability of individual and/or group counseling to help participants deal with their own personal needs.

PROFILE OF A PROGRAM FOR TEACHER EDUCATION AND PARENT-TEACHER AIDES IN A CULTURALLY DIFFERENT COMMUNITY

(Sponsored by Berkeley Unified School District, Berkeley, Calif.)

Of the 115,000 people living in Berkeley one-third are Negro. Most Negroes live in the south and west section of the city. To be found there are the conditions of ghetto life, including poverty, physical and social separation from the white majority, and the web of family and social habits and attitudes that constitute a culture of its own. It was in two schools of that part of the city that the Teacher Education and Parent-Teacher Aides in a Culturally Different Community program was initiated October 24, 1966, with the intention of carrying it through the entire school year. Teachers in the schools of such low income minority communities are often strangers to the families living there; the teachers are the culturally different ones to the children, bringing to them for a few hours of every weekday another culture—the subculture of the school.

One intent of this program was to sensitize teachers to the life style, the language, and the concerns of the parents and children associated with the school. Additionally, it was meant to modify the parents' perceptions of child rearing, of learning, and of the school. Plans of the project were both psychologically and socially oriented. Confidence in the proposal was reinforced by assurance of cooperation from the Berkeley Unified School District and the University of California at Berkeley.

PURPOSES

In the words of the director of the project, "The purposes of the program were: to reduce the alienation of parents and teachers to the school; to open channels of communication between the home and the school; to decrease the degree of polarization between parents' and teachers' views of how to reward and punish, how to teach, how children develop intellectually and socially; and to raise parents' educational aspirations for their children and possibly for themselves. Styles of school and home are so polarized that the child finds it extremely difficult to adjust to such different styles daily. This program is also based on the premise that the child has two sets of teachers, those in school and those at home, and that the more alike their styles are the more effective and efficient the school will be.

"It is believed that these differences in style are traumatic to the child and have a negative effect upon the child's emotional, social, and academic adjustment to the school. It is hoped this program will improve his ability to work and play with other children in the school setting. The school is seen as an instrument for social change, and the classroom is the place where parents, as aides, and teachers can actively alter each other's perceptions, attitudes and behavior."

COMPOSITION OF THE PARTICIPANT GROUP

The program design provided for two major dimensions, the first involving the use of teacher-aides in the elementary school classrooms. The second included the use of neighborhood workers employed to establish a communication

link between school, home and community. In each of the two schools, Columbus and Lincoln, ten teachers were involved—a total of 20 teachers in the program. Each teacher had two aides, making 20 aides for each school, or 40 in all. In each school the program included four neighborhood workers, eight in the total group, constituting a total participant group of 68 individuals.

METHODS OF SELECTION AND RECRUITMENT

Following detailed discussion of the proposed teacher-aide program with the faculties of the two schools, teachers were invited to volunteer to participate in the program. Teachers of kindergarten through sixth grade were selected, and in selection the attempt was made to obtain a representative balance in experience, ethnic and racial backgrounds. In line with objective of reducing the differences in methods used by parents and teachers in both teaching and relating to children, a major criterion was that the teacher-aides and neighborhood workers be parents of children in the school, and also be residents of that attendance district. Other requirements were that aides selected be members of families of low income, be wholesome people who can establish rapport with children and adults, and be willing to abide by rules of the school district. No educational standards were required in view of the several purposes involved in the plan: to produce changes in the styles of rearing children on the part of the parents, to increase the ability of parents in helping children in school, to increase the teachers' knowledge about families of the children in their classes, and to increase honest and frequent communication between teachers and parents.

To advertise the positions, job descriptions were distributed to community organizations and local stores by the Economic Opportunity Organization of the Berkeley area; flyers were taken home by the children in the two schools; spot announcements were made on radio; and articles describing the program were placed in local newspapers. The Economic Opportunity Organization and the Urban League did the initial screening. The Urban League submitted a list of 60 candidates from which the final selection of 48 workers was made by the Berkeley School District Personnel Office.

TRAINING

The teachers, guidance consultants, and principals in the program took part in a 30-hour preservice training program conducted by staff members of the University of California. The intent was to sensitize teachers to the underlying factors which contribute to poor learning and undesirable behavior in the classroom, and to develop functions for teacher-aides and neighborhood workers in the schools. A substantial part of the preservice training was based upon the book entitled, *Cultural Patterns of Differentiated Youth: A Manual for Teachers in Marginal Schools*.

Inservice training was conducted each week for two hours at the end of the school day. This training was under the direction of the University of California School of Criminology. One week the teachers, teacher-aides, and neighborhood workers met separately; the following week they had a combined meeting. To achieve small, intimate groups in which views and ideas were expressed freely, meetings were held at each school. The combined meetings were divided into two sections to assure this intimacy. The purpose of these sessions was to get teachers and teacher-aides to speak honestly, to attempt to resolve problems, and to begin to alter their perceptions and behavior.

STAFF

The staff consisted of a project director who was also principal of Columbus School; and administrative assistant; the principal of Lincoln; a research director who was an instructor at the University of California; and process observers and group leaders who were graduate students at the University of California, and who conducted the inservice training.

STRUCTURE OF THE PROGRAM

To understand the structure of the program it is necessary to bring into focus the three determining factors of its framework and the actual performance of its participants in the light of those factors. The first factor was expressed in

these words: "The curriculum of the school and the process of instruction should reflect the physical, emotional, social, and intellectual needs of children as they relate to the promotion of their optimal effectiveness as individuals and as members of society." The formal objectives of school, i.e., the teacher's approaches, practices, and activities attempted to meet the child's needs.

The second determining factor of the program was the decision that the trainees include both parents employed as teacher-aides and neighborhood workers. The teacher-aides worked six hours a day. The teacher and two teacher-aides were seen as a teaching team within each classroom, the teacher being responsible for the training and limitation of instruction, and the aides acting as facilitators. The two aides were to be instructed daily by the teacher in periods of 20 minutes, both before and after school as to what was to be taught. Among the tasks performed by the teacher-aides were helping children who were having difficulties with the assigned work, marking objective tests, duplicating materials, reading stories, operating audio-visual materials, and talking with children who have become emotionally upset.

The second group of aides were the neighborhood workers. They, too, worked six hours a day, under the supervision of the guidance consultant, working with teachers who had not been assigned teacher-aides and for the school in general. They were to be the liaison between teachers and parents. They established contact with parents new to the school; made telephone calls or visited homes to discuss absences or lateness; and made home visits when the teachers could not establish contact with the parents. They were called upon occasionally to take children who became emotionally upset or obnoxious in the classroom to a "cooling off" room, where they continued their classroom work, played with toys, did art work, or engaged in other expressive activities in preparation for the earliest possible return to the classroom.

Other activities which they were occasionally called upon to engage in consisted of assisting the nurse with home visits, accompanying classes on field trips, organizing recreational activities during the noon hours, and observing students in the classroom when requested by the guidance consultant or teacher.

The third factor determining the structure of the program lay in the conclusions and follow-up of the Reading Curriculum Development Project of the Columbus University Laboratory School of September 1966. This project introduced a nongraded concept of reading into the schools. It encompassed the selection of a reading series with a new sequence in teaching word attack skills, rewriting the kindergarten through third grade portion of the reading guide; and the separation of word attack skills from comprehension skills. The reading program used an intensive phonics approach and reinforcement materials to make possible pacing of instruction to the child's ability to achieve. Children were grouped part of the time in terms of their ability to decode and at other time to comprehend.

The first, second, and third year parts of the program were divided into a number of segments called levels. Four to eight children who were at the same level of learning, and who were of approximately the same age, were brought together to form an instructional group in reading. The grouping of children of a classroom in levels provided an excellent opportunity to use teacher-aides to assume responsibility for groups other than the one in charge of the teacher at any given moment. The question involved presents itself forcefully: To what extent can this responsibility for separate groups be effectively assumed by untrained teacher-aides?

THE PROGRAM IN OPERATION

The classrooms: observation

All the classrooms observed were large and cheerful and adequate. The content of the activities was centered on the needs and interests of the children. The number of classrooms visited was small, and at least to one observer, insufficient for thorough analysis of a complex program. However, the observers were able to determine the place of the teacher-aides through observation and descriptions by teachers and aides in extensive interviews with them.

Two first grades, one second, third, fifth and sixth grade classes were visited. The activities in each of the first grades were notable in terms of the criteria for utilization of teacher-aides. At the Columbus School, in the first grade the teacher sat at the front of the room with eight children in a semicircle, working on "s" sentences. She was completely involved with the children, answering

each by word or motion, even when several were demanding attention at once. Occasionally she could be heard saying "good", or "very good". The children's attention, in turn, seemed to be altogether centered on her. The room was quiet but the children communicated with each other from time to time.

One teacher-aide at the right rear side of the room worked at tables with four children on collages. A second teacher-aide worked with three children at the rear left of the room on learning how to follow directions by coloring outlined figures on a ditto sheet. She was getting each child to print his name, a task which appeared to be difficult for them. She was assisting one child particularly. Apparently this was the slowest group. The eight children with the teacher appeared to be in the most advanced group.

The teacher, after approximately five minutes, went to the first teacher-aide and asked if her group was ready for reading at the front of the room. The teacher-aide replied, "No, not yet." Without questioning the aide further, the teacher returned to her group of eight to get them started in independent activity related to their "s" sentences. The first teacher-aide finished collages with her children and then moved them to the front of the room, ready for the teacher who was continuing to help the group of eight.

The second teacher-aide at the rear of the room with three children, collected their coloring, and got out flash cards for other children. Two of her group joined those in a discussion with the teacher at the front of the room.

Interaction between teacher and teacher-aides appeared to be quite subtle; they seemed to understand the timing involved in the changing tasks and the need for the movement of the children. The teacher had consulted the first aide and had not interrupted the aide's group activity, accepting the aide's statement that the group was not yet ready for change. One observer left the room at this point, realizing that it all had happened, but with a now-shaken conviction that it could not happen under all the circumstances.

A first grade at Lincoln School was similar to the first grade at Columbus School with one additional element. The principal of the school was participating as a reading teacher. The classroom teacher was at the front of the room with eight children around a small table conducting a conventional reading session. The principal was at the rear of the room at a small table working intensively with two boys, who appeared to have had unusual difficulty learning to read. The principal was using a variety of materials, chalk board, cards, dittoed material, and a variety of techniques. The principal was extremely attentive to the children, responding to them with eyes, hands, nods of his head. The children responded just as completely.

One aide was working with one child on letter sounds. She had the child identify the initial letter of the word the picture she showed him represented, but failed to require him to make the sound of the letter. Another aide in the rear of the room used the paper slicer to prepare small cards of colored paper. The activities changed after about eight minutes, but the groups remained constant, the same adult stayed with each group. There was no apparent interaction among the adults in the program.

The second grade was observed at Lincoln School. The teacher worked intensively with two children. One teacher-aide moved around the room helping eight children at their seats working on dittoed materials. The second teacher-aide worked with four children in the rear of the room with flash cards. No interaction between any adults was observed.

The fifth grade observation took place at Lincoln School. The teacher was at the blackboard writing math questions for 12 in their seats in the middle of the room. The teacher seemed flustered by the introduction of the observers. The first teacher-aide was working with one child directly in front of the teacher, rather than at a removed, quiet location. The second teacher-aide was doing desk work at the rear of the room with a group of four children. No interaction was observed.

The Teachers' evaluation of teacher-aides

In interviews with the teachers and in training sessions including teachers and aides, the range of teachers' opinions about the aides was great. Among the positive statements were:

"The need for aides to function at a high level is apparent."

Three teachers: "The aides are very helpful."

"They are wonderful. They help with the needs of the children."

New teachers reported having difficulty in thinking up ways to use aides but teachers with experience in teaching disadvantaged children saw possible uses for other adults in the classroom more quickly. Children now seem to be learning as they had not learned before, these teachers reported.

One teacher declared, "I am now much more aware of the language style of these children; I no longer feel the children's style of speaking is hostile."

"Parents are changing their own sense of worth. Their own skills are developing; through effective utilization of these skills their self-image changes."

"After working with aides, I have been more alerted to how children feel, what their concerns are. A child came to the first day of school this year in a brand new, heavy sweater, which was clearly too warm to wear all day in school. The child obviously did not wish to remove the sweater. I decided that rather than enforcing the school rule about hanging all outer clothing in the coat room, I would ask the child if she would like to fold the sweater and keep it in her desk, so that 'nothing would happen to it.' She was willing to comply with this request, and spent the day working profitably at her school work, taking only occasional peeks at her new sweater in the desk, instead of worrying about what was happening to it in the coat room."

"The aides have been extremely revealing. The aides said they wanted their children's language corrected. We have had to interpret to them that teaching does not always imply correction. That there can be constructive feedback and reinforcement of proper language patterns which do not involve overt correction."

"The aides have progressed in thinking about discipline, from 'We want certain things done to our children' to, three weeks later, 'How do you handle this?'"

More negative statements from teachers were:

"Teachers and aides tend to sit separately in the lunchroom, and during coffee breaks. Teachers don't want to thrust themselves at the aides who may be feeling their way in a social situation."

"The aides in the upper grades have certain inadequacies. They can't read a simple story. Can't handle fourth grade social studies lesson."

"My teacher-aide is seeking intuitively to have the experiences that teachers have about really fundamental things. I think she needs some basic preparation."

"There are two aides in my classroom—one is willing and one is more dependent."

"We need a 'removed' person as an evaluator. This person could take care of the aide coming in late. I didn't say anything when my aide was coming in five minutes late, but now it's getting to be ten or fifteen minutes."

"What worries me is the kids: what they're getting out of this experiment."

"There are so many experimental programs. How do you know which one works?"

"Aides need more training in how you teach math or reading."

"Personality conflicts are a problem. There is more friction between two aides in the classroom than between teacher and aides."

The teacher-aides' reaction to the experience

The aides in group interviews reported that they like teaching, working with two or three children, listening to the children. They say that the children are not afraid to respond in a small group; the children enjoy talking about themselves; that parents often don't really listen to their children; and working with one child stimulates him. They listen to the fantasies of the children and try to find ways to motivate them to learn.

In their own homes they say their work at school helps them to be more patient with children; they say they feel more tolerant with their own children, and understand better the value of the time spent with them.

When the aides were asked how they knew what to do with the children in school, they answered: "I would watch each child in the room and go to the one having difficulty." "Children start talking to you." "School has one way of teaching but all children do not learn that way." I had one child who was having difficulty distinguishing between letters. I had him trace a letter on a large sheet of paper, running his finger over it to get the feel of the letter. Another thing you can do is trace the letter on the child's back to help him feel it." "As a mother you feel the needs of these children." All the aides agreed on the need of children to read. They said they wanted to help them learn.

The aides spoke clearly and without hesitation of changes they would like made in the program: teachers and teacher-aides should have a week of orienta-

tion together; more orientation in content areas is needed, especially reading and spelling and new math, and more in the specific grade areas in which they will work; more than one week of orientation is needed, as well as more psychology, more science; more time should be scheduled with the teacher during the program; and more time should be provided after school when teachers can show aides what they did in the classroom.

They spoke of wanting to help the teacher and of wanting to plan with the teacher. One or two found great delight when a recalcitrant child opened up to them. One discovered a child could not read at all. They wanted more respect from the children and more rules for the children.

The reactions of the neighborhood aides

Four neighborhood workers in each school worked out of the guidance department under the supervision of the guidance director and with the help of the psychologist. Neighborhood workers were available to all the teachers in the school who did not have two assigned aides in the classroom. The neighborhood workers reported that they got designated parents to come to school to make use of the facilities and services available to them. When one worker got a request to visit a neighbor of her own, she turned it over to another worker. Occasionally they persuaded the nurse to make home visits. If it became necessary to make evening calls, neighborhood workers received compensatory time off.

The neighborhood workers maintained that most parents, when urged, came to the school, although the guidance counsellor said later that few parents had come. When there was resistance to the neighborhood workers' requests, they said, quite logically, "We feel our way." If a parent asks, they stay outside the house during the home visits. Usually, however, the worker had called by telephone (if there is one) before going a great distance. If the parent cannot come to school, the neighborhood worker presented a "conference sheet" filled out by the teacher on which the child's progress in the various subjects dealt with in the school periods is described as "excellent," "satisfactory," "working below capacity," or "special learning problem."

They said they spent about half the time in the school and half in the community. They went into the homes sometimes where they found persons they knew through some outside connection, such as P.T.A. or Girl Scouts, and found the common membership was a help in establishing friendly relations. There was unanimous avowal that they applied for the job because "We wanted to be needed, not because of the money." Among other motives were: "My children's education is involved;" "I gave up a key-punching job to work in school because working with people is more important;" "I love working with children."

Other tasks they spoke of included: working in the office with children needing help; getting new parents to come to school; planning for a Saturday movie; organizing a school-community dance for adults.

They expressed needs for improvement in program in these terms: more training in the orientation sessions which were "really just for teacher-aides;" more understanding by teachers of duties of neighborhood workers; more communication between aides and teachers, aides and administrators; scheduled time for aides to talk with teachers.

Tasks neighborhood workers occasionally do, which have not been recorded above, cover checking on attendance, tardiness and related situations; organizing and assisting with parent discussion groups; setting up a place for receiving children who need temporary removal from the classroom or class activity; providing an atmosphere which will help to prepare the pupil for the earliest possible return to the classroom; helping pupils who are known to get lost to find their appropriate rooms; accompanying classes on field trips; observing in classrooms to understand school programs; assisting the guidance consultant in other areas as indicated; involvement in organizing playground activities or recreational activities during noon hour; and observing pupils in classrooms when requested by the guidance consultant or teacher.

The inservice training

The inservice training was conducted in each school each week for two hours under the direction of the University of California School of Criminology. It consisted of a modified T-group approach emphasizing effective learning. The content of the T-group sessions constituted the data for the research component of the project.

One week the teachers, teacher-aides, and neighborhood workers met separately; the following week they had a combined meeting. To achieve small intimate groups in which views and ideas could be expressed freely, meetings were held at each school, and, in addition, the combined meetings were divided into two sections.

In one of the training sessions observed, a number of topics were raised and discussed briefly. There were a few moments when no one volunteered to speak and some prodding on the part of the leader resulted. He later told a member of the visiting team that it had been a very slow meeting without much emerging from the group itself. He suggested that the Study Team's interviews had taken a lot out of the teachers and aides and caused them to "dry up."

At another of the observed training sessions the concern with which the meeting began was punishment. The social worker, who did the actual leading, explained to the aides that punishment effects no change. "The children who are most resentful here had the most beating." A little later she urged that aides should not confront parents with wrong-doings of a child but report it to a teacher. An aide said, "I'm negative to the idea of suspending a child. I'd want to ask, 'What have you done for my child?'" From that point the discussion rapidly evolved into mass verbal assault by the aides (acting at that point only as parents) on the teachers.

At a third training group session the aides (again apparently forgetting they were aides), as parents, complained that Negro children were discriminated against when they are ready to enter high school. "If a child comes from Columbus and goes to Garfield (the high school), he is automatically placed on the lowest track." "If the children were taught early they would be fully competent when they reach high school." The teachers responded that they should not be blamed for what had happened years before. The spokesman for the aides proclaimed, while the others nodded their heads affirmatively, that their children are as bright as white children, that parents should tell the person who decides the tracks, "Take my child out of the low track because I know he is bright."

A sixth grade white male teacher asked if the aides know the statistics, "It is the same problem in other cities." After this discussion the leader attempted to arrive at a topic for the next session.

The leaders of the T-groups were graduate students at the University of California and were prepared for their role as group leaders at a weekly seminar held on the University campus, conducted by the project research director. At these seminars the process involved review of the previous T-group sessions and adoption of strategies for the next session. Preparation for each seminar consisted of listening to tapes of the previous T-groups sessions. A group process observer (a more advanced graduate student) said a teacher told her teachers could not criticize aides nor accept criticism from them. Aides were reported to have said only good things about each other. Generally the trainers agreed that the teacher should preserve professionalism but be friendly with aides. The trainers noted that aides and teachers tend to sit separately in the lunchroom and at coffee breaks. In some instances, the group agreed, aides were using trainers as a bridge to the administration, and suggested that aides were more sophisticated at attempts to manipulate others, including trainers.

At an interview with the staff, it was suggested that trainers may be hearing negative expressions from aides, because the aides' new closeness to school opened up their feelings of inadequacy. The project staff believed that this reaction may have to be lived through before the aides can go on to an intellectual understanding of what the school is trying to do. One group seemed to be entering the second stage as it has moved beyond discussion solely on discipline and on to content. At the beginning of training the aides bring with them the parents' concept of authority status. To them the teacher is the authority figure. The staff stated that each culture has its own learning style; these aides are reflecting problems of motivation and a sense of powerlessness.

One teacher commented in an interview that the first part of the training program should concentrate on content and the classroom and let the "human relations stuff" come later. Opinions about the trainers differed among the teachers: some teachers feeling they were good leaders, others that they did not supervise the groups effectively.

Two of the trainers reported in writing that to date (after six weeks) there appeared to be some anxiety in much of the group about what will come out in the meetings and what use might be made of disclosures in the T-group sessions.

The fear focused not only on others in the group but also on the project administration. The two trainers believed that one norm of the group was that it is best not to speak and behave so that discomfort occurs in group situations. They cited instances of an aide becoming more cognizant of her own tendency to project her short-coming; of a person attaining an ability to express herself well; on the other hand, of a teacher with middle class values becoming less accepting of the views of others.

Observation of the trainers in action with their groups led directly to the conclusion that they were doing very little leading in situations in which the group discussions called for freedom within a structured framework.

IMPRESSIONS FROM VARIOUS SOURCES AND RECOMMENDATIONS

(1) If the program aims to change parent attitudes toward authority in the home, it should involve the community so far as it is at all feasible. A step in this direction was taken as the Economic Opportunity Organization and the Urban League did the initial screening. The community influences the attitude in the homes and will need to be related to the program if the school is to be effective as a change agent. The school cannot do the job alone. That there needs to be great care taken is surely true, but a beginning might be made through the professional workers in the area, social workers, and trained personnel in other agencies.

(2) Many teachers and aides expressed need for longer preservice training. They raised more than one question. a) Is it possible to lengthen the 30 hours devoted to training? b) Will a careful examination of the difficulties met in the program form a basis for a better preservice course that will give teachers more assurance of ability to use aides, and aides a better notion of what is expected of them than the contents of *Cultural Patterns of Differentiated Youth*?

(3) One of the criteria for selection of teacher-aides and neighborhood workers is that they "must be willing to abide by the rules of the school." It would seem sufficient to impress upon the parent workers that they would be entering an ongoing institutional and professional system during the screening interview without being arbitrary or dogmatic. However, the Study Team made observations after only six weeks of program operation, and some progress toward understanding was evident.

(4) More time is needed in which teachers and aides can talk together. The 20-minute periods before and after the school session reportedly were usually taken up by other and more pressing problems.

(5) Teachers and aides continued to be separated by a considerable social distance after six weeks of the program. A suggestion was made by an aide that one or more brief social gatherings before or during the preservice training might have eased the tension. This was done at one of the two schools. Probably teachers would accept the responsibility of making first advances in such gatherings in another year.

(6) The large number and diversity of activities proposed by the planners of the program for the neighborhood workers and discovered by them and the teachers, provided a striking contrast to the relative hesitancy to designate functions and activities for the teacher-aides. This suggests alternatives for the future: a) the number of neighborhood workers may be multiplied; or b) teacher-aides may train for a school year as neighborhood workers; or c) a study of the reasons for the ready acceptance of the role of neighborhood workers may indicate suggestions to be applied to teacher-aide relations.

(7) A suggestion from a teacher had logic in it: to discuss content in initial training and later human relations. The same sort of idea came out of T-group training and other group process deliberations.

A PROFILE OF A PROJECT TO TRAIN AUXILIARY SCHOOL PERSONNEL (TEACHER-AIDES) IN CONJUNCTION WITH AN NDEA INSTITUTE FOR ADVANCED STUDY FOR TEACHERS OF DISADVANTAGED CHILDREN

(Sponsored by The University of Maine, Orono, Maine)

Travel folders will tell you that the State of Maine is larger than the other five New England States combined. They will tell you that within the borders of the State is the largest fresh water lake contained entirely within the United

States. Perhaps you will even learn that Maine's largest city, Portland, has a population of 72,000.

When you turn to the 1960 Census you find that in that year 22.8 percent of all Maine families had incomes under \$3,000. A further breakdown of that figure reveals that 40.5 percent of farm families were under the \$3,000 income level. In 1964, the U.S. Office of Education ranked Maine lowest among the states in the percentage of high school graduates going on to higher education, only 31 percent of whom do so. The educational statistics of the State reveal that, in 1960, the median level of schooling for the adult population was 11 years, and that the dropout rate in high school from 1961 to 1965 was 40 percent. The staff of the University of Maine Project to Train Auxiliary School Personnel offered as partial explanation for this revealing statistics, the fact that Maine has an abundance of tiny secondary schools which are unable to provide either a varied or stimulating curriculum, or even a curriculum which would prepare students to compete on the college level with graduates of better high schools in Maine and elsewhere. Further the staff noted that many teachers living in rural areas, in daily contact with rural poverty, do not, themselves, recognize the extent to which this poverty is a blocking factor in a pupil's ability or willingness to benefit from the learning-teaching process.

In recent years both emphasis and urgency have been given to the war on poverty in large cities where privation is immediately visible and threatening to the welfare of the entire society. The University of Maine, in its proposal to sponsor an institute to prepare auxiliary personnel for a role in education, said, "The plight of rural disadvantaged Americans, while less visible, is no less compelling of concern."

In 1965, The University conducted an institute on the needs of rural disadvantaged youth in Maine and the success of that institute confirmed the staff's initial judgment that "continuing attention is needed to solve the problems of rural education."

The University was able to provide that "continuing attention" in the present project, with funding from the Office of Economic Opportunity, in conjunction with an NDEA Institute for Advanced Study for Teachers of Disadvantaged Youth.

The primary objective of the project was to prepare auxiliary personnel to participate in the learning-teaching process in such a way as to make a genuine education contribution while offering the possibility of meaningful employment for welfare recipients. Speaking of other significant goals, the proposal continues, "An exploratory program of this type has goals beyond the training of 30 teacher-aides to assume already defined roles in the educational hierarchy. The role of the teacher-aide is really in the process of definition." The staff also believed that such a program, if successful, would produce shifts in the teacher's and the auxiliary's self-perception.

It was, therefore, proposed to incorporate in the program the study of possible self-perception shifts. This was particularly appropriate since mothers receiving Aid to Dependent Children were to participate as auxiliaries. The stereotyped notion of a person "on welfare" had had an impact on the self-image of these mothers.

The project base was an Orono (Maine) public high school which serves as the practicum school for the College of Education at the University of Maine. All the activities of the Institute were conducted at this school except for the audio-visual workshop for the auxiliaries. This component was held on the University campus because of the problems involved in transporting equipment.

To assist in planning the program, superintendents and principals whose teachers were attending the NDEA Institute were consulted by the project staff prior to the beginning of the program at the University. The Maine Department of Health and Welfare was invited to help plan selection criteria and recruitment procedures because the focus was to be on recruiting recipients of Aid for Dependent Children. The Maine Teachers Association (MTA) was also involved in the planning, and assisted in publicizing and supporting the program. The executive secretary of the MTA, who had one time served as a staff member of the Office of Economic Opportunity, served as a consultant to the program.

PROGRAM PARTICIPANTS

Thirty teachers, between the ages of 26 and 58, participated in the program as enrollees in an NDEA Institute for Teachers of Disadvantaged Youth. These teachers were recruited through the Maine Teachers Association and the prin-

cipals of their high schools. One criterion for selection was that the teachers come from schools where there was a possibility of employing auxiliaries.

Twenty-five mothers were recruited and selected to participate as auxiliaries in the program. They ranged in age from 20 to 50, and all except two were receiving Aid for Dependent Children. These applicants were recruited through the efforts of the Maine Department of Health and Welfare. Social workers whose case loads included such women were apprised of the opportunity and, in turn, explained the availability of this training to women they believed would benefit from it and might make effective use of it. In some cases the social worker helped the client apply to the project; in other cases the applicant took the initiative. The two young women not receiving Aid for Dependent Children were recruited through the principals of their schools.

The criteria for selection of auxiliary-candidates were that the candidate: 1) be at least 21 years old; 2) be at least a high school graduate or express willingness to prepare for the High School Equivalency Examination; 3) be in good mental and physical health; 4) have her youngest child of school age; and 5) have a family income in the poverty range. Eligible candidates were given a battery of tests at Camp MAIN-Stay, including measure of assumed similarity and social distance. These women were further screened by the staff of Camp MAIN-Stay and by the director of this project. (Camp MAIN-Stay is an organization with wide experience in work with disadvantaged children and their families).

PROGRAM STRUCTURE

Following a two-week orientation program at Camp MAIN-Stay, the auxiliaries and their children moved into a fraternity house on the University's campus, where they remained in residence for six weeks. The teachers were housed locally or commuted from their own homes.

In the early morning, teacher- and auxiliary-participants attended class separately. The instructional program for auxiliaries included typing and preparation for the High School Equivalency Examination. The teacher-participants attended classes in sociology of disadvantaged groups and educational psychology and child development during this time.

At 10:00 A.M. both groups met with the children in the practicum classes. The pupils in the practicum were the children of the auxiliaries. There were five practicum groups, each having, generally, six teacher-participants, five auxiliaries, and approximately seven children. Usually only one teacher-auxiliary team worked at a time, while the others were observers. Audio tape and closed circuit television were used for observation and evaluation of these instructional activities. Staff members, teacher-participants, and aides joined in criticizing the learning-teaching activity. Opportunities were provided for participant experimentation with such procedures as: large group instruction, non-graded grouping, small group instruction, grouping by maturity, interest, and ability, one-to-one tutorial instruction, and team teaching. Opportunities were also provided for the investigation of highly directive instructional techniques and unobtrusive "discovery" methods. Each practicum class was supervised and organized by a member of the Institute staff. The practicum lasted until 3:00 P.M.

Every day directly following the practicum, the teacher-auxiliary teams met in small seminar groups to evaluate the practicum experience as well as other facets of the program. Occasionally these meetings were replaced with seminars on particular problems. There were seven such seminars during the project.

From 4:15 to 5:00 P.M. the auxiliaries participated in workshops dealing with audio-visual aids or dramatics. The teachers used this time for independent study.

Field trips were organized for the children in the practicum, on which they were accompanied by both the teacher-participants and the auxiliaries.

Each practicum group made two video tapes which were used in discussions, primarily for the exploration of the shifts in self-perception which the project staff had proposed as one of the objectives of the program.

The design and content of the program was directed toward preparing auxiliaries to assist children, individually and in small groups, in remedial work and in independent study, under the supervision of the teacher. The auxiliaries also performed clerical, monitorial, and custodial functions; operated audio-visual equipment; and prepared materials for class.

The flexibility of the program, its sensitivity to the needs and desires of the teacher-participants and the aide-trainees, and its capacity to change structure and focus were notably enhanced by the presence of three process observers. These staff members were asked to observe with sphinx-like detachment all activities in the program from its very heart—the practicum—to activities of peripheral interest in which teacher or aide might be involved. The process observers were asked to “feed back” to the staff, no less than weekly, the fruits of this labor. Staff meetings inevitably extended beyond their scheduled limit because of the interest generated by observer reports.

IMPRESSIONS OF THE PROGRAM FROM VARIOUS SOURCES

“This program,” said one member of the Visitation Team, “reflected the careful planning which went into it.” The purposes of the Institute were clearly stated in the proposal: to enhance the quality of education through the use of auxiliary personnel, to offer the possibility of meaningful employment for the indigenous poor through a program of instructional experience, and to work toward both role definition in the educational process and improved self-perception of the individuals involved in the program. Each purpose was treated separately in program planning to maximize the possible benefits accruing to all concerned—the individual participants and all involved in the learning-teaching process. The resulting design then incorporated the goals and the pertinent techniques and strategies into a single program.

Although the selection of mothers receiving Aid for Dependent Children seemed to fit admirably in the overall objective of the program, it evoked immediate resistance from the teachers: “These are not the kind of people you want in a classroom.” Many teachers later admitted that this initial reaction could be attributed to stereotyped notions about people on welfare. It became clear that one of the purposes of the program would thus have to be to change the teachers’ impressions of these specific persons and through this new perception to challenge stereotypes about welfare recipients.

Most of the auxiliaries lacked a high school education and many had experienced family disorganization with attendant personal and economic problems. One staff member said, “The auxiliaries came on the defensive, not knowing what to expect.” Close contact with these mothers, through the program, revealed that most of them were looking for a new direction, a change in their lives.

The director of the program observed that the auxiliary’s image of herself “began to change just by virtue of leaving the home situation.” He added, “She was no longer just another ADC mother: she was a woman getting dressed up and going to work. That made a terrific difference.”

The desire to change was further established when eight out of 12 who took the high school equivalency test, passed the examination at the end of the summer. The teacher-participants who had helped by tutoring in the evening shared the auxiliaries’ pride in their achievement.

A one-hour typing class each morning may have had little direct bearing on assistance in a classroom, but the development of such skills (“cosmetic skills,” the director called them) did much to alter image and relationship. It was an occasion for jubilant celebration when one auxiliary passed her 70-words-per-minute test in typing. (Most of the others were able to type over 20-words-per-minute by the end of the project).

Commenting on the acquisition of such competence, a staff member said, “If the auxiliary has no skills, if she walks into a classroom and is told to sit over there and wait for an errand, she is defeated. If she has skills, she can cope with the situation in which she finds herself.”

The background of the mothers was occasionally richer in some aspects of living than that of the teachers with whom they worked. One auxiliary, for instance, who had come from a military family, had travelled extensively and lived abroad—for several years in Turkey.

Shortly after the program began, the visiting team was able to perceive the high esteem in which the teacher-participants held the auxiliaries. Such acceptance by the teachers was a source of obvious gratification, even elation, to the auxiliaries.

While one purpose of the program was to offer opportunity for new careers for the disadvantaged, it also worked to the advantage of the schools. In the staff’s opinion, the program revealed definite benefits in several areas. The auxiliaries

not only acted as a bridge between school and the low-income children, but were able to get to understand the children and know them in a new way through helping with their speech and reading problems.

The proportion of teachers and auxiliaries to children in the practicum was designed to give each participant an opportunity to work closely with one child at a time. Although the teacher-participants were at first bewildered by such an "unreal" situation, the project staff defended it on the basis that it gave the teacher an opportunity to concentrate on teaching rather than using time and energy on problems of control. The project director made the observation that "teachers tend to fly to administrative problems. They often become involved with the 'how' of handling a situation rather than in teaching." This situation provided an opportunity to innovate, to see what could be done, given ideal circumstances, then to adapt and transfer as much of the new approach as possible to the regular classroom. "Anyway," he added, "standing in front of 70 kids and lecturing on the history of Maine can scarcely be called a 'real' situation."

The program was designed to use the interaction between teachers and aides in the classroom as a departure point for discussion and counseling. The three staff observers noted that sufficient time was scheduled to permit full development of these processes. They also found that the effectiveness of an auxiliary's participation in such team or group discussions was generally reflected in her effectiveness in the classroom. The auxiliary who participated actively and freely in these discussions, was just as positive in her role in the classroom.

The project staff also believed that the value of the three staff observers in this program indicated the need for a full-time observer in the school at all times.

The teacher-participants of the NDEA Institute which was associated with this project met together near the close of the program to evaluate their experiences. They made a number of recommendations for changes which they would like to see in future programs of this nature. Orientation, both for teacher and aide participants should be longer, and both the objectives and process of the program should be interpreted to all the participants. Communication during the program, between participants and staff, could be facilitated by having a member of each practicum group attend staff planning meetings. Teachers expressed the need for the practicum to be scheduled for more than three weeks. Teachers also believed that time should be scheduled so aides will have fewer conflicts between instruction (such as A-V classes) and planning time with teachers related to the practicum.

Teachers also believed that the selection criteria for teacher-participants might be changed. Their feeling was that teachers who choose to attend an NDEA Institute tend to be those who desire self-improvement. They believed that "other teachers needed the experience more."

The staff reported that the training would be assured of more impact once teachers and aides were working in their schools if they could have been selected in teams of one teacher and one aide who would train together and then return to the same classroom to work together during the school year.

Evaluation of the overall program by the project staff revealed the advantages of embedding an integrated auxiliary and teacher training program in the context of a real, though admittedly innovative, instructional program for rural disadvantaged children. The quality and quantity of interaction among staff-teacher-aide-child, all channeled towards improving the learning situation for children, resulted in a successful learning experience for staff, teacher, and aide as well. Certainly questions remain unanswered but a few have been clearly and conclusively answered: insofar as this demonstration is concerned. "There is *no reason* to disqualify a person as a potential auxiliary in the classroom solely on the basis of her status as an A.D.C. mother. A highly intensive program of relatively short duration *can* begin to change the stereotyped thinking and attitudes that teachers have of poverty families and of A.D.C. mothers in particular. Stereotypes that children and mothers from disadvantaged backgrounds have developed of teachers and school *can* be brought into question when opportunity is provided for communication in a natural, mutual effort to improve the learning situation for children. A whole host of attitudes that teachers have developed concerning children, subject matter, and learning that tend to make the classroom rigid, cold and inhospitable *can* be affected by the introduction of aides."

The Director believed that in the Maine program such changes did and therefore *can* occur. Whether positive results can or will be duplicated in less for-

tuitous circumstances remains to be seen, but the fact that some shift in attitudes and self-perception appears to be possible under laboratory conditions encourages further effort to achieve these outcomes.

PROFILE OF ORIENTATION-TRAINING PROGRAM FOR TEACHERS AND TEACHER AIDES WORKING IN THE 1966 SUMMER HEAD START PROJECT

(Sponsored by Office of Economic Opportunity Training and Development Center, California State Colleges: San Fernando Valley, Los Angeles, Long Beach Calif.)

INTRODUCTION

The O.E.O. Training and Development Center is a tri-college training facility representing San Fernando Valley State College, California State College at Long Beach, and California State College at Los Angeles. In September, 1965, the Center was funded by a direct grant from the Office of Economic Opportunity, Washington, D.C., to provide for the training of personnel, both professional and paraprofessional, to work in poverty areas.

Since its inception, the Center has trained 3,000 adults to work in poverty areas of Southern California. Two-thirds of this population were paraprofessionals. The values which guided the Center's work were two-fold:

- (1) Highest professional competence possible must be employed to train personnel to make the poverty program as effective as possible.
- (2) There must be a commitment to the maximum feasible participation of community people.

The Center has stressed co-planning with trainees and has had a profound trust and faith in their latent skills and abilities.

Training paraprofessionals for Head Start project

Neighborhood residents, especially mothers of pre-school children, can become excellent teacher-assistants if they are carefully selected. Assistant teachers should have all of the human qualities that a teacher has, plus a willingness to learn and expand their horizons. They work directly with the young children and must have strengths to bring to these children. . . .

Using neighborhood residents, especially mothers, pays off in two ways. By working with children under the direction of a skilled teacher, these teacher-assistants become more skilled with their own children and more knowledgeable about ways of enriching the life of their own children. There is not a better course in child development than working directly with children under good guidance. But neighborhood residents will also bring many assets to their job—they will be giving as well as getting. They may have a special feeling for the qualities and strengths and needs of the young children of the poor. They may be skilled in talking to the parents of these children, interpreting to them the value of the experience the children are having. . . . Teacher-assistants should be chosen both for how they can contribute to them (Head Start children) and to their own children.¹

This rationale for using neighborhood residents, developed by Project Head Start, describes the strengths which neighborhood residents, particularly mothers of young children, can bring to the child development program. The O.E.O. Training and Development Center conducted a series of programs designed to train Los Angeles County neighborhood residents as teacher-assistants so that they would be able to use their inherent strengths and learn new skills for the benefit of the local Head Start programs.

The purposes of the project were to provide adequate entry level preservice preparation for teacher aides so that they could begin functioning in local Head Start programs and, to a lesser extent, to develop local community leadership. Broad goals included:

- To help aides obtain new insights into school-community relations;
- To help aides improve their skills in perception and in communication;
- To help aides develop an understanding of the ethics of the teaching profession, especially as they relate to the role of aides;

¹ Project Head Start, Community Action Program, Office of Economic Opportunity, *The Staff for a Child Development Center*, Booklet #1, Washington, D.C.

To broaden concepts of child development and the learning process;

To acquaint aides with the pre-school curriculum and their role within it;

To define the duties which the aides will undertake and to help them acquire the requisite skills.

The modification of self-concepts was given special emphasis because the O.E.O. Center realizes the importance of positive self-concepts in auxiliaries. A program that is academically sound and helps the auxiliaries learn specific skills will be a failure unless it also affects the self-concepts, attitudes, and feelings of the participants so that their behavior will be modified.

Conference with Bank Street College

On June 3 and 4, 1966, representatives from the O.E.O. Center and 14 other federally funded projects were called to New York City by the Director of the Study of Auxiliary Personnel in Education, conducted by Bank Street College of Education. The purpose of the conference was to design and plan a study for evaluating the roles and functions of auxiliary personnel participating in educational programs. At the time of this conference, the O.E.O. Center was planning an orientation-training program for 120 teachers and teacher aides for the 1966 summer Head Start project.

This population of 120 trainees represented a small percentage of the ongoing programs, but since the cooperative evaluation required pre-testing and post-testing, this relatively small group was the only one on which data could be collected.

SPONSORSHIP

The Economic and Youth Opportunity Agency (E.Y.O.A.) of Los Angeles County subcontracted to the O.E.O. Training and Development Center the training of the professional and paraprofessional personnel for the 1966 summer Head Start program.

One-week of orientation, to be followed by inservice training, was requested by E.Y.O.A. Concern was expressed by the O.E.O. Center over the effectiveness of a one-week program because previous programs for Head Start held by the Center were two-week sessions; however, the funding agency had no alternative because of the limitations of time and budget.

With such a time limit (30 hours), choices had to be made as to prime objectives for the training session and careful planning had to be made for the inservice programs.

PURPOSE

The purpose of the June 20 to 24 Orientation-Training program was to prepare the 120 teachers and teacher aides to work cooperatively with each other and with all auxiliary personnel in the Head Start Child Development Centers.

The program was designed to familiarize the teacher and teacher aides with the objectives and expectations of the Head Start program; to acquaint the participants with the resources, agencies, and services of the community involved in the Head Start program; to provide a study of the growth, development and special problems which participants might encounter in their work with Head Start children, and to initiate the learning of requisite skills needed in working with four-year-olds.

The objectives of the program are to help each participant to:

Develop an understanding of the rationale of Head Start and its implementation in the Child Development Centers;

Gain some insights relative to the Head Start Child—his growth and development, how he learns, his special needs and problems;

Develop a positive self-concept and help him to gain an understanding of the relationship of a positive self-concept to learning in the Head Start Child;

Develop the overall curriculum and plan specific programs for Head Start children;

Learn how volunteers may be used to implement the program in the Child Development Centers and in the community;

Develop some initial skills and competencies in working with varied media appropriate for the four-year-old with special emphasis on the art media;

Become aware of the importance of working as a team in the Child Development Center to guide the development of the Head Start Child.

IMPLEMENTATION

To achieve the objectives of the program, participants in preservice training were involved in the following activities:

- Listening to speakers who developed the topics of the day (see programs), followed by questions from the trainees;
- Discussing the implications of the topics of the speakers (in small groups);
- Visiting selected Head Start Child Development Centers, followed by guided discussions;
- Viewing films appropriate to topic under discussion;
- Role-playing potential problem situations which might arise among staff members and discussing possible solutions;
- Participating in clinics and workshops such as developing a day's program, effective use of space, both indoor and outdoor, and selection of appropriate instructional materials;
- Viewing exhibits of children's art work from Child Development Centers, working with science materials and equipment, browsing through books;
- Working with a variety of art media;
- Observing the children's reactions to and involvement in a puppet show;
- Learning songs appropriate for Head Start children;
- Discussing informally the problems raised by speakers or participants.

METHODS OF RECRUITMENT AND SELECTION

Recruitment was carried on by the neighborhood delegate agencies. When participants were asked how they heard of the program the responses varied: "My daughter was in school and she came home and told me about it;" "I helped the teacher where my son was in school and she told me about it;" "Through our pastor." Several replied, "Through the Community Action Agency."

The following criteria to be followed by the delegate agencies for the final selections were established by E.Y.O.A.:

Head Start teachers

"The prospective Head Start teacher must meet one of the following sets of requirements:

A college degree in early childhood education with 12 units in early childhood education or in child development;

No teaching experience required.

or

A college degree, with 12 units in early childhood education or in child development which must be completed by 1968; and 2 years experience working with young children ages 2-8 years, outside one's own family.

or

Two years college completed in general education, with 12 units in early childhood education or in child development which must be completed by 1968, and 3 years experience working with young children ages 2-8 years, outside one's own family."

Head Start teachers aides

"The requirements for the prospective Head Start teacher-aides are:

(1) high school graduate;

(2) 2 years experience working with young children age 2-8 years, outside one's own family;

(3) from a family of four or less with an income up to \$4,000, with \$500 allowed for each additional family member."

Because of communication problems between E.Y.O.A. and the delegate agencies, the O.E.O. Training and Development Center had no contact with or knowledge of auxiliaries whom they were to train until the participants arrived on the first morning of the program.

PARTICIPANTS

The orientation-training program was concerned with two groups of participants: the aides and the teachers.

The aides were indigenous people who lived in the poverty areas where their Head Start Centers were located. One third of them were Negroes. Of the remaining two thirds, half were Mexican-Americans. The other half were

Anglos. They ranged in age from 18 to 51 years. Of the 43 aides who participated in the program five were men. A majority of the aides had a high school education plus one year of college, and had worked one year in a nursery school.

The 89 teacher-participants included 81 women and eight men who ranged in age from 21 to 62. The majority of teachers had five years of public school teaching in kindergarten through primary grades, but less than a year of nursery school teaching experience. Nine teachers had master's degrees; 28 had done some post-graduate work; 41 had bachelor's degrees, six had completed three years of college, and the remaining had two years college.

PRE-PLANNING

The program was designed and developed by a Planning Committee comprised of members of the O.E.O. Training and Development Center staff which included five training consultants who were nursery school specialists and had been working all year in the Head Start program; three training counselors who were professors from the California State Colleges; the Head Start Project Director; and the Assistant Training Coordinator and the Training Coordinator of the Center, who served as chairman of the Planning Committee.

The Committee had recommendations for the training from the teachers, assistants and aides who had received their training from the O.E.O. Center and were now working in Head Start Child Development Centers. The committee worked to include these recommendations into the structure of the program.

PROGRAM STRUCTURE

The program had two parts: a June orientation, and an inservice training program for the 120 professional teachers and paraprofessional aides working in Head Start centers extending from June 27 to August 26. Twenty-two training consultants from the O.E.O. Training and Development Center assumed the responsibility for the inservice training.

This training included presentations and demonstrations in the use of instructional materials; workshops in the areas of music, art, science; orientation procedures for Neighborhood Youth Corps participants and neighborhood volunteers. The consultants also helped in developing programs for parent education and in organizing community action programs for support of Head Start projects.

SETTING

The training was conducted at two different sites to accommodate the geographical locations of the trainees. One was located in an elementary school in Compton, California and the other in a church in the South-Central Los Angeles area. Each facility had adequate rooms to accommodate small-group discussions and workshops and a large area for the entire group to participate in the general sessions.

Number of trainees at each training site

Location 1: Phillips Temple CME Church, Education Building, 971 East 43rd Street, Los Angeles, California.

Number of Trainees: 44 teachers, 29 assistant-teachers.

Location 2: George Washington Elementary School, Compton, California.

Number of Trainees: 45 teachers, 14 assistant-teachers.

STAFF

The training sessions were conducted by staff members of the O.E.O. Training and Development Center who were nursery school specialists and teachers in the field of Early Childhood Education. Personnel serving as consulting specialists and speakers included college and university professors, representatives from community agencies and organizations, and public school personnel.

IMPRESSIONS OF THE PROGRAM FROM VARIOUS POINTS OF VIEW

A significant feature of this program was the emphasis upon the team approach to the teaching of Head Start children. In previous training programs, teachers and teacher aides had been trained in separate groups. As a result of this separation, when the two came together in the classroom, there were many instances

of conflict in philosophy and teaching procedure. The sharing of mutual experiences tended to build common bonds and common goals for the welfare and happiness of the four-year-olds in the Head Start program.

The team approach also gave the teacher and the aide an opportunity to know one another and to gain respect for the unique talents and abilities that each had to offer. The full utilization of these talents and abilities makes for a richer Head Start program.

Pairing the professional and paraprofessional teachers in Head Start training programs appeared to give the paraprofessional a feeling of prestige. Gradually the old concept of the teacher as the professional and aide as the underling began to fade. Both were needed to serve the children well.

The paraprofessional's most significant contribution, however, was the rapport with the understanding of the community and the problems children face while growing up in poverty areas.

One subjective measurement of the effectiveness of the training programs is the personal reactions of the participants. This form of evaluation cannot take the place of scientific evaluation, but it does indicate to what extent personal needs have been met and the feelings of the participants toward the program.

Time did not permit written evaluations of the one-week training program, but included in the report are selected responses from personnel participating in earlier Head Start training programs.

The following comments are direct quotations from teacher aides:

"Where else but in America, could we sit in one room, under one roof. We came from many sections of our great Los Angeles and Los Angeles County. We came with many hurts, yet we set and listen. Also when we were not pleased we had the liberty of talking against it. We sat next to each other, we laughed, we talked, we became angry, we cried, but together for two weeks and under one roof, in one room. Only in America."

"Because of Head Start picking such specialized persons to teach and to instruct us and also getting qualified speakers that understand poverty to speak to us, I have my heart in it that this Head Start program is going to be very successful."

"When I was told I could paint as many pictures as I wanted, I felt free and happy. I was so used to people telling me when and how to do things that I was overjoyed. Imagine how the children will react."

"This has been to me a constant reminder that the welfare of all children will forever be important and this (Head Start) is a way of showing the children as well as their parents and the community that some one cares—there is still hope."

"Head Start is the beginning to a long road back to a beautiful dream of what we means when we say American Democracy. So many things have happened to bring shame, heartaches and tears to some of us, and left some without plans for a future. Head Start is the long arms of fulfillment, not only for poverty families, but all Americans everywhere. I have enjoyed every hour in this program and have already applied my learning in my own family. And I can say thanks to Head Start for enriching my knowledge to live, love and enjoy the life we have in the good old U.S.A."

"The Head Start training program has helped me to have better understanding of the problems that will arise in the development and molding of lives of the children that will be under our care. I greatly appreciate the efforts of our consultant Training Teachers, who provided outstanding speakers, films, songs, and also the 'buzz' discussions in which we were all able to participate."

"This training program I feel was most successful, because it made me open my eyes to see the great need there is in helping poverty stricken children and their families to gain their self-confidence, respect and dignity."

The following comments are direct quotations from teachers:

"The training program should always remain a requirement for Head Start. Both the theory and the practical side were most beneficial to me."

"I feel that a comprehensive program such as we have been given during the past two weeks, increased our knowledge of children's needs, and gave us better methods to help in guiding them to the fulfillment of these needs. Thank you for a most inspirational session."

"This program I think is best said to be necessary and enriching. Thank you for the opportunity to join in building not kids for the world but the world for their kids."

"I cannot find words strong enough to express the impact of this conference and training upon me. Though I have lived in poverty, I have worked in poverty, but never have I been so educated to the task before and means to handle this task as I have in these two weeks. I am sincerely grateful to all the trainers, sponsors and all concerned with this program. Thank you kindly."

"I feel that taking this training was very valuable to me. I do feel that I am better qualified to approach the problems that will confront me. This training has enlightened me to feel secure in the task that I am going to do."

"This whole project was very well planned and organized. There was a wealth of information, enthusiasm and good-will evidenced by all in charge which was then reflected among the group of trainees. It was very inspiring at all times and I hope we can take back to the Head Start Center most, if not all of the help we received."

"A sense of well being now exists within me as a direct result of this training program. I feel confident now and anxious to begin as a Head Start teacher. The content of the program was well planned and used excellent resource people. I enjoyed every minute of the meeting. Thank you."

"It is remarkable how much learning I did during the short period. Along with the learning, I have been motivated into doing all I can to make Head Start a worthwhile program in Child Development."

"The training I have received has been of great importance to me. I feel I am indeed a better human being for having it. It has improved my skills as a teacher and mother. Thank you."

"When I came to this class for training, I had many questions about the setting up of the school and our relationship with the parents. Now since it has ended my questions were answered. I feel very secure in the job I am looking forward to starting."

"This was just great!!! I'm leaving with a feeling of self-confidence I badly needed. You've increased our sense of mission."

This program demonstrated the values in the use of indigenous people as auxiliary personnel in disadvantaged schools in a particularly dramatic manner, according to the visitation team. One team member reported that his observations of the teacher-assistants in action in the Head Start programs (after having received training at the Center) made him much more optimistic about what "the people from the community" have to offer educationally in their schools—to their children and to the professional staff. He suggested that they bring a fresh and different way of viewing children and educational problems. Such auxiliaries raise questions which help teachers and administrators to understand better the community and the children. These aides help to establish initial contact with children (e.g., a Mexican-American teacher-assistant can reach the non-English-speaking Mexican-American preschooler in a way that a non-Spanish-speaking cannot). They help to explain education and schools to parents and others in the community who fear or resent education and schools. They provide positive models for children of effective, skillful people doing important work.

In support of this observation, a teacher-assistant declared in a group interview, "This program has helped me learn. I've become aware of the real situation in the classroom. But I have been able to help as well as to learn. I've helped get parents interested in education and involved in the school. I know the parents and I know how they feel and how they think better than, perhaps, the teacher does. This is my main accomplishment in this particular school."

The close relationship of the teacher-assistant to the community was stressed throughout the program. The potential of the auxiliary as a link between school and community was capitalized on by home visits the teacher-assistants made once they were on the job. Many auxiliaries reported not only improvements in parent's understanding of the job the school was trying to do with their preschooler, but also in the auxiliary's own self-image of herself as a productive helpful person. An example of this dual result is an anecdote one teacher-assistant related to the visiting team. "I went on one home visit with the teacher which was very helpful. We visited one man whose wife was dead, and he had five children. The home—it was in such a terrible state that I just went

back to my house and got some pans, pails and came back and cleaned the whole house and straightened it up. And when he came home that night he was very happy. This was entirely on my own, but because I was a member of the community I felt I should do it. But although he realized that I didn't do it as part of my job, he did realize that I worked in a school and I think this helped. I think he feels much different about school than he did before. He sees the school as wanting to help him and accepting him."

A PROJECT TO TRAIN MIGRANTS FOR NONPROFESSIONAL JOBS (TEACHER-AIDS)
(Sponsored by University of South Florida Center for Continuing Education,
Bay Campus, St. Petersburg, Florida)

A long auto ride out of St. Petersburg through delightful scenes of sub-tropical trees and flowers, and along waters that stretch out into the far distance, leads to the camps of the migrant workers. The "better ones" consist of miniature houses, perhaps a line of them paralleling the remote country road, the worst of dilapidated wooden shacks in ramshackle order in which an entire family may occupy only one room. In these, for a season of picking fruit or digging potatoes, live the families of one of the most exploited groups of workers in America. From the ranks of adults who have experienced the wretched, half starved life of the migrant, the participants of the Migrant Teacher Aide Training Program were recruited.

Excerpts from their own descriptions of their experiences describe a few of the tragic facets of the family and group life: "We had to go a mile for water." "In Belle Glade today there are people traveling to and from places, some going up there broke and coming back broke." "There are children that need clothing and shoes in order for them to go to school." "Some live in houses that aren't fit for a rat." "Most of them are afraid to protest because they might wake up in the morning and find out that they are out of a job." "We have seen the plight of the young children, the giving up of the teenager, the acceptance of the grown-up, and the despair of the old people."

The migrant lives in an out group; his culture is not that of the community into which he comes for a brief season, be he Puerto Rican or Mexican, Negro or white. As a consequence there is little communication between his group and those living settled lives in decency and comfort near him. The little schooling migrant children get is begrudged because the migrants are not tax payers, and because of that fact, occasionally are refused any schooling at all.

Many migrants would like to break out of the migrant life style. However the cycle of constant travel, little opportunity for education to learn skills, low wages, constant indebtedness to their employers, and debilitation brought about by poor nutrition and inadequate sanitation tends to make escape impossible. Furthermore, membership in an out group builds strong ties among migrants representing the only security many of them have. Some migrants cite the possible loss of these relationships as a factor which tends to keep them in the migrant community.

In spite of the numerous factors binding migrants to an essentially unsatisfactory way of life, many migrants express the desire to develop skills which would permit them to break the cycle. The need, therefore, for a training program seemed obvious to prepare some of them to perform successfully in nonagricultural and meaningful work—especially fruitful would be training for roles, particularly in the schools and agencies serving migrants in health, welfare and educational fields.

At a meeting at the University of South Florida in February, 1966, in which representatives of the following agencies participated: The Florida State Board of Health, the Migrant Health Coordinator, Marymount College, Community Service Foundation, University of Miami, Florida State Department of Education, and the State Department of Public Welfare, the availability of positions for migrants with the training the University of South Florida had in mind was clearly indicated.

As a result there was first an obvious need for a program of training which would help migrants to cope with the problems of a cultural, personal, social, economic, and educational nature that exclude migrants from anything but agricultural employment. Second, the availability of jobs seemed assured after training had been given. Third, the Elementary and Secondary Education Act of 1965 offered the likelihood of the necessary funds being available. Fourth,

knowledge was at hand that throughout the country experiments were going on to test methods of relating nonprofessional aides to teachers in classrooms adding a factor of assurance to undertaking a project of considerable dimensions.

OBJECTIVES

It is one thing to plan a teacher aide program; it is something else to think through the question of the use of migrants in such a program. In the reports of the programs under the direction of the New Jersey State Department of Education, the Wayne State University Project, and others, evidence came to light that adult migrants can achieve the necessary level of competence in such positions, if appropriate instruction and environmental experience are provided. In broad terms the general objectives adopted looked to the designing, implementing, and evaluation of planned task-oriented experiences through which qualified migrants might gain the specific knowledge and competencies which are essential to effective work as nonprofessionals in programs for migrants and their children.

The program to achieve these objectives included:

- (1) Giving all trainees a core of experiences designed to enhance their skills in speech, writing, reading, and basic mathematics; orienting them to basic expectations of employers; and helping them to understand those aspects of the general culture which impinge upon their immediate situation;
- (2) Helping each trainee gain selected skills fundamental to the specific job for which he is training;
- (3) Stimulating and aiding the trained migrants and seasonally employed farm workers in extricating themselves from unskilled seasonal agricultural work;
- (4) Enhancing the personal and social development of the migrants;
- (5) Acquainting appropriate agencies with the availability of the trainees at the completion of the training program;
- (6) Acquainting trainees with the services available to migrants and their children, and helping them to understand how to secure such services.

COMPOSITION OF PARTICIPANT GROUP

It was planned to include 30 trainees in the program, and that number was enlisted. They were all females, and all but two were Negroes; the two were Mexican. All fell within the age range of 16 to 45 years, clustered around a median of 21 years. They constituted, therefore, a young adult group. Fifteen were single; fourteen married, and one a widow. The married individuals had children ranging up to eight in number.

For a migrant group, the educational level was high. Twenty-five of the 30 had had schooling experience for 12 years or more. Four had been in school for 9, 10, or 11 years, and one for less than eight years. Twenty had maintained an average achievement record of C, nine a record of B, and one an average of A. Twenty-five had done field work at some time in their lives and the other five came from migrant families. The trainees varied considerably in their subsequent work experience, the greatest number having done clerical work, some of them in school situations; five served as nurses' aides. Four had no work experience. Five had done farm work only.

METHOD OF SELECTION AND RECRUITMENT OF TRAINEES

The process of selection was supervised by the Florida State Department of Education. The County Superintendent sent the request for candidates to all principals who relayed the request to teachers. They interviewed prospects who were screened by the State Department of Education. The director of the project felt that this process of selection resulted in a group of trainees who were more like teachers, especially in regard to their value systems, than they were like people in the migrant community. In another year the process will be changed. Through community action programs, candidates for training will be found—candidates with potential for the tasks of aides—and thereby the project will get deeper into the migrant problem. The educational achievement of candidates will be less, but through such trainees there will be greater opportunity to have an impact upon the problems of migrants. The staff reported that it regarded this matter as one of the two major weaknesses of the program.

THE STAFF

The staff included the administrative director, (the Director of Continuing Education for the University) project director; one principal instructor; a professional counselor and instructor in child growth and development; a job developer; a research associate; and four other instructors, respectively of office machines, audio visual aids, health, and reading, speech, and grammar; as well as a secretary and another clerical worker. Originally an additional officer was included in the plans, an administrative assistant-coordinator as a part-time finance officer. The principal instructor for the program who lived in the dormitory with the trainees, serving as dean of students, had a substantial background in work with migrants. Such intimate knowledge was a major asset to the program.

STRUCTURE OF THE PROGRAM

The program was in progress from September 18, to October 29, 1966. The overall plan by weeks is as follows: The first week was devoted to orientation to work as a nonprofessional: review of speech, writing, reading and basic arithmetic; contemporary affairs information regarding matters of concern to trainees; counseling; and occupational skills. The second week was devoted to interviews and observations to acquaint trainees with program and services of community agencies; to review of speech, writing, reading, and basic mathematics; occupational skills; counseling; and job orientation. The third week was devoted to review of speech, writing, reading, and basic mathematics; and occupational skills. The fourth and fifth weeks—guided field experience (practicum) were devoted to job orientation, basic education, occupational skills. The sixth week was devoted to contemporary affairs; speech, writing, reading and basic mathematics; occupational skills; counseling; and community services. Preparation for work in their respective counties was an important feature of the final week with specific job requirements and orientation for each school system. Returns from the Study instrument (checklist of activities) filled out by potential employers was helpful in accessing and creating job opportunities.

The University of South Florida Bay Campus furnished an adequate setting for the afternoon unit sessions, the meals, and the dormitory which housed the trainees. In the dormitory a set of sensible rules was developed by the trainees and principal instructor. Recreation and entertainment were arranged by the trainees despite the long class hours which were from 8:00 a.m. to 5:00 p.m. with the occasional addition of an evening class. Considerable group spirit was evident among the trainees who organized a choral group and a final banquet for the staff, the practicum teachers and principals. The trainees, as a group, made an impact on the campus as a whole. Other University students would stop in at the trainees' dormitory to listen to their singing and to chat. The cohesiveness of the group was further demonstrated by their forming an alumnae group, the Certified Teacher Aide Association, which plans to distribute a newsletter to members and to hold a reunion to which they plan to invite the teachers in the schools in which they work.

During the program trainees were provided with \$3.50 per week for personal expenses on campus. Each trainee was given \$20.00 per week to send home, as well as reimbursement for travel expenses.

Practicums were held in the three weeks prior to the last week of the program. They took place in three Catholic parochial schools and covered kindergarten through 8th grade. The parochial schools were selected as the practicum setting because the University was not able to secure the use of the St. Petersburg public schools as a practicum for migrant aides. Because of over-commitment and other factors it was impossible to arrange for the practicum to be held in the local public schools. The resulting arrangement with the parochial schools, it was reported, worked out to the satisfaction of the parochial school administrators and teachers, the University, and the trainees, although it did not provide the same milieu as that in which aides would work later.

In the three schools the rooms were adequate in size and pleasant appearing. The aides were provided with their own work tables. Equipment noted included overhead projectors, opaque projectors, and flannel boards.

Of 16 classes observed, in only one was an aide absent (because of illness). Aides were correcting papers or putting marks in record books in six rooms; children were going to the aide for assistance in two; aides were moving around

the room assisting individual children in six: aides were preparing attractive bulletin boards or had prepared them in 16; one aide was helping administer a standardized reading test in another; and in at least one class, an aide was seen preparing material for the teacher to use.

The children in the three schools were white, with only one exception. They appeared to be of a higher socio-economic status than most of the aides. The aides seemed to be very well accepted by the children. The principals told of a measure of bewilderment and confusion among the teachers, at first, as to the function of the aides, the relationship between the teacher and the aide, and some trepidation among at least a few of some possible threat to themselves in terms of status. Not only had these feelings largely disappeared by October 19, but it has been replaced by acceptance mounting to enthusiasm in many instances. In one case it was expressed by a teacher in the words, "I couldn't get along without her."

One device which assisted the principals and teachers in understanding the possible functions of an aide was the distribution of the Study Questionnaire to everyone who would be using an aide in the practicum. The research director reported that teachers were able to select a number of possible functions for aides to perform from this questionnaire.

The daily schedule differed between different periods of the program. In the period through October 8, roll call and collection of assignments began the day. From 8:45 to 9:30 job orientation took place, followed by a 15 minute recess; 9:45 to 11:00 was devoted to contemporary affairs, a film, or a guest speaker. At 11:00 counseling was required except on Thursday. Luncheon was from 12 noon to 1:30 p.m. followed by occupational skills on Monday; a free period for reading and study on Tuesday; counseling on Wednesday until 3:30 when office machine operation and visual aide equipment operation lasted until 6:00; on Thursday the afternoons were devoted to a film and/or reading in the schools.

Beginning October 10 all students were in the schools for a practicum session lasting from 8:00 a.m. until noon. Seminars took a larger place in the daily schedule during the two weeks of practicum. Many of the items listed in the previous weeks' routine continued.

Job orientation took first place in the content of the training, covering classroom aides, library aides, clerical aides, and home liaison work. Orientation was achieved through much classroom discussion, through speakers from community organizations, through correlation with the work in child growth and development, through visits to homes with the five home-school liaison trainees, through practical projects of various kinds, and finally through instruction in manuscript writing.

In counseling the trainees were given achievement testing and individual interviews. For two weeks they attended a child growth and development class for one hour including lectures, discussion, and films. Small groups of ten each met twice during the third week of the program. These meetings were followed by seminars and work with individuals.

In the course on contemporary affairs occurred one of the highlights of the program; the film, "Harvest of Shame," a documentary on migrant life, brought a dramatic response from the trainees. At the beginning of the program they had been hesitant to acknowledge their identification with migrants. They had even objected to the word "migrant" in the title of the project. A little later during a discussion of what "migrant" means, many admitted having experienced something of migrant life. After the film was shown a number spoke in resentment of the injustices they had known and observed. From that time the training appeared to have more meaning to the trainees.

In the course on audio-visual aids the values of showing films and using other media were demonstrated. The principal types of equipment were introduced: the overhead projector, the opaque projector, the filmstrip/slide projector, and the 16 mm film projector. The class divided into five groups to work with this equipment. Another area of occupational skills was taught. Office competency covered telephone courtesy, typing, spirit duplicator use, paper cutting, mimeographing, and the use of the thermofax machine. Classes were also conducted on the role of the teacher aide in reading instruction, in health, and in grammar.

The program was followed up by the staff in a variety of ways. Staff visited the school superintendents in the counties from which the trainees were selected. The study instrument was used by staff to help interpret to local school administrators the possible uses of aides in the classroom. Wherever possible, guarantees

of employment for aides was sought. This resulted in the eventual employment of 11 trainees as classroom aides, three as luncheon aides with the assurance that they would be placed in classrooms as soon as funds were secured, and placement of five trainees as aides in day care centers. Other trainees are currently employed as nurses' aides, day maids, and some have returned to work in the fields.

The staff visited the trainees who had not yet been able to find employment in their county school systems to offer advice and encouragement. In one county, no employment was available in the locality in which three trainees lived, but promise of employment was offered in a town 20 miles away. None of the three aides had access to transportation to this town in order to complete the initial interview. After a visit from staff, the trainees were motivated to seek transportation.

IMPRESSIONS OF THE PROGRAM

The aides bubbled with enthusiasm over many aspects of the program. After the practicum experience, some comments were: "No white person ever called me 'Mrs.' before." "They treated me with respect." "I got more money mopping floors in a hospital, but I chose this because I am really helping children." "I never had an opportunity before." "I like this work because I like people."

The aides did have some suggestions for improving the program: 1) conduct a six-week training course, followed by inservice training, and then a refresher course in the fall; 2) the occupational training course should include instruction in all types of office machines used in business; 3) more courses should be given so that an aide could select those he would need most in his specific job assignment; 4) they believed they should be given a title.

In the conference of the project staff and the visiting team the question arose as to the wisdom of attempting to elevate the status of the trainees. A consensus was reached that a delicate balance must be preserved between the self-image of the aides and their newly emerging identification with the middle-class group. It was generally believed that it would be a mistake to raise the trainees' hopes too high; better to help them to adjust individually. The ultimate goal of all working in this field, the group believed, should be improving the condition of migrants as a whole. The future development of each trainee depends largely on each getting and holding a job.

The project director brought out the major weaknesses of the program: 1) the failure to discover trainees more closely and more recently associated with migrant life, 2) the lack of teacher participants in the program, 3) the lack of guaranteed employment for trainees upon successful completion of the program, and 4) inadequate time for preplanning.

The Director of Continuing Education expressed the desire to have a more integrated group of trainees in terms of ethnic origin. Moreover, he believed it would be valuable to conduct the practicum in classes in which the children were disadvantaged rather than largely white and largely middle class. He would like to have had more Negroes on the staff on a full-time basis whom he had been unable to recruit for this project in the limited time for preplanning.

He and others questioned why the program was the fine success it was. One factor was the quality of the trainees. The director stated that they had forced the staff to give them their best. He might have added that the staff were capable of giving a great deal when their best was demanded.

PROFILE OF A PROJECT FOR TRAINING AUXILIARY SCHOOL PERSONNEL AS FAMILY AIDES

(Sponsored by The Delinquency Study and Youth Development Project of
Southern Illinois University, Edwardsville, Illinois)

RATIONALE

Highest in the percentage of families with income less than \$3,000 a year in the state of Illinois, East St. Louis (St. Clair County) presents a striking problem of poverty and all its related deprivation. It has the highest percentage of high school dropouts in the state; it ranks second to Chicago in the number of persons receiving Aid to Dependent Children benefits; and takes the same rank

position in the number of unemployed. (*Demographic Study of Poverty in Illinois*, Illinois Office of Economic Opportunity, 1965). The significance of the last item quoted above is expressed in a recent study which reveals that almost one fourth of all household heads in East St. Louis have no jobs. (*Employment and Unemployment in East St. Louis*, Public Administration and Metropolitan Affairs Office, Southern Illinois University, 1964).

The directors of the Delinquency Study and Youth Development Project had three other facts in mind when the need for family aides came forcibly to their attention, namely, (1) the community leads all others in the state in the percentage of persons over 25 years of age with less than eight years of education, (2) the severe shortage of trained school personnel at all levels, and (3) the need for better communication between parents of disadvantaged children and teachers and social workers.

The Delinquency Study and Youth Development Project was carrying on a Curriculum Development Program for Preschool Aides for the U.S. Office of Education when the present program was proposed. Some of the components of the development program were to be part of the new project. School District #189 and the Economic Opportunity Commission of East St. Louis, in particular the Neighborhood Youth Corps, were to cooperate in the project to train family aides. Great care and effort were taken by the project staff from March 28 to July 7, 1966 to bring about mutual understanding and active cooperation between the agencies and persons who would be involved in the project when it was inaugurated. The superintendent of School District #189 and the social workers of that district were involved primarily. During July and August meetings were held with four principals, four teachers, four social workers and six parents of District #189, to discuss the role and functions of the family aide.

PURPOSE

One clear purpose ran through all the planning and preparation for the projects to train auxiliary school personnel as family aides, namely, to develop better school-home communication and consequent mutual understanding between parents and teachers. That such communication and understanding will aid in the implementation of the school program for socially disadvantaged children constituted a fundamental conviction underlying the whole program.

COMPOSITION OF PARTICIPANT GROUPS

The trainees consisted of 48 family aide aspirants in 8 schools. The original group consisted of 24 trainees from the Neighborhood Youth Corps. They ranged in age from 18 to 21 years. It was decided that the need for family aides was so great that an additional 24 aides should be given the training. The school district requested more mature aides so experienced persons were recruited, especially aides or volunteers from past and current Head Start programs. Of the 24 mature trainees, 13 were from families below the poverty level. All 24 Neighborhood Youth Corps aides were below the poverty level.

SELECTION AND RECRUITMENT

The trainees were chosen mainly from the indigenous poor, both from the Neighborhood Youth Corps and from the Title I ESEA group, not excluding high school dropouts. The criteria for selection were adapted from the predictors of success in the Curriculum Development Program. Among the criteria the following formed some of the basis for screening: level of verbal ability, level of reading comprehension, attitudes toward children and family life, attitudes toward peers, and attitudes toward institutions and involvement in community organizations.

Criteria for selection and for training crystallized in part from the assurance that the trainees might find employment within School District #189. Planning was to continue after the abstract for the proposal was drawn up, with administrators, social workers, principals and teachers of the school district.

The project staff consisted of an administrative director, a coordinator-instructor, a process analyst, two process observers, and a secretary. There was part-time involvement of eight school teachers, four principals, and four social workers in developing the program.

In the words of the project proposal: "Coupling a team teaching approach with visiting specialists in various fields will produce a ratio of one staff member to six trainees, or an equivalent of three full-time staff members. During the initial four-week training phase one staff member will be working full time with the trainees as instructor and coordinator; in the practicum phase this individual will continue at half time with professional school personnel filling the other half-time supervisory function".

STRUCTURE OF THE PROGRAM

Setting

Classroom and office space were provided by Southern Illinois University. The Delinquency and Youth Development Project offered opportunities to observe in six preschool readiness centers. Faculty members of the University gave consultation in a number of specialties. Observation and practicum opportunities, as well as consultation with school personnel in relevant fields, were provided by School District #189.

The program in outline

The plan proposes three main phases for the program: (1) the exploratory and planning phase; (2) the training phase; and (3) on-the-job follow up. The first phase lasting from July 1 to September 1, 1966 included the development of parent-teacher-social worker-principal dialogues, composed of personnel employed in the East St. Louis Head Start Program. The objectives included exploring the possibilities of the method to develop inter-cultural communication: the attitude of professional school personnel toward socially disadvantaged children and their families and toward working with personnel selected from the indigenous poor; the attitudes of the poor toward working within the school setting; and techniques for the observation and analysis of interaction and change within the sensitivity groups themselves.

Discussion was continued with public school and Delinquency Study and Youth Development Project personnel to define the role of the family aide and to assess the value of aides to these agencies.

The second was the training phase, lasting through the fall school semester, October 3, 1966-January 27, 1967. In it the participants in the program were trained as family aides and taught such clerical and technical skills as are necessary for reporting to school personnel and aiding in the development of parent programs for preschool through grade 3. Mutual awareness, respect and communication between parents, trainees, teachers, principals and social workers were developed in sensitivity groups. In all of this training the intent was to continue the inquiry into the role of the family worker and the process of intercultural communication.

The training phase had two aspects: preservice and inservice. Preservice training included four weeks of lectures, discussions, demonstrations, films, role playing, and observations in preschool centers and the first three grades in school. The preservice training was followed by a twelve-week supervised work experience and continued inservice training.

Third among the phases of the program, that of on-the-job follow-up, was to be carried on in the spring school semester February 1 to May 30, 1967. The East St. Louis School District #189 has hired the trainees. The trainees will be followed-up and an evaluation made of the program by the Delinquency Study and Youth Development Project and the trainees' employer. Both the development and the research findings will be made by the Delinquency Study and Youth Development Project. Field experience will be carried on in connection with School District #189 and supervision will be carried on by the School District and the Delinquency Study and Youth Development Project.

Participant observers, it was planned, would join the training program and sensitivity groups to provide feedback to the program analyst on trainee attitudes, response to the training program and the trainees' view of the role of the family aide prior to and after employment. Data on children's classroom behavior, achievement and attendance would be gathered before the practicum and after the family aides had contact with parents. Data on the trainees' perseverance would be evaluated in terms of attendance, completion of the

training program, and subsequent involvement in employment as aides. Parents' attendance at the school functions would be a measure of the effectiveness of the family aide program.

FUNCTIONS TO BE PERFORMED

A. School setting

1. Clerical Duties :
 - Keeping attendance records,
 - Filing materials,
 - Keeping inventories,
 - Typing,
 - Duplicating materials,
 - Collecting milk money and other funds.
2. Room Maintenance :
 - Helping children get out and put away materials,
 - Keeping food utensils clean (juice containers, etc.),
 - Inspecting equipment for repairs,
 - Setting up equipment,
 - Keeping stock supplies in order.
3. Instructional Assistance :
 - Making visual aids,
 - Making scrap books and other materials,
 - Maintaining bulletin boards; arranging displays and exhibits,
 - Operating equipment : projectors, record players, tape recorders,
 - Selecting books from library,
 - Collecting pictures, leaves, rocks, etc.
4. Self-Help Assistance :
 - Supervising bathroom requirements,
 - Helping to take off and put on clothing,
 - Giving minor first aid,
 - Assisting with rest period,
 - Assisting children with food preparation and eating.

B. Home community contacts

1. Assistance in the Development of Parent Meetings :
 - Conducting a survey among parents to determine type of meeting and content they are interested in ;
 - Providing baby-sitting services in the school so parents can attend the meetings ;
 - Providing pre- and post-meeting contact ;
 - Duplicating notices and parent education materials to be distributed at parent meetings ;
 - Helping set up demonstration and display materials ;
 - Operating audio-visual equipment.
2. Assistance to Teacher in Individual Parent Conferences :
 - Providing in-school baby-sitting service to parent who is visiting in the school.
3. Home Visits to Accomplish the Following :
 - Providing positive family contact, letting the parents know some of the things the child does well ;
 - Developing understanding of the school through vis-a-vis contact with new parents as a supplement to teacher contact ;
 - Providing the teacher with a greater familiarity with the child's parents and home environment through feedback from home visits ;
 - Providing contact for children with short term illnesses, taking home-work assigned by teachers and encouraging family to help child keep up with school work ;
 - Alerting social workers regarding parents who appear to be in need of referral to other agencies ;
 - Arranging appointments for social worker with parents of children who appear to have school related problems.

INSTRUCTIONAL CONTENT FOR TRAINING PROGRAM

To prepare the trainee to perform the multiple possible functions listed above, content in the following areas was contemplated :

A. Human development and relationships

1. Children :
 Infancy and preschool—normal,
 Later childhood—normal,
 Child guidance,
 Deviants.
2. Adult :
 Human relationships,
 Human needs,
 Development of good relationships.
3. Parent and Society :
 Race—problems and solutions,
 Socio-economic level—problems and solutions,
 Social agencies.
4. Relating Self to Others :
 Professional school personnel to parents,
 Manners, attitudes, self-knowledge.

B. School system: structure, function, educational techniques

1. Goals, legal responsibilities and relationships of professional school personnel :
 Principal,
 Social workers,
 Teachers.
2. Teaching and learning process :
 How accomplished from preschool through grade 3,
 Techniques and materials teachers use to aid skill development,
 Curriculum and social development in children—progression of learning from preschool through grade 3.
3. Home-school relationships : Parents contact, meetings, newsletters.

C. Technical and general skills

1. Operation of audio-visual equipment and development of skills in preparation and display of material for bulletin boards and parent meetings,
2. Operation of duplicating machines,
3. Speech, reading, manuscript writing,
4. Records and record keeping.

D. Sensitivity and communication training

OBSERVATIONS

The Study Team visited 11 classes in session in three schools, six in Dunbar, two in Longfellow, and three in Monroe. Eleven observations were a relatively small number when viewed in the light of the total number of classes in the three first grades in the schools. More particularly, the period of time spent in observation was small when compared with the purpose of noting the full process of activities in the classes, the specific purposes in the minds of the teachers, and the results that might follow incidents seen momentarily by the observers but in long term perspective by the teachers. In some measure this limitation in the coverage of the observation was compensated for by the answers given to questions put to teachers, principals, and staff of the project. In addition, a caveat must be voiced concerning the duration of the work experience prior to observations. Aides had been on the job only two weeks when

they were observed. Classes were held from 9 AM to 3 PM. The actual activities observed are tabulated below.

Activities	Size of class		
	Dunbar, 29 to 34	Longfellow, 26 to 42	Monroe, 27 to 38
Interaction between teacher and aid	3	1	
Collecting milk money	1		
Cutting papers principally for bulletin board use, also phonic aids	4		2
Dittoing	1		
Mimeographing	1		
Preparing border of room	1		
Preparing bulletin board	4		1
Taking care of child who has had an accident	1	1	
Passing papers	1		1
Assisting a child with seat work		1	
Observing teacher's methods with class		1	
Helping children with coats		1	
Going to restless child		1	
Calling the roll		1	
Taking over class under teacher supervision		1	
Bringing 1 absent child up to date		1	
Attending to immediate need of child		1	
Having conferences on report cards		1	
Reviewing work on capital and small letter			1
Using pointer			1
Arranging books on shelves			1
Putting cards in library books			1

NOTE.—If the classes instead of the schools had been used as the basis of differentiation 1 class in Dunbar would have shown up as presenting the majority of items checked; 1 class (i.e., 1 aide) in Longfellow would have shown up as responsible for 7 of the 10 items checked.

The total number of items checked are arranged in the following tabulation under the major categories found in the planned activities. The items appearing on a list prepared by one teacher in Monroe is also presented to show the teacher's attitude toward functions of an aide. (Interpretation of proper inclusion of items under the planned categories may not be identical with the thinking of planners or teachers).

Planners' categories of activities in the schools	Dunbar	Longfellow	Monroe	Worksheet from teacher in Monroe
1. Clerical duties	2			7
2. Room maintenance	5		1	2
3. Instructional assistance	5	8	5	21
4. Self-help assistance	1	3	2	

The greatest likelihood of misplaced items lies between 1, Clerical duties, and 3, Instructional assistance, due to the similarity of obvious clerical work and clerical aspects of instructional activities. Nevertheless the category, Instructional assistance, shows up in both observations and the Monroe teacher's worksheet as outweighing the comparative emphasis put on it in the planning of the program. Furthermore at the Dunbar school "instructional assistance" presents itself as one of two main categories, despite the principal's insistence that the state law forbids it. Clearly there must be the need for the function and the recognition of its practicability by the teachers when they are in the classroom. This appears to be a difference in interpretation as to what "instructional assistance" actually means. It is a term which permits various interpretation.

IMPRESSIONS OF PROGRAM FROM VARIOUS SOURCES

*A. Reactions of the aides in group interview **

What the aides wanted to do was revealed in the interviews with them. It differed markedly from the picture gained in the classrooms. For one thing aides reported performing more functions than the study team observed. Both the Neighborhood Youth Corps trainees and the Title I trainees wanted changes made to allow them to take a more important role than planners or teachers had assigned them.

To make clear the similarities and differences between the reactions of Neighborhood Youth Corps and Title I trainees, their responses are put in parallel columns.

NEIGHBORHOOD YOUTH CORPS—TITLE I

(2 of the female trainees of Title I were white, one male was white, the others were Negroes. All Neighborhood Youth Corps trainees were Negro.)

Answers to the question: What do you do that you enjoy?

- | | |
|--|--|
| "Working projectors, because I like working with machines." | "Helping with art work." |
| "Teaching small groups, drilling on words and sound." | "Making home visits." |
| "Working with slow pupils gets on my nerves." | "I took a child home." |
| "Working with slow groups. Helped one pupil move from 3rd to 2nd group." | "Bringing food for Thanksgiving." |
| "Succeeded in getting a boy to read." | "Teaching singing of 'School Days'." |
| "Grading papers before the principal said we couldn't do it." | "Helping children practice." Several helped one child. |
| "Reading stories: sitting and talking to children about the stories." | All: Making and running ditto stencils. |
| "Talking quietly when the teacher talks loud." | All: Having children show money. |

Answers to the question: What in the program would you like to change?

- | | |
|--|--|
| "Extend time of aides on job so aides could get more pay." | "Make more home visits." |
| "Teachers would like us to have more time." | "Have a common car to make visits with." |
| "We want to do more things than we are allowed to now." | "Do learning games." |
| "Do home visits: have done none yet." | "Grade papers: 6th to 7th grade pupils do." |
| "Discuss how to approach parent on home visits." | "A course in modern math." |
| "Discuss how to act when teacher is down on one child." | "More preservice instruction." (many) |
| | "Preservice instruction on use of the bulletin board." |

Answers to the question: Would you like a chance to work and continue studying part time?

Group divided: too hard to work and study at same time.

Answer to the question: Do you have enough time to talk to teachers on the job?

"Yes, at recess and lunch."

To summarize the answers of the aides, they all seemed to want to engage in a more diversified program of activities than had been assigned to them. Home visits were especially pleasing to the Title I group and were desired by both the Neighborhood Youth Corps. Some members of both sections of the aides liked to work with groups and also individual pupils. Neighborhood Youth Corps trainees spoke more of tasks involved in the teaching process and desired to get preparation for them than did the Title I trainees. This may have been because they had more experience in that type of work. There was evidence in the remarks of a very few that they liked to try to "show up" the teacher.

*The group interviews were conducted by the chairman of the Visitation Team.

B. Reactions of the professional teachers in group interview

Opinions and attitudes of the teachers varied considerably, but taken as a whole were favorable to the program. A few maintained that there was a period during which the children needed to get adjusted. The children in the schools had had no kindergarten experience and the teachers believed that, for that reason, the children may have been afraid the aides would not give them the same love as do the teachers. On the other hand, some teachers said their children had accepted the aides readily. In one case the aide was older than the teacher, had children of her own, and appeared to fit right in. In another case an aide who was a father quickly adapted to the classroom context, with positive results.

Good things were said by a number of the teachers concerning the work of the aides: "They give individual attention to the children"; "Things seem to dovetail better; less time is spent in getting materials"; "As the aide goes around he children understand the instructions given out by the teacher better"; and, importantly, "One child who was thought to be deaf was found by the aide to be withdrawn".

Limitations, due primarily to the restrictive state law, were voiced by a few. Two said they could allow aides to do nothing related to instruction. One stated that an aide can relate, not teach. "When one of them takes charge of a group, that is teaching." A flat footed statement came from one, "Aides should be professional." Looking to the future, however, one teacher voiced the hope that the approach could be made uniform all over town. One half the teachers did not have trainees; from among them came the eager request: "When will we have aides?"

*C. Restrictions expressed in T-groups * (sensitivity groups)*

The T-groups served the purpose of "letting off steam" according to one family aide. They dealt with human relations rather than job-related discussion; they were essential in a project introducing new workers into an established institution because they opened up for common consideration the dynamics of role development. The session observed by the study team was attended by six members of the Neighborhood Youth Corps, six of the Title I group, four teachers, one principal, four parents, one social worker, process observers, researchers, and the discussion leader. The planners of the project had assigned to this group the function of eliciting the truth about matters which disturbed the participants, even if it proved difficult to express their criticism and even if it might be hard to take when directed against an individual. The leader remarked at the session observed that his role was to interpret to the group why they were attacking each other or the program. Attack, analysis, and understanding seemed to be the sequence the communications took.

For example: conflict between the Neighborhood Youth Corps and the Title I group of trainees relating to the labeling of the groups in the routine of payments was brought out. The next day a human relations expert spoke to the two groups, and was followed on the succeeding day by honest communications between the group members. The more mature Title I aides and the professional participants were defensive of the school system when its routines were brought into question. Another problem the group was called upon to discuss was the feeling of job insecurity on the part of an aide, his concern over the continuity of his job, and the likelihood of political implications in the arrangements for the job. One discussion dealt with the fear of certain teachers of another adult in the classroom. Another concern of the T-groups was the charge by an aide that the teacher "is teaching Johnny wrong".

The majority of Title I aides maintained in the Group Interview that they enjoyed the T-group sessions. One lady said, "I don't like them, but they may turn out O.K. for me". There seemed to be a growing realization that the T-group was a method of solving problems that was not in the behavior pattern of the participants. A complaint was raised that there was an in-group and an out-group in the meetings. One aide remarked that in her T-group four or five had not spoken.

D. Reactions of superintendent of schools

"I am convinced that eventually the teacher's responsibility will be changed. The teacher's job will be to direct the process. In Illinois we are constantly

*In the T-Group the visitation team were observers, not leaders. The groups were led by staff on a regular schedule after school.

reminded that we have to call aides 'clerical aides'. *There must be legislation in 1967 to give aides a place in the school."*

E. Reactions of visitation team

1. Requests of aides should be seriously considered: (a) to know more about the mental make up (especially emotional factors) of children before their service begins; (b) to be given more instruction in certain specific areas of their duties such as decorating the bulletin boards.

2. The request of some teachers for more training in what to expect of an aide was a valuable comment.

3. Also significant was the desire expressed by both aides and teachers that they should have time to meet as teams after working together in the classroom to review their common experience and plan together.

4. Rapport and creativity seemed to flow from the frankness of the T-Group sessions and from the dedication and ability of the instructional staff.

Mr. CAREY. Will Monsignor Donohue, Monsignor McManus, and Mr. Cicco resume their testimony, and Mr. Considine?

Monsignor DONOHUE. Mr. Chairman, Congressman Carey, we had concluded our formal statement, and we are in the process of answering any questions the committee might have.

Mr. CAREY. When we recessed, I was addressing a question to the panel in general, that anyone can answer, if you will.

First, on the question of Operation Headstart, and Followthrough, what has been your experience, in terms of mounting community support, getting community support, and effectuating successful programs for Headstart and Followthrough, in your contact with the programs themselves and the public educational agencies and the community?

Monsignor DONOHUE. Yes. I would like to ask both Mr. Cicco and Monsignor McManus, who have been working on these programs ever since their inception, in both Chicago and Pittsburgh, and whose knowledge of the kind of things that you are asking is very broad, to speak to this.

First, Monsignor McManus.

Monsignor McMANUS. Mr. Carey, we have 900 children in a child development program, under a subcontract with the Chicago Committee on Economic Opportunity, which in turn is funded by the OEO. I feel that now that we are in the third year of our operation, that our experience has given us reason to claim an extraordinary degree of success.

The essential aspect, in my mind, of the child development program, is that it is much more than a child program, and much more than a school program. Three major components in our program are the master teacher, the social worker, and the family life educator. We have approximately 20 in each category, for our program, and from our experience, we are fully persuaded that we will do little good for these 4-year-old children unless we simultaneously reach their parents; and the parental response, thus far, has been most rewarding.

Our discipline is strict. We are more strict with the parents than we are with the children. The parents who refuse to cooperate are at least threatened with having their children and themselves expelled from our program.

The program is operated according to OEO terms, along strictly nonsectarian lines. Children of all denominations are eligible, and the teachers are employed without regard to religious denomination.

The program, therefore, has given us a chance to respond to the call of our Government for mobilization of our best resources in the war against poverty.

We were invited to come into this, we did not seek it. And we are pleased that we have accepted the invitation. So our community responds that of all the OEO programs, that has received the widest acclaim. This perhaps is due to the appeal of the 4-year-old child, but I would attribute it as well to a deeper reason; that is, that there is mounting evidence, as we learn more and more of the science of child development, that reaching a youngster with a compensatory education program at the age of 4 and following through on it, at least to the fourth grade, at which time we would like to have the child on grade level, as I explained earlier today, fairly well guarantees that the boy or girl will not be a high school dropout. Not being a high school dropout will give this youngster an opportunity, then, to move into employment in our presently affluent society.

So I heartily endorse the child development program, and hope that it will remain under the jurisdiction of the Office of Economic Opportunity.

Monsignor DONOHUE. Mr. Cicco.

Mr. Cicco. Congressman Carey, we probably have a very unique situation in Pittsburgh. We are involved in summer Headstart. In fact, all of the Headstart programs conducted in Pittsburgh during the summer are conducted by private schools. Public schools do not conduct any summer Headstart.

Now the Catholic diocese last year served some 1,600 youngsters, and had been asked again this year to serve some 1,300 youngsters in the city of Pittsburgh under the summer Headstart program. We have been very happy to participate, and we feel that we have made a tremendous contribution to the community as evidenced by the evaluations that have been submitted by the community to the Mayor's Committee on Human Resources, through which we subcontract, and published. The evaluations have been excellent. I feel as Monsignor McManus that the followthrough is very important. This is only the beginning, and I also feel as Monsignor McManus that this program should stay under OEO, because in this area, we are able to do with more flexibility what we cannot do under ESEA. We can use our resources, and both physical and personal, to great advantage for the betterment of the community.

Mr. CAREY. Would I be correct, then, in assuming that if the recommendation that the Headstart program, in toto, be assigned to the Office of Education, and that all the programs, summer and year-round, be conducted through the system of public education, this would be an end and a writeoff of your records thus far?

Mr. Cicco. Well, all I can say, Congressman, is that at the present time, the public schools in Pittsburgh do not operate a summer Headstart program, so if it were to be placed under ESEA, under its present restrictions, then we, in fact, could not operate them.

Now, whether they would be taken up by the public schools, I don't know. I can only tell you what is happening at this time.

Monsignor DONOHUE. I think our position would be, Congressman, that if the Headstart program were transferred to the Office of Edu-

cation, and its management and its implementation were restricted by title I concepts, for instance, that we would have to be strenuously opposed to it. Under title I, of course, no public agency could contract with a private agency to conduct the program, and this would really tie our hands in offering any kind of viable, valid service to the community. Monsignor?

Monsignor McMANUS. I recall, Congressman, a similar question in 1946, when the issue was the school lunch program. Congressman Flanagan at that time was the chairman of the House Agriculture Committee, and he asked, "If the program were transferred from the Department of Agriculture to the Office of Education, would the parochial school children eat?" and the answer was negative.

He said, "Well, then, the lunch program will remain in the Department of Agriculture," where it remains today.

I could say the parallel fashion that if the program were transferred from the OEO to the Office of Education, the decided probability would be that the nonpublic agencies, not only the church-related agencies, but all the other nonpublic agencies which have made a record in this, would be denied the opportunity to respond to their Government's call in the war against poverty.

Mr. CAREY. Well, the chairman will note that because of the need for members to attend to other duties, we will be forced to suspend the hearings at this point, by reason of our inability to maintain a quorum, but in closing the hearing, let me state this: that I feel that it will be unwise for me in the chair to operate with this particular panel, anyway, which could be described as *ultra vires*, or in any way except in a format of meticulous legality, which is not one of the comments that I was in the chair any way cooperating in anything but a wholly constitutional and legal way and proceeding in a correct way with this particular panel, or any witness to come before the committee at this time.

However, I do want to make this statement for the record, that I feel that we have before us two problems, and one is that we must act upon a bill, and move a program by extension in order that the obviously well-working features of the program can be extended through legislative and other acts on the part of the States, and that there is need for us, therefore, to be expeditious in moving the bill.

On the other hand, in a very real sense, this bill has uncovered more problems and more depth of challenge than we probably knew was in existence when we first began our deliberations on the original bill in 1965.

Therefore, I would hope that the committee in its wisdom would engage in a more professional and more extensive reading and discovery operation on the subsurface and long-term challenges in education today, long-term problems that need to be surfaced in education today.

We heard at least one witness from this panel, and another, a distinguished educator from Bank Street, indicate that there was need to inject competition for the good of the student into American education.

I would wholly second that. In fact, I believe we could spend a day or possibly a week or more, on what kind of competition would be

realistic, and what kind of competition would be truly beneficial to the system and to the student. This is one example of what might be done.

I also want to indicate my present dissatisfaction from the degree of attention that we are able to give to the questions of special education and handicapped children in this portion of limited hearings. I would hope that by reason of the readiness now in the presentation of the report of the task force of the Department of Health, Education, and Welfare on the problems of handicapped children, that we could assign some time in the committee to gain the day or week or more to the single consideration of how the progress and how to address ourselves to legislation along the lines suggested in this new report.

So my intent is to convey the opinion that there is far more here that needs to be done than we can accomplish in these hearings.

I do want to commend the panel before us for their very positive contribution, in terms of a constructive statement on the working of ESEA as we now see it in operation.

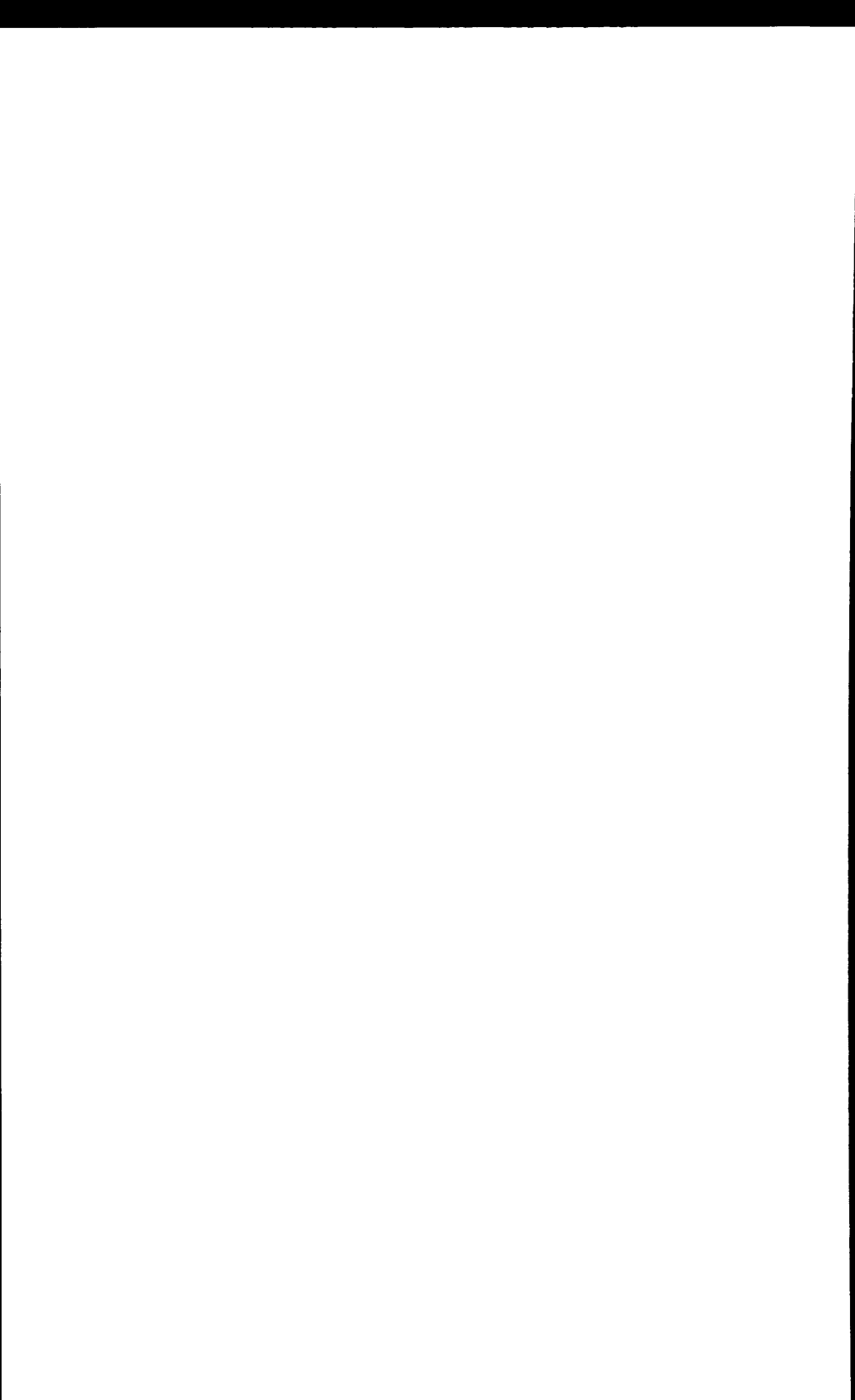
I feel that the very limitation in terms of comprehensiveness of the statement itself leaves something to be desired. There is much more that you can tell us, that you have not told us. There is much more that I feel we can learn from you that we have not learned. There is much more that needs to be discussed, in terms of how the bill is working, and how it can work better, and how it is not working, and I therefore feel that once we get this bill on its legislative way, we should begin again.

We should resume detailed hearings into the facets of interest and the facets of challenge that have presented themselves to us by reason of these highly cursory and surfactant-type hearings. I think that we are really just skimming the surface, because that is all there is time to do at this time, but I hope that the NCWC and kindred groups would cooperate with those of us who want to go more deeply into the challenges and into the problems and into the successes and into the opportunities that we know are there by reason of our experience in this bill.

I know I will have that assurance from this particular group.

The committee will stand in recess until 9:30 a.m. tomorrow.

(Whereupon, at 4:30 p.m., a recess was taken until tomorrow, Thursday, March 16, 1967, at 9:30 a.m.)



ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

THURSDAY, MARCH 16, 1967

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

The committee met at 9:30 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, Ford, Meeds, Ayres, Quie, Goodell, Bell, Gurney, Erlenborn, Scherle, Dellenback, 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; and Louise M. Dargens, research assistant.

Chairman PERKINS. The committee will come to order. A quorum is present. Several witnesses have been delayed this morning getting in here.

Dr. Buchanan is our first witness.

STATEMENT OF PAUL BUCHANAN, SUPERINTENDENT OF SCHOOLS, JACKSON COUNTY, N.C.

Mr. BUCHANAN. I do not have a prepared statement, Mr. Chairman.

Chairman PERKINS. We are delighted to welcome you here, Mr. Buchanan.

Mr. BUCHANAN. Certainly I appreciate the opportunity to talk with you about the NTC program and we at the local level are pleased with you. The committee members will spend time studying these proposals that are made for Federal aid and gathering information that is vital in making decisions that are in the best interest of this country and to the educational programs.

Chairman PERKINS. Tell us how the Elementary and Secondary Education Act, particularly title I, and particularly the Teacher Corps if you have taken advantage of it, and what has been your experience with these programs.

Mr. BUCHANAN. We have taken advantage of both title I and the Teacher Corps and we have found that they have assisted our programs very greatly.

When we were given the opportunity of incorporating the National Teacher Corps into our program we were skeptical at first and we proceeded with caution.

Frankly we questioned the wisdom of becoming involved. We also recognized that we had an obligation to do all we could to meet the needs of our pupils.

Chairman PERKINS. Right at that point, from the experience that you have gained since the Teacher Corps was inaugurated in your school system, have you discovered that your skepticism was unfounded at the outset?

Mr. BUCHANAN. Yes, sir; we have found that. We have found that this program has done something for a group of children that perhaps we could not have done in any other way and it has been done in a very satisfactory way.

Chairman PERKINS. I think that is a very significant statement.

You are recommending the broadening of the Teacher Corps, that the Congress enact the Teacher Corps amendment as being proposed at the present time; is that right?

Mr. BUCHANAN. Yes, sir; we are very definitely recommending it.

Chairman PERKINS. In the disadvantaged area of your city how many teachers and interns have you recruited into the corps?

Mr. BUCHANAN. We have a small rural school unit. We only have 3,600 students in our school unit. We have recruited three teachers and three interns and a master teacher.

Chairman PERKINS. Has there been any friction between your regular teacher and the teacher that you recruited under the Teacher Corps?

Mr. BUCHANAN. No, sir; there has not been. Before I had any idea that I would be a part of this hearing, of course, we asked our teachers to evaluate the program and they were very definite in their statements that there has been no friction, that the relationship has been very good. I believe the word they used to describe it was "beautiful."

Chairman PERKINS. In the administration of title I in your school system have you had any difficulty with that? Has that proven to be a great advantage in your school system? Have you been able to put on special programs? Are you in a position to evaluate some good results from that program?

Mr. BUCHANAN. Yes, sir; we are very pleased with title I because it has enabled us to put on special programs. Our most significant project was in the area of language arts. It has enabled us to do the things that we were not able to do and could not have done had it not been for title I in this area.

Chairman PERKINS. Do you care to make any further comment about the Elementary and Secondary Education Act at this point?

Mr. BUCHANAN. Nothing, Mr. Chairman, except to say it is very fine. We are taking advantage of title I, title II, and title III of the ESEA and they have not only supplemented our program but they have actually added new programs that we could not have had without it.

Chairman PERKINS. Have you been able to work with the guidelines issued by the Department in your area in North Carolina?

Mr. BUCHANAN. We have had no trouble with the guidelines but I think we need to give your State department of instruction some of the credit for the small amount of trouble we have had at the local level. They have been very helpful in helping us to work out the problems.

Chairman PERKINS. You are telling the committee that you have only had a small amount of trouble in the great State of North Carolina in the administration of the Elementary and Secondary Education Act and considering the guidelines issues from Washington and that your State department of education has worked out any small differences that existed between it as a result of the guidelines being issued?

Mr. BUCHANAN. That is true.

Chairman PERKINS. Are practically all of the districts in North Carolina now taking advantage of ESEA; or do you know?

Mr. BUCHANAN. I think that all of them do. I do not know for sure.

Chairman PERKINS. Mr. Ayres?

Mr. AYRES. No questions.

Chairman PERKINS. Mr. Brademas.

Mr. BRADEMAs. I have no questions other than to express our appreciation to the witness.

Chairman PERKINS. I think you have made an outstanding witness, especially coming from a rural community in North Carolina.

Mr. BRADEMAs. Isn't it true that Mrs. Johnson was in your State yesterday?

Mr. BUCHANAN. Yes, sir; she visited our NTC project. I would just like to add this statement, if I may, Mr. Perkins.

Chairman PERKINS. Yes, sir; go ahead.

Mr. BUCHANAN. We feel that if those who are vitally interested would visit our area and see our project that they would be convinced that NTC does do the thing that it proposes to do, that it does add additional opportunity for bringing opportunity to educationally disadvantaged children, and that also it does this by encouraging the colleges to give special training that is effective training to these interns and those who work with the disadvantaged.

Chairman PERKINS. Thank you very much for that statement. Mr. Ford, any questions?

Mr. FORD. No questions, Mr. Chairman.

Chairman PERKINS. Thank you very much for your appearance here this morning Professor Buchanan. We really appreciate your coming.

Without objection I would like to insert into the record a telegram I received from Theodore Sizer, of Harvard University.

CAMBRIDGE, MASS.

HON. CARL PERKINS,

*Chairman, House Committee on Education and Labor,
U.S. House of Representatives, Washington, D.C.:*

Re hearings on National Teacher Corps. My apologies for failing to appear at yesterday's hearings. In brief compass my view is as follows:

We need to provide new educational opportunities for children from low-income families is clear. The role of the teacher in realizing this high purpose is equally clear. We need a new generation of leaders in this special field if we are to assure this very substantial population of youngsters of the best in education. The Teacher Corps offers this prospect. Indeed, so crucial is this program that it is difficult for me to see how other efforts now underway at improving the educational opportunities for the poor can succeed unless we recruit and train substantial numbers of young people—both dedicated and competent—to teach them.

Accordingly, I wish to endorse the Teacher Corps program and to urge that substantial funds be appropriated to see it through this critical phase. I am not only committed to the idea but hope that the program can be cast in such a

way as to permit the Harvard Graduate School of Education to play a significant part in realizing the aims of this legislation.

THEODORE R. SIZER,
*Dean, Graduate School of Education,
Harvard University.*

Mr. PERKINS. Our next witness is Mr. Edward Kline.

Mr. BRADEMAS. Might I ask unanimous consent to insert in the record at this point, the fact that we are discussing the Teacher Corps and an editorial which concerned this in Life magazine, on that subject?

Chairman PERKINS. Is there any objection to inserting the Life editorial? Hearing no objection, it is so ordered.

(The document referred to appears on page 1719.)

Chairman PERKINS. We will also place in the record at this point your complete statement, Mr. Buchanan.

Mr. BUCHANAN. Thank you, sir.

STATEMENT BY R. P. BUCHANAN, SUPERINTENDENT, JACKSON COUNTY SCHOOLS, SYLVIA, N.C.

I would like to thank you for giving me the opportunity to talk with you about the NTC program. We at the local level are pleased that you who have such a busy schedule will spend time on examining proposals and gathering information that is vital in making decisions that are in the best interests of this country.

I have prepared no statement to present to you but I would like to relate some of our experiences with NTC. When the idea of incorporating the National Teachers Corps into our program was presented to us, we were skeptical and proceeded with caution. Frankly, we questioned the wisdom of becoming involved. We recognized that we had an immediate obligation to do all we could to meet the needs of our pupils. We also knew that it was impossible to meet some of these needs because of the lack of financial assistance. NTC did offer another way of getting personnel and other help that we need.

With some reluctance we began to examine the possibility of using what the NTC had to offer. "Midnight oil" was burned in examining their proposal of NTC to strengthen educational opportunities for children in areas with concentrations of low-income families, and encourage colleges and universities to broaden their teacher preparation program.

We were interested not only in the immediate effects this might have on our pupils, teachers, and other facets of our school program but also the aftereffects that it might have. We knew we had areas in our school unit that could qualify and that we needed all the help we could get to strengthen educational opportunity in many areas.

We had conferences with the people from Western Carolina College, the college given the grant to train NTC in our State. This was not difficult to do because the college is located in Jackson County and they use one of our county schools as a laboratory school in the training of teachers.

We wanted to see if they had indeed been able to recruit competent people for their program and if they had been able to organize their program in such a way as to broaden their teacher training program to the point that it would give special training in the teaching of the deprived. We were convinced that they had been able to do effective recruiting and that their training program would help train teachers to work with the deprived.

After holding conferences with other superintendents in the area and discussing the opportunity offered by NTC with our school personnel, we decided to apply for a grant.

We then burned some additional "midnight oil" in trying to incorporate the opportunity we now had into our program in an effective way.

This program plan simply stated is to incorporate every phase of school that is relative to the community into this one activity.

Through a cooperative effort among regular teachers, NTC personnel, college personnel, county school personnel and others to make of the self-contained classroom a modern-day institution in which many research people are involved.

We feel after operating this program in the Canada township, a remote area in Jackson County, N.C., on August 27, 1966, that we are making progress toward carrying out our aims and that NTC has made it possible for us to do this.

It is my belief that NTC activities in the Canada school are demonstrating the effectiveness of this program. We feel that NTC has helped us strengthen the educational opportunities for children living in an isolated area with a concentration of low-income families, and that the college training program is effective in recruiting and preparing personnel to work with the deprived.

In fact we have seen this area come alive because of what is being done this year.

Chairman PERKINS. Mr. Cline, we are glad to welcome you here this morning. I see you have a prepared statement. Proceed in any manner you prefer.

STATEMENT OF EDWARD L. CLINE, SR., ON BEHALF OF THE OMAHA TRIBE OF MACY, NEBR.

Mr. CLINE. Thank you for the opportunity to appear before your committee, Mr. Chairman. I am Edward L. Cline, Sr.

I am a member of the Omaha Tribe of Nebraska. I live on the Omaha Reservation at Macy, Nebr., where I am economical, financial, and family counselor for the tribe. For 4 years I have been a member of the local public elementary school board.

I am here as the representative not only of my school board but also of the Tribal Council of the Omaha Tribe of Nebraska, which has financed my trip to Washington.

This year our school, with 275 to 300 children, both Indian and non-Indian, has been very fortunate to have the services of a team from the National Teacher Corps. These dedicated and enthusiastic young people have made an invaluable contribution, not only to the academic education of our children, but to their everyday life and to the life of our community.

In the school they have given individual help to more than one-third of our students who had fallen behind the rest of the group. This work they do, not only during regular school hours, but in hours which are taken from their own free time.

They also travel several miles to tutor children in neighboring Winnebago community which has no Teacher Corps team. They have brought fresh enthusiasm and new methods and skills to our faculty.

Once the faculty recognized the benefits they as well as the children were receiving from the work of the Teacher Corps team they were eager to cooperate and asked for additional help from the team. Teachers found that they could teach more effectively when the slow or difficult pupils were receiving extra help and were not holding back the class.

They have given hearing tests to all our children, with the result that a number of youngsters with previously unrecognized hearing defects are now receiving medical treatment which will enable them to hear better and therefore learn better.

They have instituted a program of uniform testing which will permit us to make a realistic evaluation of the job that is being done by our school, and will show up individual weaknesses in the children so that proper remedial help can be given to them.

They made us aware of the need for a central library and led the drive to acquire books. As a result, our school now has its first school

library with several thousand volumes. I myself have two boys at the school and since the library has been opened my TV watching has been seriously interfered with because my boys bring books home which they want me to read and discuss with them. I am very happy to give up the TV for this and very grateful to the Teacher Corps who instigated it.

I am getting to know my boss better. I am sure this is true not only in my household, but that there are many other families being put to the test.

In only a few months the Teacher Corps members have become a vital force in our community. Even young children are aware of why the Teacher Corps has come to us. One third-grader gave his answer "They're here to help us dumb guys." I can tell the committee that they are here to help all of us—dumb or otherwise.

They have made themselves a part of our lives. They visit us in our house and we visit them in theirs. This is true especially of the children—it is nothing uncommon to see a Teacher Corps member walk down the street with five or six youngsters trailing after him. My boys have gone hunting several times with one of them. I don't know who was teaching whom on those outings.

In the evenings the corpsmen attend community social activities, meetings, work with individual students, and conduct classes. There is presently a sewing class, and literacy classes are being planned.

We consider the work of the National Teacher Corps in our community an asset we have profited from greatly and would greatly miss if we were to lose it.

I understand the committee has before it a proposal to make Teacher Corps teams available to Bureau of Indian Affairs Schools as well as public schools. And on the basis of our experience, I strongly urge your support for this provision. Schools on or near Indian reservations always have difficulty in attracting qualified teachers to so remote a location. The Teacher Corps is one way to ease that problem.

And it is especially valuable because it is designed to work with disadvantaged children and is staffed by young people who want to work in just such communities.

We need the National Teacher Corps in our reservation. I am sure they are equally needed in hundreds of communities across the land.

Chairman PERKINS. You have made a very convincing statement, Mr. Cline. As a representative of your school board and especially concerning the fact that you have firsthand knowledge of the operation of the Teacher Corps.

Have you had any problems with the administration of the Corps or any difficulties with the Corps after your board of education employed these teachers in the Teacher Corps?

Mr. CLINE. No, sir.

Chairman PERKINS. Did they blend in well with the other teachers in your school system?

Mr. CLINE. Yes, sir.

Chairman PERKINS. I think you have told the committee that they brought know-how that those disadvantaged children otherwise would not have obtained on the reservation and to all of the disadvantaged in the area.

Are you here recommending that we adopt the proposal concerning the national recruitment of the teachers and leaving it up to the local boards of education selection with the State boards to employ those representatives of the Teacher Corps in your local school systems?

Do you feel that would do a good deal in the future toward eliminating some of the problems in the disadvantaged areas?

Mr. CLINE. Yes, sir.

Chairman PERKINS. It would bring better teaching methods and cultural programs and enrichment programs to the disadvantaged areas which you do not now have?

Mr. CLINE. Yes, sir.

Chairman PERKINS. Had you been able to get any type of this instruction before the Teacher Corps came along? Had your local board of education been able to train and recruit teachers especially to teach the disadvantaged?

Mr. CLINE. As I stated in my statement, to get qualified people to come to us just for the money is pretty hard for us to do because of the fact that we have a limited amount of money and for us to go out and try to recruit the teacher, the type of people we need, it would cost us a lot of money we could not afford.

We feel because the National Teacher Corps members are people who are not particularly interested in the monetary benefits they might receive but are so dedicated so as to try to go out into these disadvantaged areas to try to help in some special way, in which they certainly have helped our community.

Mr. BRADEMAS. I might say our chairman, Mr. Cline, must attend an important House Administration Committee meeting at 10 o'clock.

I might ask you just a couple of quick questions. What is the beginning pay for a schoolteacher in your school system?

Mr. CLINE. For teachers who have degrees our pay scale—we just adopted a new pay scale at our board meeting this past Monday night and they raised this to \$5,400 per year.

Chairman PERKINS. You have had trouble getting qualified teachers to come in and teach in your schools at that pay level; is that correct?

Mr. CLINE. Yes.

Chairman PERKINS. Mr. Brademas.

Mr. BRADEMAS. Do you have any trouble in the relationship between your Teacher Corps members and the teachers in your public school system?

Mr. CLINE. I would not say we have had any trouble. As I said in my statement here, once the teachers actually got to know what these young people were trying to do in our system for our children right at this point they are certainly putting a lot of work on the shoulders of these young people in our system right now because they fully realize at this point what good work they are doing for our children.

Mr. BRADEMAS. Mrs. Green.

Mrs. GREEN. I have no questions.

Mr. GARDNER. Mr. Cline, may I commend you on a very fine statement and the work you are doing.

Going back to your remarks concerning the Teacher Corps and the job that you feel they have been able to accomplish in your area it

would seem to me that the prime thing in your mind behind the Teacher Corps is the money available, that you have been unable in your particular State to match these funds and consequently the Teacher Corps has come in and filled a gap that you have.

If this money were available and on a State level do you think your State would be able to carry on a similar type of program that is now being furnished by the Teacher Corps?

Mr. CLINE. They might, but I seriously doubt that we would find the dedicated people as the corps members certainly are. I don't think that we would get the type of people that the National Teacher Corps has recruited to work in these disadvantaged areas. I seriously doubt that it would be a successful program if we had the money.

Mr. GARDNER. Isn't it true that we find many dedicated people as yourself who are not in the Teacher Corps and I am sure you are not in it strictly for the monetary results.

Mr. CLINE. I certainly believe what I said to be true. I am sure we could as a school board find the money to pay high salaries but I seriously doubt that we would have the ability or the time to go out and to recruit the type of people that the National Teacher Corps is made up of.

Mr. GARDNER. Thank you.

Mr. BRADEMAs. Mr. Ford?

Mr. FORD. Thank you, Mr. Chairman. Mr. Cline, while we have the advantage of your experience and background I would like to ask you a couple of questions on a matter that you touch on here but which is far broader than the simple question of the Teacher Corps.

In this legislation it is proposed to include Bureau of Indian Affairs schools among districts eligible for the receipt of Teacher Corps people and services. There is some concern on this committee as to whether or not we should keep the Bureau of Indian Affairs in the school business.

Some of us are developing rather serious doubts about whether we should not be making every step to convert this to public schools.

Now you live on an Indian reservation and occupy a position with a tribal council and are also a member of a public school board of education, is that right?

Mr. CLINE. Yes, sir.

Mr. FORD. Do most of the people living on Indian reservations in Nebraska attend public schools or do they attend Bureau of Indian Affairs schools?

Mr. CLINE. We have three Indian reservations in the State of Nebraska but we have no bureau-operated schools in the State of Nebraska.

Mr. FORD. When we were holding hearings on the west coast it was pointed out that in the State of Washington almost all Indian children attend public schools. Some of those public schools are in fact located on Indian reservations and the student body is made up almost entirely of the residents of the reservation but they are in fact public schools and they participate in all of the rights, benefits, and disabilities of public school education to the same extent that all of the other children do. But in the State of Oregon, which is immediately next to it, the reverse is true. There are a large number of Indian children still going to Bureau of Indian Affairs schools.

There seems to be no explanation for why the public school system expands in one State to take them in and has not done very much about it in some other States.

Mrs. GREEN. If the gentleman would yield, I think if he checked Oregon he would find our public schools in Oregon are for Indians and they have been for several years.

Mr. FORD. I am sorry Mr. Meeds is not here because he has made quite a study of the contrast between Washington and Oregon. I may be mixing up the two systems there, but there is no pattern apparently of regularity across the States.

The question I really want to put to you is whether you feel on the basis of your experience in Nebraska where you now have all of the Indian children attending public schools that we ought to be expanding the programs in this and other legislation to encourage the continuance of the separate segregated Bureau of Indian Affairs school system as distinguished from the public school system.

Mr. CLINE. My own opinion is this, that the Bureau operated schools such as we have at Flandreau, S. Dak., we have children coming from the State of Montana, North and South Dakota, Nebraska, and Iowa and Minnesota going to the boarding school at Flandreau.

There is a reason as far as our different tribes are concerned and why we would like to see this school maintained. We have many children who become orphans and some become wayward and this is a place that will take these children and try to work out their problems and educate them.

I think the Bureau intends within the coming years to turn these Bureau operated day schools over to school districts. I think one of the reasons they have not moved too swiftly toward that end is that we must consider the people living in these districts and the taxation upon their land and so forth.

I know our Omaha people and Winnebago Tribe of Nebraska are the only two Indian tribes that I know of in the United States that pay taxes upon our trust lands. We are taxed just as any other citizen of the State of Nebraska for our properties even though they are held in trust by the U.S. Government.

Mr. FORD. I might say to you that if a Bureau of Indian Affairs intends to get out of the school business, they have not so testified before of this committee. The Secretary of the Interior came before this committee last year and asked to have these schools included in two very important titles of the Elementary and Secondary Education Act.

At that time he was asking for a 3-year authorization and was talking in terms of the expansion of the programs within their schools. If he intends to get out of the school system business, he has not told this committee that yet. This leaves some of us with the problem of whether we want to encourage the continuance of a school system for Indians exclusively as a separate part of society for an indefinite period or whether we ought not to discourage the continuance of these and encourage the integration of Indian children into the regular school system and force the public schools to recognize their responsibility to accept them as full, first-class citizens.

It is really a little bit difficult for some of us from the Midwest to understand how Members of Congress can get so incensed and exor-

cised about separate and equal facilities in the South but not feel any concern about continually voting here on this committee and also elsewhere for continuing separate but theoretically equal facilities, and you smile when I say "theoretically," so I think you understand the underlining meaning of "separate."

On the one hand as a government we decry this as an antiquated doctrine that has no validity and yet liberally vote even on this committee to continue such a doctrine.

If we do not see such a need for continuing the program, it is not because we are against anybody out there, but sooner or later we want to have them join the rest of the school system.

Mr. BRADEMAs. Mr. Ayres?

Mr. AYRES. Mr. Cline, how many members of the National Teacher Corps have you available to your 275 to 300 children?

Mr. CLINE. Five.

Mr. AYRES. What part of the country did they come from? Were they primarily local people or did they come from some distances?

Mr. CLINE. No, sir; one came from California. I think one came from Massachusetts, one from South Dakota, and two from the city of Omaha.

Mr. AYRES. Do you know if they requested this particular assignment in working with your people?

Mr. CLINE. Maybe they did request it but I think that the applicants were screened and we visited with them to see if these were the right people for our particular area.

Mr. AYRES. Mr. Cline, what is the total number of your faculty excluding the Teacher Corps personnel?

Mr. CLINE. Thirteen.

Mr. AYRES. That means you have 18 people available for the 275 to 300 children?

Mr. CLINE. Yes, sir.

Mr. AYRES. Just out of curiosity, what type of game did your boys take the teachers out to hunt?

Mr. CLINE. Once we went out deer hunting and I think the boy took him pheasant hunting. As I said, in the statement I don't know who was teaching whom, whether the Teacher Corps was teaching my son how to shoot a gun or my son was pointing out the pheasants to him.

Mr. AYRES. Thank you.

Mr. BRADEMAs. Where do the interns go to college?

Mr. CLINE. At the University of Omaha.

Mr. BRADEMAs. Thank you very much for coming. Our committee is very glad to have with us this morning some representatives of the Women's Advertising Club of Washington and their friends the Go Girls from Shaw Junior High School.

We want to welcome all of you today and we hope you find your visit to our committee instructive.

The Chair is not sure what witnesses are now in the room and wonders if our panel of Teacher Corps project directors are here, would they hold up their hands?

I understand Miss Haskins and Miss Goodwin are also members of your panel.

STATEMENTS OF A PANEL OF MEMBERS OF THE NATIONAL TEACHER CORPS; DR. JOHN W. LETSON, SUPERINTENDENT OF SCHOOLS, ATLANTA, GA.; MISS RHODA NEWMAN, PROJECT DIRECTOR, UNIVERSITY OF ATLANTA; MRS. BARBARA GOODWIN, TEAM LEADER (MASTER TEACHER), BETHUNE SCHOOL, ATLANTA, GA.; MISS DOROTHY HORNSBY, PRINCIPAL, BETHUNE SCHOOL, ATLANTA, GA., AND MISS THOMASINE HASKINS, TEACHER INTERN, COOK SCHOOL, ATLANTA, GA.

Dr. LETSON. Miss Haskins is one of the members of the Teacher Corps in Atlanta. Dr. Newman is from the University of Georgia and is involved in the training of our Teacher Corps program.

Mr. BRADEMAs. Just take your seat, sir, and move around the table and identify your witnesses and then proceed in any way you see fit.

Dr. LERSON. Thomasine Haskins to my right is a member of the Teacher Corps who has been in the city of Atlanta this year. She is from Virginia and was an elected representative of her group to come if she had an opportunity.

Dr. Roda Newman on my left is from the University of Georgia, the director of the Teacher Corps training program, in cooperation with the Atlanta school system.

Miss Dorothy Hornsby is the principal of an elementary school in Atlanta where a team of corps workers has been assigned this year. Mrs. Barbara Goodwin is one of the experienced lay teachers selected from the Atlanta school system and has served this year in directing and helping to direct the activities of the Teacher Corps.

Mr. Brademas, we each have a prepared statement, and I have turned in my statement which I certainly do not intend to read.

I wish to make a few general statements and comments and then ask the members of this panel to make a statement which they too have presented in written form. We do not have a written statement from Miss Haskins who is a member of the group but she is here for the purpose of answering questions if the committee would like to address them to her.

I would like to begin by merely saying that in school systems throughout this country and particularly in large cities like Atlanta we have a concentration of young people coming into our schools with very serious problems.

They are from culturally deprived backgrounds, they need many things in terms of bringing them up to date and bringing them up to a point of readiness for real learning.

There have been many things made available by the Congress in recent years, recent months that have proven extremely valuable in helping to meet some of these needs.

Certainly, the whole program, the Elementary and Secondary Education Act, particularly, has been very helpful and Atlanta in common with other communities throughout this Nation has derived a tremendous benefit from the resources that have been made available in this manner.

We started in Atlanta early with the planning of a program for the Teacher Corps, recognizing that it offered an opportunity for us

to accomplish some of the goals that we did not see any other way of accomplishing in our school systems.

We proceeded with a rather large plan for the Teacher Corps program but after its funding we found that it was necessary to reduce it somewhat. So our emphasis during this year has been with a series of teams that are working in our kindergarten program.

We started here because of a full realization that if we are to put into effect and set in motion those things that will bring about some correction in terms of culturally deprived children coming into our schools, we believe that the most effective place to start is in the pre-school, certainly the primary years.

We had some other areas that we were hoping to implement but did not do so because of the unavailability of resources with which it could be accomplished.

It has been true in school systems throughout the Nation that for some strange reason there has developed a feeling on the part of many teachers that to be assigned to a school in a culturally deprived area or neighborhood is somewhat an indication of a lack of approval by the school system or that there is something somewhat less than socially desirable.

As a result, if teachers in many instances are given a choice they would prefer the other schools in the other kinds of neighborhoods in our community. This is understandable because in many respects we have made the teaching job in these culturally deprived neighborhoods a very difficult one.

We have assumed in general that we could maintain somewhat the same pupil-teacher ratio, and in most instances, our more overcrowded schools, seriously crowded schools are located in these areas.

There may be an explanation for it but I think certainly at this moment it would take a rather long discussion to arrive at that explanation but I think it is sufficient here to say it is probably true that we have made the teaching job almost impossible in some of these communities in a situation where we need more resources and must have more resources if we are to provide an effective educational program.

We saw the Teacher Corps as one of those opportunities and we believe that it has proven its worth in our situation in helping to accomplish this purpose.

I think as you hear some of the discussion on the part of the other members of this team that they can give some of the specific details in terms of how it has operated and what it has really meant to the young people in our schools. I would not want to close this brief review without saying that certainly there have been problems in relation to this. I think most of the problems that we have faced have been the direct result of uncertainty and indefiniteness.

We have had some misgivings on the part of the corpsmen at the beginning as to financing and whether it would be continued or not continued. There have been some problems that have been the direct result of timing because the resources were not made available at a time or on a time schedule that permitted in many instances the kind of preparation that would have been desirable.

We do not feel that this is a fault of the program itself. It is one that is certainly within the reason to correct. The individuals who

have been assigned to the Teachers Corps in Atlanta have in the main performed well. Now not all of them have done so.

We have not had, however, any reason or any problem as far as the local school system is concerned about bringing about a decision and in taking whatever remedial action was necessary in many of the cases involved.

As I look to the future, recognizing that if we are truly going to educate all of the children of all of the people, it cannot be accomplished by business as usual. It is going to take some new approaches, it is going to take some more effective approaches than we have made in the past and certainly the efforts that I mentioned in terms of title I and other resources have been helpful but I think that it is appropriate that we urge the continuation of any program that offers a hope for the local school systems throughout this country to do the kind of job that we feel must be done.

Mr. Chairman, if it is appropriate, I would like to call on the other members of the panel to make a statement in terms of their written statement or oral statement if they prefer.

Dr. Newman.

Mr. BRADEMAS. I might suggest to you and your colleagues that you might try to summarize your statements in order to give all of you an opportunity to be heard and to give the members of the committee a chance to ask you questions.

Dr. NEWMAN. Thank you, Mr. Chairman. I will be happy to summarize mine if I may and then to call your particular attention to some of the statement that we have written before us.

In general, the University of Georgia has last summer attempted to orient 27 teacher interns into working with the disadvantaged, train them particularly to work in Atlanta's disadvantaged poverty areas schools.

These were taught by regular faculty members of the University of Georgia, by five Atlanta experienced teachers who were carefully selected and highly qualified, who were given the rank of instructor at the University of Georgia during the summer session, and by visiting lecturers and consultants.

These 27 interns who came to the University of Georgia presented a wide background of interests and of preparation. We had about half who were Negro and half who were white. Our experienced lay teachers—three were Negro and two were white. All of us, faculty and staff, lived in a self-contained facility there on the campus of the University of Georgia.

Then we came to Atlanta for the last part of the summer session and lived and worked in the poverty sections of Atlanta. During the summer these teacher interns earned 16 quarter hours of graduate credit.

Now looking at the specific statements brought about by the problems that we might have had, I think this is appropriate at this time. Traditionally those who have endeavored to help the poor have encountered many difficulties. The problems faced by the 27 teacher interns who reported to the University of Georgia were brought about by the pressure of time upon the United States Office of Education in selecting Teacher Corps interns for the first year's operation. This

time pressure was due to the fact that the Congress did not pass an appropriation for the implementation of the Teacher Corps early enough to permit the Office of Education to engage in deliberate implementation.

The plans for the Teacher Corps were well formulated by the Office of Education, cooperating school systems, and the universities involved, but a period of several months was needed to implement these plans adequately. If the Congress will provide funds for the continuance and further development of the Teacher Corps, a first rate program can be developed by the Office of Education, cooperating school systems, and the universities involved. The major problems encountered in this first year of operation should not be construed as being a measure of the soundness of the National Teacher Corps program.

These were the major problems:

1. Lack of time for adequate communication with Teacher Corps applicants resulted in inadequate information regarding background and personal readiness for participation in such a program.

2. Insufficient time to process applications for Teacher Corps applicants for full admission to the graduate schools resulted in inappropriate actions.

3. Insufficient time to work out with institutions, school systems, and individual Teacher Corps interns the necessary financial arrangements resulted in confusion.

The factors I have just mentioned resulted in insecurity on the part of many of the Teacher Corps interns who were selected to participate in the program. Without question many were assigned who should not have been selected for participation. The result was a high drop out rate.

In spite of these handicaps it is believed that some progress has been made toward the objectives of the Early Childhood Teacher Training Center. All five experienced teachers are leading teams in schools in low income areas. Twenty-one of the original twenty-seven teacher interns satisfactorily completed the Preservice Institute and were recommended at the end of the summer to the Atlanta public school system for the 2-year work study inservice program.

Of the 15 teacher interns still in the program six are Negro. Of the 15, nine have been admitted to graduate school and hope to earn the master's degree in early childhood education in June 1968.

The six who are not qualified to enter the graduate school hope to have earned professional teaching certificates before September 1967. All of the 15 plan to continue working with the disadvantaged child either in or out of the school setting. In a very effective way, day by day, experienced teachers are leading their teams in reaching and teaching the children in poverty.

The University of Georgia would like to bring two recommendations:

1. It is recommended that sufficient funds then be provided to permit the presently enrolled qualified teacher-interns to complete the master's degree and to permit those interns currently working toward professional certificates in early childhood education to attain their objectives.

2. It is recommended that early funding be provided for the purpose of continuing the National Teacher Corps, so that well-formulated guidelines may be effectively and deliberately followed in attracting and training teachers who can strengthen the educational opportunities available to children in areas having concentrations of low-income families.

Early authorization and adequate funding are prerequisites for success. The University of Georgia appreciates this opportunity to speak on behalf of the National Teacher Corps.

Mr. BRADEMAS. Thank you very much.

Dr. LETSON. Mr. Chairman, I am assuming you would like the paraphrasing of the written statement?

Mr. BRADEMAS. Yes, please. We do not have as much time as we would like to have and we have other witnesses.

(The document referred to follows:)

TESTIMONY BY DR. RHODA SPRUCE NEWMAN, ASSISTANT PROFESSOR AND DIRECTOR OF THE NATIONAL TEACHER CORPS CENTER, UNIVERSITY OF GEORGIA, ATHENS, GA.

The National Teacher Corps is theoretically sound, but it is a difficult concept to translate into action.

The University of Georgia has established an Early Childhood Teacher Training Center of the National Teacher Corps in a cooperative arrangement with the Atlanta Public School System and the United States Office of Education. Purposes of the Early Childhood Teacher Training Center are the same as those set forth in Section 511, Part B, Title V, in the Higher Education Act of 1965: " * * to strengthen the education opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation by—

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

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

During the summer session of 1966 the University of Georgia held a Preservice Institute for the purpose of orienting teacher-interns into kindergarten teaching in schools in low-income areas of Atlanta. Teacher-interns were guided and taught by regular faculty members (two white and three Negro), by five carefully selected, highly qualified experienced teachers from the Atlanta Public School System who held the rank of instructor, and by visiting professors, lecturers, and consultants.

At the close of the Preservice Institute teacher-interns under the supervision of experienced teachers and members of the University faculty began work in the Atlanta Schools with regularly organized groups of children from low-income families and will continue to work with them throughout two academic years. Accordingly, the program provides qualified graduate students a twenty-four month period of continuous study and work in early childhood education which meets the requirements of the Master's degree and the fifth-year certificate in this area.

The 27 teacher-interns who reported to the Preservice Institute brought a wide range of interests and various backgrounds of preparation. Six men and 21 women comprised the group which was about one-half white and one-half Negro. All except three were in their twenties and most were single. Less than one-third had majored in elementary education. None had majored in early childhood education. For five weeks during the first session of summer school experienced teachers, teacher-interns, and University faculty lived, studied, and carried on the Preservice Institute within one building on campus. During the second session the Preservice Institute moved to Atlanta where each teacher-intern arranged for his own housing. Headquarters for the Institute were provided by the Atlanta Public School System.

Throughout the Preservice Institute actual laboratories for observation and participation were poverty area schools and neighborhood. The procedure used

was work-study-seminar in which theory was distilled from practice and professional skill refined from continuous assessment. During the first summer session teacher-interns observed young children from affluent, privileged urban and rural backgrounds as well as young children from deprived, underprivileged urban and rural backgrounds. During the second summer session teacher-interns worked each morning as an aide in Head Start classrooms in Atlanta, thus gaining 40 contact hours of direct exposure to children in poverty.

During the summer teacher-interns were enrolled in four academic courses for 16 quarter hours credit. A ten-hour workshop in educational planning and development for the disadvantaged was designed to develop within each intern an understanding of deprivation in its many forms and professional skills to offset impoverishment. Regular faculty and experienced teachers cooperatively planned broad areas of content and structured the workshop to include a study of the physical, emotional, social, and intellectual nature of the young child; the relationship between early environmental conditions and child development; causes and effects of poverty and the influence of the forms and intensity of deprivation on young children; language and concept development; organizational structure of the kindergarten; development and use of different materials appropriate for kindergarten; and the historical and cultural heritage of the Negro with implications for enhancing the self-concept of young Negro children from limited environments.

A five-hour course in urban sociology was designed to use the problems and resources of Atlanta as a laboratory. Two objectives of this course were to develop the competence of teacher-interns in comprehending many factors in community organization which result in various forms of deprivation and to work positively toward remediation of its effects. Teacher-interns and experienced teachers devoted 30 contact hours to visiting various community facilities and service organizations. During this phase of the Preservice Institute each teacher-intern worked with young children in deprived neighborhoods.

The one-hour research and evaluation seminar provided teacher-interns with knowledge of the well-documented disparity between capacity and achievement of children from low-income areas, and introduced teacher-interns to skills in experimental research.

Traditionally those who have endeavored to help the poor have encountered many difficulties.

The problems faced by the 27 teacher-interns who reported to the Preservice Institute at the University of Georgia were brought about by the pressure of time upon the United States Office of Education in selecting Teacher Corps interns for the first year's operation. This time pressure was due to the fact that the Congress did not pass an appropriation for the implementation of the Teacher Corps early enough to permit the Office of Education to engage in deliberate implementation. The plans for the Teacher Corps were well formulated by the Office of Education, cooperating school systems, and the universities involved, but a period of several months was needed to implement these plans adequately. If the Congress will provide funds for the continuance and further development of the Teacher Corps, a first-rate program can be developed by the Office of Education, cooperating school systems, and the universities involved. The major problems encountered in this first year of operation should not be construed as being a measure of the soundness of the National Teacher Corps program.

These were the major problems:

1. Lack of time for adequate communication with Teacher Corps applicants resulted in inadequate information regarding background and personal readiness for participation in such a program.
2. Insufficient time to process applications of Teacher Corps applicants for full admission to the Graduate Schools resulted in inappropriate actions.
3. Insufficient time to work out with institutions, school systems, and individual Teacher Corps interns the necessary financial arrangements resulted in confusion.

The factors mentioned on the preceding page resulted in insecurity on the part of many of the Teacher Corps Interns who were selected to participate in the program. Without question many were assigned who should not have been selected for participation. The result was a high drop-out rate.

In spite of these handicaps it is believed that some progress has been made toward the objectives of the Early Childhood Teacher Training Center. All five

experienced teachers are leading teams in schools in low-income areas. Twenty-one of the original 27 teacher interns satisfactorily completed the Preservice Institute and were recommended at the end of the summer to the Atlanta Public School System for the two-year work-study Inservice program. Of the 15 teacher-interns still in the program, 6 are Negro. Of the 15, 9 have been admitted to Graduate School and hope to earn the Master's Degree in Early Childhood Education in June, 1968. The six who are not qualified to enter the Graduate School hope to have earned professional teaching certificates before September, 1967. All of the 15 plan to continue working with the disadvantaged child either in or out of the school setting. In a very effective way, day by day, experienced teachers are leading their teams in reaching and teaching the children in poverty.

The University of Georgia brings two recommendations:

1. It is recommended that sufficient funds be provided to permit the presently enrolled qualified teacher-interns to complete the Master's Degree and to permit those interns currently working toward professional certificates in Early Childhood Education to attain their objectives.

2. It is recommended that early funding be provided for the purpose of continuing the National Teacher Corps, so that well-formulated guidelines may be effectively and deliberately followed in attracting and training teachers who can strengthen the educational opportunities available to children in areas having concentrations of low-income families.

Early authorization and adequate funding are prerequisites for success.

The University of Georgia appreciates this opportunity to speak on behalf of the National Teacher Corps.

Miss HORNSBY. Mr. Chairman, it has long been a matter of principle and concern to the faculty of the Mary McLeod Bethune Elementary School that the children who entered the kindergarten have been deprived of many of the cultural advantages of the average 4- or 5-year-old child and have not brought with them those experiences of readiness deemed necessary in a form-learning situation.

The children come from disadvantaged families in a low socioeconomic neighborhood. Being deeply concerned about these problems, the faculty welcomes any group or program that would assist in enriching the kindergarten program.

At the beginning of the year we were assigned a team of five and a lead teacher. As I said before, we were very happy because we were happy to do something in order to improve them so that they would be ready for formal education.

It has been very fortunate that the team has operated quite successfully in the school. I am interested in them from the standpoint of what has been done for the teachers in the school, what has been done for the pupils, and mainly, what has been done for the community.

At Bethune they have welcomed the team. Being concerned about the teacher-pupil ratio, having the team there has reduced the ratio very low, in fact 8 to 1. This gives our children the opportunity of receiving better education. Therefore the faculty is very happy because even those in the upper grades feel that if the children get this low ratio at the beginning it will help them even when they get up higher.

Then, too, it has had a great impact upon the teachers themselves because they have grown. They have had many experiences and they are very happy over the progress.

The community has really received help. First of all, the parents have had an opportunity. The team realizes that any effective program must involve the parents as well as the children and make a contribution to the community. One of their first tasks was to become

well acquainted with the home environment of each child and to analyze the surrounding neighborhood.

Routine visits are made to the homes and parents are invited to observe the children and to participate in their many learning activities. In like manner the parents are proud of the fact that team members visited the homes during the preplanning week in order to get acquainted with them. One mother remarked to the principal "She must be a good teacher. She came in and sat down in my house and invited me to come and see my son in the classroom."

Further, parents are frequently invited to meetings at the school for the purpose of gaining new insights into the ways of helping their children at home.

Suggestions are given, health rules and the importance of family unity, and another evidence of involvement of parents is that they accompany the children on the trips to help the teacher and this is good in that the parents are learning along with the children and can understand more fully what the school is trying to do. It is significant that the teachers have learned to converse with parents who have limited cultural backgrounds to the extent that the parents feel at ease and friendly around them.

The parents take pride in witnessing programs presented by their children. A little welcome address or a goodbye song thrills the heart of every parent.

The Nash-Washington area Office of Economic Opportunity in Atlanta, Inc., was a great help to the team during registration week. The office furnished the team with the names and addresses of families with children of kindergarten age. This saved much time and effort in locating pupils to be enrolled on time. This helped to increase the enrollment more than 10 percent over the previous year.

The EOA workers also assist in securing clothing for children who need it and constantly inform the teachers of needs of those children enrolled in the program.

One of the greatest problems that has been faced in the initiation of the National Teacher Corps program has been the unavailability of funds from the proposed budget because of the late appropriation; therefore, I recommend that the funds be allotted sufficiently early in order that the full program may be carried out. Too often members of the staff, or the school, have had to use their personal resources to finance activities such as trips.

In conclusion, as a principal of a school in which a Teacher Corps program operates, I wish to stress that the National Teacher Corps has had a tremendous impact upon the professional growth of the teaching team and faculty in general and the cultural growth of both the kindergarten children and their parents.

It is my sincere hope that this program will not only be continued but will be greatly expanded in the future.

Thank you very much.

(The document referred to follows:)

TESTIMONY BY DOROTHY ELIZABETH HORNSBY, PRINCIPAL MARY McLEOD BETHUNE
ELEMENTARY SCHOOL, ATLANTA PUBLIC SCHOOLS, ATLANTA, GA.

It has long been a matter of great concern to the principal and faculty of the Mary McLeod Bethune Elementary School that the children who entered the kindergarten have been deprived of many of the cultural advantages of the aver-

age four or five-year old child and have not brought with them these experiences of readiness deemed necessary in a formal learning situation. The children come from disadvantaged families in a low socio-economic neighborhood. Being deeply concerned about these problems, the faculty welcomes any group or program that would assist in enriching the kindergarten program.

At the beginning of the 1966-67 school term, the National Teacher Corps Program in the area of Kindergarten Education was introduced to the deprived areas in Atlanta by offering internships through the Atlanta Public Schools to college graduates interested in working with culturally deprived children. Bethune School was fortunate in receiving a team. A study of the program reveals some interesting facts concerning the impact the program has had on the team, the kindergarten pupils, the faculty, the total school program, the parents, and on the community.

The original team consisted of an experienced teacher from the Atlanta Public Schools and five interns from six states: California, Delaware, Florida, Georgia, Virginia, and Washington. One of the interns married during the Christmas Holidays and moved to another city. The team and the three regular teachers complete the kindergarten staff. The interns are all young and seem to possess most of the character traits which are desirable and necessary for working together in a culturally disadvantaged community. It is apparent that they not only have an abiding love for children, but they enjoy and respect each other. One evidence of this is seen in the fact that they have organized themselves into a choral group which performs occasionally on formal programs such as the Parent-Teacher Association and other faculty programs.

They work together under the efficient leadership of their experienced teacher. It is apparent that they have grown tremendously in the ability to perform their routine duties as classroom teachers as well as carry the additional professional schedule outlined for all interns by the University of Georgia.

Much of the success of the program has been due to the dedicated service given by the experienced teacher. She has grown tremendously in her ability to lead the team and takes a personal interest in each member, supervises each closely, and effectively counsels each concerning personal and professional problems.

The impact of the program on the pupils has been significant. There is no doubt in the mind of any person observing the program that the pupils are recipients of love, guidance and understanding from the team and all others who work with the program.

The program operates on two three-hour sessions in two classrooms. Each room has a morning and an afternoon session. The total kindergarten enrollment is 123. The pupil-teacher ratio has been reduced from approximately thirty-five to one to a ratio of eight pupils to one teacher. The reduced ratio permits each pupil to receive a greater amount of individual attention.

Pupils are exposed to many cultural experiences. An evening spent at the Tiny Tots Concert, which was given by the Atlanta Symphony Orchestra, was an enriching experience for the kindergarten children. A visit to the theatre to see a fine ballet thrilled them. A Saturday afternoon matinee at the ice show, followed by a luncheon at a nearby restaurant, fascinated all of them. A trip to the Post Office to mail valentine cards to their mothers, quiet browsing in the main library of the city, and a morning watching the operation of a nearby laundromat, are all experiences which have greatly increased the insights of the pupils into the world around them. All of these experiences have been enjoyed because of the National Teacher Corps Program.

The members of the faculty have a renewed interest in teaching as they observe the kindergarten children. They are looking forward to receiving children whom they believe will be more ready for formal education than any pupils we ever had at the first grade level.

The first grade teachers, however, are having misgivings over the fact that they might not be able to accomplish nearly as much because of the greater teacher-pupil ratio in the first grade.

It is also amazing to notice the enthusiasm shown not only by the members of the team but by the regular kindergarten teachers. There is a good relationship between the team members and the other faculty members; in fact, no difference is shown. Members of the team participate in meetings, make clerical reports, and participate in any other activity. They have all learned to love the school, feel close to their co-workers and cooperate with the other faculty members in advancing the total school program for the good of the children. The beautiful

bulletin boards for the month of March were done by the team and their pupils. Many of the smiles seen in the halls are those of team members, and much credit that has come to the school has been because of accomplishments made by them.

Surely the program has affected every member of the staff. WHY? It is obvious that the children have progressed miraculously. We are all watching them grow. A smile from a little boy who has been made to feel that he is an important person in the world, a complete sentence from a little girl who refused to have anything to say when school opened, and a group of children standing erect with their heads to the sky saying the pledge to the flag—all of these indicate that the National Teacher Corps is doing much for this community.

The team realizes that any effective program must involve the parents as well as the children and make a contribution to the community. One of their first tasks was to become well acquainted with the home environment of each child and to analyze the surrounding neighborhood. Routine visits are made to the homes, and parents are invited to observe their children and to participate in their many learning experiences. In like manner, the parents are proud of the fact that team members visited the homes during the pre-planning week in order to get acquainted with them. One mother remarked to the principal, "She must be a good teacher. She came in and sat down in my house and invited me to come to see my son in the classroom." Further, parents are frequently invited to meetings at the school for the purpose of gaining new insights into ways of helping their children at home. Suggestions are given about buying books for children, health rules, and importance of family unity. Another evidence of involvement of parents is that they accompany the children on trips to help the teacher. This is good in that the parents also are learning along with the children and can understand more fully what the school is trying to do for their children. It is significant that the teachers have learned to converse with parents who have limited cultural backgrounds to the extent that the parents feel at ease and friendly around them.

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RECOMMENDATIONS

One of the greatest problems that has been faced in the initiation of the National Teacher Corps Program has been the unavailability of funds from the proposed budget because of the late appropriation; therefore, I recommend that the funds be allotted sufficiently early in order that the full program may be carried out. Too often members of the staff, or the school, have had to use their personal resources to finance activities, such as trips.

In conclusion, as a principal of a school in which a Teacher Corps program operates, I wish to stress that the National Teacher Corps has had a tremendous impact upon the professional growth of the teaching team and faculty in general and the cultural growth of both the kindergarten children and their parents.

It is my sincere hope that this program will not only be continued but will be greatly expanded in the future.

Dr. LETSON, Mr. Chairman, this is Mrs. Barbara Goodwin, president of the DCEI State program in the State of Georgia and also an experienced teacher in Georgia with one of these teams.

Mrs. GOODWIN. I would like to state this report represents the views and thinking of all of the five lady teachers. We have had many opportunities to meet together and have tried to make the program more or less uniform over the city adjusting it to the needs of each individual school where we were working.

The purpose of the National Teacher Corps involves strengthening the educational opportunities for the disadvantaged and also empha-

sizes the training of teachers. These are the two aspects with which I have been closely connected.

Our teams each had a male intern, and a male teacher in kindergarten is an unusual thing. These men have adjusted beautifully to the kindergarten program and have made a real contribution. We have a carpenter shop in one school. In another school a young man has constructed a puppet stage and is working in the field of language arts and we have found this very effective in getting the shy child to talk.

In another school audiovisual equipment is being used plus other materials supplied by one of the book companies to work in the field of language development where these children are often seriously lacking.

I mention the work of the male interns in particular because it is unusual to have a male in the kindergarten. The children of course are delighted, often call them daddy and they have been especially beneficial to those who do not have a father image in the home.

Have you ever heard a 5-year-old boy say to you, "I can talk." Recently while being given a language test one small boy said this to one of our experienced teachers as he spoke in sentences for the first time in the fall.

Have you ever seen a little girl 5 years old afraid to walk uphill because she never had before? Have you ever watched the happy smile on her face when she discovered that her feet would take her uphill so she could gather nuts and leaves like the other children?

Trips of interest to the community are commonplace to your children and mine and a part of the hidden curriculum with which they enter school. Thus enabling them to understand school language and learn to read in contrast, it is not uncommon for children in urban slums to grow up without having been more than a dozen blocks from their homes.

Although one teacher with a class of 30 or 40 kindergarten children twice a day, cannot take trips, the interns in our classes have enabled the regular teachers to make many trips with the children.

The preparation for these trips and the classroom activities which follow insure that proper learning takes place.

In this way they become a part of the rich experience and background essential to a good kindergarten program and provide the children with some of the understanding that they must bring to the printed page if they are to learn to read well.

Children who enter kindergarten after having been in Headstart classes need to continue their education in classes with a low teacher-pupil ratio if the benefits of that program are not to be lost.

In such classes physical defects and serious emotional problems can be spotted and treated early. A year of internship for teachers allows time for them to become acquainted with the many services and highly trained experts who are available in the school system and the community to help them do a better job for children.

There is also time to learn how to operate and use effectively the many audiovisual aids now available to our schools. Every good program can be improved and to this end we offer the following recommendations:

Early and complete funding for 2-year programs such as this one in order to avoid disappointment, frustration, and hardship for the interns and to provide time for adequate planning.

Two, more care in the screening of interns with sufficient time for the institute of higher learning and the local education agency to review transcript before final selection.

Three, better communication with prospective interns, particularly with regard to the following: First, specifically, orientation to such programs as the one in Atlanta which offered experience only in the kindergarten and a degree program only in early childhood education.

Secondly, more communication with regard to requirements for admission to graduate school with certification requirements with individual State boards of education.

We strongly urge that the second year of this program be funded so that the young people who came in good faith will be able to complete their studies.

Thank you.

Mr. BRADEMAS. Thank you very much.

Dr. LETSON. Mr. Brademas, I would like to ask Miss Thomasine Haskins if she would like to tell a little about herself.

Miss HASKINS. I am from Richmond, Va., and I did my undergraduate at Petersburg, Va. I was a sociology major. I was not in education. This is a challenge to me because I know I have to work harder in teaching because I have to gain some of the skills that those who were already in education already had.

I have always had a sincere desire to work with people, especially with children, and the National Teacher Corps gave me an opportunity to do these two things, to do a service to people and to work with children.

I am open to any questions you might have.

Mr. BRADEMAS. Thank you very much.

Thank you, Dr. Letson, and all of you for this most impressive set of statements about the Teacher Corps. I must say I am struck by several conclusions and I will set them forth and then ask you a couple of questions before yielding to my colleagues.

(The document referred to follows:)

TESTIMONY BY DR. JOHN W. LETSON, SUPERINTENDENT, ATLANTA PUBLIC SCHOOLS, ATLANTA, GA.

The following comments concerning the National Teacher Corps Program, which is currently operating in the Atlanta Public School System, are in relation to (1) the purpose of the Corps as set forth in the Higher Education Act of 1965 and (2) the operational experience of the School System and the University of Georgia, the institution of higher education which is assisting with the training of the corpsmen. Care will be exercised in order to comment fairly concerning the intent of the Act, in spite of the many operational problems which have consumed an amount of time disproportionate to the size of the program.

The main purposes of the National Teacher Corps have significant educational implications. They focus attention on (1) the need to strengthen the educational opportunities available to children in areas having concentration of low-income families and (2) the need to encourage colleges and universities to broaden their programs of teacher preparation. The attainment of these purposes involves the development of a partnership composed of the local educational agencies and the institutions of higher education. The use of experienced and inexperienced

teachers, as provided for in the Act, is the liaison between the pupil who comes from an area having high concentration of low-income families and the college professor who has traditionally been charged with the responsibility of preparing teachers. The experienced teachers supplement both the instructional program of the local educational agency and the professional program for preparing teachers of the institution of higher education. The inexperienced teachers, or the interns, bring special interests and diverse backgrounds based on nation-wide experiences. The process of developing a team composed of experienced teachers and interns brings the local educational agency and the institution of higher education into a partnership which charts a new approach to the preparation of teachers and to the improvement of instruction.

The design of the National Teacher Corps Program in Atlanta incorporates the operation of the program into the master plan for improving the educational opportunities for boys and girls in Atlanta. This design prevents fragmentation of programs, promotes attainment of unity of effort, and maximizes the benefits derived from programs which are financed from various sources. The overall objectives of the master plan is the improvement of the training of teachers and is based on the assumption that the greatest and most enduring benefits become available to pupils when the competencies of teachers are improved.

The development of the National Teacher Corps Program in Atlanta involved representatives of the local staff and the University of Georgia. Principals, teachers, and system-wide instructional and administrative personnel, after evaluating existing efforts to develop an instructional program to lessen educational deprivation, designed the National Teacher Corps Program to promote the services in the kindergarten area. This decision is appropriate for the longitudinal program which supplements the services provided for by the Head Start and pre-kindergarten programs financed by the Office of Economic Opportunity and Title I, Elementary and Secondary Education Act, respectively. Further, the Corps program in the kindergarten serves as a foundation for the main thrust of the Title I program: improving the communicative and linguistic skills of pupils in grades one through three by improving the skills of teachers in the teaching of reading and by providing for them supportive services such as counseling, social work, psychological, and clerical. The University of Georgia was selected as the cooperating institution of higher education because of its close cooperation with the Atlanta Public School System and because it is the nearest institution to Atlanta that has a program to prepare kindergarten teachers. The desire of the officials of the University to develop further the partnership between the University and the Atlanta School System is evidenced by the fact that two members of the faculty have been placed on a full-time basis in the Institutional Division of the System. These and other faculty members have worked diligently to develop and provide the pre-service and in-service preparation needed by the interns.

Implementation of a new program and the incorporation of it into the operation of a school system are difficult and time-consuming tasks. The difficulty and time increase as the number of agencies increase. In the case of the National Teacher Corps Program four agencies are involved: the Atlanta Public School System, the University of Georgia, the U.S. Office of Education, and the Congress. The officials of the U.S. Office of Education are to be commended for the manner in which the program has been administered. They involved representatives of the School System and the University while formulating plans to mount the program. These plans included recruiting, screening, and selection procedures of interns and experienced teachers and their admission to the University and employment by the School System. The responsibilities of each agency were carefully delineated to the satisfaction of each party. Realistic and sufficient time intervals to accomplish each procedural step for implementing the program were determined according to the requirement of each organization. However, the appropriation of funds by Congress at extremely late dates for both the pre-service and the in-service program has tremendously hampered and complicated implementation and operation. The late appropriation also caused anxieties on the part of the corpsmen which could have been disastrous had not the U.S. Office of Education, the University of Georgia, and the Atlanta Public School System worked diligently to counteract them. It is believed that most of the problems encountered have stemmed from the failure of Congress to finance the program in sufficient time to permit wholesome public relations, communication, movement of people, and accomplishment of organizational processes.

The structure of a National Teacher Corps program has two significant features: personnel and program. The Atlanta program was designed to recruit

five experienced teachers from among the Atlanta kindergarten teachers whose performance in the classroom had exhibited proficiency in instructional procedures; in relationships with other professional personnel, pupils, and parents; and in professional growth and development. Five highly qualified teachers were identified and are serving as experienced teachers. The program was designed to recruit from throughout the Nation thirty interns or inexperienced teachers. The U.S. Office of Education during the limited time between funding and the pre-service program was able to recruit only 27 interns; and this number is now 15 because of various reasons. One of the interns was not recommended by the staff of the University and the experienced teachers to continue in the program at the end of the pre-service period; others have terminated their relationships with the Corps because of reasons such as indefiniteness of funds, marriage, maternity, personal reasons, assignments to other teaching positions in the Atlanta School System because of the desire to teach in areas other than kindergarten, and general lack of interest in pursuing a teaching career. The program was designed for the pre-service program to be conducted during this past summer with the first six-week period on the campus of the University and the last three weeks in Atlanta. The in-service program was designed to begin in mid-August when regular faculty members of the School System reported for duty. The experienced teachers assisted the faculty of the University in teaching the interns while they were on the campus of the University and in Atlanta during the pre-service period. The experienced teachers have assumed leadership in the various activities of the interns during the in-service period, including classroom duties, community and home visitations, and seminar discussions. The interns serve in seven schools and work as members of five teams, each team under the leadership of an experienced teacher.

The pre-service period proved to be very beneficial and represented an innovative approach in teacher preparation. About a third of the interns had taken a few professional education courses during their undergraduate years. Many had not decided on their careers and had pursued a liberal arts undergraduate program. Only one had previously entertained a career as a kindergarten teacher. Most of them were not familiar with communities which have high concentrations of low-income families. Hence, during the pre-service period, the faculty of the University, with the assistance of the experienced teachers, endeavored to familiarize the interns with teaching as a career, behavioral traits of kindergarten pupils, communities of low-income families, community resources available to help with personal and educational problems, and policies and regulations of the Atlanta Public School System. The interns thus had opportunities to know themselves better, their aspirations and goals, and to perceive themselves in relation to exemplary models of effective teaching. The theory-practice approach to preparing teachers related the abstract to the concrete and resulted in the interactions among the interns with pupils and communities becoming meaningful. The staff and experienced teachers lived with the interns. Their personal relations grew and developed so that when employment time came at the end of the pre-service period, the staff and experienced teachers were able to recommend which interns should be continued in the program and which should not. Their recommendations were particularly valuable when the compositions of the teams were being determined. They knew the interns sufficiently to know who would work cooperatively with whom. Also, the interns had formed informal groups among themselves, and these groups served as a basis for the composition of the teams. Thus, the corpsmen began their in-service work with close personal relationships among themselves and with the experienced teachers and staff members of the University.

The in-service period has been characterized by many difficulties. Possibly the most perplexing to all parties is the fact that Congress did not appropriate funds for the operation of the in-service phase of the program until the middle of October. Here was a group of enthusiastic people who had faith in the program, in the U.S. Office of Education, the University, and the School System, but had no income. Much effort had gone into developing the program; it could not be terminated until funds became available and then started again. The administration of the Atlanta Public Schools did not wish to have the interns abused and to depart from the City of Atlanta. The administration felt a moral obligation, from a personal and a program point of view, to meet the crisis some way, to carry out its part of the agreement, if only funds could be found. The U.S. Office of Education approved the continuance of the stipend which the

interns were receiving from the University of Georgia during the pre-service period, and the Atlanta Public Schools supplemented the stipend to make the monthly salary equal to that which was stipulated in the proposal—the basis on which the interns had joined the National Teachers Corps. Federal funds did not become available until October 23, 1966, and now, the administration of the school system has been informed that Federal funds cannot be used to reimburse the School System for the supplements it paid while trying to preserve the program and the image of all parties concerned. The decision that the System cannot be reimbursed is very difficult to comprehend.

Other than problems arising because of the manner in which the program has been funded, the National Corps Program in Atlanta is resulting in many benefits to the schools it serves. The corpsmen are having a wholesome effect on other teachers. New practices are appearing, and participation in team activities is serving as a means to improve instructional procedures. The value of planning in groups in order to use effectively the interests and talents of the members of the group is being demonstrated. Involvement of parents and contacts with community resources are becoming greater. More pupils are attending kindergarten. Male teachers are serving in the significant role of father-image for many pupils who do not have a father in the home. Improvement in the utilization of instructional media and materials is noticeable. Use of problem-solving seminars is helping interns to make theoretically based decisions of actual situations. Lower pupil-teacher ratios are permitting pupils to receive more individualized attention. Solutions to personal problems are lessening as the interns gain security and confidence in their ability to teach. Most, if not all, of the interns wish to remain in the System, some in different assignments. Experienced teachers are improving their competencies because of the leadership responsibilities during this year. Nine of the remaining fifteen interns gained admission to the Graduate School of the University of Georgia and are pursuing a Master's Degree in Early Childhood Education; six have already become certificated to teach; the remaining nine are working toward certification. It is anticipated that the interns will accomplish these objectives if the program is funded for the two-year period as initially proposed and if funded in sufficient time for the interns to thus plan. Pupils are benefiting by the services rendered by the corpsmen.

The National Teacher Corps Program in Atlanta is having an impact on existing procedures for identifying, recruiting, and preparing teachers. It is making possible the development of team relationships among teachers who have a background of nation-wide experiences. It is serving as a career development program in which theory and practice are combined for individuals who, in general, have a liberal arts background. The college staff has the assistance of experienced teachers who have realistic views of appropriate procedures for teaching pupils from low-income families. In giving this assistance, the experienced teachers serve as exemplary models, demonstrating effective teaching procedures and utilization of modern technology in the classroom. During the pre-service period, an interdisciplinary approach to preparing teachers was extended, combining training in the liberal arts with the behavioral sciences, with the sociological influences in communities, and with the policies and procedures of school systems and local school units. Visitations into the homes, into communities, with community agencies, and with pupils gave the interns knowledge of the pupils and their environments prior to the interns' assuming instructional responsibilities. Personal knowledge concerning the competencies of the interns enabled the staff of the college and the experienced teachers to be of tremendous value to the local educational agency in the employment and placement processes. During the in-service period, the college and local agency continue to share the responsibilities for training, supervising, and assisting interns in determining solutions to classroom problems, either those of a professional or personal nature. More and more, educators recognize that college students who complete prescribed teacher preparation programs are not ready to assume the full responsibilities of a classroom. They do not represent finished products. They need assistance and guidance in order to cope with the many problems which are not included in teacher preparation programs, and which arise while teaching. A partnership composed of the local educational agency and the institution of higher education, and as set forth in the National Teacher Corps, is one means for analytically and concretely relating the improvement of instruction to the preparation of teachers.

Educators are examining many ideas concerning the improvement of instruction and the preparation of teachers. The overall approach by the National Teacher Corps might be viewed as one approach to two very complex problems. As in the case of any approach, sufficient lead and operational time and sufficient funds guaranteed well in advance of the implementation date are needed for a period longer than one year in order to evaluate the effectiveness of a program.

The staffs of the Atlanta Public Schools and the University of Georgia and the corpsmen appreciate the opportunity to make these comments about the National Teacher Corps. It is believed that all parties concerned will profit by the exchange of information and, regardless of the direction taken in the future for the Corps, ideas concerning teacher preparation and pupil instructional programs will have been strengthened.

Mr. BRADEMAs. First of all I was struck by a statement, Dr. Letson, and your comments that the Teacher Corps has been designed by teachers, principals, and educational people and you had gotten a lot of people at the local level involved in the shaping of the program.

That may be one of the reasons some of the others indicated there did not seem to be much friction among the Teacher Corps members and the schoolteachers in your system. I think, also, running through your entire comments, those of all of you, was one major criticism of the Corps; namely, that we have not funded the program early enough to enable you to do an effective job of recruiting the best possible interns.

Am I wrong in either of those conclusions?

Dr. LETSON. No, sir, Mr. Chairman; you are quite right.

We feel most of the problems we have had have been directly related to the timing of the funding problem. I know there was a period of several months where there was some uncertainty on the part of some of the interns about where their pay was going to come from.

I know in our situation, the Atlanta school system said we felt we had an obligation to help see this thing through if necessary and we made a positive commitment to the interns that we were not going to go back on the original commitment that had been made. We felt that this helped us get over that trying period for a few months but it certainly was related to the point you mentioned.

Mr. BRADEMAs. Miss Haskins, in your conversations with your fellow interns, what, in your judgment, persuaded them to become members of the Teacher Corps, as distinguished from becoming schoolteachers in other situations?

Miss HASKINS. I think the fact that this program was designed to help the disadvantaged children was one of the main factors in their entering the program and also they would be pursuing a master's degree. These two things working together caused many people to apply to the program.

It was a good idea to get into it.

Mr. BRADEMAs. Could we get some comment either from you, Mrs. Goodwin, or from you, Miss Hornsby, on the attitude of the other teachers toward the interns?

Miss HORNSBY. The teachers have received the members of the team very well and I believe the main reason is the fact that they knew it was going to reduce the size of the teacher-pupil ratio, No. 1.

No. 2, the children who entered the school had not been exposed to any cultural activities and when they come to school they are just not ready for the formal program. With the Corps, they have been ex-

posed to very many other activities that would raise the cultural level. In addition to that, we have more individual attention, so even if a teacher is teaching seventh grade she feels she would reap the benefit of that even 7 years later.

Mrs. GODWIN. I think Miss Hornsby has brought out the fact it is important for children to have individual attention and small-group work. I think this has brought about a very good feeling between the regular teachers and the Corps members and the regular teachers are beginning to look to some of the Corps members for ideas which they are gleaning from their inservice work and also from their readings.

We have shared books and we have shared ideas and learned from one another and the feeling of cooperation has grown as time went on.

Mr. BRADEMAs. The last question I have, Dr. Letson, I might put to you. I think of one of the major concerns expressed by some members of our committee. I must say I have not heard it expressed by any of the school superintendents out in the country so far, or even State superintendents of public instruction.

This is an apprehension about Federal meddling or Federal control or Federal intervention of some unwarranted kind with the operation of the local school system. I would be interested in any comment you may make on that with respect to the Teacher Corps.

Dr. LETSON. Mr. Brademas, in this program I can say categorically that we have had no evidence whatsoever of any undesirable Federal direction. This has been an Atlanta program. It was our responsibility even in the early stages to determine what we felt was most important to do with some resources from the Teacher Corps.

We made that decision. We made the decision that we would start at the preschool, kindergarten level. We made the decision about the selection of our experienced teachers and, in regard to your previous question, I think this is another point.

One of the reasons that we have had no problem in relationship with teachers throughout the school system is the fact that our team leaders are outstanding, recognized members of our staff. They knew the city, they knew the personnel, and they moved into it right away; that made it possible to effectively utilize the resources of the Corps.

Also a part of our problem not only relates to those areas where the members of the Teacher Corps are directly assigned. A part of our problem is to stimulate changes throughout the school system, and, in a sense, these five experienced teachers that have been associated with this program have not only contributed to the areas of the Teacher Corps itself but they have contributed and have stimulated professional changes and improvements throughout the various schools in which they work.

I believe there is one of the great contributions that has been made by this program.

Mr. BRADEMAs. Thank you.

Mr. Ayres?

Mr. AYRES. Dr. Letson, I am not saying that this is going to happen, but in the event that the Congress should not appropriate the funds to continue the Teacher Corps program, do you feel that it has been so successful in the private area that you would propose that it be con-

tinued at the local level insofar as the cost of operations was concerned?

Dr. LETSON. I would certainly propose, Mr. Ayres, that we proceed as far as we can to continue somewhat the same program. I am not at all certain that we could continue as it is now established. I know that the resources with which we could approach it would not make it possible to do what needs to be done in this area.

I would want to emphasize again that one of the greatest contributions that the Teacher Corps can make and is making is to establish a sense of pride on the part of a particular group to move into these culturally deprived areas.

This has been the source of a large part of our problem, that our better people would prefer to go to the easier, more socially acceptable areas of the community. If we can establish as I think the Teacher Corps has made a good beginning in doing, if we can establish that there is a badge of recognition and approval on the part of a dedicated group that moves into these areas, then I am convinced that we will make tremendous strides in other areas of the school system in attracting more capable people to the culturally deprived areas, and that in the final analysis is our greatest need.

Mr. AYRES. Are you saying, Doctor, that it is not necessarily a lack of funds but a lack of incentive and dedication that has prevented these deprived children from having people with the qualifications of those going into the Teachers Corps filling the gap?

Dr. LETSON. I am saying that regardless of whether we wanted this to be the case or not, it has been generally accepted down through the years that the better teachers would be recognized as being better teachers by an assignment to a more culturally deprived community.

I think this is a hard thing to attack. It has been generally felt by a large part of our professional staff, for example, that to be assigned to a culturally deprived school was just some evidence that possibly the teacher had not done as effective a job as he should have done, as untrue then as that may have been.

I do feel that it is urgent that we develop a kind of spirit and a kind of opportunity to recognize the dedication that many teachers really feel by establishing the fact that service in a culturally deprived school or neighborhood is a rewarding professional service that carries with it the kinds of professional rewards that would be recognized generally throughout the community. I think the Teachers Corps has helped us accomplish this. I think the national aspect of it helps to give it that image.

Mr. AYRES. Many of us here in the Congress who were here through the National Defense Education Act provided a special incentive for those who wanted to go into teaching. Many of us felt at that time that perhaps it might be advisable to even give a further incentive or inducement for those who wanted to follow the teaching profession to go into these areas that are not necessarily the easiest ones to teach in.

Do you feel that perhaps we could pursue that line under the National Defense Education Act?

Dr. LETSON. Mr. Ayres, I do not believe it is a matter that is solved solely by salary. I think that the intangible evaluations of this kind of service are more potent in attracting people, capable people, to these positions than the money aspect of it.

I think that progress is being made in direct proportion to our ability to give a sense of accomplishment and achievement and belonging and real participation to dedicated people as they are placed in these culturally deprived schools and are recognized for the value for the service they render and are given a working situation that makes it possible for them to do an effective job.

Mr. AYRES. Perhaps I should direct this question to the young lady from Richmond. Do you feel that those with whom you are associated are just as interested in pursuing their additional graduate work as they are in teaching in the deprived areas?

In other words, is the real incentive the opportunity to go ahead and be teaching in these deprived areas while at the same time, as you stated, working toward your master's?

Miss HASKINS. I think their first interest is in teaching the disadvantaged. Here you can see the gain. Most of these children need help very badly and it is a motivation to go to school every day to try to help them.

Of course we are very interested in pursuing our education because most good teachers are always trying to improve themselves, but our main interest lies with the children.

Mr. AYRES. If you get your master's degree you will continue in the field of education?

Miss HASKINS. Yes.

Dr. LETSON. May I comment, Mr. Ayers, Thomasine did not have the goal in college or objective to become a teacher and she would have been lost to the teaching profession, in my judgment, had it not been for this program that gave her an opportunity to see what opportunities were available in this field.

Mr. AYRES. Do you feel there are a number of those now in the Corps who fall basically into the same category as this young lady?

Dr. LETSON. Yes, sir; I do, and I feel if we can accomplish the financing of the program in order to permit the kind of recruiting and the kind of evaluation, that we will get an increasingly large number of young people in this same category who would not otherwise have been teachers.

You see, many of them remember or know about teaching only in terms of their own experience in going through school. Many of them have no understanding of the kind of rewards that would be involved in helping children in these deprived neighborhoods. As they experience it under a condition that makes it possible for them to work effectively and under the guidance of an experienced teacher, they begin to recognize these rewards and appreciate them and I am convinced that it would attract many capable people in the teaching profession.

Mr. FORD. Mr. Ayres came toward the end to this question of what is most likely to motivate teachers to work now in the areas we are talking about. Maybe Atlanta is not the best part of our country to solicit an answer to this because you stand out in the part of the country that I come from as a fine example not only for the South but the rest of the country. The frustration over finding a way to encourage teachers to want to go into and stay in the tough schools has been felt in some of our large cities. In Detroit, where I again have

some familiarity with the situation, a teacher looks forward the second time he signs a contract to go into a nicer school and he works closer and closer to working outside the city all the time, looking for nicer facilities and surroundings, and this is human nature.

In some feeling of frustration, there has been a suggestion in the past you might try combat pay. It has actually been described in this fashion. For some of our teachers who have to teach in some large areas, there are these problems.

Perhaps you have seen what has been going on in New York City the last few days. Perhaps the way to keep teachers in these areas would be to compensate them. Of course this is opposite to the concept of the Teachers Corps which follows the great success we have found in the Peace Corps and VISTA, where people who are very obviously far better qualified than the average to go out and be a success in almost anything they try, are working not only for lower compensation, but generally in alien surroundings, and they have been very successful.

I notice you have six States represented in the interns that you now have working in Atlanta. Recognizing that you are a rather large city for your part of the country, would you have this kind of a mixture in your general teaching group in the elementary schools or would they tend mostly to be local product?

Dr. LETSON. Yes, Mr. Chairman, I think we would have that large distribution in our teachers generally. We engage each teacher in an extensive recruiting program that involves all of the Southern States and most of the border States. We do have a fairly cosmopolitan group.

I would comment that in my judgment the combat pay approach is not the answer. I think the most effective answer is to create the circumstances and the conditions in our culturally deprived schools and neighborhoods that will make it possible for good professional teachers to effectively perform their jobs.

Mr. FORD. There is a second aspect of this that you touched on. You mentioned that you picked as the leaders people who were familiar with their community and were recognized in your system as outstanding teachers.

Is there evidence that the interns are likely to be capable of infecting other people when they leave your system or even if they stay in your system with the new thoughts and new ideas about dealing with young people with special problems approaching the normal educational factories that we run in this country?

Dr. LETSON. We have no statistical evidence, Mr. Chairman, that this is true. We have on the basis of subjective judgment, however, a firm conviction that it is true.

Mr. FORD. Mr. Meeds of New York used the expression *esprit de corps* in here the other day, and he felt this was an important factor in having a national type Teacher Corps. Is there evidence that there is a prestige factor operating with regard to the interns and lay teachers in your system that would indicate that they as people identified as committed to the Teacher Corps enjoy some prestige as the result of this, with the other teachers, that is?

Dr. LETSON. There is some evidence that this is true. I think that our program has been in operation for too brief a period to really have

it operate as effectively as I think it can and will as time goes on, but I certainly agree that the esprit de corps aspect of it is a part of the attraction that can be brought to bear on both the recruitment and the effective operation of this program.

Mr. FORD. One final question. Do you feel that as the Corps has operated up until now there has been any resistance on the part of your school administrators to the teachers coming as part of a Teacher Corps rather than as a part of a clearly identifiable local teacher training program?

In other words, do you detect that it might be easier to have a school principal accept one of your regular Atlanta teachers for a special project than it would be to have perhaps this young lady come down from Virginia and work?

Dr. LETSON. We have detected very little, if any, Mr. Chairman, of that attitude. It is quite possible that it prevails in spots.

I think it will be responsive to the approaches that would normally be made in terms of the quality of the people that are selected and the quality of the job that they do.

I certainly feel that the acceptance of this program has been widespread on the part of our school people because of the growing recognition of the fact that if we are truly going to teach children from a culturally deprived background, we must find ways of doing somewhat differently from the way we have tried to do it in years past.

A part of this is a reduction in pupil-teacher ratio. We must have teachers to work with smaller groups. If we attempt to do this on the basis of our regular ongoing program with local support, then we immediately run into the kinds of questions, "Well, how can I justify a teacher for eight children here and you have a teacher for 30 children here?"

It is possible of resolution and I know we must find ways of doing it but I feel very positively that the programs like the Teacher Corps that provide in terms of the basic structure itself that a school system may not reduce the number of teachers that it employs.

It is a supplementary program. And it is much easier to implement and get the returns from it than would be the case if it were just a part of the overall budgeted operation.

Mr. FORD. Mr. Scherle.

Mr. SCHERLE. Thank you, Mr. Chairman.

I am sorry I was not in here at the beginning because this is a department in which I am vitally interested. I have areas of misgivings and areas of apprehension and I think from the short period of time that this program has been innovated there have been many pros and cons to this program.

Let me ask you this question: In Atlanta do you now have kindergarten?

Dr. LETSON. We do not statewide but we do in Atlanta and possibly two other cities within the State.

Mr. SCHERLE. Why do you not have kindergarten if you think that Headstart is such a wonderful program?

Dr. LETSON. Of course we have answered that in the city of Atlanta because we do have a publicly supported kindergarten but there is no statewide program of support of the kindergarten program.

The result of those same kinds of factors have prevented education from being supported as effectively as it should down through the years.

Mr. SCHERLE. How can you actually justify a national Headstart program if the State itself is not taking care of the youngsters within the confines of your own State?

Dr. LETSON. It is a matter of relative values and it is a matter of choice. If a State in its financial program has limited resources or relatively limited resources, then the State makes its decision as to where those resources will purchase the largest educational return. Thus far the State of Georgia has not seen fit to implement a state-wide kindergarten program, but in the city of Atlanta we have been willing and the city has for many years devoted local resources entirely to the operation of this kindergarten, and the Headstart program is not operating during the regular school year, Mr. Scherle, but is a summer program primarily preliminary to coming into the kindergarten in the fall.

Mr. SCHERLE. This is what interests me. This is a 6-week program, is it not?

Dr. LETSON. Yes, sir.

Mr. SCHERLE. Your Headstart program is what age group?

Dr. LETSON. Four and a half to five years old.

Mr. SCHERLE. Would you advocate three?

Dr. LETSON. Yes. It would have to take its place in terms of relative values. If we had the resources; yes.

Mr. SCHERLE. Then how can you justify a 6-week program during the summer months in some of the areas and yet not ask your State legislature to set up a program for a beginning of your elementary schooling and institute a kindergarten?

Dr. LETSON. The educators in the State of Georgia have made such requests but thus far we have not been able to convince the legislature of the desirability in terms of relative values they have not implemented it.

But I would again want to point out the Headstart children in Atlanta do move right into a regular kindergarten program. They are not left high and dry following this Headstart experience.

Mr. SCHERLE. Would you advocate the transfer of Headstart control to your State department of public instruction?

Dr. LETSON. Yes, sir; I would certainly advocate its transfer into the U.S. Office of Education and into the State educational program without any question of a doubt in my mind.

Mr. SCHERLE. I also notice here on page 3 of the testimony the low pupil-teacher ratio. What do you comprehend would be a sizable group to satisfy and justify what you are trying to do in a 6 weeks period of time?

Dr. LETSON. You are talking about Headstart now?

Mr. SCHERLE. Yes.

Dr. LETSON. We have felt that a group of 15 was a reasonable number for Headstart.

Mr. SCHERLE. Do you think that the Government should be allowed to solicit or recruit teachers to work in your given area rather than leaving it to local control?

Dr. LETSON. Mr. Scherle, I think the Government can render a real service in identifying prospective employees but that would not mean that the local school system abdicated its responsibility for this or its right to determine in the final analysis whether an individual became a part of that local school system or not. I would insist on that right for every local school system but I think the Teacher Corps or professional association as the NEA has recently done, I think, can render a real service in compiling, in locating and compiling various information about individuals in order that there would be a clearing-house.

Mr. BRADEMAS. I am afraid the time of the gentleman has expired.

Mr. Dellenback.

Mr. DELLENBACK. I see the time limit is an oppressive one at this stage. I don't think there is any of us who is not deeply concerned about trying to benefit the disadvantaged and the stories you tell of the youngster who speaks and walks. Certainly there are moving tales that may be very thrilling and difficult to live with, as I am sure we would find.

Our problem in questioning on this is not to attack but to realize even on a Federal level there are limited dollars involved and what we are reaching for in part in our questioning, at least so far as I am concerned, is to reach in the direction of how best we can use the dollars to achieve those goals we would like to achieve. This is one alternative.

One plan. May I ask Dr. Letson this question. Realizing the goal is improvement of education, quality, and equality-wise, so far as Atlanta is concerned, would you be able to do a better job if the funds that are poured into the program, the Teacher Corps program, were to be handed to you with no strings attached and you were told to use them for the training of teachers?

Would you be able to do a better job or would you do an inferior job compared to the Teacher Corps.

Dr. LETSON. That is a difficult question to answer. I think there might be some isolated cases, cities where a better job or an equally good job might be done, but I would definitely hesitate to make that a nationwide conclusion.

Mr. DELLENBACK. I am talking in your area of competence, Atlanta. Let's ignore all other cities and just talk about the Atlanta school system. If you were having a choice of the same number of dollars that went into the National Teacher Corps used there for the Teacher Corps versus being handed to you with the instruction that you were to use these for training teachers for the disadvantaged, which way would you do a superior job?

Dr. LETSON. I am still of the opinion, Mr. Dellenback, that we would be able to do a better job through the Teacher Corps. This would require some explanation. I think there is a distinct advantage in the national identification of prospects.

We would not, for example, have been able to get Miss Haskins as a part of the Atlanta school system had it not been for this process.

In the first place, I doubt that she would have been coming into any school system as a teacher. So I think that is a service.

But in the final analysis the Teacher Corps does almost exactly what you are saying because from our point of view this is a local program. We are using the dollars that are made available.

Mr. DELLENBACK. Is this exactly the way you would use them if the dollars were handed to you?

Dr. LETSON. Well, had this not been originally a part of a plan we might have varied from it in some respects.

Mr. DELLENBACK. What if it were the case for the next year? How many dollars have gone into the Teacher Corps program in the Atlanta area?

Dr. LETSON. Frankly, I don't even know the total of our budget. There were some misgivings at one time as to how much would be available.

Mr. DELLENBACK. Let's assume it was \$100,000. I don't have any idea what it is. You now have some 15 teacher interns. With that same \$100,000—would you have been able to have brought in more than 15 if you were left full implementation on your own?

Dr. LETSON. I doubt it, because the same amount of money would have been involved in the payment of salaries of either interns or additional teachers and as this program is being proposed in the amendment to title I involving the Teacher Corps, it does involve a reduction in salary and would be a lower salary than our interns in general have received this year.

Mr. DELLENBACK. As I listen to the testimony, and forgive my breaking in, but the chairman is about to hit that gavel, I am afraid, as we move forward in studying the program we realize that part of the gain as I listen to the testimony is in having people like Thomasine involved.

Part of the gain as I listened to Mrs. Hornby's testimony and Mrs. Goodwin's is also in great improvement within the attitude of present teachers, stimulants, all sort of gain to those who are now teaching. Could you not have used this amount of money very advantageously to stimulate, to inspire, to improve the present teachers?

Dr. LETSON. Yes. Are you proposing, for example, that this would be an additional amount of money that would permit a reduction in pupil-teacher ratio across the board?

Mr. DELLENBACK. I am not sure what you would do with it. You come here to testify for the Teacher Corps and you like the results that have followed so you find yourself backing the Teacher Corps.

My concern is not Teacher Corps for or against. My concern is the results that have followed and what I am asking is could you have done a better job in reaching results—call it any name you want—I am interested in results. With limited dollars could you have done a superior job if right now or next year we say "Push the Teachers Corps program aside and we give you in Atlanta the same number of dollars that went into the Teacher Corps program?"

Would you do an inferior job to what was done last year or would you do a superior job to what was done last year?

Dr. LETSON. In the first place, I think there are some serious questions that the Congress would approach it that way.

Mr. DELLENBACK. That is not your worry but ours.

Dr. LETSON. We have to determine in education just like in business how much return can we purchase with every dollar we spend.

That is basically the question you are asking. Could we spend the same number of dollars that has been devoted to the Teacher Corps and secure a larger educational return in any way?

It is almost impossible to give a simple yes-or-no answer. I think in some instances it might be possible. In general, on a nationwide basis, I doubt it. I doubt it in Atlanta.

Mr. DELLENBACK. Don't hit other areas, but in Atlanta you feel you would not have done as well?

Dr. LETSON. I am afraid we would not.

Mr. BRADEMAS. We must now recognize the gentleman from Wisconsin, Mr. Steiger.

Mr. STEIGER. In trying to briefly go through all of your testimony you raise some interesting points and do a good job in supporting your position.

Dr. Letson, if I may, how many teachers in the Atlanta school system usually request a transfer out of whatever you call it, the core area, the disadvantaged area? What kind of a problem do you have with teacher transfers?

Dr. LETSON. We have a sizable problem in that we do have a considerable number of teachers each year who request a transfer. We cannot honor all of those transfer. We do to the extent possible in terms of what we feel is for the best interests of the school system.

We honor the transfers if we can, but have more requests for such transfers than we can honor.

In all honesty, I would have to acknowledge the fact that the race issue has been a part of this factor and has stimulated some of these requests. It has also stimulated some of the reverse kind of action that have brought some teachers into these deprived areas, also.

Mr. STEIGER. On page 6 of your statement you say lower pupil-teacher ratios help, and so forth. How do you work your program with the Teacher Corps in creating this lower pupil-teacher ratio?

Do you put a Teacher Corps team into an area where now you have 30 or 35 pupils per teacher? Can you give me any indication of just how you have tried to work this?

Dr. LETSON. We have staffed all of our schools the same as had we not had a Teacher Corps team. Then the Teacher Corps team moves in as an additional personnel and as an additional resource for that particular school which means that instead of—and our kindergarten is on a two-group basis, one group coming in the morning and one in the afternoon. This means 30 children for 1 teacher in the morning and 30 children for 1 teacher in the afternoon.

With the Teacher Corps we have been able to divide this group of 30 children in both sections into smaller groups in order that the Teacher Corps corpsmen could work with them on an individual or more individual basis and engage in a lot of those activities that were referred to here.

Mr. STEIGER. We had some testimony yesterday in regard to the program of the Bank State College in New York in conjunction with the Office of Education, which is the development of what we can call paraprofessional, or teachers aids, or what title you wish to give them.

May I ask for your own assessment as to the value of a teacher-aid type of program? Let me point to the testimony that Mrs. Goodwin

gave in which she pointed to some of the programs that the Teacher Corps teams were involved in, such as trips, and so forth. Is this really an appropriate area for the Teacher Corps team? Would that perhaps be more appropriate for the work that a paraprofessional might do?

Dr. LETSON. I think certainly there are aspects of it that a paraprofessional could do. May I answer your question generally? I have a very definite personal belief that the utilization of teacher aids offers tremendous possibilities. I think the teacher profession has probably been slower than any other in the utilization of subprofessional people.

Since we are finding it difficult to secure a sufficient number of professional teachers, I think we have to work out ways where experienced teachers can magnify their influence by directing teacher aids or teacher assistants.

In part, the Teacher Corps program has a relationship to this belief. I think in time the Teacher Corps program itself might expand into the acceptance of teacher aids and the training of teacher aids or individuals for teacher aids quite appropriately.

Mr. STEIGER. I am glad to hear you say that. Thank you, Mr. Chairman.

Mr. BRADEMAS. Mr. Letson, Miss Newman, Mrs. Goodwin, Miss Hornby, Miss Haskins, we thank you for coming. We appreciate your coming. I am coming down to Spelman College in May, and I will try to come visit you in the field when I come down there.

Dr. LETSON. We would be honored to have you visit us any time, Mr. Chairman.

Mr. BRADEMAS. Dr. Donald Wilson and Dr. Leonard Osview are our next witnesses.

DR. DONALD E. WILSON, DIRECTOR, TEACHER EDUCATION, SCHOOL OF EDUCATION, UNIVERSITY OF SOUTHERN CALIFORNIA

Dr. WILSON. My name is Donald E. Wilson, Director of Teacher Education, National Teacher Corps, University of Southern California. May I have this document placed in the record. It is from the Los Angeles Herald Examiner, Saturday, March 11, 1967, issue and if possible I would like to submit it as evidence in the hearing.

Mr. BRADEMAS. Without objection it will be included in the record. (The document follows:)

[From the Los Angeles Herald Examiner, Mar. 11, 1967]

TEACHER CORPS MAKES IMPACT IN WATTS

THEY HUSTLE EDUCATION

(By Elmer Wells)

Last summer 36 National Teacher Corps volunteers gathered at the Westminster Neighborhood Association Center in the heart of Watts as pioneers on a new educational frontier.

The poverty, apathy and despair of the community were apparent. So was the Negro community's distrust of its Caucasian neighbors.

South Los Angeles was plainly skeptical. It wanted to make sure these NTC recruits, many from white, American middle-class backgrounds, were not merely do-gooders.

It wanted to make sure they meant it when they said they seek to help the area's children break the cycle of poverty's pervasive pathology—lack of self-respect and lack of hope for the future.

The NTC recruits and their leaders were warned they would be rejected, and that the Caucasians among them were suspected of being "blue-eyed devils."

Given warnings

They were warned that any showing of middle-class disgust with the raw life of the district would mean failure. So would any aloof pupil-teacher-parent relationship.

And to succeed they would have to get out into the community, into the homes and live and suffer and work with the people—long, long hours.

"That's the only way," said one speaker, "you can help show these children that the fast-buck hustler, with his flashy car and women really isn't a hero. And the real heroes are the boys and girls and parents themselves, when they invest in education and responsibility, not only for today but tomorrow."

Another speaker flatly stated: "No matter what you do, the children of this area are going to reject you."

Rough at first

"Hustle education if you want to succeed in the ghetto, baby," the recruits were challenged.

And that's what they are doing today.

"They were rough on us," admits Dr. Donald Wilson, NTC director here, referring to that Watts meeting on a hot August day, just a year after the community blazed with gunfire and Molotov cocktails.

"But we didn't lose a volunteer. And no one quit when they had to work for two months without pay."

Aim of the Corps, Dr. Wilson explains, is to give teachers and college graduates who want to go into the profession work-study experience in the spirit, skills and ghetto savvy to be successful in poverty area schools.

Scattered throughout the nation are 1227 men and women Corpsmen. Of these 262 are veteran teachers and 965 recent college graduates. But all want professional careers in teaching disadvantaged children.

The Corpsmen are in work-study programs in 275 schools and 111 school systems throughout the nation which cooperate with 50 university training centers.

USC is the university training center for the NTC project in this area. Working with the university are four school districts.

Two of these are in the Watts area, at the virtually all-Negro Willowbrook and Enterprise school districts. The others are in the predominantly Mexican-American Garvey district in East Los Angeles, and Jurupa in Riverside County.

New friends

Although the Teachers Corps is relatively new, what's going on in Willowbrook and Enterprise indicates the volunteers are "hustling education" as admonished.

It also indicates that many parents and pupils in these communities, who for years have looked on the teacher as a sort of "policeman," are eagerly grasping for the helping hand of a new schoolhouse friend.

Frank Spite, principal of Pioneer School in the Enterprise District, a Negro, debunks the idea that the community rejects "blue-eyed devils" coming to teach in its schools.

Spite noted that the 36 Corps "interns" and 8 leaders in his and other school districts involved are making an impact. The other districts are Willowbrook in the Watts area, Garvey in East Los Angeles and Jurupa in Riverside County. For one thing, they have been able to ease the class burden of other teachers.

Thus children are receiving more individualized instruction and showing improvement. Not only that, the Corpsmen have set up education and information programs for parents, and visited many homes, not as a policeman, but as a friend from the school.

The parents, he said, are no different from those anywhere. They want their children to succeed, "and they expect to do this from education. They look on teachers as teachers."

Out vandalism

W. H. Betton, principal at Mark Twain School, also a Negro, says the Corpsmen are helping him "to send home happy children." And when this happens "the word gets around."

In Willowbrook, Asst. Supt. Thruman Johnson tells how the Corpsmen are helping to save the district many thousands of dollars through a program aimed at cutting vandalism.

Windows and doors were steady targets for vandals, he said. And during last Christmas vacation alone damage was \$3000.

This shocked the six NTC interns and their leader at the school. They decided to do something about it.

The Corpsmen's solution was to each contribute a few dollars and hire teenagers to guard the school.

While it may sound like a "protection racket," the money has now become less important than the pride of taking care of "my school" and in pleasing the new-found teacher friends.

Parents, teachers and administrators in the NTC schools reel off impressive lists of the school-community work the Corpsmen are undertaking, often at long, heartbreaking hours running into 60 and 70 hours a week.

Among these are an open air movies in an area where no theater exists, taking children to zoos, the beach, museums, spending many hours tutoring children and their parents—and countless friendly home visits to show the school cares.

Extra punch

Raymond A. Shields, who at the age of 51 gave up a career as an adult teacher to study for his elementary credential as a NTC volunteer, "to do more for the community I've worked in for 13 years," expressed the feeling of many Corpsmen in this way:

"This is the extra punch that was needed and has been needed all along."

Dr. Wilson says the "extra punch" is now in danger. Congress is debating whether to continue appropriations for the NTC.

Being asked is \$48.5 million for the next two years. Of this about \$12.5 million is needed to finish the two-year job already started.

Job half done

NTC officials say to cut off the program now would waste much money. For only half the job of training the first contingent of Corpsmen is completed.

Many of them, who have been receiving \$5500 salaries plus tuition, still need a year to complete work for their master's degrees and, in California, a full teaching credential.

"The Watts riot cost about \$40 million," said Dr. Wilson. "It would be a shame to kill a program such as NTC, which has a good chance of preventing future catastrophies of that kind."

Mr. BRADEMAs. I take it you do not have a prepared statement to distribute to us.

Dr. WILSON. No, but I have material I could have duplicated and give it to you if you like.

First of all I would like to say I am speaking not only for myself but all of the members of the Teacher Corps at the University of Southern California on behalf of the National Teacher Corps, and also for disadvantaged children that might not, if this program is not funded, or some similar program, might be further disadvantaged.

I do not have to remind you that the problem of cities in the form it is not assuming is most urgent, the most difficult and most frightening domestic problem that has emerged in recent years. It has been said we have left undone those things which we ought to have done and we have done those things which we ought to not have done.

This includes first of all almost a complete failure to find out and face the hard facts of modern, urban problems. The heart of the problem of the cities is a problem of the ghettos which have been claiming rights in the past few years. The careful research behind the Watts report shows school that is forced to accept as much as

25 percent of disadvantaged children virtually ceases to be a school and almost all of the children in the ghettos are very seriously disadvantaged.

The school becomes worthless because the teachers are unable to carry the huge extra burden of helping disadvantaged children, whether Negro, Mexican-Americans, or poor whites. The important thing is to provide him more teachers and much better teachers for all schools, particularly those schools carrying a serious burden of disadvantaged pupils.

The cities must be given superior schools, not just good schools, but immensely superior. The superior school should not merely cure the urban disease, they should also open the door out of the poverty trap for the children of the urban ghettos. At the University of Southern California we are cooperating with some four districts, three of which are in the Watts area, Willowbrook, and Enterprise. Another district, Bardy district, is in the eastern section of the city and predominantly low Caucasian and Mexican-American communities, as is Jurupa, located in Riverside County.

Prior to my coming I asked the superintendents in these districts to come to the university and discuss problems that we thought you would be interested in and also to receive their testimony that I could bring to you in terms of how they feel the National Teachers Corps is operating and what contribution it can make.

The first question which we discussed was how can we justify the existence of a National Teachers Corps program. Why do we need Federal funds? As I listen to the presentations this morning and your questions, this is a question which has been asked. Let me answer in terms of what the superintendents said in the various districts with which we are cooperating.

Dr. Siemer from Jurupa stated the districts do not have financial resources to do the job. Mr. Dickey, superintendent of Willowbrook, stated often the districts with the greatest need are least able to finance programs to take care of that need.

Mr. Hodes, assistant superintendent at Enterprise, stated our district has been operating on a deficit budget for the last 5 years. The assessed valuation in our area was cut considerably. If the Federal would subsidize farms, oil depletion, and so on, why can't human beings in urban areas be subsidized?

Dr. Seaton said we need the quality offered by a National Teachers Corps intern program. It is difficult to compete in the open market for teachers and I might again answer a question raised here before in terms of getting teachers for these disadvantaged areas.

In the fall of this year in Los Angeles, in the southeastern area, there were 900 vacancies. This spring there were 500 vacancies and yet the surrounding districts in Los Angeles County, I had superintendents, personnel, tell me in some instances there were 50 applicants for every position they had.

Mr. BRADENAS. These are in the suburban schools?

Dr. WILSON. These are in the suburban schools. Dr. Hoate also stated in regard to his first question that we need more teachers to individualize teachers, and this means more money. The National Teacher Corps program offers internships which are in line with

other professions, which is as it should be. Dr. Hoate also said that there are important byproducts of the National Teacher Corps program creating a corps of interns with interesting backgrounds, and the program offers teacher education.

Incidentally, in terms of background, I might indicate that we have 36 interns. Let me also say in terms of the question that was raised on the question of esprit de corps that we feel we have a solid program at the university and despite the difficulties and uncertainties of funding, we have not had a dropout from the intern program in the in-service phase.

Again, in light of the criticism which had been raised during the summer in some of our meetings in the Watts area with some of the Mohammedans and Muslims, who were calling us blue-eyed devils—"Don't come back into our area"—but the interns were not frightened. They stayed and will probably continue to stay and teach in the areas.

Mr. Dickey made the comment that the long-range effect is to upgrade the teaching profession itself and this is, again, what we have heard as testimony. We feel the national teacher program is essential that we can focus attention on this particular community, that this community does need a special type of person.

This program will allow us to select the most highly qualified persons. This gives us a larger selection process.

Dr. Seton said that because of the national teacher program we are able to do more specialization than ever before. We have never been able to provide this kind of program before, and if you were to ask me if we could duplicate it, I would say we, too, at the university would need additional help because you need manpower to run a program such as this, and we have felt because of the national teacher program this has made our program highly effective.

Another comment from Mr. Hoate is that if the National Teacher Corps training program is not funded for another year, it would look like just another promise going down the drain.

There were other questions which we took up. The second question is what are the interns doing that could not otherwise have been done. Again, if you will permit, I will summarize for you some of the things that they are doing, and if you will look at the newspaper article, you will see that the pictures will illustrate very nicely the areas in which they are working.

Just to itemize some of these experiences, individual help is being provided for children with learning problems and in disadvantaged areas, as I read before, this is what we need. We need additional help of the instructional staff to meet the individual and his problems. When you have a classroom of 30 youngsters, one teacher is not sufficient to give the attention necessary.

Another is working with small groups of children with similar learning problems.

The third is community involvement as preventive rather than as remedial. One of the interesting things that has developed in the Willowbrook area—high vandalism has been reported in the past, and Mr. Dickey does relate to this problem in the earlier testimony, that the vandalism has been reduced 20 to 30 percent this year. One of the reasons that they can point to is that the National Teacher

Corps team in the Marian Anderson School organized itself on Saturday and after school to work with the high school youngsters who oftentimes are the source of the problem and organized them into taking leadership and in providing, if you will, a protection against other outsiders coming in to destroy school property.

Community involvement has meant more than just working with juvenile delinquents. It has actually meant in many of these schools that the parents have been involved, have been brought in. They have actually been in special classes of reading, of art, of speaking, and the interns have had a major responsibility. Special attention for discipline has been given to the interns. Special afterschool study hall and playground duty during recess with organized activities, special noon-hour athletic programs, general assistance to the total school staff, especially teaching English as a second language, speech classes—all of these things are working well.

One specific example in another district where they had taken a survey, they found there were no movie houses, and one of our interns being affiliated with the movie industry previously was able to get a projector and film and set up afterschool Saturday movies for the youngsters in the neighborhood. These are a few of the things which our interns are doing. They are assisting the regular classroom teacher and they are doing many things outside the classroom involved in community affairs.

In Garvey, the teams and especially the team leaders are serving more or less as catalysts involving several youth agencies, both public and private. Each has a representative on the council and the team leaders are president and vice president of the council. They are developing a youth center for the teenagers, and some form of educational program will evolve.

There is a new program involving the teaching of English as a second language. There is also a program to teach people about the economic system in which they live—the relationship of their money and the community to the running of the country.

I could list many other specific activities that the interns are engaged in. They are engaged in these activities for many reasons. First of all, they are concerned with children. They want to help. There is a relatedness. Also, it serves as a very valuable laboratory for the course work they are taking at the university in sociology, psychology, and so on, and this can be related to their actual field experiences.

Moving to still another area in terms of questions, how does this affect teacher education? I would say primarily it has served as a catalytic agent and set off a chain reaction not only at the university level but at the community level and in the school. First of all, the University has moved from the ivory tower into the actual field experience. We think this is good. The National Teacher Corps at the university has prompted us to move in this direction. We have been able to staff the program as we think a program should be staffed. In other words, the University of Southern California, a private institution, would not be able to provide such a program for all of its students. It has been primarily community centered. It has taken an interdisciplinary approach. It has cut across the academic fields,

as I mentioned before—anthropology, sociology, psychology—and then after a period of time we have moved into the field of professional teaching with methodology and such.

A new concept has emerged as far as teacher education is concerned, and that is in the team approach. We have spoken of the team leader being responsible for the interns but at the university level we feel we have involved the team leaders as members of the instructional staff. We have brought in from the field, from the districts, the personnel, the administrative personnel, the welfare and attendance officers, the school psychologists, the counselors as well as the principals, the team leaders, the experienced teachers, and they have all come together in deciding what the program should be. We feel this is a new concept where the university is no longer operating in a vacuum, but we are working and listening to those people on the frontlines and, again, this is an attribute of the National Teacher Corps.

Rather than taking any more time, let me just ask a final question. I know you are concerned with and how effective has been this program. If I may again let me bring to you the testimony of our interns in terms of quotes.

It is my fondest hope that this program will serve as a model for other teacher educational programs.

This program has made me realize the tremendous needs of youth to be educated in a way that will help them become useful citizens.

It has been a great program. I wish I was at least three people so that I could do three times what I am doing.

The Teacher Corps just has to survive.

The community is beginning to see the school as a friend who is willing to work with them in making their lives more meaningful.

I would summarize by asking a question which has been raised before in terms of why should we invest in this program. I think it is going to come back to you to make the decision where your sense of values really are. Are you going to put your faith in these things just because you have already given us Federal aid to education? We have instruments, we have equipment, we have materials, but the most important thing is to have the people who know what to do with these things, and I think the National Teacher Corps is a program dedicated to finding how the most effective ways in which to work with people and to make them useful contributing members of our society.

Thank you.

Mr. BRADEMAS. Thank you very much, Dr. Wilson.

STATEMENT OF DR. LEONARD OSVIEW, ASSISTANT DEAN, COLLEGE OF EDUCATION, TEMPLE UNIVERSITY

Mr. OSVIEW. I am Leonard Osview from Temple University located in Philadelphia. Unlike many universities Temple University is not only in the city but as we boast, we are of the city. We have been identified with urban education for a long time. We are one of the three or four largest teacher education institutions in the country and we have always worked closely in Philadelphia.

Despite this fact, Philadelphia has had a chronic teacher shortage for as long as I know. I have only been in Philadelphia 14 years and certainly the teacher antedates me. The current shortage in the

Philadelphia schools runs around 11 to 12 percent so designated as vacancies.

There are approximately 1,200 classrooms in the city of Philadelphia which have unqualified teachers, that is to say, they are not professionally licensed.

When the Teacher Corps began we saw this both in the school system of Philadelphia and at Temple University as an opportunity to recruit out of the pool of college graduates people who would not otherwise have found their way into teacher education.

We asked for something like 268 persons. We got about 40. The biggest thing that is wrong with the National Teacher Corps in our judgment is that there are not enough Corps members. We could and would tomorrow mount a program for five times the number we have today, and I believe we should.

The attack on the teacher shortage problem in Philadelphia or any other large city also we think is only part of the iceberg that appears before the water.

We strongly regret the fact that many of the so-called second-class cities in Pennsylvania—Lancaster, York, Allentown, Reading, Erie—do not have Teacher Corps people and they need them just as desperately as Philadelphia does.

It seems to us to be a shame that they do not have an opportunity because of the very small number of corpsmen to qualify.

When the Teacher Corps began there was a certain amount—on the part of the teachers and principals of Philadelphia—of wait-and-see attitude and maybe even some downright hostility. After all, the teachers in Philadelphia have had a tradition of becoming embittered about the attempts to solve their particular difficulties.

Title I had not done much for them except to say some teachers out of the classroom be put to other work. Title III didn't seem to be of much use except only to start some programs but as far as the typical teacher and the typical classroom in Philadelphia was concerned, the National Teachers Corps seemed to them to be just one more piece of this kind of special programing which left their lives relatively unaffected. I am prepared to tell you without any equivocation at all that this attitude has changed 180 degrees. No program is as much accepted as the Teacher Corps program is and that is true, of course, for several reasons.

No. 1 is the Teacher Corpsmen work harder than most other people in teacher education. They put in about a 67-hour week, week-in and week-out on the average. Both of which many of them do volunteer work in the communities.

The second thing, of course, is that they are producing in the schools.

The third thing is that they are learning things which the regular teachers have never really ever learned. One recent occurrence may point this out. Philadelphia, as other large cities, has finally gotten around to the notion of intergroup education.

The problem about which we are also concerned comes as a shock to most of the cities that have had the problem for 20 years without recognizing it particularly.

The intergroup education, I am pleased to tell you, was largely led by corpsmen in the Philadelphia schools for the simple reason that

only the corpsmen had any intergroup education. The corpsman takes a 51-hour program leading toward his master's degree is some 20 hours more than the ordinary typical master's program.

Seventy percent of this programing is brand new. Seventy percent of the programing is the kind of thing that we have been wanting to do at Temple University and other teacher universities have been wanting to do for a long time but never have really had a chance to do. Part of this new programing is intergroup education and I might say that also has given us an opportunity to recruit people on the staff knowledgeable in these areas whereas before that time presumably we had no need for them, which of course is simply a gross error in our judgment.

You have to recognize that teacher education lags more badly than public school education does in keeping up with the times. This is a part of the function of teacher education financial support for teacher education as you well know is very light indeed.

The Teacher Corps has had a very pronounced impact on our college of education and we hope on others not fortunate enough to have a Teacher Corps installation. For one thing we are beginning to get the kinds of programing changes we introduced in the Teacher Corps spread to our other program.

How rapidly we can do this will depend on money and ability to find able staff. We are moving quickly and we have already put into our catalog four courses that we started for the Teacher Corps. I hope this is only the beginning. There were a number of questions raised early and I had hoped we would have an opportunity to answer those questions because frankly I was not happy the way they were responded to.

There was a question about whether this ought to be a State department project and I would have to say absolutely not. From our point of view this should be a Federal project. We have had no interference from NTC headquarters. We selected these people ourselves and we consider this to be a basic principle for the operation of Teacher Corps.

We would like to have as much glamour associated with recruiting people and there is more glamour out of Washington than Philadelphia. We would like to get as much glamour in recruiting these people but we would not have the program if we did not have the right to make the final selection and indeed for the Teacher Corps group we have now we did much of the recruiting and we would continue to do so.

We feel strongly as long as we make the final selection the program is guaranteed that much integrity. Not everyone can become a teacher. We will still give them the GRE test, paper and pencil interview that we applied to any other person who wants to become a teacher and wants to go through the Temple University to prepare for doing so.

So we intend to maintain that but we certainly don't mind having Washington give us the money to operate the program, to give us the kind of people from whom we can make the selection.

I might say that Harrisburg is not prepared to do either very well, even if they were using your money.

We also believe that the impact on teacher education annoying in many other ways that ought to be understood not only by Congress,

of course, but by the citizens generally and certainly by all of the colleges of education. We have about 16 different special programs operating out at the college of education and because I happen to be assistant dean for research and development in a sense these are all my responsibility.

I would say we are developing a very easily recognized attitude now among students which I think is great, and that is that we are beginning finally to understand that teachers have to be specialists in more than just their subject matter area. What we are producing through these special programs, not only NTC but the experienced teacher fellowship program as well, but we are producing specialists in urban education and that is a new dimension for the college at Temple University.

We have a great deal of research, probably the best known of which is bankers research in Chicago where he demonstrated how people leave the inner city schools of Chicago after having been recruited to serve in these schools after something he calls culture shock, reality shock. We do not think these teachers will be lost to inner city because they are specialists in coping with the education of the disadvantaged child.

They get their best success in dealing with these children because they are especially prepared to do that. I think it is—I know it is fair to say Temple University has never produced a specialist in urban education and I think it is probably fair to say that no university has until very, very recently.

When we graduate these NTC corpsmen we will have produced the first describable commodities in this area. That is to say we will have produced specialists in urban education. This seems to me to be entirely the most significant of NTC from our point of view as a college of education.

I too could regale you about stories of what happens in the classroom and what fine work these men do. I know you have heard a lot of that. All I can say is, it is true. It has the ring of truth to me because we see it all the time.

I would like to concentrate only by telling you what NTC has done far beyond the small trickle of money that has supported it is to give us an opportunity to add new dimensions to teacher education in producing a specialist in urban education and to a question asked earlier of the group of Atlanta, what would happen if the trickle stopped for NTC? Well, I think what would happen is that one way or another Philadelphia and Temple University and some other kinds of resources would keep something like this going.

It would not be as big and probably not as good but we would keep something like this going because having had a measure of success we probably would not give it up. I should really stop because I am eager to hear your questions and see what responses I can make rather than hearing myself say the same thing about NTC to people who started out as unbelievers and who have come around to now believing how effective this program is.

Mr. BRADEMAS. Thank you for a most valuable statement. I want to make a general statement and invite any comment you may wish to make upon it. I have sat in these hearings now almost every day and

heard questions and answers raised of witnesses about the Teacher Corps and I have come up with about four or five general conclusions from all of this testimony.

The first is that there has been expressed, at least to our committee, no significant opposition to the Teacher Corps by schoolteachers in the communities in which the corpsmen teach, by school principals, or by school superintendents, or by the chief State school officers of the States in which Teacher Corps interns are teaching.

The second general conclusion I have reached from listening to this testimony is that there has been no significant evidence presented to our committee of Federal control over the operation of the Teacher Corps at the local level. The local school systems are controlling the program.

The third conclusion I have reached is that the school systems in which the Teacher Corps men and women are teaching and learning a great deal from the Teacher Corps operation.

The fourth conclusion I have reached is that the operation of the Teacher Corps to date while it has been relatively modest with only 1,200 or so has had the effect of dramatically focusing attention on the very grave problem of providing and retaining teachers for the disadvantaged in the areas of poverty.

The last conclusion that I have reached is that the two principal criticisms of the Teacher Corps (at least as adduced by the testimony before us) is that the funding of the Teacher Corps has been delayed too much and that the pool of Teacher Corps interns, the authorized pool of Teacher Corps interns, has been too small, that you need more.

Now, in light of your experience, would you shoot down, or modify, or change, any of those conclusions? I am trying to give you the major conclusions I have arrived at after listening to the evidence. I am not talking about speculations. I am talking about the evidence that has been brought before this committee during these hearings.

Mr. WILSON. I would like to respond by agreeing with you on your observations. I think these are all true. I think the six observations, generalizations that you have might be the same one Dr. Osview and I have been trying to make, and that is there has been a change in the education of teachers and we are developing a new breed, we are developing specialists who have this commitment and I think we need to underline the commitment to work in the disadvantaged areas.

Mr. OSVIEW. I would like to say we are now in the position of being able to capitalize on some experience. I note with grave disappointment that some of the suggestions for amending seem to me to run directly counter to what seems in our experience to be the great strength or at least the great emerging strengths of NTC.

For one thing, I cannot believe that you can tack on a single year of education and make this program just as good as it otherwise would be.

I might say that the program we developed at Temple University is our program and we worked it out with the school district of Philadelphia. It is not a national program and we think that is one of its strengths. It is a 51-hour program. It demands a fantastic amount of work out of these students and I think it is to our shame and dismay we are just now understanding how hard our students can work.

We never made our students work this hard before and we are getting much better results.

We have to recognize you cannot do more than 2 years work in one. I am also unhappy about the fact that this artificial limitation of \$75 plus \$15 per dependent is going to be tacked on. I cannot for the life of me understand why. It is an eternal mystery to me why anyone would oppose the willingness, the eagerness of the city school systems to be paying these people at the rate of a beginning teacher's salary.

It just so happens I rode on the airplane to Dallas on Tuesday morning with the superintendent of schools from Philadelphia. He had not been aware of the fact that this was a potential amendment. When I told him of the limitation of \$75 he asked me for perhaps 100 miles as the airplane flies to be sure he had gotten the information from me and I took out this document that I had and showed it to him finally because it was apparent he thought I was making some kind of mistake in communicating to him.

His point of view would be exactly mine, that these people earn a beginning teacher's salary and should be paid a beginning teacher's salary.

I think another point that needs to be emphasized is that we have an opportunity now due to the very large number of people who are willing to apply for NTC out of which we make this very small selection. I might say NTC was not really well organized to do this job initially and would be much better organized now. we are losing the opportunity to really bring in the cream of the people with missionary zeal for this job by putting an artificial limitation.

It is still a fact that the No. 1 problem in American education today is a teacher shortage. None of the devices ever mentioned in either the Sunday supplement kinds of things one reads about education or in any of the books has ever discovered a way to do without the teacher. We will continue to need more teachers and as we get more machines, we will need more teachers even as we begin to get more computers in education.

No matter what the device is it comes down to the fact that the No. 1 problem in the United States today is teacher shortage. How we can stint on the genuine attack on the general teacher shortage problem is more than I can understand.

I have never heard it adequately explained to me why there should be stinting on that and I simply cannot figure out for the life of me why NTC has to be embattled for its very life and why these hearings should not be concerned with how to put many millions of dollars in addition to what has been considered a reasonable level of support.

Mr. FORD. Both of you gentlemen are concerned with the training of teachers and are able to observe this program from a little different point of view than the school superintendent out here facing the day-to-day pressures that almost always overwhelm them to the point of where they have very little opportunity to move in new directions.

One of the things that disturbs me a little bit as we watch the progress of these programs is that as they start to expand the competition for the really good people sets in. The question comes to mind as to how we keep this talent as we develop it in the place in the school system where it is likely to continue to do the most good.

What usually happens in the school system? They are all growing, they are all expanding. Every time a man comes along who shows any interest beyond the subject matter—this is true in my area at least—that he is teaching on a daily basis, who shows any community awareness, the first thing you know they have him involved in something. About the time he starts to show leadership they make him a subprincipal or something of the kind and he gets bogged down with all of the problems of how to get somebody a seat on Monday morning and things of that nature and he can no longer work in this area.

What do you have in mind as a followup in the school system to provide a continued recognition after this person is no longer a corpsman of his being something special and functioning in a special part of the school so that the special schools and special commitment are not lost. A State says, I believe my State says if a child is in school 265 days a year he is educated 1 year. That becomes the controlling consideration of everyone running the school on a day-to-day basis. How do we stop that happening with these people?

Mr. OSVIEW. I would not denegate education of principals. We need educated principals and superintendents, too. I happen to come out of a school of discipline of administration and I know how important it is and how bad it has usually been.

So if some of these people in the National Teacher Corps become principals and I will freely predict to you many of them will, because they are good people, I don't find that bad. I find that good.

Your other questions lead us into a very consideration that I would like to take a few minutes to point out if I may. Not just National Teacher Corps alone but the galaxy of Federal programs is accomplishing some things which I don't guess was ever really in the mind of Congress or certainly was never said in so many words and it surprised a lot of us who were longtime observers of the educational theme.

School systems have not spent any time on money and planning recently. If they were up to date as of today or maybe had some reasonable idea as to what was going to happen tomorrow, that was usually enough. One of the things that Federal money is now beginning to do is make planning a part of school system operation in ways that 2 years ago I would have argued probably would never happen. One of the kinds of evidence I see of this planning is the sort of thing that is happening in Philadelphia where there is a planning committee made up of people within and without the school system.

One of the things we have discussed in Philadelphia is to create new categories of teachers rewarded with special pay and other kinds of recognition. There is some little question as to whether we are going to call them the old fashion terms master teachers or call them specialists.

Right now I think we are pretty much agreed on the specialist category. We are going to try to find a way in the Philadelphia school system to reward these people who are especially good because long ago we rejected the idea of combat pay. I might say the combat pay rejection was led by the teacher union. It was proposed by the administration which it turned out was some decade or so behind the hinging of the teachers on this issue.

Mr. Ford. That is about par.

Mr. Osiew. Probably about par.

Mr. Brademas. I want to be sure everyone has a chance to be heard.

Mr. Friessborn. It seems you have made the observation that in the

last year since we have had the National Teacher Corps we have

begun to educate and graduate our first specialists in urban educa-

tion. My question to you is Where have the educators been all these

years that now is only the first time it is being done?

Mr. Osiew. I have only been in education 30 years and I have only

been with a teacher education institution for 14 and that is too little

time to give you an answer to your question because, as Paul Moore

pointed out almost 20 years ago, the typical lab in public school systems

is about 50 years from the beginning of a good practice until it is pretty

well disseminated and diffused throughout the public schools in the

United States.

While he did not measure it exactly, he estimated the lag in the

teacher education institutions was approximately 100 years. I do not

say this lightly. I say this with chagrin but I say it as a truth.

Teacher education institutions do lag behind and they lag behind for

some profoundly important reasons, the most significant of which is

the teacher education institutions have always been lowest down on

the stick when it came to getting money.

The second fact is that teacher education institutions respond to

demand. They do not supply and then hope that their supply will

somehow be higher. They respond to demand. The fact is that until

public school systems began to see a need for specialists in urban edu-

cation the teachers colleges, the schools of education, the colleges of

education had no need to which to respond. I think maybe we are

speeding up this process of diffusion, of good ideas a little more now

with a little outside money because from our point of view NTC is

the support for ideas which we have long held but have never been

able to bring to that maturity.

I think that is the answer basically to your question, sir.

Mr. Friessborn. Is it true then that the creation of the Teachers

Corps is what made the urban schools aware of the need? Prior to

that time there was no need and, therefore, they didn't ask you to edu-

cate people in that specialty?

Mr. Osiew. I would not say NTC began it but whatever term you

may give it, the recognition by the National Government primarily

through the Office of the President on some of the kinds of problems

that were beginning to burgeon outside some of the cities. Within the

city, we have long know of the problems existing in the urban com-

munity but a noneducator but yet one close to education, such as Dr.

Conant, was able to talk about the educational and other kinds of

problems that were exploding in the intercity. I think we have had

the recognition. It is a matter of means. It is a matter of where-

withal. We have even had the ideas but there is a long step between

a professor's thinking up an idea or recognizing a problem to where

he put it into practice in a program for educating teachers. The thing

that moves it is money. Money is the mode of power.

Mr. Friessborn. It occurs to me you have had this ability in the

past. You did not develop this ability in the past year because, as

you suggest, you did not teach people to become specialists in an area where there is no demand, so obviously the demand was there. This was not created by the National Teacher Corps either. So what it comes down to basically is the application of these warm, green Federal funds.

Mr. OSVIEW. I like your phrase, and I would agree with you on that.

Mr. WILSON. Would you not also say the problem of urbanization is a recent one and the problems created have now been primarily focused on the schools? The problems may have been there all the time but because of the intenseness to do something has focused our change in teacher education.

Mr. ERLNBORN. Let me make one last observation on one of your comments—the combat pay—and it seems to me we have this element of combat pay. I would say this is not necessarily the proper term, but this is what the Teacher Corps is calling it. We have the ability of the student with his own finances to go into the same sort of teaching courses, get educational expertise and become a specialist in urban education, but we are offering the attraction of the additional pay of the Teachers Corps to get these people in. If this absolutely necessary? Are these people a different breed? Do they stand apart from the one who is paying his own way for education and should we set them apart?

Mr. OSVIEW. Let me give you an illustration to answer the question as well as I can. We have had operating at Temple University what other colleges call MAT. We started ours about 12 years or so ago with a grant from the Ford Foundation, and we have continued it since with our own funds. Around the college we call this a way of reclaiming liberal arts graduates and making productive teachers out of them, which I think is a fair representation of how we really feel about it. This is a 36-hour program. There is no support for the student beyond the support that he gets as a practicing teacher in the school, being paid by the school district at a beginning teacher's salary. We have put a lot of teachers—we graduate about 100 a year—with liberal arts degrees who have become teachers into the schools and we have not been able to get over the hump of putting these teachers into the hard inner corps schools, the intercity schools. They were free in any case to go to any school that wanted to hire them. A lot of them went into Philadelphia but a lot of them didn't go into Philadelphia also. The thing about NTC is they are recruited to do a job and a tough job. If you want to use combat pay for that, I would not argue with you because semantics do not seem to be that important. With NTC we have recruited people for a special job. We say to them, "We know it is a tough job, a rough job, and we know there are lots of easier ways to get an M.A. than taking 36 hours. So, in return for that, there is a little stipend, you will starve a little, but you will work 67 hours a week rather than 37 hours, but you will get enough to get by on."

It is possible for us to turn out some people who will find their futures in these inner city schools, and that is what makes the difference, and it is as simple as that.

Mr. BRADEMAS. The Chair wants to observe that we have one more witness before we break for lunch, and if Mrs. Berkman would come forward we would be pleased to hear from her.

Dr. Wilson and Dr. Osview, we want to thank you for your appearance here today and giving us your views.

At this point I would ask unanimous consent to have inserted in the record a statement from the American Parents Committee, Inc. (The statement follows:)

STATEMENT OF THE AMERICAN PARENTS COMMITTEE, INC.

The American Parents Committee appreciates this opportunity to have our statement included in the record of hearings on the proposed Elementary and Secondary Education Amendments of 1967.

As a non-partisan, non-profit national organization which has devoted its twenty years of existence solely to support of Federal legislation for children, the American Parents Committee has supported provisions of the original Elementary and Secondary Education Act of 1965. Our Board of Directors and National Council, comprised of over 100 nationally recognized leaders in child health, education and welfare, have also endorsed support of the Act's following amendments:

NATIONAL TEACHER CORPS

Although previously included in Higher Education legislation, the National Teacher Corps concept has now been more logically incorporated as a part of the Elementary and Secondary Education bill. Other changes in the original concept include requiring state approval of a local school district's request for volunteers, and permitting the local school system to reject any volunteer it finds unacceptable. Also, the salary paid to teacher-interns would be reduced below that now received as starting pay for teachers in the same district. These measures, we feel, will enhance the value of the Teacher Corps, both locally and nationally.

Departmental testimony has already provided ample documentation of the need for Teacher Corps assistance in deprived areas. An additional point we would like to emphasize, however, is the need of a "Fair Start" for one special group of underprivileged children, who could be particularly benefitted through Teacher Corps services. This special group is the kindergarten age group of five-year olds.

Many states in the past, and up to the present, have attempted to establish a state-wide system of public kindergartens—only to find the over-all costs too high. If the National Teacher Corps, without a categorical aid grant, could provide a substantial increase in the number of kindergarten teachers available in deprived areas, it would close the educational gap now existing between the initial benefit of Head Start programs and the first available grade in public school, for those areas.

COMPREHENSIVE EDUCATIONAL PLANNING

The need of such a "Fair Start" for five-year-olds may well be further documented through such studies as this planning section provides. Certainly, greater coordination among local, state, and federal educational agencies is needed to insure the best possible use of the public's tax dollar. The American Parents Committee heartily endorses this provision, with the understanding that maximum control will continue to rest at the State and local level of educational planning.

VOCATIONAL EDUCATION GRANTS

To counter the present tide of over one million school drop-outs, the development of additional vocational education programs at the secondary level offers practical encouragement to such students. We would hope, however, that this development will not ultimately lead to early and rigid classification of all students as either "vocational" or "college material," with separate institutions for each classification.

Some distinguished critics of our secondary schools have in fact advocated this, citing the English system of giving written examinations to all 11-year-olds to

determine their placement in either vocational schools or college-oriented secondary schools. We would suggest that such early classification completely overlooks the "late-blooming" quality of many young students. Also, we believe that the widest practicable choice of courses, under the same secondary-school roof, provides the best means of developing the individual potential of all our American youth.

HANDICAPPED CHILDREN

The American Parents Committee, at its November 1966 Board of Directors meeting, unanimously approved support of Title VI of the 1965 Act, providing special educational programs for the handicapped child, and also the establishment of a model secondary school for deaf children at Gallaudet College in Washington, D.C. In other legislation now being considered by the 90th Congress, we have already recorded our support of programs for early identification and treatment of the handicapping illnesses of children. Surely the education of those already handicapped deserves no less consideration. For this reason, we strongly support authorization of \$1 million for fiscal year 1968, for recruitment of personnel to work with handicapped children.

MISCELLANEOUS AMENDMENTS

The American Parents Committee wishes to record our continued support of expanded educational programs for Indian children; for overseas dependents' schools; and extension of Public Laws 815 and 874, providing assistance to schools damaged or destroyed by national disasters.

Implementation of all the above proposals, we are convinced, will make invaluable contributions to the quality of future generations of Americans.

Respectfully submitted.

BARBARA D. MCGARRY.

Executive Director, American Parents Committee.

Mr. BRADEMAS. Mrs. Bergman, we are grateful to you for coming, we are sorry that you had to wait so long, but as you have seen, we have many witnesses. The bells are ringing now and we will have to leave very shortly. If you would like to summarize your statement, we can place the full statement in the record.

STATEMENT OF MRS. LEWIS J. BERGMAN, CITIZENS SCHOOLS COMMITTEE OF CHICAGO

Mrs. BERGMAN. Mr. Chairman, my statement is very brief and it would be quicker for me to read it than to try to summarize it.

I am Mrs. Lewis J. Bergman, a member of the Board of Directors of the Citizens Schools Committee of Chicago.

This organization was founded in 1933 and has been working continuously to assist in the improvement of public education. We are nonpartisan, nonpolitical, nonprofit, and our membership is composed of individuals and civic organizations throughout the metropolitan area.

In our 34 years we have worked on many educational problems and studied many programs. One of those that we have studied recently is the National Teachers Corps, and our approval of it is so great that we have only one regret: that is that we did not invent it ourselves.

The Chicago National Teacher Corps Consortium on Cultural Disadvantage was organized in the spring of 1966. Its members are three universities and three teachers' colleges. They performed the stupendous task of assembling a faculty and administrative staff, preparing a program, and providing intensive and extensive training for

interns and teacher leaders before the public schools opened in September. More important than the magnitude of the task was its success.

Thanks to the National Teachers Corps, Chicago has the services of a group of young college graduates who not only want to teach but who want to teach in those schools that many teachers shun. There are young people who are more interested in service than in prestige or affluence and who do not regard teaching as a 9 o'clock to 3:15, 5-day-a-week job but one that extends far beyond the school-hours and the physical limits of the schoolhouse.

During their preservice training last summer, the interns combined academic studies with teaching in Chicago's summer schools and getting to know the people and problems of the inner city. Now these interns and their leaders are demonstrating the effectiveness of this training. They know that children don't understand their teachers unless the teachers understand the children, and the teachers can't understand the children without understanding the families and the communities from which they come. In the short time since the Chicago interns started their training, they have learned much about the language and the mores of the slums and have gained enough insight and acceptance by the community to organize and participate in some of its activities. It seems obvious that this approach must affect improvements in schools where it is applied and that it can also permeate the whole school system and lead to many new techniques.

Interns are now assisting teachers, helping to plan programs in the schools to which they are assigned, and doing tutoring that not only raises a child's grade level, but also raises the level of his self-respect and his chance for greater accomplishment. One Teacher Corps team has taken on the additional task of teaching modern mathematics to adults in a public housing project adjacent to the school. Another team is working with a group of college students who were having trouble with their studies and had become members of a gang. Not all the work is so dramatic but it is proceeding with vigor and skill in the day-to-day job of helping children who are in dire need of help.

The citizens schools committee believes that the National Teacher Corps has attracted superior young people, many of whom would never have entered the teaching profession if they had not been given the opportunity to perform a significant service. And now when they complete their training and are ready for assignment as regular classroom teachers they will already have had 2 years of invaluable experience. Unlike many beginning teachers, they will not be shocked and appalled by the prospect of teaching in an inner city school but will have the confidence that results from knowledge and practice. They will not be inclined to resign or to ask for a transfer at the first possible moment since they know the worst—and the best—of their job and it is the job that they want to do.

Teacher Corps teams are now operating to the satisfaction of the principals and the teacher whom they assist, in 16 Chicago elementary schools. These schools were selected by the board of education because they had the greatest concentration of ADC mothers and families whose annual income was no more than \$2,000. The citizens schools committee greatly appreciates what the National Teacher Corps is

doing. We are sorry only that there aren't enough interns and leaders to go around. Sixteen out of 246 Chicago schools in impoverished areas leaves 230 that could benefit by the work of the corpsmen and the expert accredited teachers that they will become.

We need a constant supply of teachers in whom enthusiasm and sensitivity are combined with specialized training in the skills that are essential for work in our inner city schools. We don't expect the National Teacher Corps alone to change the course of history but we are convinced that it can change the court of many unhappy young lives and greatly assist in the development of useful citizens.

MR. BRADEMAs. Thank you very much, Mrs. Bergman, for that excellent statement. It occurs to me as I listen to your statement that your experience in Chicago with the Teacher Corps would in no serious way invalidate the general conclusions you may have heard me observe a few moments ago.

Mrs. BERGMAN. Not in any way, that is correct.

MR. BRADEMAs. How many Teacher Corps teams do you have?

Mrs. BERGMAN. We have 16 teams in 16 schools, 58 interns and 16 teacher leaders. In addition, there are two teams working in one of the Chicago suburbs. They consist of two team leaders and eight interns.

MR. BRADEMAs. With what institutions of higher learning are the teachers working?

Mrs. BERGMAN. Roosevelt, Loyola, St. Paul, Teachers College North, and Teachers College South.

MR. BRADEMAs. Have you had any difficulty with the attitudes of schoolteachers in the system toward the Teacher Corps interns?

Mrs. BERGMAN. Initially there was some resistance. Any change is likely to produce that. There are some qualms but since this corps has been operating it has practically disappeared. The principals are delighted and the teachers who were once fearful have found they are getting great assistance from these young interns who take youngsters out of overcrowded classrooms and take them to any little nook in the school done enormous good and improved the whole tenor of the classroom.

MR. BRADEMAs. You say you have 58 interns. Would you happen to know if most of them are from the Chicago area or other parts of the country?

Mrs. BERGMAN. Most of them are from the Chicago area. Most are from the Middlewest, a few not from Chicago. Those trained by the consortium last summer, 16 went to Cincinnati and Minneapolis but I think they came from those areas.

MR. BRADEMAs. Have you had any problem with respect to the delay in funding the program in terms of setting up your Teacher Corps operation?

Mrs. BERGMAN. That was one of the big obstacles. A number of them dropped out because of the uncertainty of their future. They simply couldn't wait. The program didn't start until November. Teachers expected to get in September and couldn't afford to wait.

MR. BRADEMAs. What about Federal interference with the Teacher Corps as operated in Chicago?

Mrs. BERGMAN. To my knowledge, there has been absolutely none. The program is run entirely by the school system. The schools were

selected by the board of education, the superintendent. The programs are planned school by school by the principals and the teachers and as far as I know it is purely a local operation.

Mr. BRADEMAS. Thank you very much, indeed, Mrs. Bergman, for your excellent statement and testimony. We appreciate very much your coming and I shall assure you I will draw to the attention of the distinguished member of this committee from Chicago, Mr. Pucinski, your useful contribution to our testimony.

The Chair would like to observe that because Dean Sizer was unable to get his plane in we shall not meet this afternoon and we shall adjourn until tomorrow at 9:30 when we will hear testimony from a number of education associations and other organizations.

We are now adjourned.

(Whereupon, at 12:30 the committee recessed to reconvene at 9:30 a.m., Friday, March 17, 1967.)

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

FRIDAY, MARCH 17, 1967

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

The committee met at 9:30 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, Ford, Meeds, Ayres, Scherle, Dellenback, 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. We have with us this morning several panels and several witnesses. The AFL-CIO representatives are here but they will be within approximately 10 minutes so we will withhold questions until all of the witnesses have had a chance to make their general statements.

I am going to call on the National Federation of the Blind, Prof. John F. Nagle. Would you come forward, Mr. Nagle? We would be pleased to hear your statement at the present time. I feel, like many others, that we have neglected, more or less, the blind in the past in enacting legislation here of a minimum nature for several years. I feel, like many others on this committee, that legislation should be greatly expanded and we are delighted to welcome you here, Mr. Nagle, and you may proceed.

STATEMENT OF JOHN F. NAGLE, CHIEF, WASHINGTON OFFICE, NATIONAL FEDERATION OF THE BLIND

Mr. NAGLE. Mr. Chairman and members of the committee, my name is John F. Nagle. I am chief of the Washington office of the National Federation of the Blind. My address is 1908 Q Street NW, Washington, D.C. 20009. Provided with adequate training in the skills that have been devised to appreciably reduce, or even to entirely eliminate, the limitations of his disability—and along with this basic and most necessary preparation, provided with the same general education available to others, followed by further education in a specialized field of interest and aptitude—and most important of all,

provided with a sound and sensible understanding, not only of the restrictions of his disability, but of the possibilities still available to him in spite of his impairment—provided with all this, Mr. Chairman, the blind person, the physically disabled person, is equipped to live a successful, self-dependent, contributory life. Denied all this, Mr. Chairman, untutored in the techniques of independent travel, the blind person is chained to a chair or the arm of his sighted family and friends.

Untrained in the competent use of braille, the blind person is illiterate, and cannot even record a telephone number or read a grocery list.

Denied the chance to share in the educational opportunities available to others, the physically impaired person remains ignorant of the wisdom and the knowledge and the experience of the ages, his intellect is untapped, his abilities and talents undeveloped and his possibilities of living a worthwhile life unrealizable.

Denied a sound and sensible understanding of his impairment, its restrictions and limitations, the problems and perplexities which it imposes upon him, the limitless possibilities of achievement still open to him—denied this philosophic orientation the blind person, the physically disabled person, will stagnate and smother beneath the fallacies and misconceptions of the past—and of the present—and he will become as helpless and as hopeless as he believes he is.

Mr. Chairman, the foregoing are not just exaggerated and overly dramatic phrases, empty of meaning, divested of reality, they are an attempt to make this committee and the Congress understand the plight of the handicapped, the possibilities of the handicapped.

And the descriptions that are give above are an effort to express the experiences of thousands and thousands of blind people, of physically disabled men and women—some of whom live successful, independent lives, while others live dependently; live futile, despairing lives.

Today, Mr. Chairman, properly trained and equipped, the blind person, the physically disabled person, has a more nearly equal chance to function constructively and fully in our society.

Improperly trained, inadequately equipped, or not trained or equipped at all, the blind person, the physically disabled person, is a nonparticipating spectator of life, just as he was 500 years ago.

Mr. Chairman, the National Federation of the Blind vigorously and unequivocally endorses and supports the provisions of H.R. 6230 to strengthen, broaden, and improve federally financed educational programs for handicapped children.

Specifically, Mr. Chairman, we support section 151 of H.R. 6230—which would establish regional resource centers, to provide testing and evaluation services to determine whether a child is really physically or mentally handicapped, to accurately ascertain the nature and the extent of the handicapping condition or conditions, to correctly diagnose the special educational needs of single or multihandicapped children, to develop programs to meet these needs, to further and advance the development of special education programs in the schools, agencies, and institutions in their respective regions.

Is there a need for such regional resource centers, Mr. Chairman?

Over the past 2 years, I have shared the unhappy experience of parents of a 3-year-old girl, who may have a serious visual impairment, or she may not; sometimes she acts as though she can see considerably, and at other times as though she cannot see at all.

This little girl may be severely mentally retarded or she may not be retarded at all—she will accurately repeat what is said to her, but she seldom initiates an idea, or responds to a question with the expected answer.

This little girl may be severely crippled in her legs or physically weakened in some other way, although no crippling condition is apparent—still, though the little girl is more than 3 years old, she crawls from place to place—she has never taken a step unaided.

The little girl I speak of and her family live here in the Washington area. I am familiar with the sad searchings of the little girl's parents for answers, for intelligent, informed help with the difficulties of their unfortunate child.

I am acquainted with their fruitless task of trek from doctor to clinic to hospital to institution—but their questions remain unanswered; the little girl remains unhelped in her desperate need.

Mr. Chairman, the National Federation of the Blind endorses and supports section 152 of H.R. 6230 which is directed toward increasing the number of persons entering the field of special education—as teachers, psychologists, therapists, social case workers, research specialists.

It is not merely enough to determine the educational needs of handicapped children, to devise educational programs, to develop specially—required tools and equipment, new methods and ingenious techniques—

For all this will be lost, wasted, and unavailable in the education of the handicapped children if teachers in substantial numbers, if supportive personnel in all specialties, cannot be induced to prepare for entry into the special education field, cannot be persuaded to seek employment in special education programs once they have acquired the requisite training.

Section 152 of H.R. 6230 as Federal law, will make it possible to accelerate and expand present efforts to recruit college and university students, general education teachers, and other general education specialists to enter the special education field.

The National Federation of the Blind endorses and supports section 155 of H.R. 6230, to include Interior Department operated schools for Indian children, and Defense Department operated schools for overseas dependents within the scope and benefits of title VI of the Elementary and Secondary Education Act.

It is our belief, Mr. Chairman, that physically and mentally defective Indian children, that physically and mentally defective children of military and Defense Department civilian personnel stationed at bases outside of the United States, have the same right to receive and accordingly should receive the same equality of educational opportunity provided through special education programs available and afforded to American children resident in the United States.

The National Federation of the Blind endorses and supports section 156 of H.R. 6230, to expand existing instructional media programs to include all handicapped children.

By authorizing the conducting of research in the use of educational media—by serving to stimulate, encourage, and promote the discovery and devising of new and better instructional instruments, tools, equipment, and apparatus—by authorizing the production and distribution of educational media for the use and benefit of handicapped children and adults—by authorizing the training of persons in the use of educational media for the instruction of the handicapped, and in the use of the newly devised and developed educational instruments, tools, equipment, and apparatus—by making all of this possible, Mr. Chairman, section 156 of H.R. 6230, as Federal law, should result in greatly improved educational progress and programs for the handicapped—for physically and mentally defective children and adults—it should result in greatly advancing and equalizing their educational opportunities.

In conclusion, Mr. Chairman and members of the committee, visually impaired children, children with hearing difficulties, children with malformed limbs, the mentally retarded, the emotionally disturbed, each disability grouping of children presents uniquely different categories of problems and special needs, problems to be resolved, special needs to be met and satisfied, by specially trained and qualified teachers and supportive personnel.

Adequately educated and equipped by these specialists, many disabled children will develop into self-sufficient adults.

Properly prepared to cope with life under adverse circumstances all disabled children will be able to live fuller lives.

President Kennedy once said, in connection with a pending medicare bill, that a nation is judged by the care and consideration it shows its elderly citizens.

But even more, Mr. Chairman, I believe a nation should be judged on the extent to which it assures equality of opportunity to its children made unequal by physical and mental impairment.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much, Mr. Nagle. We appreciate your appearance here this morning. You have made a most eloquent statement. I am most hopeful that we will be able to follow some of your suggestions.

Before we get into questioning, I notice the first witnesses here this morning are Andrew Biemiller and Carl J. Megel of the American Federation of Labor. Do you have any other people with you, Mr. Biemiller?

Mr. BIEMILLER. Yes, I do, Mr. Chairman.

Chairman PERKINS. Let me state for the record that I doubt whether there is a Member in the Congress in or out of Congress who has been a more diligent advocate of Federal aid to education over the past 20 years than Andrew Biemiller.

I make this statement inasmuch as I served with him in the 81st Congress and know of his good work in the 81st Congress on behalf of the Federal aid to education and the old Taft bill, which had passed the Senate and was before the House Committee on Education and Labor in 1949.

Andrew Biemiller was most helpful in trying to get that legislation to the floor on that occasion and he was trying to get legislation through

the Congress also through the 80th Congress. In every successive Congress since the 81st all through the years he has come before this committee repeatedly urging the Committee on Education and Labor to approve Federal aid to education.

I doubt that anyone is more familiar with the obstacles that we have been confronted with over a period of years than Andrew Biemiller, and I am delighted to welcome him here this morning, and I am likewise delighted to welcome here Carl Megal of the American Federation of Teachers.

Both of these distinguished gentlemen have appeared before our committee frequently when we were writing the Elementary and Secondary Act of 1965 to give us the benefit of their views.

Mr. Biemiller, do you want to introduce anyone who is with you today, and you may proceed in any way you care to.

STATEMENT OF ANDREW J. BIEMILLER, THE AMERICAN FEDERATION OF LABOR & CONGRESS OF INDUSTRIAL ORGANIZATIONS, ACCOMPANIED BY WALTER DAVIS, DIRECTOR OF THE AFL-CIO DEPARTMENT OF EDUCATION; AND JACK SESSIONS, ASSISTANT DIRECTOR OF THE AFL-CIO DEPARTMENT OF EDUCATION, AND A MEMBER OF THE SCHOOL BOARD OF THE DISTRICT OF COLUMBIA

Mr. BIEMILLER. Thank you, Mr. Chairman, for your kind and generous remarks. I am accompanied by Mr. Walter Davis on my immediate right, director of the AFL-CIO Department of Education. He succeeded Mr. Rogen, whom you will remember has been here in past years. Mr. Rogen accepted a position at American University.

Further to the right is Mr. Jack Sessions, who is an assistant director of our department of education and a member of the School Board of the District of Columbia. I trust as the dialog develops that they may be permitted to participate at an appropriate time.

Mr. Chairman, my name is Andrew J. Biemiller. I am the director of the AFL-CIO Department of Legislation.

The American Federation of Labor & Congress of Industrial Organizations is pleased to have this opportunity to meet then with this committee, to pay testimony to the significant benefits which the Elementary and Secondary Education Act of 1965 has brought to millions of America's children and young people, and to discuss the various amendments to that act proposed in H.R. 6230.

We are proud to have played a major part in shaping the Elementary and Secondary Education Act and in helping to secure its passage. In every part of the Nation, this Federal support is being used to bring new educational opportunities to the children who most need them, the children from low-income families who must have excellence in education if they are to break out of the poverty cycle which has entrapped their families, in many cases for several generations.

Other features of this measure have placed books in previously empty school libraries, financed innovative educational courses and programs, and strengthened the support for long needed educational research.

Experience has shown that there is need for improvement and extension of the original legislation, but this should in no way detract

from the fact that the Elementary and Secondary Education Act of 1965 has brought to millions of America's children and young people, and to discuss the various amendments to that act proposed in H.R. 6230.

We feel that the Congress, if it were to appropriate less than the full authorization under the Elementary and Secondary Education Act, would do an injustice to the wisdom and vision of this committee.

This committee carefully studied the needs of our Nation's schools and based the authorizations in the act upon those needs. We congratulate the committee for the excellent job it did.

The proposed authorization for fiscal year 1968 is more than \$1.5 billion under the present authorization. The requested appropriation for title I is only 49 percent of the full authorization and for title III, which has done so much to stimulate new and innovative educational programs, the proposed appropriation is only 47 percent of the full authorization.

There are also substantial differences between the fiscal year 1968 authorizations and appropriation requests under titles II, school library resources and textbooks, and V, strengthening State departments of education.

The AFL-CIO is deeply concerned over the clear possibility that the Elementary and Secondary Education Act will not be adequately funded. Any congressional action appropriating funds below the authorized amounts will severely damage State and local programs now underway or just getting out of the planning stages.

We are convinced that the great breakthrough in the educational field accomplished by the 89th Congress received overwhelming support from the American people. The enactment of Public Law 89-10 brought with it the promise of new educational opportunities for our youth.

For the 90th Congress to appropriate less than half of authorized ESEA funds is to make a mockery of this promise and to destroy the hopes of those seeking to solve the complex problems in our present school system.

The AFL-CIO is not impressed with the argument, involving title I, that under the fiscal year 1968 appropriation request, no State will receive less money than it received in fiscal year 1967. First of all, this Nation cannot afford to stand still on the educational front. Secondly, under this suggestion, States will be penalized for not using their full 1967 entitlement even though they are now prepared to utilize such funds.

Finally and perhaps most important, while the States themselves may not receive cuts, the same cannot be said for local school districts. Application of the 1966 title I formula will require a reallocation within the States which, it appears to us, will necessitate fund cut-backs to fast-growing and already crowded suburban school districts.

For all of these compelling reasons, the AFL-CIO cannot over-emphasize its conviction that the Elementary and Secondary Education Act must be fully funded.

While we recognize that this committee does not have jurisdiction in this area, the AFL-CIO strongly recommends that the House Education and Labor Committee pass a resolution calling upon the

House Appropriations Committee to provide Federal funding to the full authorization permitted.

We turn now to the specific amendments included in H.R. 6230. Title I of H.R. 6230 moves the National Teacher Corps from the Higher Education Act of 1965 wherein it is presently authorized to the Elementary and Secondary Act of 1965. We feel that the change is an appropriate one considering the central purpose of the legislation.

The AFL-CIO was enthusiastic in its support of the legislation which originally created the Teacher Corps. Now that we have seen the program in operation, even on a somewhat limited basis, we have every reason to reaffirm our original support.

The Teacher Corps has been able to recruit able young people and to train them in techniques of reaching children in slum schools and poverty stricken rural areas. It has brought into the inner city schools something of the same spirit that the Peace Corps previously brought to underdeveloped areas in other parts of the world.

The Teacher Corps has made these inner city schools a teaching challenge, rather than an ordeal to be avoided. To say this is in no way to reflect discredit upon the teachers who have long been working in the slum schools. Reports from many communities tell of the enthusiasm with which teachers have received the Teacher Corps interns.

The problem which these teachers have wrestled with for so long have often seemed frustrating and hopeless. The Teacher Corps interns to bring to these situations a spirit of challenge and adventure and in most instances this spirit has proved so contagious as to infect the teachers around them with new hope and determination.

Because the Teacher Corps program includes special teacher training in the colleges and universities near their assignment, an additional result of the program has been to stimulate these institutions of higher education to turn their attention with new vigor to the problems of training teachers in the special problems of inner city schools and impoverished rural areas. This effect has already had an influence far beyond the Teacher Corps interns themselves.

The Teacher Corps gives promise of injecting new vitality into the schools and at the same time maintaining the important principle of local control of education. The program is available only in those school systems which have specifically asked for it; the interns are assigned only subject to the approval of the specific individual by the school system; and the institutions of higher education which provide the training have the right to turn down individual interns. The school system has the right to make all assignments of interns, to make transfers, and to determine the subject matter to be taught. This is all in accord with local control of the school system.

We therefore welcome the proposal in H.R. 6230 to place the Teacher Corps under the Elementary and Secondary Education Act and to provide it with adequate financing.

Also included in title I is a provision which would add to title V of the Elementary and Secondary Education Act funds for statewide educational planning. We believe that in this proposal there is identified an important educational need. In a sense Congress has helped to create that need by the very actions which it has undertaken

to improve the educational opportunities of our Nation's children and young people. After years of stalemate on the issue of Federal aid to education, Congress began to meet the problem by passing legislation designed to meet specific and identifiable needs.

The National Defense Education Act as first passed recognized a special national interest in the quality of teaching in science, mathematics, and foreign languages. As other national interests in specific subjects were identified, these subjects were added by amendments to the original act. Public Law 874 recognized the impact of federally affected areas and provided Federal assistance for the operation of schools in these areas. Public Law 815, dealing with the same type of problems, provided Federal funds for school construction.

Provisions of the Civil Rights Act provide Federal assistance to schools attempting to eliminate segregation and its related problems. Many of the provisions of the Economic Opportunity Act of 1964 bear upon educational needs. Special legislation has been enacted to improve educational opportunity available to handicapped children. The Vocational Education Act of 1963 provides substantial Federal support in a field of major educational importance. We could go on at length extending the list, because recent Congresses have been extraordinarily productive in the field of educational legislation.

We believe that in adopting this categorical approach, Congress made a wise decision. Yet in so doing Congress created a new need. If school systems are to make the best possible use of the funds available to them under this wide variety of programs, they must undertake far more comprehensive planning than any in which they have previously engaged. They must systematically identify their needs, organize them into a coherent pattern, and relate them to all of the available funds under existing Federal programs.

Many school systems have had little experience with long-range planning and with the methods of obtaining grants. We are troubled by the extent to which many school systems have turned to private consulting first to help them obtain the grants that Congress meant them to have in the first place.

The addition of Federal funds for educational planning will do much to help to meet this growing need. The proposed amendment involves a rather modest expenditure which will make possible the best use of the very substantial net expenditure which the Federal Government is now making in the field of education.

We would like to suggest, however, that the committee give serious consideration to amending section 523(a)(1) to specifically name the State Departments of Education as the planning agency. It is the AFL-CIO's feeling that these departments are the appropriate agencies for carrying out the comprehensive statewide programs envisioned under this part of the bill. In making this suggestion, the AFL-CIO is not proposing similar changes under other titles of the act, but we do believe this proposal has merit under the "grants for comprehensive educational planning and evaluation" part of title V.

Title I includes also a section providing assistance for the education of handicapped children. We are pleased to give our support to these important measures. The AFL-CIO has played an active part in improving opportunities for the handicapped. We have partici-

pated energetically in the President's Committee on Employment of the Handicapped. We have made the resources of our collection of vocational films available to the captioned pictures for the deaf program. We played a leading role in the conference on vocational problems of the deaf which paved the way for the legislation establishing the National Technical Institute for the Deaf.

The regional centers, proposed in the bill, which would diagnose the educational needs of handicapped children and which would assist schools in meeting those needs could do much to help parents find appropriate schooling for handicapped children, a problem which is frustrating in many communities.

The severe shortage of special teachers trained in the special needs of physically and mentally handicapped children lends particular importance to the provision in the bill for the recruitment of personnel for this work.

And the rapid development of new educational tools and methods makes it especially timely to encourage emphasis upon developing educational media for handicapped children.

In most school systems today there are significant gaps. The schools simply cannot meet the needs of certain children because there are no facilities or teachers to deal with their special handicaps. This problem is especially true of children with multiple handicaps. H.R. 6230 promises new hope for those children.

Although H.R. 6230, in its present form, does not provide for the outright extension of Public Law 874 and Public Law 815, the impacted aid programs, Public Law 815 will expire on June 30, 1967, and we understand that this committee will be turning its attention to this matter. We urge the committee to propose extension of these laws which have contributed greatly to the improvement of education in many communities. We hope also that this Congress will extend the impacted aid program for a sufficient number of years to enable communities to make long-range plans. We would further urge that Public Law 874 and Public Law 815 be adjusted so that these two closely related laws have a common expiration date.

We understand also that the committee is not considering at this time the amendments to the Vocational Education Act of 1963 contained in title II of H.R. 6320. When you do turn to this section of the bill, we will want to share our thinking with you on these matters.

We believe that H.R. 6230 continues and extends the important gains which have been made in elementary and secondary education. At its recent meeting on February 23, 1967, the AFL-CIO executive council declared in a statement on "Education and the Federal Government":

The laws which have by now been enacted have contributed significantly to improving educational opportunity and toward achieving the goal of providing quality education for every child, wherever he may live and whatever his family background. From prekindergarten programs through graduate schools and adult education programs, the Federal Government has assumed responsibility for sharing in the costs of education.

For the vital role which this committee has played in bringing these things to pass, we express our deepest gratitude.

Thank you.

Chairman PERKINS. Again let me compliment you, Mr. Biemiller. I have several questions but I feel I should refrain until we hear from

the other witnesses who accompany you here today. Mr. Megel, do you want to proceed with your statement?

**STATEMENT OF CARL J. MEGEL, WASHINGTON REPRESENTATIVE,
AMERICAN FEDERATION OF TEACHERS**

Mr. MEGEL. Thank you, Mr. Chairman. We are delighted to be here and to have the opportunity to testify in supplementation of the excellent statement already made by the chairman of the legislative committee of the AFL-CIO.

I have with me Mr. Herrick S. Roth, vice president of the American Federation of Teachers and the president of the Colorado Labor Council. Mr. Chairman, my name for the record is Carl J. Megel. I am the Washington representative of the American Federation of Teachers, a national, professional teacher's union of more than 130,000 classroom teachers, affiliated with the AFL-CIO.

Our organization embraces 660 teacher locals, including locals in Hawaii, Alaska, the Canal Zone, the Department of Defense Overseas Dependents Schools, and in the Department of Interior Indian Schools.

Representing the American Federation of Teachers, I am privileged to appear before this committee in support of H.R. 6230, a bill to strengthen and improve programs of assistance for elementary and secondary education by extending authority for allocation of funds in various areas.

Principally, these include:

1. Extending and amending the National Teacher Corps;
2. Providing assistance for comprehensive educational planning;
3. Improving programs of education for the handicapped; and
4. Improving programs of vocational education.

By the end of this semester the Elementary and Secondary Education Act of 1965 will have been in existence for 2 full years. Because of misunderstandings, local prejudicial resistance, and unfamiliarity with procedural requirement, the implementation of the original act lacked immediate full-scale adoption. Today, the reverse is true. According to reports which we have received from our locals, enthusiastic, nationwide support is everywhere in evidence for extension, improvement, and increased revenue allocations. These reports confirm President Johnson's statement, when he said, "I believe that future historians, when they point to the extraordinary changes which have marked the 1960's will identify a major movement forward in American education."

Much credit, Mr. Chairman, belongs to the members of the Education and Labor Committee, but with special commendation to you personally for the leadership which you have exercised and for the years of effort which you have given to advancing our Nation's educational opportunities.

Representing the American Federation of Teachers in support of the passage of H.R. 6230, I do so with the approval of the Executive Council of the American Federation of Teachers and with a general mandate from the national convention of our organization. Unfortunately, our enthusiasm for this legislation is diminished because of its limitations, even though we support the general intent.

Following the passage of the 1965 Elementary and Secondary Education Act, we confidently expected that amendments proposed by the 90th Congress would not only provide for extension of the act, but at the same time would include substantial increases to complement our Nation's advancing educational needs.

We are distressed by the failure to provide for the increasing need for vocational education, school construction, or teacher salaries. We accept the proposed extension and expansion of the National Teacher Corps program because of the urgency of its need.

The American Federation of Teachers has supported a National Teacher Corps in principle from the very inception of the idea. We did so because it represented the first effort of the U.S. Government to assist in recruiting and encouraging high school graduates to enter the teaching profession.

There are now slightly more than 1,200 Teacher Corps members, gamely proving the value of the Teacher Corps concept. They portray living evidence for the continuation and expansion of this program.

Not only will proposed extension and expansion of the Teacher Corps fulfill neglected educational needs of millions of impoverished children, but, it will additionally stimulate teacher morale and bring dignity to the teaching profession in every segment of our school system.

General teacher shortages are increasing. Most recent figures show that the number of teachers in the United States who do not meet minimum requirements established for certification in their State is actually increasing. In 1965, 81,800 such unqualified teachers were teaching in our schools. However, in September 1966, this number had increased to 87,000 so that 90,500 such teachers are now found in our schools.

Nationwide, this shows that 4.8 percent of the entire teaching staff did not meet State requirements in 1965. Yet, this figure increased to 5.1 percent in the fall of 1966.

During this space and atomic age, America's children deserve competent, highly qualified teachers. We are convinced that extension of the National Teacher Corps as outlined in H.R. 6230 will contribute to this stimulation.

The Teacher Corps embodies two ideals:

First, to encourage high school graduates to consider teaching as a career.

Second, to encourage competent, well-qualified, experienced teachers to enlist in the Teacher Corps.

Much of the success of the Teacher Corps program depends upon the latter. Yet, section 154, article 1, regarding Teacher Corps compensation specifies that:

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

This article mitigates against an experienced teacher moving into a low-paying school district from a district which pays higher salaries.

We propose that the article be amended by including the following phrase:

Except that no teacher shall be paid less than the teacher would have received for similar services by the original school agency.

We have always been complimentary of legislation that specified that employment of personnel shall be at the prevailing wage. In all of our previous testimony we called specific attention to the fact that one of the unfortunate omissions in each of these legislative proposals was the failure to provide direct funds or incentives for increased teacher salaries.

As in the past, we sincerely urge that a professional teacher's salary beginning at an amount of no less than \$7,000 and increasing to at least \$14,000 in no more than 10 steps be established as a national norm and that funds and incentives be incorporated to make such a salary schedule possible.

It is a known fact that many teachers shun assignment to disadvantaged schools. To attract teachers to these areas, some officials have proposed "combat pay," aggregating \$1,000 to teachers who would accept such transfers. We oppose such devices as demeaning to the students and as besmirching the dignity of a teacher.

Instead, we strongly urge the adoption of the AFT more effective schools program, now in highly successful operation in some 35 New York City slum area schools and recently approved for introduction into the Baltimore schools; and I have a copy of this report which I should like to file with my testimony.

The American Federation of Teachers' more effective schools program is based on an overall plan devised to meet the needs of the disadvantaged school of today. It makes recommendations as to housing, class size, staffing, and instruction.

The very fact that requests by teachers for transfer to the more effective schools exceeds the number of vacancies attests to the effectiveness of the program.

Housing is an important element of the more effective schools program. Yet H.R. 6230 makes no provision for school construction, generally. Available data shows that we are now short 104,000 classrooms throughout the Nation. This means that between 2 and 3 million students are crowded into already overcrowded classrooms, thereby depriving 5 to 6 million students from functional educational opportunities.

The inadequacy of the vocational education allocation and incentives constitutes an equally serious omission. At a time in our history when automation and technology are rapidly changing job demands, our Nation sorely needs skilled craftsmen and technicians. Anyone who recently has tried to get his automobile repaired will painfully learn of the shortage of auto mechanics. Try to repair minor malfunctions in your your home and you will soon learn of the shortage of plumbers. These are but two examples of our need for expanded vocational training opportunities. Many other equally obvious presentations could be made in support of increased vocational education needs. We urge inclusion of additional revenue for this purpose.

In conclusion, Mr. Chairman, we extend our appreciation for the opportunity we have had to present our point of view.

I would now like to call on my colleague, Mr. Roth.

Chairman PERKINS. Thank you very much, Mr. Megel. I want to compliment you on a fine statement. I feel just as you feel that we should go much further in the area of Federal aid to education, in the area of school construction, and expand the present programs.

I first want to address some questions to Mr. Biemiller. I notice you concluded your statement by suggesting that we extend—that we make an extension of the loans, not only of the Elementary and Secondary Education Act but 815 and 874. The testimony has been most impressive all through these hearings, and if we are unable to impress the Congress this year, and if this committee fails to extend these programs for a reasonable duration of time; I think we will be derelict in our responsibility because the chief complaint seems to be these local school agencies throughout the Nation cannot do any effective and wise planning because there is no stability in the legislation.

They just do not know whether it is going to be in existence or not for the next school year. I am hopeful, Mr. Biemiller, and I certainly agree with your suggestions, how long should we give this program some stability so that the Appropriations Committee may act early in the school year so the total educational districts can do their employing in April and May long before the end of the fiscal year.

It will be of great assistance in this legislation if we can put a reasonable duration period on these bills. How long would you suggest we should extend title I of the Elementary and Secondary Education Act beyond June 30, 1968, and all other titles of the Elementary and Secondary Education Act in order to get this program moving and to give the program confidence throughout the Nation?

MR. BIEMILLER. I would think Mr. Chairman it would certainly not be a mistake to extend the impact bills for at least a 5-year authorization. Certainly in the foreseeable future there is not going to be any great diminution of the concept of Federal impact.

That law has been on the books now for a decade and a half or so. I think it has been demonstrated time after time both in terms of extending the authorization and in voting the appropriations for these two bills that the Congress is overwhelmingly in support of this proposal and, hence, I don't think that the Congress would be at all amiss to a making of a 5-year extension of the authorization.

Chairman PERKINS. I notice that you dwell on the Teachers Corps and the important principle of local control of education. Do you see anything wrong with the operation of the corps from infringing upon the rights of the local educational agencies, as the proposal is presently written, by permitting the Office of Education to do the recruiting?

MR. BIEMILLER. I certainly see no difficulties there.

I would like to ask Mr. Sessions who is a member of the District of Columbia School Board to comment on that proposal.

MR. SESSIONS. I am John Sessions of the AFL-CIO Education Department and as Mr. Biemiller said a member of the Washington School Board. Our experience has been very favorable with this. We have something in the neighborhood of "Teacher Corps" interns in our school system and like all teachers they are attached to the appropriate division of school system, those working in the secondary schools being directed by our division of secondary schools, and those

working in the elementary schools are attached to that division of the school system.

The experience has been very favorable. The teachers have been very happy to have these interns in their situations. They are being used in some of the lowest income schools in the District and are having a very good effect. Incidentally through the training program that involves some of the universities, they have done a great deal to involve the universities and the resources of the universities in our school system.

This has been sort of a spillover effect that has been very helpful.

Chairman PERKINS. Does your knowledge of the universities assume the responsibility of doing the training? Have they ever had any pressure on them from the Office of Education or have they ever been interfered with in any way?

Mr. SESSIONS. I am quite sure they have had none.

Chairman PERKINS. Have the Board members in your school system had any suggestions from the Office of Education in the way of interfering with the curriculum or in any other manner?

Mr. SESSIONS. Not at all.

Chairman PERKINS. You tell me that you have about 40 teachers who were recruited by the Office of Education through the National Teachers Corps recruiting system in your District of Columbia school system?

Mr. SESSIONS. That is right.

Chairman PERKINS. Do—just how effective have these teachers been?

Mr. SESSIONS. I can tell you of at least one school in which several of these Teachers Corps interns were working in elementary schools which most people feel was one of the most ineffective schools in the District and today within a year the parents tell me they feel they have one of the best elementary schools in the District of Columbia.

I don't think that is entirely the result of the Teachers Corps but I think they have made a great contribution to the improvement in this particular school which happens to be the Anthony Bowen School.

Chairman PERKINS. I know we have an explosive situation here in the District of Columbia but I have felt for several years if we are ever going to do something about the real problem existing here in the District of Columbia it is through the elementary and secondary educational system. I take it that you feel that the educational system here in District of Columbia has been immensely strengthened as a result of the Teachers Corps.

Am I correct in that statement from your testimony?

Mr. SESSIONS. Yes, I think I should emphasize for the Teacher Corps interns don't go very far in a school system and we have concentrated these in a few.

Chairman PERKINS. Are they working with the people in the disadvantaged areas of the city where the income is the lowest and where the need is the greatest.

Mr. SESSIONS. These are exactly the schools we put them in. I think I should emphasize they don't just teach during the schoolday. They run tutorial programs after school and work with these kids in the evenings. We are having a very real impact in some of these areas.

Chairman PERKINS. Have you been able to notice some results as a result of the interns in these areas, favorable results?

Mr. SESSIONS. Of course, it is early to measure the impact of this on the learning experience of the children but I think it is quite clear that they have made contact with these children and I suspect in too many cases our school systems have not really made that much progress yet.

Chairman PERKINS. Have you had any problems recruiting qualified teachers at the present time to put them in the areas where we have real problems in the District of Columbia?

Mr. SESSIONS. We have some problems, and we have a rather novel program. I can underline what Mr. Biemiller was saying about the importance of long-term and long-range facilities and fiscal planning in a school system. Our whole school budget, not just the Elementary and Secondary Education Act and the impacted aid part of it but the whole scale program has to be acted upon by Congress and unfortunately does not usually get done until after the school system gets started and it is very difficult to employ teachers after the school year has already started.

So I can tell you from my own experience the real importance of being able to plan ahead on these things.

Chairman PERKINS. Thank you.

Now, Mr. Biemiller I want to ask you a basic question more or less on your past experiences and observations in our efforts to obtain Federal aid now throughout the years. I notice that you go ahead and mention the local control that is involved in so many of these programs and you give a history of the categorical aid approach in various pieces of legislation that have been enacted.

There are members on the committee at the present time who feel that we should go in the direction of a general Federal aid bill today as a substitute for what they term "categorical approach" even though we have not been successful in getting the general aid approach enacted for some 20 years.

Would you feel if we undertook to substitute the general aid approach and get away from the categorical approach in this legislation that we would have real problems in getting the bill enacted?

Mr. BIEMILLER. Mr. Chairman, it is my considered opinion that the Congress having tried or rather I should say the education committees of both Houses and having tried general aid bills for many years and having them defeated for a combination of reasons which were quite understandable when you analyze the voting habits and the backgrounds of the Members of the Congress, that the Congress has been very wise indeed to have turned to the categorical approach.

It is quite obvious that by this approach we have obtained the consent of a majority of both Houses of the Congress in authorizing and I hope eventually in appropriating considerable sums of money badly needed by our educational system. For whatever my view is worth I still believe that an attempt to return to a general aid system would run into difficulties that would probably make it impossible to pass legislation.

Chairman PERKINS. I only make mention of that fact because I know there are members on this committee who have not followed the history of the enactment of this legislation throughout the years.

Considering the fact that vocational education was categorical in approach and that the NDEA when we zeroed in in the field of foreign languages, mathematics, and so on, and broadened out to other categories and at present we are zeroing in in some areas of the country under the Elementary and Secondary Act in the most disadvantaged areas of the Nation, where people reside with low income, giving them special educational programs.

I have one other question I want to ask you. I notice that you made mention of the handicapped legislation and the regional centers which would assist schools in meeting the needs and helping parents find the appropriate schooling for handicapped children. I have had correspondence all along through the years calling on me to see if I could give some advice where they can put their handicapped child in school.

I think this is a great amendment. The only difficulty I find with it is that it is not broad enough and it is not financed to the extent that I would like to see it financed but I agree with your statement there and I don't think there will be any objection to that amendment.

You gave excellent testimony, Mr. Megel and we appreciate it. Mr. Scherle.

Mr. SCHERLE. Thank you, Mr. Chairman. My first question would be: Are all of you at the table here affiliated with the AFL-CIO?

Mr. BIEMILLER. That is right; yes.

Mr. SCHERLE. I think I have one question for Mr. Sessions. The chairman asked whether there had been any intervention or problem concerning the Teacher Corps in regard to the university; is that right? You said "No"; is that right?

Mr. SESSIONS. I can't speak authoritatively for the universities but I think the answer would be "No" from what I know of their work.

Mr. SCHERLE. As long as this is partially funded by the Government, would there be any intervention?

Mr. SESSIONS. I did not quite get the question.

Mr. SCHERLE. As long as some of this money is being funded, would there dare be any intervention or problem occur along that line?

Mr. SESSIONS. The question as I got it from the chairman was: Had there been intervention in this program by the Office of Education, and I think here the answer is clearly "No."

Obviously the limits of the legislation in a sense are a kind of intervention. That is, you cannot use Teacher Corps interns in high-income schools, and this is a kind of intervention but I don't think that is what was meant.

Mr. SCHERLE. I noticed in the testimony here that there has been quite a bit of reference made to the inner city poverty. Are you as concerned about the rural areas as you are the inner city?

Mr. BIEMILLER. We are most certainly concerned about rural problems. We simply testify in our formal statement on the question of the inner city because obviously our own experiences as far as the AFL-CIO are concerned are closer connected to that problem.

But the whole question of rural poverty, of the difficulties of many rural school systems have long remained—received our attention. As the chairman was kind enough to say, for more than 20 years we have been up here trying to get attention paid to rural problems just as much as we have to city problems.

Mr. SCHERLE. For the many hours that I have sat through testimony here I have heard very little mention of the rural poverty stricken, and coming from a State that has the highest literacy rate in the Union, Iowa, many of the programs innovated here we do not have, but we do have areas that could stand and use additional help.

Your organization is represented there just as well as it is here. I can find no area or no means of support that you have given back there, as you are emphasizing here in your testimony here today.

Mr. BIEMILLER. Congressman, I would be very happy to talk to our Iowa people. I can tell you in terms of the State where I had the pleasure of not only being a general organizer for the movement but a member of the legislature in 1939, 1940, and 1941 in Wisconsin we paid a great deal of attention to rural education as well as city education.

Mr. SCHERLE. What were some of the things you did?

Mr. BIEMILLER. We worked very closely with the farm organizations. We certainly were always in favor of getting an equalization formula that would pay special attention to rural problems and I represented a city of Milwaukee district here from my own constituents who felt I was leaning over backward in terms of some of those equalization programs and the State federation of labor was always behind that program in our State.

I can't testify for recent years because I have not been there but I can certainly tell you what was going on in that period.

Mr. SCHERLE. There is a great deal of publicity this year throughout the Nation in regard to the series of teacher strikes. Were they basically in areas where the AFL-CIO or A.F. of T. were prominent?

Mr. BIEMILLER. Mr. Herrick Roth can speak to that.

Mr. ROTH. There have been strikes of both kinds of organizations that represent teachers, both the association and the union. Most of these have been in cities. Most of them have been over difficulties of determining who the representing authorities would be for collective bargaining or collective negotiations purposes, but both organizations have been involved.

Mr. SCHERLE. Do you think this is a healthy situation for the children involved for the teachers to strike?

Mr. ROTH. I think the position of our organization is that the strike is the very last resort that anybody uses including the teachers. We heard an excellent statement at a conference which we attended yesterday by the Under Secretary of Labor in which I think he put his finger on the problem.

The problem is that the frustrations of teachers get so great at a point where all reason and logic fail that is at that point is where they actually leave the classroom.

I would like to refer to a statement by the Association of American School Boards where he pointed out that there were more days lost in schools for going to special athletic events and for legalized including your State for teacher conventions, that have been written into law for some time than have ever been lost in teachers leaving the classroom but the greatest loss is in the great turnover of teachers.

The statistics in the Office of Education are extremely good on this. Only 11 percent of all of the people who are certified to teach ever

retire from or die in teaching which means there is a constant turn-over of talent and capability. This has nothing to do with the strike.

You see the strike as a weapon has only been used really to secure for teachers better teaching conditions and to really shore up the stability of an educational system.

Mr. SCHERLE. At the expense of the students. Thank you, Mr. Chairman.

Mr. ROTH. Those were your words, not mine, Mr. Congressman.

Mr. BIEMILLER. Mr. Chairman, may I add just one slight addition to the question before this which Congressman Scherle asked?

Our director of education, Mr. Walter Davis, reminds me that we have regional meetings from time to time of our State officials at which we go over our policy declarations and such. He wants me to assure you that we will be checking into this question of making sure that our State federations take as much interest in rural education as they do in city education.

Mr. FORD. Thank you, gentlemen. I might say to Mr. Scherle in defense of my friends in the National Education Association, the other major teachers group, that in my district last fall we had four school districts out on strike at the same time and three of them were represented by the Education Association, one by the Federation.

I don't know whether the education association in my State has become more militant or not but there was a time when they used to say that the education associations did not strike, they used sanctions. We could argue all day about which has the greatest effect on the school district.

But at least in my State the teachers don't respond to local conditions much differently in either of the two organizations.

I might say in addition to this that in the two districts where we had the longest period of teacher discontent as evidenced by this type of activity, the issue that kept them out was not money or teacher salaries or classroom size or anything of the kind but the right to participate in the professional activity of developing curriculum for the students.

Strangely that has been one function that school boards in my State are most reluctant to share with the professional people that they hire to run their schools.

I would like to go back to the comments made in Mr. Biemiller's testimony concerning financing of this legislation in the current year.

Mr. Biemiller, preceding you by several days we have had testimony from the U.S. Office of Education, from the Secretary himself, and from the Commissioner indicating that their present intent is to co-operate with the Bureau of the Budget in requesting sums of money from the Appropriations Committee of this House approximating 49 percent of the amount we authorized last year.

However, in looking at what the Bureau of the Budget has determined as their idea of what should be financed, we find what appears to me to be a clear-cut invasion of the legislative process by the executive branch. Although they propose to finance title I assistance to basically underprivileged children at the rate of 49 percent, they propose to finance adult basic education—which for some reason the Budget Bureau finds to be a better program and I have no disagree-

ment with them on the merit of the program—at 75 percent. When we get to crippled children they have decided in their wisdom that a little less than 10 percent of what we authorized would be an appropriate sum to expend.

I notice that you, like all other friends of this legislation who have appeared before you, spoke favorably to the chairman's suggestion of longer authorizations, maybe even 5 years at a time.

But it would seem that the authorization and the program are drawing further and further apart here in the Congress and that maybe this committee will have to assert itself. I don't think we can strike but I think we may have to find some more effective way of making our wishes heard with regard to the educational needs of the country.

I think it is a sad commentary on the 90th Congress after the great start, and it was just a start, made in this field by the 89th Congress that we are now sitting here in the middle of March talking about 49 percent of funding.

I was also interested in your comments with regard to title V(b). There is concern over the interpretation of the present language made by the Office of Education that this would authorize the Governors of the several States to appoint a planning agency which may or may not be the regular State educational agency.

In Public Law 89-10 we wrote a definition which is somewhere between the position you take which is that the planning should always be done by the State educational agency and the position taken by the Office of Education that the State educational agency might but is not necessarily the one to do the planning.

In that definition we said that a State educational agency was that agency which normally had control of elementary and secondary schools but in the absence of agency with such clearly defined authority such agency as the legislature or the Governor might designate.

Would you find any objection to substituting that kind of definition for the language we presently have in the bill?

Mr. BIEMILLER. No; I have no objection to that, Congressman Ford. We were using the phrase "State educational agency" generically rather than the specific term.

I am aware of the problem you state where some of the State educational agencies may have a different title and they may have different powers.

As you say in those instances obviously the State legislature would have to act.

Mr. FORD. It is fair to infer from what you said that you are supporting the position this committee has previously taken that in those States where by statute or constitution there is a clearly defined State agency with such responsibility that that should be the agency for planning, and if there is something else to be arranged there should be latitude for the State to make such provisions.

Mr. BIEMILLER. I have no quarrel with that whatsoever.

Mr. FORD. Thank you, Mr. Biemiller, and the rest of you gentlemen. For myself I would like to say this is now the third time that you have appeared as a part of the panel concerning the legislation before this committee not only in this area but in several other areas of

education. We consider you and other professional organizations with a special interest in education to be among the primary and moving forces in successful adoption of the foot-in-the-door legislation which we call the Elementary and Secondary Education Act of 1965.

I am very gratified to see that you are not happy to accept that as a longstanding victory and are now agitating, and I use the word advisedly. I hope you will continue to do so for an expanded funding of these programs now that we have them started.

Mr. Dellenback.

Mr. DELLENBACK. Thank you, Mr. Chairman.

Time runs and I would like to go into a lot of points with you to get further thinking because I think some of this is very helpful to me but the clock marches inexorably.

First may I add to what my colleague from Michigan just said, a further point in connection with your flat recommendation of V (a) (1), naming the State departments. We have a State department of education and a State department of higher education in Oregon, and there is a drawback to being too flat in the legislation.

Mr. BIEMILLER. As I told Congressman Ford, I repeat that we are simply making sure that it is the educational agency. We were using the term generically and not necessarily specifically.

Mr. DELLENBACK. In the closing portion of your testimony you made the comment and this quotation from the executive council indicates that you approve of the fact that the Federal Government has assumed responsibility for sharing in the cost of education.

We have had estimates so far given to us that probably on an overall basis the Federal Government is now carrying somewhere between 5 and 8 percent of the costs of education on the elementary and secondary level. Do you have any idea how far you think this should go?

I served in our State legislature and they used to bandy around certain percentages that were the goal, always less than 50 percent for State contributions in that area. Do you have any idea what percentage you are thinking of there?

Mr. BIEMILLER. As you know those percentages vary from State to State considerably so there is no problem you can follow on the matter. We have long argued that we think that the time has come and now the Congress agreed with us last year that part of the funds for the educational system of the United States should come from the progressive income tax of the Federal Government.

Mr. DELLENBACK. We realize that when we talk about the levels of government contributing, what in large part we are saying is what will be the tax source of the contribution.

Are we talking real property taxes, Federal income taxes, or what?

Mr. BIEMILLER. We are trying to take the added educational and financial burden in the United States, which I don't think will ever drop back because of the population explosion, and there will always be children as long as the human race exists. We want to get part of the financial burden of education off of the property tax.

Mr. DELLENBACK. Do you have a rough percentage?

Mr. BIEMILLER. We have never set any arbitrary figure. We would like to see the Federal Government participate with what in the wis-

dom of the Congress is the maximum participation we can have, being very careful to add as the chairman pointed out we want the safeguards which the Congress has properly put up for local control of education.

Mr. DELLENBACK. You feel in both absolute dollars and percentages the Federal contribution should increase?

Mr. BIEMILLER. Definitely.

Mr. DELLENBACK. Mr. Sessions, may I ask you a fast question? What if the same amount of Federal money that has at the present time been used say in the last year for Teacher Corps training in the District were to be given to your board for teacher training purposes?

Could you make good use of those funds for teacher training purposes?

Mr. SESSIONS. We could certainly use additional support in teacher training but I suspect that this particular funding would very simply become lost in the shuffle. I think here we have the kind of concentrated program that for really a minimum expenditure of money it has had enormous impact in the school system.

Mr. DELLENBACK. You feel if the same amount of money that went into Teacher Corps training of District teachers were to be given to the District to be used for teacher training purposes it would be less advantageously used by your board than the present funds through the teacher training corps?

Mr. SESSIONS. I think it would simply spread out the funds that are now supporting for the very effective teachers over a whole school system that would have been lost.

Mr. DELLENBACK. Even if it were to be used for teacher training for the disadvantaged would it still be lost?

Mr. SESSIONS. I would think so.

Mr. DELLENBACK. So you feel your board would not do as effective a job as the Teacher Corps does?

Mr. SESSIONS. I would think that is correct. I don't mean to preclude that we would not be glad to get some extra assistance in teacher training programs.

Mr. DELLENBACK. We are talking really about money—all roads lead to Rome—and we are talking about funds in large part and we are talking about reaching goals and I am wondering in the dialogue about the Teacher Corps whether we are not really talking about the best way to educate and the Teacher Corps at the present time looks like the only way.

If the funds were made available could you do a better job if they were in your control and your answer is apparently no.

Mr. SESSIONS. No, sir, with these particular funds. Incidentally, the effect has spread over the whole school system. For instance, one of the universities that is involved in training the interns is running I notice an all day conference for teachers on the meaning of educational technology. This is something that is an out growth of the work they have been doing with the Teacher Corps.

Mr. DELLENBACK. Mr. Megel, do you think there should be standard teachers salaries throughout the Nation?

Mr. MEGEL. There should be a standardization of teachers salaries above levels that are now paid.

Mr. DELLENBACK. I am not talking about the level at the moment. In your testimony you talk of a minimum of \$7,000 up to \$14,000 in no more than 10 steps. My question is because of the brevity of time, do you feel there should be standard teachers salaries?

Mr. MEGEL. There should be a figure that would be within the province of gaining teachers in the teaching profession.

Mr. DELLENBACK. On a standard basis so that in such and such a State and in New York City there should be a standard salary?

Mr. MEGEL. If you have a salary schedule within those limits of \$7,000 to \$14,000 that would take care of the situation.

Mr. DELLENBACK. So you don't really feel there should be standard salaries. You are talking about a minimum.

Mr. MEGEL. I think that is what I said in my statement, yes.

Mr. DELLENBACK. Do you feel the determination of these standards or minima should be taken care of by the Federal Government?

Mr. MEGEL. Some kind of a standard schedule that would give some idea of the value of a teacher in the classroom, yes, sir.

Mr. DELLENBACK. You don't feel this should be left to the control of the individual States.

Mr. MEGEL. Yes, within limitations of that salary schedule or something between.

Mr. DELLENBACK. In other words, the Government should by stick or carrot bring about a minimum that all of the States must adhere to?

Mr. MEGEL. No.

Mr. DELLENBACK. The States should be left in control of their own teachers salaries?

Mr. MEGEL. The average teacher today in the United States—for all of the teachers in the United States are making a salary of \$628. We are not going to get that salary increased unless we do a job of great pressures and until the Federal Government recognizes the value of teachers in classrooms. Part of the problem is not getting a sufficient salary.

Mr. DELLENBACK. Mr. Biemiller, you get the point of my question. Recognizing what is being said about raising salaries, the question that I asked is, Should it be within the province of the Federal Government to set salaries—salary standards or should it be within the province of the State government?

Mr. BIEMILLER. I think the carrot system of establishing certain minimums would have very real value.

Mr. DELLENBACK. On the Federal level?

Mr. BIEMILLER. Yes.

Mr. DELLENBACK. So this should not be left to the States?

Mr. BIEMILLER. The carrot system I emphasize however—

Mr. DELLENBACK. But the Federal carrot rather than a State?

Mr. BIEMILLER. Yes.

Mr. DELLENBACK. I would like to go on but I recognize the tap of the gavel was a gracious way of saying my time has run out.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman. I would like to join my colleague from Michigan in welcoming you gentlemen to the committee and note this is also the third time I have had the pleasure of listening to your testimony in support of education and many other things which I consider to be of interest to the people at large.

I would like to direct my first question to Mr. Sessions if I may and on page 3 of his prepared statement Mr. Biemiller said, speaking of the Teacher Corps:

It has brought into the inner city school something of the same spirit that the Peace Corps previously brought to undeveloped areas in other parts of the world.

Do you agree with that, Mr. Sessions?

MR. SESSIONS. I think that is quite true. These interns are dedicated people who work with these children around the clock and they have brought very much that kind of a spirit.

MR. MEEDS. Do you feel further that the Teacher Corps concept has the effect of infusing the young people, and some of the dedicated teachers of this Nation, with an esprit de corps which would not be available on a local level?

MR. SESSIONS. I think so and I think this has a way of spreading together teachers around as Mr. Biemiller suggested.

MR. MEEDS. I am not suggesting, and I am sure you are not suggesting either, that local school boards could not put in effective training programs and effective programs for disadvantaged children, but on the national level we would not have the dual advantages of a program which had a center core and a direction and also the ability to bring this dedication out in people as the Peace Corps has done on an interim basis?

MR. SESSIONS. Yes, I think it is very much the same sort of situation as if we had taken the Peace Corps money and simply used it for increased foreign aid, and I suspect it would not have had nearly as beneficial an effect, and I think that is true here also.

MR. MEEDS. Is this one of the primary reasons that you support the Teacher Corps?

MR. SESSIONS. Yes, sir.

MR. MEEDS. Mr. Biemiller, I am somewhat puzzled and I suppose this is in the area of your legislative background too so to speak. I would like to point out you have been a Member of this body for 4 years, and you have been the representative of the AFL-CIO for a number of years so that in the final analysis you have been very intimately and very closely connected with either posing or passing legislation through this Congress since about 1949 I think, isn't that true?

MR. BIEMILLER. I was a Member of the 79th and 81st and I have been a representative of the labor movement since 1935.

MR. MEEDS. You testified before this committee as a member, and as a Member of Congress in numerous attempts to pass aid to education, have you not?

MR. BIEMILLER. That is right.

MR. MEEDS. You have been legislative representative for the AFL-CIO and have come up to the Hill any number of times and talked to Members about the passage of aid-to-education legislation, have you not?

MR. BIEMILLER. That is right.

MR. MEEDS. It is my observation that you are probably the most knowledgeable, or one of the most knowledgeable people, in the whole United States as to what makes Congress tick and what will go and what won't go in Congress. That is my aside, Mr. Chairman.

Mr. BIEMILLER. You are very kind.

Mr. MEEDS. After laying that background I am going to ask you this, I am referring to section 205 of the Elementary and Secondary Education Act, subsection 2—

That to the extent consistent with a number of educationally deprived children, the school districts of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can participate.

The bill goes on and enumerates many other things. In your opinion would that be the key phrase that broke the deadlock over aid to education in this Congress?

Mr. BIEMILLER. Yes; I think it definitely was.

Mr. MEEDS. As a legislator and as a Member of this Congress can you see any way at this time of gaging the temper of Congress, the Constitution, and all of the other things which you have taken into consideration as a legislator and as a legislative representative; can you see any way to project general aid to education without including something like that, and if you don't include something like that should we pass it?

Mr. BIEMILLER. I stated earlier in answer to a question from the chairman that for whatever my opinion is worth, I still think the Congress is devoted to categorical aid, to the types of statement that you are speaking of, and I do not believe that you would have much success in passing a general aid bill at this time.

Mr. MEEDS. You are also knowledgeable about Public Law 874 which allocates money to school districts on the basis of children who are federally connected. This type of feeling may be used for general aid and in fact it is being used now, is it not?

Mr. BIEMILLER. That is the point. The Federal impact bill is predicated upon the theory of a direct Federal impact on a given school district, magnifying the problems of that given school district. As long as you have a legitimate Federal impact I think this is a procedure and I will illustrate that, if I may, by testimony which I gave shortly after the 1954 school decision on segregation when the AFL appeared in behalf of legislation proposed by Congressman Stewart Udall to extend the Federal aid concept into school districts that were having problems that arose from the decision of the Supreme Court which we regarded as Federal impact on those districts. We have had a modified form of that in some of the titles of the Civil Rights Act of 1964 as I pointed out in my testimony.

Mr. MEEDS. Where we do have this Federal impact and can trace it we have been able to give general aid to education, have we not?

Mr. BIEMILLER. Where you can trace Federal impact, yes.

Mr. MEEDS. Thank you.

Chairman PERKINS. Mr. Gardner.

Mr. GARDNER. Thank you, Mr. Chairman. Having not been here for the entire testimony, I would just like to make some general comments and ask specific questions of Mr. Biemiller. First of all, we have been listening to testimony for the past week concerning the Teacher Corps, and it would seem to me that the one strong statement that I have heard in favor of it is through a National Teacher Corps we

are able to develop an esprit de corps that we would not be able to do on the State level.

Do you agree to this line of thinking?

Mr. BIEMILLER. We think there is real value in the national recruitment policy of the Teacher Corps for precisely the reason you have stated.

Mr. GARDNER. My observation of the problem is that one reason the Teacher Corps has had some success is because of the funding by the Federal Government. This has been missing in the past on the part of the States.

The second thing is that we have a tremendous manpower shortage not only in the teacher area, but in anything you can name today, and if we go on the assumption that the one area where it can be accomplished is through a national program to develop esprit de corps, would you then be in favor of a doctors corps and a nurses corps and a mechanics corps?

Mr. BIEMILLER. No, because I don't think the same situations prevail.

Mr. GARDNER. Don't we have the same critical shortages in nurses?

Mr. BIEMILLER. We have a critical shortage in nurses and doctors, primarily because we do not have sufficient training facilities in those areas. You cannot put many more trainees into the existing medical colleges.

Mr. GARDNER. This is not true in my State. We have a terrific problem in our medical schools at Duke and the University of North Carolina of obtaining students who want to go into the practice of medicine.

Mr. BIEMILLER. Conditions have changed very drastically since I last looked at it. As some members will recall Senator Taft and I jointly sponsored a bill in 1950 trying to get substantial aid into the medical, dental nursing schools of this country.

I regret that Senator Taft was successful in passing it in the Senate. I was stymied by the Rules Committee in the House of Representatives.

However, since that time the Congress has passed a modified version of that bill and it passed it on the very legitimate argument of the medical colleges and the AMA itself that there was a shortage of facilities for students who wanted to enter medical colleges. I am not disputing your given figures because I frankly am not familiar with them but the general picture for years has been that there have been more applicants for the medical schools in particular than there have been places available for training.

Mr. GARDNER. In the field of nursing, this is not true. I think you have a very similar situation in the field of nursing that you would have in teaching—low salaries, long and unattractive hours.

Mr. BIEMILLER. Congress has passed on several occasions contributions for the development of training nurses, not only registered nurses but practical nurses.

Mr. GARDNER. Going on the assumption you had a similar situation with nursing that you had low salaries and not attractive to people and so on, would you then recommend we have a Nurse Corps sponsored and funded by the Federal Government?

Mr. BIEMILLER. To use the doctor analogy for a moment, we have had proposals that might roughly parallel what you are speaking of.

Senator Cotton, for example, of New Hampshire, has long advocated a system of Federal scholarships for doctors whereby the graduate doctor would then agree to go into shortage areas. This is not something that is peculiar to teachers that the Federal Government has tried to stimulate through the use of Federal funds, the strengthening of other professions besides teaching.

Mr. GARDNER. On page 4 you say:

The Teacher Corps gives promise of injecting new vitality into the schools and at the same time maintaining the important principle of local control of education.

How do you see a combination of control between the Federal Government and local government? Who has the final authority?

Mr. BIEMILLER. The bill in front of you makes it clear that no school board has to accept Applicant Jack Jones unless they want to.

Mr. GARDNER. It also states that Federal funds can be withheld. This seems to be some of the problem we are facing today in complaints from our local school boards. Although they are giving word service in the form of local control if they don't abide by not what the bill says but by interpretations of the Department of Education then funds are withheld.

Mr. BIEMILLER. I am not aware of those situations. If you want to bring concrete situations to our attention we would be happy to check into them but in our experience, and I don't pretend to know everything there is about the Teacher Corps, we have not run into that situation.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Mr. Biemiller, good morning. It is a pleasure to have a former member of the Wisconsin Legislature as well as a distinguished Member of Congress here. I was very interested in the testimony, not only that you gave, but that Mr. Megel gave. I wonder if I could ask Mr. Sessions what is the situation with the District of Columbia school system insofar as teaching assistants or paraprofessionals are concerned.

Do you have a program here for this kind of teacher aid?

Mr. SESSIONS. We do have a program. We have a unique situation of course in the District's school system in our relationship to the Congress and you may remember that the Teachers' Salary Act which Congress passed last year places a limitation upon the number of teacher aids that we can employ in the school system.

I question the wisdom of that decision. I am not quite clear how it came about but within the limitation that Congress allows us we are training teacher aids and using them quite effectively in the schools.

I think we could use far more of them if we had the power to do it.

Mr. STEIGER. Mr. Megel, prior to the advent of the Teacher Corps, had the Federation undertaken any kind of a program aimed at trying to encourage within educational institutions and schools of education specific programs designed to train teachers to serve in disadvantaged areas?

Mr. MEGEL. Not to any great extent excepting that our efforts are always directed toward improving teachers' salaries and working conditions in order to attract teachers into the teaching profession. The fact that people in other occupations with less training make a lot more money, it has always mitigated against teachers and high school graduates—every teacher knows he has a high school teacher in his class

who says, I don't know why I should go to college because I can make more money than you do.

That does not attract teachers to the teaching forces and to the schools of education so we have had no specific program in that direction, no, sir.

Mr. STEIGER. One of the bases for support of the Teacher Corps as presented here both by the Office of Education and by deans of schools of education and local superintendents has been that they feel that the Teacher Corps can innovate and make better teacher training in this country. I wonder again whether prior to the enactment of the Teacher Corps program, the Federation had undertaken to improve teacher education training in this country.

Mr. ROTH. May I answer that in part on behalf of my colleague, Mr. Steiger?

Mr. STEIGER. You sure may.

Mr. ROTH. We have had a position over the years that the best teacher training is done in the classroom. We have used various terms in our federation proposals and policies. We have had to promulgate them primarily at school board levels. We have talked in terms of apprenticeships and internship. I think the exciting thing about the Teacher Corps here and the point of your question is that it does embrace the on-the-job training with the teacher who is experienced.

It is not just a matter of doing it in the classroom situation. Of course, as you know, no teacher in the country or any teacher organization does control or program for any school of education. One of the reasons that we have not gone this other route is we had no entree to schools or colleges of education.

This is why we think training has to be done on the job by an experienced teacher preferably selected by his own colleagues.

Mr. STEIGER. What kind of a position do you take in terms of encouraging the use of teacher aids for paraprofessionals? Do you think this is a good thing? Would you like to see it expanded and how does it relate to the teacher's ability to more individually work with the child in any kind of a school but particularly in the disadvantaged areas?

Mr. ROTH. Our position has been we have wanted to take professional duties off and with a separate statement filed with your committee that will be in your record in this hearing I make particular point of our collective bargaining agreements in Philadelphia, New York and so on, where the teacher aid is defined. There was a time when teachers feared this because the teacher felt it would undercut the standards of the profession. The time has come that with the the overload of the class duties that teachers have said "Well, we really ought to be there to teach," this is why in the effective school program there are two teachers in a classroom with only 22.

One could be a teacher aid even under the terms of the agreement so we do support this. We are looking for an expansion of it and we know there have to be differential kinds of services in terms of teacher aids but not in terms of the final professional teaching duty.

Mr. STEIGER. Mr. Biemiller, the Civil Rights Commission on school de facto segregation and desegregation made a point in saying that they felt legislation was necessary to set some Federal standards which would provide that there be no more than 50 percent in a school situation who would be Negro or Puerto Rican or whatever it may be.

Has the AFL-CIO made any comment on that report?

Mr. BIEMILLER. We have made no comment on that report. The report broke as the executive council was in session and we were in the middle of problems. I have no doubt we will take a good look at it before the next meeting of our executive council but at this moment there is no comment on it.

Mr. STEIGER. Thank you, Mr. Chairman.

Chairman PERKINS. Let me thank you, Mr. Biemiller, and all of you gentlemen who accompanied Mr. Biemiller.

Mr. MEGEL. May I ask Mr. Roth's testimony be included in the record?

Chairman PERKINS. Without objection, it is so ordered.

(The statement follows:)

TESTIMONY BY HERRICK S. ROTH, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS; CHAIRMAN, LEGISLATIVE COMMITTEE, AFT EXECUTIVE COUNCIL; PRESIDENT, COLORADO LABOR COUNCIL, AFL-CIO

Upon the recommendation of AFT Washington Representative, Carl J. Megel, and the request of the Executive Council of the American Federation of Teachers, I have been asked to make this brief statement to your Committee today.

We are pleased that the 89th Congress saw fit to pioneer Federal support of key programs in the fields of elementary and secondary education and to expand, among others, programs in vocational services. These comments are directed specifically to these areas.

With regard to our elementary and secondary education, ESEA has prompted various kinds of program innovations—all meeting minimum standards established by the Office of Education, but few reflecting truly effective schooling for either the culturally and economically disadvantaged youth or the students of so-called majority or middle class schools in predominantly Caucasian attendance areas.

This is a challenge not to be taken lightly or without adequate explanation. The result might have been and was to be expected. The tendency of school administrators, school communities and their governing boards to respond with less than comprehensive programs grew out of their traditional orientations. The programs that you created and the Congress funded sought very properly, however, to find new educational avenues to reach students who had little to motivate them educationally, either at home or in the average school.

As a result, amendments to the ESEA in 1967 should seek to support fewer band aid type of remedial programs and a greater number of comprehensive, effective programs for total school attendance centers. Our experience in New York City's More Effective Schools Program—which is financed in its extra costs by new ESEA Federal dollars—is the proof of the pudding.

Here, though, we would like to emphasize that this program was achieved by the involvement—the total involvement—of teaching faculties. In our opinion, this could not have been achieved without the positive effect of a sole collective bargaining agent—Local No. 2 of the AFT, New York's United Federation of Teachers. It is significant that your Committee which is considering this testimony is appropriately a committee on "Education and Labor."

In our opinion, we believe you would be wise to include in any new amendments a recognition of the collective bargaining relationship as a desirable ingredient in the process of creating and funding effective schools. We recommend that you establish a priority for funding appropriate programs of school districts where boards of education recognize the sole collective bargaining agency with a teachers' organization. We assure you that Federal funds will be put to much more effective and beneficial use in all areas of the nation.

Examples in our Western areas, including Denver, Kansas City, Tulsa, Houston, Albuquerque, Tucson, Phoenix, Las Vegas, Pocatello, or Cheyenne, just to name some, are typical of cities where recognized teacher involvements would have provided more effective utilization of Federal funding. Since we are dealing with human development—with individual as well as group opportunity and growth—such a priority makes as much or more sense as, for instance, priorities established so wisely for the purchase of publicly generated electrical power for publicly owned electrical utilities in my part of the nation.

Remedial, "patched-on" programs can meet most requirements for spending Federal tax dollars, but the educational advantages of such patch-work appear

minimal and may be based on false economies when compared with total attendance center program funding.

Let us state the case in other terms as described by one of our progressive AFT State Federations, the Missouri Federation of Teachers, MFT, whose President is Fred N. Miller of Kansas City.

MFT calls for a "Federal School Renewal Program." Mr. Miller paints the facts of school "drop-outs"—perhaps better described as "push-outs"—as the cause of "hard core" unemployment.

"Push-outs" are more than the products of ghettos and broken families who live in sub-standard conditions of economic poverty. They are products of transient teachers, overcrowded classes, inadequate teaching facilities, and generally unhealthful school plants and environments. Smaller classes, adequate food, acoustical and lighting comforts, genial and loving adults, more personalized teaching attention—all items of cost and all related to total school programming—must be excised by Federal funding and standards.

As Mr. Miller points out, the hard core unemployed reduce this nation's productivity by \$84,000 per person of lost earning power compared with the high school graduate who is employable. An effective school has "holding power"—probably costs \$250 a year more per student measured in today's dollars—and is, in our opinion, the requirement that is basic to "Federal Renewal". In a school lifetime, the maximum cost is \$3,000 of greater investment which is three and one-half percent of the anticipated minimum loss to the "push-out". What a low cost for an immeasurable investment in human worth!

For a moment now, let me turn to vocational or occupational education. Last year, Federal dollars appropriated by you, the Congress, funded a pilot survey of vocational education in Utah. As one of two staff consultants representing "non professional" interests among thirteen so-called "experts" on the Utah review team, I represented the AFL-CIO. The other "lay" advisor was John Harmon of the U.S. Chamber of Commerce.

The report of that Utah study is available to you in either of two volumes—detailed or summary—from George Peabody College, Division of Field Surveys, of Nashville, Tennessee. We commend its diversified recommendations to you, since vocational education is truly behind the times; likewise, it is costly in its demands.

We simply raise the question: Why not set a priority on Federal funding of work-study, on-the-job, and expanded apprenticeship programs? We believe you will find business and labor ready to meet the challenge and teachers and administrators ready to adjust!

We commend the realistic approach evidenced by the AFL-CIO, even as we make these points of strong emphases:

1. The least your Committee can do at this time is to insist that the full authorizations be appropriated for all titles of ESEA in particular, as well as other Federally supported educational programs.

2. At best, \$2,500,000,000 for ESEA titles is hardly enough to justify either educational or economic wisdom in fiscal 1968. Military and defense costs notwithstanding, this nation will be caught short all too soon if it does not move dramatically to finance education at two, three, and four times the present level of Federal support in the next several years. The year 1967-68 should not be one of pause or wavering. The urgency of the need is self-evident and should be met with firm bi-partisan support.

Chairman PERKINS. You may insert any other material which you want inserted in the record. It will be inserted in the record at this point.

Mr. BIEMILLER. I would also like to insert the last policy resolution of the AFL-CIO council in the field of education.

Chairman PERKINS. It is so ordered.

(The document referred to and publication entitled "Design for an Effective Schools Program in Urban Centers" follows:)

STATEMENT BY THE AFL-CIO EXECUTIVE COUNCIL ON EDUCATION AND THE
FEDERAL GOVERNMENT, FEBRUARY 23, 1967, BAL HARBOUR, FLA.

After nearly a century of stalemate, with strong leadership from the present administration, efforts to bring about federal aid to education have resulted in a series of legislative successes. During the long campaign for federal aid,

the AFL-CIO played a major part, building support for the legislation and seeking solution to the various issues which had deadlocked the bills in Congress.

The laws which have by now been enacted have contributed significantly to improving educational opportunity and toward achieving the goal of providing quality education for every child, wherever he may live and whatever his family background. From pre-kindergarten programs through graduate schools and adult education programs, the federal government has assumed responsibility for sharing in the costs of education.

Both in terms of the amount of money that it involves and the widespread effect that it has had throughout American education, the most important of the new educational bills has been the Elementary and Secondary Education Act of 1965. This legislation provides federal funds to school districts in proportion to the number of low income children living in each district. These funds must be used to improve the educational opportunity for children from low income families. Beyond that, the school district has wide latitude in its use of the federal funds.

Apart from the fact that it represents the largest financial commitment to education ever undertaken by the federal government, the Elementary and Secondary Education Act is noteworthy for having broken the long standing deadlock over the question of aid to non-public schools. Significant benefits under the act are available to students in non-public schools. The AFL-CIO played a key part in developing a formula by which, without doing violence to the traditional separation between church and state, children in non-public schools could derive maximum benefits from federal aid.

Among other pieces of legislation of particular significance to organized labor has been the Vocational Education Act of 1963, a law which has provided additional funds and new flexibility for vocational education. The law requires vocational educators to relate their programs closely to the realistic needs of the labor market. Trade unionists have played an important part in making this goal a reality at the local, state and national levels.

A third area of major concern in recently enacted education legislation has been higher education. The Higher Education Facilities Act of 1963 provided federal funds for the construction of college classrooms badly needed to accommodate constantly swelling enrollments. As it has been urged to do by the AFC-CIO, Congress earmarked a certain portion of the money for construction of new facilities for two-year community colleges. The result has been to stimulate the development of new community colleges throughout the nation and this in turn has made it more possible for young people from low and moderate income families to afford to go to college.

In 1965 the Higher Education Facilities Act was incorporated into a new bill, the Higher Education Act of 1965, and the authorized expenditure was considerably increased. In addition to the features of the original bill, the Higher Education Act provided a number of financial aids for students, among them increased federal loans under the National Defense Education Act, federal guarantee and subsidies for student loans from approved lending agencies, opportunity scholarship grants for promising low income students, and work-study programs. Altogether, these student aid programs have enabled thousands of young people to enter college who would not otherwise have been able to do so.

There have been many other significant steps taken. Amendments to the National Defense Education Act have added new subjects to those eligible for federal assistance, among them reading, economics, civics and history. The Impacted Aid program has been amended to increase the funds available to schools in some of the major urban centers. Title IV of the Civil Rights Act of 1964 provides funds to assist school districts with problems related to desegregation. The Economic Opportunity Act made possible federal funding of many new programs including the first Headstart program and adult basic education programs. The Library Services and Construction Act has brought new and improved library service to millions of Americans. A provision in the Federal Communications Act has made federal funds available for the stimulation and growth of educational television. And finally, the "Cold War G.I. Bill," long championed by the AFL-CIO, brings to the veterans of today's armed forces educational benefits similar to those available to veterans of World War II and Korea.

Taken all together, these many federal programs add up to a significant federal commitment to share in the financial responsibility for education at all levels. There nevertheless remain important unfulfilled needs. The two larg-

est items in any school budget are for teachers salaries and for school construction. There is little in any of the existing federal programs that provides assistance in meeting either of these needs. The AFL-CIO believes, as it has often said in the past, that the federal government must become a full partner in financing American education. This requires expansion of existing programs and the beginning of new programs which must go far beyond those already enacted.

To meet these unfilled needs, the AFL-CIO supports the following legislative program for education:

1. At the very minimum, the AFL-CIO's program for educational legislation must insist upon full appropriations as authorized under presently existing federal education laws.

2. Present levels of authorization are themselves inadequate to meet the pressing needs. When the time comes to re-enact the Elementary and Secondary Education Act, the Vocational Education Act, the Higher Education Act and other existing federal aid programs, Congress must broaden the scope of these programs and substantially increase the authorized federal expenditures. Provisions should be made for the improvement of teachers' salaries and for improved training of both present and future teachers. Urgently needed is a supplemental appropriation to continue the existence of the National Teacher Corps.

3. Most school districts are burdened with obsolete and overcrowded classrooms. The AFL-CIO reiterates its belief that there is a critical need for federal support for new school construction to replace obsolete classrooms, to relieve overcrowding, and to meet future growth in enrollment. Federal support for school construction could be achieved either through new legislation or through broadening the scope of Public Law 815 which now provides funds for school construction in federally impacted areas.

4. The Vocational Education Act of 1963 provided the funds and the flexibility needed to upgrade vocational education in our schools. The Advisory Committee on Vocational Education, established by the law, is now evaluating the results of the program and when it reports in 1968, Congress should be prepared to make necessary changes in the Act. In the meantime, we support legislation introduced by Congressman Perkins to greatly increase the authorization. We also welcome President Johnson's proposal to fund new and innovative vocational programs for high school students with special needs.

5. The "Cold War G.I. Bill" is one of the impressive educational achievements of the 89th Congress. Provisions for apprenticeship, on-the-job and on-the-farm training, features of the original GI bills, unfortunately were not included. The AFL-CIO is disappointed to note that the President's message to Congress on "America's Servicemen and Veterans," January 31, 1967, ignores the need for these training programs. We urge Congress to approve apprenticeships, on-the-job and on-the-farm training provisions as well as amendments—include the President's message—increasing the allowances available to veterans while they are in school, and permitting those veterans who need to finish high school to do so without sacrificing their future college benefits.

6. The need for educational renewal in the inner cities and the rapid growth of suburban school populations have created the need for special legislation to provide federal assistance in these areas.

7. No young person should be denied education beyond high school because he or she cannot afford it. Present student aid programs are helpful, but they are far from meeting the need. The tax credit proposals presently before Congress would be expensive without placing the aid where it is most needed. Free public higher education should be the right of every young person. As a concrete step to bring this about we urge a federal program to encourage the development of tuition-free community colleges.

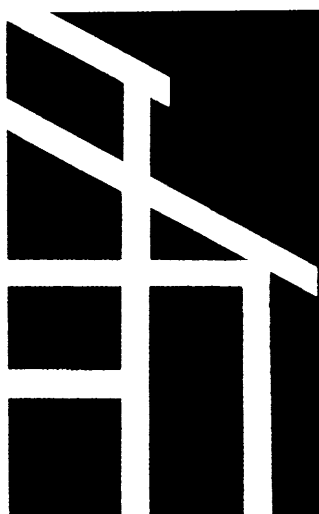
8. The Carnegie Commission on Educational Television has recently presented a report proposing methods of developing the full potential of educational television. The report deserves the careful attention of Congress as a preliminary step to the enactment of appropriate legislation.

9. There is great need for expanding the opportunities for adult education. Many adults, deficient in basic education, are limited in job training possibilities. Other adults find that changing technology requires them to undertake further education and training. The Economic Opportunity Act has provided funds for adult education but more federal support is needed.

10. The AFL-CIO puts special importance on labor extension programs which are now functioning out of several universities. The multiplication and expansion of these programs should be encouraged by federal support.

DESIGN FOR AN

IN URBAN CENTERS



*"There are
too many children in the nation
who are growing up
without the basic skills necessary
for future success as citizens."*

*Clair E. Cogen, President
American Federation of Teachers*

AFL-CIO



The AFT Program is based on an overall plan devised to meet the educational needs of the schools of today. It contains the basic components missing in those schools which are not in the program. Staff, space, and budgetary conditions create opportunities for creative thinking and experimentation with new or modified teaching and supervisory practices; experimentations with new classroom, school and community relationships; new and creative use of teaching material; creative use of personnel; a new concerned look at our children and their potential for learning; and an evaluation of the learning process itself.

Prepared by
The National Council for Effective Schools

Sponsored and Published by
The American Federation of Teachers, AFL-CIO

Revised August, 1966

**AN EFFECTIVE
SCHOOLS PROGRAM
IN URBAN CENTERS**

The crisis of inadequate urban schools is nationwide. The convergence of disadvantaged populations in slum areas, the lack of socio-economic opportunities, the marginal cultural experiences, as well as the exposure to impoverished schools, perpetuate and further precipitate a host of social evils.

The schools are the only social agency to which all of the children of our multi-ethnic population are exposed. It is here where we should provide opportunities for intellectual challenge, integrated relationships, and cultural and emotional enrichment.

In view of our economic wealth and our great reservoirs of knowledge, we are spending relatively less on our schools than many poorer countries. Schools today lack the commitment necessary to fulfill basic educational needs. The gap is widening at a tragic pace because of the tempo of current social change. This is where we have come after a hundred and fifty years of democratic education.

There are controlling basic components essential to all educational systems. The omission of any threatens the minimal adequacy of all. What the AFT here proposes is not revolutionary. It is simply a reaffirmation of the integral elements of any school system which aims to be educational rather than custodial. What exists now in most urban centers is an extensive deficit in the essentials necessary to any educational system. Teachers cannot work under such conditions without violating their integrity as professional educators.

Is it unreasonable to ask for:

1. A seat and a desk for every child for a full school day?
2. A building of viable size? Giant schools magnify within their walls the impersonal regimentation and crowding which are so oppressively a feature of modern urban life. Can we not create within the school a small world where children feel safe? Where there is a room for every class and every rightful activity?
3. A class small enough so that every child can receive the individual attention necessary for learning and growth? Is not informed adult support a condition for the cultivation of curiosity, a prerequisite for learning and development?
4. A policy of selecting supervisors who are sensitive to the needs of these children, their community, and their teachers, and respectful of their potential?
5. A system of providing efficiently, adequately, and promptly those supplies necessary for a well-functioning curriculum?
6. A pupil-staff ratio that allows for a sufficient number of specialized personnel, librarians, psychologists, social workers, counselors, reading experts, in a peer-team relationship with teachers in meeting a common challenge?
7. A range of services specially designed to recognize the many factors which contribute to the malfunctioning of children and to develop new programs of rehabilitation? Does not the lack of these services generate a rising clamor for more punitive controls and for the exclusion of children? The disruptive actions of these children are only intelligible when seen as a symptomatic defense against intolerable conditions in the school and the larger community.
8. A democratic framework that elicits the genuine involvement of the teachers in formulating and developing a climate appropriate to these children?
9. Recognition that the school can no longer afford to be an alien island in an urban village? Leadership by boards of education in mobilizing the immediate school community for a bootstrap operation? More extensive opportunities for parents, neighbors, and school personnel to meet at home and in school, to be exposed to each other's personalities and aspirations? Is it not conceivable that this might lead to a mutuality of understanding and trust which is basic to effective education?
10. A plan aiming at totally integrated schools that would give all our children the opportunity to learn about and live with children of a wide variety of national, religious, ethnic, and cultural heritages? Can we not take advantage of this educationally favorable climate to help our children develop a world without prejudice?
11. A curriculum less invested with middle class values and accents, and more respectful of the current meaningful realities and strengths of our multi-faceted population?

Well-meaning spokesmen, trying to meet the crisis, do battle for one component or another of a sound school system. They may struggle for experienced teachers or smaller classes or a full school day for every child. Each of these components is unquestionably important; but a school is a unit whose health is indivisible. All essential elements must operate simultaneously or none will prove fruitful.

If sound conditions for education are established, the children will learn. If teachers are given a professional challenge, they will respond like other professionals. They will rise to meet the challenge. They will seek to further their own understanding.

The reconstruction of inadequate school systems throughout the country is an enormous job, too large for substantial solution on a local basis. It is essential that federal and state governments become involved. Urban educational systems can, however, start this program in a few schools each September. Success would create its own momentum for extension. Nothing less will work.

We believe that a school system, like every social institution, has an elastic potential for better or worse. A better school system can make a major contribution to the community as a social solvent.

We believe that this program can effectively reduce academic disabilities, educational frustration, delinquency, and drop-outs more than any investment in additional special services.

The Effective Schools program is offered by the American Federation of Teachers as a feasible project. We believe that it is not only theoretically sound, but practically effective, and therefore propose rapid annual expansion until there are no more substandard schools. While no single element in the program can in itself assure success, lack of any of these elements is a guarantee of failure. In this sense each is essential.

A responsible board of education must assume leadership, in the solution of this problem, in partnership with the staff, to give the teaching staff and the community reasonable hope of success and to inspire them to renewed enthusiasm.



housing effective education

In a large school, children are apt to be herded and regimented. In a small school, children can have personal relationships with all members of the staff with whom they have contact. Teachers feel responsible for their children's progress and take pride in their individual achievement and the achievement of the school as a whole.

The New York State Department of Education recommends an elementary school population of 400 to 800 pupils in 14 to 28 classes. A nationwide survey of educators sets a figure of 800 pupils as the most effective.

Faced with the reality of meeting the needs of the children in seriously inadequate schools, we propose to accept the figure of 1,000 as the upper limit. It is our position that, through drastic reorganization, these inadequate buildings can serve as a base for effective education.

We must insist, however, on sufficient room within the building to afford a seat for each of these 1,000 children and a room for each class. In addition, space is essential for

special services for the physically, intellectually, and socially maladjusted pupils, and for the supportive services.

recommendations

- 1) Schools should have adequate facilities for 800 to 1,000 pupils, with provision for every needed special service.
- 2) If a school has a population in excess of the number which can be effectively housed, the excess children should be transferred and provision made for them elsewhere by one of the following procedures:
 - a. redistricting
 - b. bussing children to underutilized schools
 - c. installing demountable units on an emergency basis until more permanent housing can be built
 - d. constructing classrooms in available unutilized space in existing school buildings
 - e. using space in housing projects for extra classrooms
 - f. setting up classrooms in commercial buildings.

class size

Every child has the right to a dependent relationship with adults. Too many children in so-called "difficult" schools have been deprived of this childhood right because class sizes have been much too large and supporting services too meager.

Unless this right is returned to them, their educational progress will be severely limited. Bonuses for teachers will not return this right.

Grant the children an adequate number of professional adults on whom to depend, and you grant them the right to be curious, which is the basis of learning. For the first time the adults will have the opportunity to see the children as individuals and to build curriculum tailored to the needs of the individual and the group.

In the light of the tremendous growth of curriculum orientations derived from many disciplines, effective education is a function of an appropriately small class size.

If class registers were lowered and the classroom teacher were supported by an adequate number of consultants, creating a child-adult ratio of at most 12 to one,

"The pedagogic tasks which confront teachers in the slum schools are far more difficult than those which their colleagues in the wealthy suburbs face."

"Yet in the suburbs there is likely to be a spacious modern school staffed by as many as 70 professionals per 1,000 pupils: in the slum one finds a crowded, often dilapidated and unattractive school staffed by 40 or fewer professionals per 1,000 pupils."

"The central challenges any complicity we may have about our method of financing public schools."

—Slums and Suburbs, James B. Conant

the children of these schools might come into their own. Any higher ratio would be ineffective.

recommendations

- 1) Class size should not be larger than 18 to 22; and where indicated, no larger than 15 or fewer.
- 2) The over-all child-adult ratio should not be greater than 12 children to one professional adult.

administration and supervision

The success of this program will depend largely on the character of the principal chosen for each Effective School. To head each of these schools successfully, we need a supervisor who can understand underprivileged children and their families, who is sensitive to their needs, problems, aspirations, and frustrations; who is highly skilled in intergroup and interpersonal relations; who is emotionally mature, whose own security is not threatened by an expression of disagreement from the faculty, the children, or the community; who believes in his program strongly enough to resist any attempt to water it down.

He must be a person of genuinely sophisticated professional attainments, who keeps abreast of new developments in the field of education and related disciplines. He should be a person who can inspire trust and confidence in the children, the parents, and the teachers with whom he will work.

Once we have chosen such a principal we must not permit him to be buried in routine clerical, supply, and repair work. An administrative assistant should be provided to insure the principal's freedom to supervise and improve instruction.

"(Principals) and their assistants are frequently busied in routine clerical, supply, and repair work to the point where they are unable to provide adequate supervision over instruction. Too often they are pressed by their burdens into using their assistants and even their teachers for routine tasks that could well be performed by less professionally qualified persons."

—The Instructional Program in the Public Schools of New York City, New York State Education Department

recommendations

- 1) A subcommittee of the board of education should be designated to supervise this program.
- 2) A committee consisting of a psychiatrist or a psychologist, a sociologist, and a supervisor should be chosen to interview and recommend principals for the pilot schools. This committee should set up criteria for choice, in the light of principles set forth above.
- 3) To insure sympathetic supervision in the upper echelons, the same committee should be constituted as a standing committee permanently available to assist the principals.
- 4) In a large school system these schools should be designated as tentatively autonomous school district, and placed under the authority of a single field superintendent.
- 5) Each school should have an administrative assistant whose primary interest is in the management aspects of this program, to free the principal for greater participation in the educational aspects of the program.

staffing

An extremely important factor in the teacher's unwillingness to remain in slum schools is the frustrating nature of the task under present conditions. Make the conditions such that real learning is seen to be going on, and the flight of teachers from these schools will be reversed.

Under ideal conditions we would ask for the screening of teachers for these schools, using the same criteria we have set down for principals. However, it is unrealistic to consider restaffing these schools completely.

We should therefore plan on retaining the present staff and rely upon a wide campaign to attract volunteers elsewhere.

Many teachers would be willing to volunteer if they were assured that: 1) Viable conditions for teaching were being created; 2) Provision were made for genuine participation by the faculty in the solution of the school problems; 3) Criticism could be made without fear of retaliation, even in the most subtle form, and 4) Teachers would have the right at the end of the first year to return to their home schools if, in either their own opinion or that of the principal,

they cannot work freely, happily, and effectively with the children and the community.

recommendations

- 1) Guarantees should be given that if either principal or teacher finds, by the end of the first year, that the teacher is not suited to work in this school situation, there will be a transfer, without prejudice, back to the home school or to any school with a vacancy which is agreeable to the teacher.
- 2) Guarantees should be given that if, at the end of the year, either teacher or principal requests a transfer, there shall be one, without prejudice, back to the home school or to any school with a vacancy which is agreeable to the person requesting the transfer.

"There are thousands upon thousands of devoted, hardworking professionals in the New York City school system. They are struggling against incredible odds to provide education of high quality to children in their care."

—The Instructional Program in the Public Schools of New York City, New York State Education Department, 1962



democratic staff involvement

It is essential that the staff take an active part in formulating the direction in which the program shall move. Genuine involvement of the teachers can result only from the opportunity to help work out ways of resolving the many professional issues which face them, e. g., selection of teaching aids, preparation of course materials, utilization of resource personnel, and formulation of plans for individual children.

Experience has shown that it is essential to set up machinery for such involvement of the faculty, as partners with the school administration in developing an effective educational program for the children. The assumption of such a role would act as a major instrument in further identifying teachers with the school, resulting in even greater loyalty and creativity.

recommendations

- 1) Teachers in each school should be invited to work closely with the principal in formulating school policy.
- 2) Provide time during the school day for conference of teachers with other teachers, with administrators, and with specialized personnel.
- 3) The ratio of professional personnel to children should be adequate to permit such conferences without depriving the children of instructional time.

furnishing necessary tools

Our schools have been on a starvation diet of few books and fewer supplies. The lack of books, supplies, and other curriculum materials has been a major factor in the steady erosion of both teacher and pupil morale. In the schools in disadvantaged neighborhoods the inventories fade while the learning deficit piles up.

If we are to reverse this process, we must increase the budget to meet unfilled needs, so as to create conditions which will stimulate learning and attract faculty. There should also be an allowance for use in emergencies, at the discretion of the principal, similar to sums contributed by parents associations in more favored areas.

Exploratory teaching materials should be made available to the schools, and curriculum assistants should be assigned. Moreover, an orderly flow of supplies to the school, and within the school, must be insured. These should be readily available to teachers upon request.

recommendations

- 1) Make provision in the budget to meet all the needs of children and teachers for books, supplies, audio-visual materials, et cetera.
- 2) Set up a central depot for these schools, with a representative of central headquarters to act as expeditor, to insure a steady flow of supplies to the pilot schools.
- 3) Treat the school allotment as a charge account, allowing for weekly orders and deliveries, with monthly statements rendered, to be checked with school records. This will eliminate the unconsiderable gap which now exists between order and delivery.
- 4) Set up a center in each school for experimental teaching materials, including paperback books.
- 5) Assign school aides to make needed supplies available to teachers at all times during the school day.

relationship of teachers and specialized personnel

It is suggested that the "team approach" be applied to the consideration of the relationship between the teacher and specialized personnel. The team concept requires the bringing together of representatives of related disciplines in a peer relationship, meeting on a regular basis, around common problems, with similar goals.

Thus, specialized personnel (curriculum coordinators, psychologists, counselors, social workers, psychiatrists, et al.) should work on a sustained team basis with the teacher, focusing on the potential of the group as well as the individual child for furthering the educational goals.

Moreover, instead of the traditional "face-to-face" relationship between the individual child and the clinician (psychologist, social worker, or psychiatrist), the emphasis would be on meeting the child through the counselor and through the teacher, in a supportive, peer relationship with both.

The team approach would require time for periodic conferences. Our program provides sufficient professional personnel to allow conference time without depriving the

children of instructional time. It also would require arranging for supplementary training beyond the professional-competency level of the disciplines involved. (We anticipate that one of the outcomes of such a training program would be a "crossing" of traditional lines.)

Provisions for the orientation of school aides must be included in the training program to help insure educationally appropriate utilization of their skills.

recommendations

- 1) Provide specialized personnel in sufficient numbers to give assistance within the classroom, and to participate as team members in the exploration of curriculum areas.
- 2) There should be at least one full-time counselor for each 400 pupils. This is higher than the 250 recommended by the federal government, but it is a realistic figure with other aides provided.
- 3) One psychologist-social worker-psychiatrist team for two schools, with each member of the team being responsible for one school, and on call for the other.
- 4) A workshop-type training for all, including school aides.
- 5) Within the basic structure of the school program, provision for conference time, including time for meetings of specialized personnel with teachers.



educating the malfunctioning child

The malfunctioning pupil is one of the major factors responsible for the inexperienced and transient character of the staff in the "difficult" school. By the malfunctioning child we mean the educationally disabled, the socially disruptive, or the emotionally disturbed child.

There is reason to believe that the high incidence of these children in slum area schools is a symptom of the general failure to provide an appropriate educational context for these youngsters.

This is not to ignore, as important causal factors in maladaptive behavior, the non-school determinants, but to reorient our expectancies of the schools as our most viable instrument in the lives of these children. The primary aim, therefore, of our program for the malfunctioning child is to place the necessary means for working with these youngsters in the hands of the local school, where contact with a normal situation would be maintained, and where social ties based on mutual responsibility are strengthened.

recommendations

- 1) Provide effective clinical and guidance support, with emphasis on setting up an educational program for the school staff.
- 2) Provide a therapeutic program for the malfunctioning child, resting on an individual case study, based on a pooling of information gathered from educational, clinical, guidance, and familial sources.
- 3) Provide a hospital-connected pediatric service with opportunity for a thorough physical examination for each malfunctioning child and provision for complete follow-up.
- 4) Set up a "Junior Guidance Track" (small special classes of disturbed children carefully organized on a therapeutic basis) in each of these schools.
- 5) Plan for greater involvement of clinical-guidance services in existing classes for the exceptional child, the mentally retarded, the visually impaired, the physically limited, et cetera, since the overwhelming majority of children in this category suffer from associated emotional problems.

6) Insure more extensive educational opportunities by providing after-school and evening recreation programs, supervised after-school study and remedial facilities, weekend activities, and summer camp experiences for both children and parents.

7) Make a clinical and counseling program mandatory for state hospital returnees, designed to provide appropriate screening and placement before return to school, and sustained follow-up.

8) Provide other placement facilities for those children who are found, after a careful evaluation by clinicians and educators, to be so disturbed and damaged as to be unable to profit from a regular school program.



involving the community and its resources

Schools must guard against isolation from the community. We dare not encourage the cultural alienation which has created, between disadvantaged children and their parents, such tragic hostility, directed both at themselves and society.

The immediate school community must be mobilized for a bootstrap operation. This entails using federal, state, municipal, and neighborhood resources to provide for satisfying patterns of life and work.

More extensive opportunities for parents, neighbors, and school personnel to meet at home and in school, to be exposed to each other's personalities and aspirations, might lead to a mutuality of understanding and trust which is basic for effective education.

Every neighborhood now has social agencies of all kinds that are working in isolation and even, perhaps, at cross-purposes with one another. These agencies, including the public school, should be coordinated into a comprehensive neighborhood plan.

Local leadership groups, especially the local school board,

should be intimately involved in the development and implementation of the plan.

Unless the school and the school board are not only willing to accept criticism without becoming defensive, but even to take the lead in exposing the inadequacies of our school system, there will be no genuine involvement on the part of the parents and the community.



recommendations

- 1) The school should facilitate frequent meetings of parents and school personnel, individually and in small groups.
- 2) The school should take the lead in developing a comprehensive neighborhood plan, involving the entire community and the social agencies serving it.
- 3) The board of education should assume leadership on probing the inequities of our schools. It should welcome the cooperation of teacher and community groups and their constant critical evaluation.
- 4) The board of education should encourage the search for additional funds from the federal, state, and municipal governments, and from private foundations.

Integrating effective schools

In approaching the question of the so-called "difficult to staff" schools, we must recognize that most of them fall into this category because they are *de facto* segregated schools, reflecting the problems and evils of the ghetto that feeds them. As we work toward upgrading these schools, we must, simultaneously, work toward integrating them. Otherwise, we are working toward the creation of good segregated schools. Such schools, however successful, are still handicapped by the problems inherent in segregation, and the results, for teacher and pupil alike, are never as great as they would be without the handicap of segregation.

Therefore, the following recommendations are submitted in the subject-areas under consideration:

recommendations

- 1) As redistricting, rezoning, and new construction proceed, under this plan, priority consideration must be given to the possibilities of achieving the greatest possible degree of physical desegregation of the student bodies of all the schools affected.

2) One of the serious problems of our segregated system today is that children seldom have the opportunity to see members of minority groups in socially acceptable positions of authority. The minority group child needs this experience to aid in the creation of feelings of self-worth, and the identification with authority figures. The child of the so-called majority must have such exposure to serve as an important ingredient in the formation of positive rather than negative attitudes toward those who are different from himself. Therefore, it is important that a conscious effort be made to integrate the staff at all levels.

- 3) The desegregated student body and staff will not produce the desired result in terms of an integrated educational experience unless the curriculum and teaching materials reflect both the historical contributions and the day-to-day participation in our society of all groups. Such materials are available, and the necessary extra effort must be expended to acquire them. It may be advisable to set up a special curriculum committee, which will include teachers, similar to the committee on staffing, to recommend and supervise the required changes.

4) In view of past alienation of school and community in minority group areas, this is an especially important and sensitive area of concern. It will be important to guarantee that those people on the staff who are involved in any way in community contact be properly and thoroughly prepared, through in-service training courses, special workshops in human relations, et cetera, prior to assuming their duties. It is important, also, that the community be well-informed and involved from the beginning in the changes being made and the reasons for them. Such efforts to inform and prepare teachers, supervisors, and the community should also be inaugurated in those areas in which schools with fewer problems are located.



providing for on-going evaluation and adjustment of the program

As in the case of any responsible part of the school system, it is reasonable to expect that there will be periodic evaluations of the curriculum, program, methods, relation to other parts of the school system, et cetera.

We recognize the necessity for building into these schools, from their inception, the personnel and funds needed for the continuous study and evaluation of the entire program by a body other than the one administering the program.

This is an essential prerequisite for the careful accumulation of the materials necessary for a sound evaluation. It is essential that what is done here should be reported to the appropriate professional and official bodies.

recommendations

- 1) Provide research specialists from an outside agency for the schools, to formulate and apply appropriate research criteria for the evaluation of the program.
- 2) Make appropriate adjustments based upon these evaluations.



estimate of additional costs for the first step

Budgetary appropriations have been far below the minimum needs of our school systems year after year. In order to make up the backlog and make a new start in our blighted urban education areas, we must recognize that tremendously increased efforts and expenditures will be necessary.

The budget must make adequate provision for teachers, classrooms, books, supplies, and the continuing development of know-how.

Additional classrooms, demountable units, temporary housing, structural changes in the buildings selected for the program, costs of bussing children to underutilized schools, all of which measures may be necessary to reduce the populations of the selected schools to feasible proportions, would have to be provided for from the capital budget or other sources.

There are too many variables to permit an estimate. It is possible that in some schools no additional costs for these purposes would arise.

concluding statement

This design for Effective Schools should be considered tentative and minimal. There are important areas left out: early childhood education, emphasizing the new developments in pre-kindergarten and kindergarten education; teacher training for urban education; an on-going staff retraining program; orientation of staff; recruitment; use of staff, evaluation, financing, et cetera.

It is the hope of the committee, some of whose members helped to design the basic New York City Plan, that each school system may find the proposed AFT design of some value in developing its own program to fit its specific local needs.

One fact must be recognized by all concerned with the plight of American urban education: the time for carefully planned and asserted action to improve our urban schools is now. We cannot and dare not wait.

The tentative summary report is based largely on the plan drawn up by the United Federation of Teachers and which was the prototype for the More Effective Schools program now in operation in New York City in 21 elementary schools. Additional elementary schools will use this program in future years.

The New York City program for More Effective Schools was drawn up by a joint committee consisting of an equal number of representatives from the Office of the Superintendent of Schools, the United Federation of Teachers (AFT), and the Council of Supervisory Associations. This committee was officially appointed by the school superintendent to study the proposals made by the UFT. All changes, improvements, and the inclusion of many significant specifics had to be acceptable to all three cooperating groups. The committee consulted with and sought advice from many organizations and leaders in the areas under consideration.



The Effective Schools Program is a specific, school-by-school approach to the problem of providing schools which can really educate children in spite of any environmental handicaps they may bring to school with them.

We favor district-wide improvements in the quality of education, of course, but these improvements come so gradually that their impact is lost. In addition to these over-all improvements, a specific number of schools should be singled out each year for drastic, total improvement.

The Effective Schools Program is compensatory education, but not all compensatory education should be included under this heading. The Effective Schools Program is not a pilot or an experiment. At present it is limited to elementary schools. The Effective Schools Program should be initiated in the areas of a district which need it most, but we look forward to the time when ALL schools will be truly effective.

—Simon Beagle, Chairman
National Council for Effective Schools

THE QUALITIES OF A MORE EFFECTIVE SCHOOL (In New York City)

A More Effective School is qualitatively different from other comparable schools because it contains the following teaching and learning conditions:

- A School register of 1,000 or less.
- Class registers with a maximum of 22. Kindergarten and pre-kindergarten classes have a maximum of 15 with two licensed teachers available.
- Each group of three classes has an additional teacher who is part of the cluster of the three classes (Cluster Teacher). She is a classroom teacher who shares equally in the responsibilities of the cluster and provides the coverage so that each teacher in the cluster may have a daily preparation period. She is an organic part of the cluster team, frequently teaching in the classroom with one of the other teachers.
- School secretaries are provided on the ratio of one full-time secretary for every 250 children.

- School guidance counselors are provided on the ratio of one for every 350 children.
- OTPs (Other Teaching Positions) are provided, mainly to train and work as a team with classroom teachers. The OTP teacher is programmed to work with individual children or small groups, to assist the classroom teacher by providing the services and the techniques as such may be needed and to carry out other functions as outlined in their job analysis programs.
- Teacher Aide time by parents is provided on the ratio of one hour per day per 20 children to free teachers from non-teaching chores.
- Special funds for additional supplies, above what is budgeted for the regular schools, are allowed on the ratio of \$25 for each child.
- A yearly special contingency fund is provided on the ratio of \$2.50 per pupil. This fund may be used as the needs of the school develop.
- A full-time psychologist, social worker, attendance

teacher, health counselor, community coordinator, and speech therapist are assigned to each More Effective School.

- A psychiatrist is provided on the same basis of one for each four ME Schools.

- Additional medical and dental services are provided. The MES Program is trying to obtain from the Health Department a full-time medical and dental team.
- Money has been set aside for teacher orientation before the opening of an MES school. Such training is also provided during the school year.
- Weekly conference time is provided, during school hours, for cluster and grade meetings.
- Supervisors are offered special seminars (during school hours) by colleges as opportunities to exchange ideas, evaluate practices, and evolve new approaches to supervision and teaching in More Effective Schools.
- The principals of the ME Schools meet monthly, on a seminar basis, so that some range of acceptable over-all

school management, supervision, and administration guidelines may be developed for such ME Schools, based on honest democratic involvement of the total staff as outlined in the original plan.

- Each ME School is permitted a great deal of latitude and opportunity for a fluid flexible approach to school and class organization, largely to be determined by the specific needs and development in each of the schools.

- The total cost per child for the above improvements is estimated to be about \$218.

It is to the credit of New York City that its educational authorities adopted the above plan in 1964. There are now enough indices to point to the success of this program in terms of pupil achievement, reduction in school and classroom tensions, an increase in teacher, pupil, and parent morale, and in greater community interest and participation.

good intentions are not enough

Neither is a mere recognition of the problems facing our deteriorating public school systems. There must be a collective will to do something to solve our educational problems. Such collective will must be created, organized, vitalized and directed by concerned, knowledgeable dedicated community leaders representing all segments of the community. Such event must take place to the end that Effective Schools will exist for all children, especially for the underprivileged.

Now is the time to organize and fight for such schools. Delay is unthinkable

THE NATIONAL COUNCIL FOR EFFECTIVE SCHOOLS

Simon Beagle, Chairman
New York City

Mary Herrick, Secretary
Chicago

Milton Goldberg
Baltimore

Jerry Green
Newark

Louis Hay
New York City

Ralph Lloyd
Denver

Manan Oldham
St. Louis

William M. Simons
Washington, D. C.

Charles O. Smith, Jr.
Gary

Alfred J. Tapson
San Francisco

Leo Wolf
Detroit

Evelyn Zivetz
Los Angeles



Mr. BIEMILLER. We very much appreciate again the opportunity to come and consult with this committee. We have long admired the work of this committee in which you have made a significant role, Mr. Chairman, and I want to emphasize for the newer members, our staff people in either our educational or legislative departments are always available for either consultation with committee staff, with individual members, or in any way we can be helpful.

Chairman PERKINS. Thank you very much. You have been very helpful to many of the members and to the staff who have called on your people for technical assistance.

We thank you.

Our next witnesses are rather well-known witnesses who have been here over a period of years on behalf of impacted legislation.

Our panel witnesses are: Oscar Rose, superintendent of schools, Midwest City, Okla.; R. E. Hood, superintendent of schools, Brunswick, Ga.; Richard Taylor, superintendent, Widefield School, Colorado Springs, Colo.; John W. Eater, superintendent of schools, Rantoul, Ill.; T. Olai Hageness, superintendent, Clover Park schools, Tacoma, Wash.; William Simmons, deputy, superintendent of schools, Detroit, Mich.; J. M. Hanks, superintendent, Ysleta School District, El Paso, Tex.

Do we have all you gentlemen present?

Mr. ROSE. Yes, sir.

STATEMENTS OF OSCAR ROSE, SUPERINTENDENT OF SCHOOLS, MIDWEST CITY, OKLA.; R. E. HOOD, SUPERINTENDENT OF SCHOOLS, BRUNSWICK, GA.; RICHARD TAYLOR, SUPERINTENDENT, WIDEFIELD SCHOOL, COLORADO SPRINGS, COLO.; JOHN W. EATER, SUPERINTENDENT OF SCHOOLS, RANTOUL, ILL.; T. OLAI HAGENESS, SUPERINTENDENT, CLOVER PARK SCHOOLS, TACOMA, WASH.; WILLIAM SIMMONS, DEPUTY SUPERINTENDENT OF SCHOOLS, DETROIT, MICH.; J. M. HANKS, SUPERINTENDENT, YSLETA SCHOOL DISTRICT, EL PASO, TEX.

Chairman PERKINS. I notice, Mr. Ford, Mr. Meeds and any other gentlemen who have a superintendent here can introduce these various members, but in my judgment we will be real late this afternoon before we receive the testimony of all witnesses.

Don't anybody get discouraged and leave because we are going to hear the National School Board Association and the American Book Publishers, the commissioner of education from the State of Michigan, the chairman for Manchester, Mass.

We are going to hear all of the witnesses today and other witnesses who are present even though we may run until 7 or 8 o'clock tonight, so stay with us and bear with us.

Do all of the gentlemen who accompany you have statements?

Mr. ROSE. But one and his is in the mail coming up here.

Chairman PERKINS. Without objection, all of those statements will be inserted in the record and, in order to expedite the hearing, I hope that we can refrain from questioning until all members of this panel make their statements and then we will recess about 12:30 or 12:40

and come back about 1:30 at which time we will call on Mr. Ford to come up here and preside. I think we can get through without any difficulty this afternoon, but there will be no limiting of anyone in their questioning. Just bear with us and after we get around the 5-minute rule, there will be no limitation. I will stay with you until late in the afternoon.

Mr. ROSE. Mr. Chairman, I was going to make this comment. As I look at all of the names up here, I believe there are only three gentlemen here who were here when I first testified before this particular committee of the Congress, and that is you, Mr. Ayres, and I.

Chairman PERKINS. Did I see Mr. Hood here?

Mr. ROSE. Yes, he is here, Mr. Chairman.

I might say, Mr. Chairman, I appreciate too, Mr. Ford, that we will be permitted to come back this afternoon and subject ourselves to any questions that our testimony might have raised before the distinguished members of this committee. I probably will not read all of my testimony because I am certain that you can do it. I only hope that you will.

With reference to the distribtuion of the panel, you can see from the identification where they come from and the jobs in which they are engaged.

In selecting the panel members to appear before your committee, Mr. Chairman, I have tried to get superintendents from different States rather widely distributed throughout the Nation in order that our total presentation might be national in scope and that we might be able to give more satisfactory answers to questions concerning educational needs within the several States. This will in turn give some realistic idea of how various Federal funds fit into the total educational budgets necessary in the federally impacted school districts.

The Oklahoma per capita cost for operation according to the State department of education was \$411.61 fiscal year 1966. Without Public Law 874 funds the Midwest City School District, which is the fourth largest school program in the State, had a maximum of only \$310 per pupil with which to purchase an education. Knowing that this financial disparity exists in many, many schools heavily impacted by Federal activity has motivated my interest throughout the years in this legislation. Certainly it has ben a rewarding experience to have the privilege of appearing before the House Education Committee in support of legislation every year for almost 20 years. You have been most kind and considerate toward this problem, and your action has resulted in the impact area schoolchildren having a decent educational opportunity.

Some fundamental principles with which I believe every superintendent appearing here this morning would agree are as follows:

1. The children in impact area schools are entitled to an educational program comparable to that in other schools within the State or area, provided the local citizens assume a maximum local tax effort in order to maintain such an educational program. Further, they are opposed to the use of Public Law 874 funds for the purpose of reducing the effort necessary by the local citizens within the tax pattern of the State.

2. They believe that the local educational program has a direct value in accomplishing the objectives and goals of the various Federal

activities which cause the problem the same as in the case of privately owned taxable industries. Since it has been in the Federal Government's interest, as well as essential to the national economy to distribute its activities throughout all States of the Nation, the educational programs of the schools serving them should have at least some national aspect rather than being completely limited by State or local educational standards.

3. We stand ready to assist in accomplishing any modifications of this legislation which will help it do a better job without doing violence to these fundamental principles.

The following tabulations of 1966 fiscal data from the 10 largest city school districts in Oklahoma which educate approximately 40 percent of the pupils in the State will serve to illustrate the application of these principles in actual operation.

One of the gentlemen here this morning mentioned the tremendous turnover in the school system heavily impacted with Federal activities.

Therefore, children coming from many States of the Union are necessary to carry on the work of the Federal activity. They have to have a feeling that their children are going to have at least a minimum standard of education that the Federal Government would be in favor of.

I mention these fundamental principles because the impact area legislation in some quarters has been somewhat criticized, and with these I don't think anyone can disagree and we stand ready to help establish them in support of this program that has done so much.

Now, I give you a tabulation here which I will mention which shows these 10 largest city school districts in Oklahoma.

(The tabulation follows:)

TABULATION I

Maximum operating funds available from high to low without Public Law 874 funds

Schools	Funds per pupil without Public Law 874	Funds per pupil from Public Law 874	Normal total maximum funds	ESEA funds per pupil
1. Ponca City.....	\$460.35	0	\$460.35	\$18.97
2. Bartlesville.....	438.33	0	438.33	11.82
3. Enid.....	434.28	20.56	455.48	21.40
4. Tulsa.....	431.04	8.28	439.32	20.27
5. Norman.....	399.09	15.61	417.70	16.81
6. Oklahoma City.....	391.92	17.33	409.26	28.81
7. Putnam city.....	386.88	10.74	397.62	2.15
8. Lawton.....	382.41	77.34	459.75	22.99
9. Muskogee.....	373.85	11.30	385.15	55.14
10. Midwest City.....	310.00	79.91	389.91	4.75

Now, as you can see, I ask the question: Can the school children of the impact area school districts expect an educational program comparable to other schools within the State without the continuation of Public Law 874?

It will be noted that the two most heavily impact aided schools in this group are in 8th and 10th place as far as funds available per pupil without Public Law 874 funds are concerned. Thus, the only conclusion is to answer the above question in the negative with reference to a large segment of the school children in Oklahoma. While

all but two of these schools receive some Public Law 874 funds, it is obvious that the percentage varies materially. The two which do not receive Public Law 874 funds are Nos. 1 and 2 in total local revenues available with which to purchase an education program.

The Elementary and Secondary Education Act of 1965 contemplates that the funds provided under it will be used to improve the educational opportunity for disadvantaged children. Thus, it cannot be thought of as taking the place of other available funds such as those received under Public Law 874. This tabulation showing ESEA funds along with total other local, State, and Federal will serve to indicate the result should Public Law 874 be discontinued because of enactment and funding of ESEA.

2. Does Federal activity effect the educational tax base (value of taxable property per pupil) of the impact area school district.

(Tabulation II follows:)

TABULATION II.—*Assessed valuation per pupil in each school district*

<i>School</i>	<i>Valuation per pupil</i>	<i>School</i>	<i>Valuation per pupil</i>
Ponca City-----	\$7,031	Putnam City-----	\$4,927
Bartlesville -----	5,723	Lawton -----	2,530
Enid -----	5,052	Muskogee -----	3,830
Tulsa -----	6,845	Midwest City-----	2,246
Norman -----	4,372	Aggregate 10 schools-----	5,388
Oklahoma City-----	5,555	Aggregate Oklahoma-----	5,596

Again we find the taxable value per pupil to support education locally places these schools in almost the reverse order as the Federal funds received under tabulation I. The most heavily impact area schools, Lawton and Midwest City, have by far the least taxable value per pupil of the 10-school group. This directly results from the tax-exempt value within the respective school districts.

It has been raised that ESA funds could take the place of the impacted area funds. I threw in that column and I am sure you can find that each of these two wonderful pieces of legislation do and are designed to do a different job.

Mr. ALBERT. May I interrupt just a minute, Mr. Chairman. This is my first appearance as a member of this committee. I had hoped I would get here in time to present Mr. Rose. I do want to say he is one of the distinguished leaders in the education world in my State. He comes from a Midwest City school that has probably had more growing pains with education problems than any school in our part of the country. Right now he is Congressman John Jarman's constituent.

I do not have the honor of representing him but he has done a great job for all of the school districts of Oklahoma and particularly those in every district of our State that has had difficulties due to expansions resulting from military and other governmental activities. I am very pleased to see him here. He is a friend of mine and has been for many years, is well informed on the issues in which he is interested, and I know that the committee will receive a lot of valuable information from his testimony. Thank you, Mr. Chairman, for recognizing me.

Mr. FORD. Thank you, Mr. Albert. I have enjoyed no end the honor of being in the chair when the distinguished majority leader has made his appearance on the floor, as he announced as he was introducing Mr. Rose, he is the newest member of this committee and will be

sitting with this committee in consideration of the legislation that is now before us.

We on the committee are, of course, honored by his presence not only because he is the majority leader, but also, as those of us who have had a chance to work with him know, because he is a strong supporter of education. I can only say with the combination of Oscar Rose and the majority leader working on this legislation, education in Oklahoma has no problem.

Mr. ROSE. Thank you.

Mr. ALBERT. I thank my distinguished colleague.

Mr. FORD. I have been keeping my eye on you since you have been working around the Hill, but I did not think you were going to start packing this committee.

Mr. ROSE. I will do anything to help education. Let's put it that way.

I also have a tabulation there which shows the valuation per pupil in each of these 10 districts. Again, it shows for the tax-exempt Federal property which, in a sense, is a primary basis for the original enactment of this legislation and also for its continuation it will show that two impact area school districts are far below the others and I will hasten to say this is not because of low assessments in those two places because they have nothing to do with their assessments in the State of Oklahoma.

Oklahoma has a State equalization board and, therefore, the percentage of assessment is very uniform. It may be too low and our levies may be too high. Frankly, we do have a policy of low assessments and high levies but it gets the same amount of money if you had high assessments and low levies.

I will now refer you to the tabulation on page 5.

(Tabulation III follows:)

TABULATION III

Since the tax levied represents the only factor over which local citizens have control it is a direct index to the effort made at the local level.

Schools:	<i>Total tax levied for educational purposes (in mills)</i>
Ponca City-----	38.22
Bartlesville-----	49.37
Enid-----	37.00
Tulsa-----	39.92
Norman-----	47.26
Oklahoma City-----	38.43
Putnam City-----	43.70
Lawton-----	31.96
Muskogee-----	38.60
Midwest City-----	53.79

It will be noted that the total effort. (tax levy) ranges from 31.96 mills to 53.79 mills for educational purposes. Again we find tremendous variation in the effort made among these 10 large school districts. However, it is pointed out that the school district receiving the greatest percentage from Public Law 874 funds makes the greatest effort. Thus we find little or no evidence that the receipt of Public Law 874 funds by school districts reduces its local effort in support of its school program.

On September 30, less than 3 weeks after it was proposed, this impacted area school voted that 10 mills and used it and still had consid-

erably less funds with which to buy an education than the schools not federally impacted.

I will turn over then to one other statement which I think is worthy of my emphasizing. It is my understanding that each time the Congress has authorized its membership, and it has done that a number of times during the 17 years of this legislation, to make a task force study or to observe on-the-spot conditions they have found the impact area schools not only needed the funds presently provided under Public Law 874 but in many instances they find that even with them these school districts are financed on a basis far below the school districts not affected by tax-exempt Federal activities.

Due to spiraling costs and other Federal assistance, very little of which goes to the heavily impacted school district, I believe that if this legislation is not extended or if the funds from it are reduced it will result in the deterioration of the present school programs to a disparity greater than that which they faced prior to 1950. This fact which is well known by the Congressmen regarding the schools in their own congressional districts has had much more influence in establishing their position in support of this legislation with full funding than what might be termed political pressures applied by the local school superintendents or citizens. They know first hand that any other course of action will result only in a poorer educational opportunity for the children in these school districts located within their own congressional districts.

Since the school district in which I administer an educational program received an average of only \$51,445 under title I and an average of only \$36,087 under title II of the Elementary and Secondary Education Act of 1965, I cannot speak from much experience with reference to the value of this legislation during these 2 years. However, I have read with a great deal of interest and pride the testimony of the Commissioner of Education presented to you on last March 2. I think it was a very fine progress report on the accomplishments achieved through legislation designed to improve the educational program for the disadvantaged child as well as to encourage a more daring approach in attacking other educational problems for all the children of both the public and private schools of America.

I testified before this committee supporting this bold and innovating approach to improve American education each of the last 2 years, and I am especially proud that the favorable experience of "Impact Area Legislation" which I had worked for during the previous 15 years could make a contribution to this massive infusion of Federal funds into another area of dire need in the total educational responsibility to all children. However, I was disappointed that his testimony did not likewise mention the continued progress and contribution to the education program of over one-third of the children of America through Public Law 874 and 815.

I feel these public laws are due much credit for their own accomplishment as well as serving as a vehicle for the Elementary and Secondary Education Act of 1965.

I also want to commend the Commissioner for offering amendments to further perfect the operation of the six titles of the Elementary and Secondary Education Act title of this legislation. I can find no fault with his proposed amendments as embodied in H.R. 6230.

However, I would propose additional amendments to Public Law 874 and Public Law 815 titles of this legislation as follows:

1. The extension of Public Law 815 for either 1 or 2 years as introduced respectively by Mr. Perkins, chairman of this committee under H.R. 3649, and by Mr. William P. Ford, a member of this committee, under H.R. 6118. As evidence of the need for a further extension of Public Law 815 I am including a tabulation showing the applications filed by States as of the first cutoff date—February 20, 1967—under the 1-year extension of this legislation approved by the 89th Congress. This information was received from the State departments of education of all 50 States and shows that 329 applications were filed from 43 States of the 50 States with a total Federal funds requested in the amount of \$176,929,000. I dealt with the various State departments of education and had excellent cooperation. The U.S. Office of Education will have one more cutoff date, June 30, 1967, under this extension, and I am sure that a great number of other applicants will at that time establish entitlements in addition to those shown in this tabulation.

Certainly we can expect that if the entitlements under Public Law 815 have reached this extent during the current fiscal year that there will be a further continuing justifiable need in the 1 or 2 years immediately following. Unless this legislation is extended for another 1 or 2 years, the Federal Government will have no legislation under which it can meet its responsibility for constructing facilities in the impact area school districts.

Then I have a tabulation showing the number of applicants and the Federal funds requested.

(Tabulation referred to follows:)

The following is a tabulation of the applications under Public Law 815 (school construction) filed in the various States as of the recent cutoff date, February 20, 1967. This information was sent to me at my request from the various State departments of education.

States reporting. 50: States filing applications. 43; States without applications, 7.

State	Number of applicants	Federal funds requested	State	Number of applicants	Federal funds requested
Alabama.....	5	\$2,555,900	Nevada.....	2	\$2,832,500
Alaska.....	5	5,273,664	New Hampshire.....	1	50,000
Arizona.....	11	4,850,841	New Jersey.....	6	3,625,673
Arkansas.....	2	1,242,040	New Mexico.....	10	8,533,044
California.....	63	42,357,680	New York.....	1	150,000
Colorado.....	10	5,717,360	North Carolina.....	2	2,050,640
Connecticut.....	0	0	North Dakota.....	4	1,250,000
Delaware.....	0	0	Ohio.....	7	1,660,000
Florida.....	4	4,357,000	Oklahoma.....	24	5,023,306
Georgia.....	8	7,726,805	Oregon.....	0	0
Hawaii.....	3	10,330,928	Pennsylvania.....	0	0
Idaho.....	6	854,812	Rhode Island.....	2	726,000
Illinois.....	17	3,615,408	South Carolina.....	4	1,451,356
Indiana.....	2	260,000	South Dakota.....	4	1,756,500
Iowa.....	6	862,950	Tennessee.....	3	154,000
Kansas.....	7	1,323,780	Texas.....	37	12,140,000
Kentucky.....	3	1,260,450	Utah.....	4	3,516,000
Louisiana.....	4	2,349,760	Vermont.....	0	0
Maine.....	3	107,000	Virginia.....	9	9,240,350
Maryland.....	5	15,140,600	Washington.....	13	3,382,833
Massachusetts.....	1	2,000,000	West Virginia.....	0	0
Michigan.....	5	1,235,000	Wisconsin.....	4	488,950
Minnesota.....	0	0	Wyoming.....	3	193,835
Mississippi.....	6	2,500,000			
Missouri.....	11	1,932,580	Total, 50 States		
Montana.....	1	34,000	(43 with appli-		
Nebraska.....	1	815,455	cations).....	329	176,929,000

Mr. ROSE. Mr. Albert, and members of this committee, I am intrigued to find out because I think if I made a contribution to education it has been by informing the various Congressmen through their constituents of just what the need is in education. It is their responsibility then to decide what they want to do about it, but I plan in the next 2 weeks to be able to tell any Congressman on this committee or in the Congress how much of this construction is in his own congressional district. Then when he has that information he may choose to support a supplemental appropriation or next year's appropriation, or whatever he wishes to do about it. It is not a pressure operation whatever: it is an information operation.

While I recognize this committee has no direct responsibility for appropriations I would like to call your attention to the fact that only approximately \$23 million was appropriated by the 89th Congress to fund the applications under the 1-year extension enacted through the efforts of this committee. Thus, I would encourage you to use any influence you may have to prevail on the members of the Health, Education, and Welfare Appropriations Subcommittee, urging them to give careful consideration to financing a substantial part of the present entitlements under the extension of Public Law 815 as enacted by the Congress under your leadership.

School facilities are absolutely essential if the legislation being considered here today is to make the maximum contribution possible to the educational programs in the immediate future. The school administrators of the schools filing applications hope to appear before this subcommittee in behalf of a supplemental appropriation for Public Law 815 at an early date in order that the construction of the most urgently needed and planned facilities may be completed early in fiscal year 1968. Likewise a supplemental appropriation is necessary if those applicants who became eligible for entitlements due to this committee reducing the qualifying requirements of Public Law 874 during the 89th Congress. We solicit your help for supplemental appropriations in both of these areas.

In support of amendments to "Disaster authority in Public Law 874 and 815" the Commissioner made two suggestions in appendix H, which I think might be applicable in a more general way to these two public laws as follows:

With reference to extension of this authority he said:

Authority to provide disaster assistance under Public Laws 815 and 874 should be extended until June 30, 1972. The 5-year extension is necessary in order to give continuity to the program.

He did not mention anything about Mr. Perkins' suggestion to extend Public Law 874 itself until 1972.

While I agree with the Commissioner's suggestion, I seriously doubt that this particular provision of this legislation is more important to American education than Public Law 815 and 874. Thus, I would not only favor the Commissioner's recommendation but strongly urge the committee to give serious consideration to extending both public laws even longer than the 1 or 2 years suggested previously in my testimony.

Regarding the present level and limitations of disaster assistance under Public Law 874, the Commissioner says—

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

I totally agree to the elimination of this restrictive level of assistance. Likewise, I would ask that the committee consider removing or changing a similar but much more damaging and limiting provision for determining the rate of payment under section 3 of Public Law 874. The rate under this section is presently determined from fiscal data of the second preceding year, which is even more inequitable than the restriction, "during the last full year" in section 7 of the law.

Fifteen years ago when the education for a pupil was being purchased for approximately \$100 in many States, and even less than \$100 in many States, and was not increasing at any rapid pace this restriction to section 3 payments under Public Law 874 pose no particular problem. However, when education is now averaging over \$400 per pupil and increasing by \$15 or \$20 per year in many States, a 2-year lag in the fiscal data used in determining funds available places the schools depending on Federal impact money in a very disadvantageous position insofar as providing a normal education is concerned.

A great many of the schools of Oklahoma voted the extra 10 mils last year and many voted this year; yet it will be 2 years before that figure will be involved in what part the local contribution rate the Federal Government will pay because of this 2-year lag.

When the "second previous year" restriction was included in Public Law 874, it was thought that the fiscal data would not be available for use the year following which is not the case at the present time with the present methods of accounting. I believe all fiscal data for the previous year is available well in advance of final payment for the current year.

The U.S. Office of Education regulation permits applications to be filed prior to March 30 of the current year which is 9 months after the close of the previous year.

Certainly this fiscal data is available in all cases prior to final payments which is well over a year from the beginning date of the current year. I would certainly suggest that the Commissioner's conclusion "that this is not practicable because school programs are improving each year" is just as basically sound for section 3 in Public Law 874 as it is to section 7.

Especially do I urge consideration of an amendment of Public Law 874 modifying the plan of determining the rate of payment since the adoption of the amendment by the 89th Congress which determines the rate of payment by "school grouping" within a State rather than by comparable schools. I believe that the most equitable correction of this inequity in determining rates is to eliminate the 1-year lag in the fiscal data used. However, if this cannot be done, I would suggest that the effective date of the amendment enacted during the 89th Con-

gress, requiring that rate of payments be based upon grouping similar schools within a State, be either eliminated or further deferred until June 30, 1968.

I think some real work should be done in this rate of payment part of the legislation. I do not think there is only one way of doing it, but I think it should have a real good look at it by the Congress.

Another way that impact area schools might avoid serious loss of funds under Public Law 874 which are absolutely essential might be through providing that no applicant would receive a lower rate of payment under section 3 than it had received the previous year. This would allow for an orderly adjustment to any new method of calculating the rate of payment without seriously reducing the funds available to purchase an educational program.

In conclusion, I would like to offer my support to Mr. Pucinski's bill H.R. 6558—

To consider children living in federally assisted public housing as federally connected children for purposes of educational assistance to federally impacted areas.

Under many of the low-rent housing programs financed under the Federal Housing Act of 1937, a school district can be completely overrun with children in a very short time with no compensating tax base to provide for their education. Such low-rent housing is badly needed, and yet if it must be obtained through sacrificing the education of the children involved, there is a grave question as to its ultimate value.

After long years of experience with this committee, I have every confidence that the legislation you report to the Congress will be well thought out and ultimately enacted by the U.S. Congress. I thank you for the opportunity of being a part of this effort to improve American education in both public and private schools.

Do you want me to present the other witnesses, Mr. Ford?

Mr. Ford. Thank you, Mr. Rose.

Before you do that, I would like to afford the gentleman from Washington the opportunity of introducing a guest he noted in the group.

Mr. MEEDS. Thank you, Mr. Chairman. It is a real pleasure to welcome before this committee again and to commend to this committee's consideration one of our very, very capable school administrators from the State of Washington, Mr. T. Olai Hageness, who is superintendent of a heavy impact district.

Mr. Hageness has been in that district for a number of years, has met the problems which confront educators in his position in a heavily impacted area with its high turnover rate and low tax valuation rate, has met the challenges of education in that district as well if not better than any person in the State of Washington. He has done a tremendous job with the school district under some very adverse circumstances and has become a real expert, like Oscar Rose, on Public Law 874 because it is almost his bread and butter.

It is a pleasure for me as a Member of Congress to have been associated with Mr. Hageness on this committee before concerning this

type of legislation, and I am sure that his testimony will bear great weight with us because he speaks with the voice of considerable experience.

Mr. HAGENESS. Thank you, Congressman Meeds for those kind words. I am honored, too, to be classed with Mr. Rose here in my knowledge of this subject.

I am T. Olai Hageness, superintendent of Clover Park School District No. 400, Pierce County, Wash.

It is a privilege to appear before your committee to testify in behalf of Public Law 89-10. The several provisions of that law are doing much to upgrade education and to alleviate educational deficiencies of many underprivileged youth. Clover Park School District is participating in the program to the extent eligible. In 1965-66 the district received \$121,861 under titles I and II, and in the current year, 1966-67, anticipates about \$105,433.

Valuable as these grants are in enriching the district's educational program, much more vital to the district's basic operation is Public Law 874, providing operational assistance to federally impacted districts.

Clover Park School District, located in a prime Federal impact area has received such Federal impact funds for 25 years. Within or adjacent to the district are Fort Lewis, McChord Air Force Base, U.S. Veterans Hospital at American Lake, Madigan General Hospital, and the U.S. Penitentiary on McNeil Island. In addition, there are other Federal activities farther removed but employing residents of the district.

School enrollment is 14,500 in grades kindergarten through 12, of which 8,932 (62 percent) are federally connected—3,961 living on Federal property and 4,971 living off Federal property with parents employed on Federal property. Enrollment is growing rapidly, up from 3,100 in 1950. Present growth is about a classroom per week.

The district is primarily a suburban, residential area with little industry. About one-half of the district lies within Fort Lewis and McChord Air Base and is not taxable. As a result, the school district's per pupil valuation for tax purposes is less than half the statewide average for first-class districts. Therefore, in spite of consistent support from the district's voters—they have never voted down a school tax—there is no way the district can maintain a comparable program with its neighbors without additional help. That the district enjoys a good reputation for basic academic excellence is in large part due to Federal assistance received over the years beginning in 1941 and continuing since then.

The district's 1966-67 entitlement is \$1,510,486 under Public Law 874 and \$1,933,500 under Public Law 815.

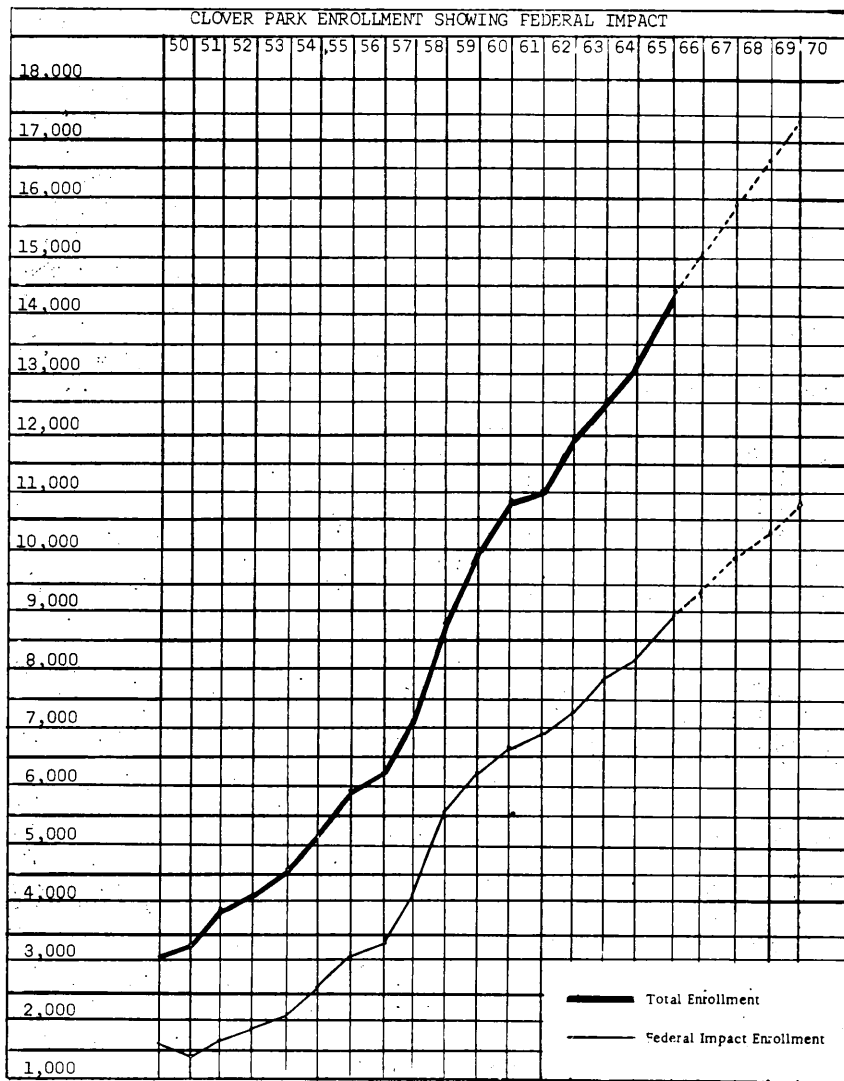
Chart I shows enrollment growth from 1950 to the present and estimated to 1970 and the corresponding degree of Federal impact.

(The chart follows:)

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS 1397

Chart I shows enrollment growth from 1950 to the present and estimated to 1970 and the corresponding degree of Federal impact.

CHART I



The financial burden such enrollment growth places on a district is easy to understand. Not so easily understood except by those immediately involved in administering federally impacted districts are the special problems impact enrollments pose. The extent of these problems generally varies in proportion to the degree of impact enrollments, particularly of military enrollments.

In looking at Clover Park's situation, we will consider the operating (Public Law 874) and capital outlay (Public Law 815) programs separately.

PUBLIC LAW 874—OPERATING

To repeat, certain characteristics typify a heavy Federal impact district.

Out of an average 1966-67 enrollment of 14,500, Clover Park will have a turnover of 25 to 30 percent. This means that about 8,700 students will be with us for less than the full school term, about 4,350 moving out and 4,350 moving in during the year.

What this implies in program dislocations needs no amplification here. The school must continually adjust and readjust courses, classrooms, teachers, and materials to the needs of those coming and those going. That this turnover is in direct ratio to a district's proximity to a Federal activity is indicated by a survey in 1965 of school districts at varying distances from the impact center.

(The chart follows:)

Chart II—Pupil turnover as related to proximity to Federal impact area

District	Distance from impact area	Turnover—Excess of enrollment over average number belonging (percent)
A.....	30 miles.....	6.9
B.....	8 miles.....	9.6
C.....	Borders Clover Park.....	11.0
Clover Park.....	Impact center.....	25.2

¹ 5-year average.

"Depressed area" is a term commonly associated with teeming metropolitan tenants, or with Appalachia. It is not the usual nomenclature of suburbia. Yet "impact" suburbia can be a "depressed area," educationally speaking. The culprit is not poverty but transience, and in Clover Park's case, linguistics (non-English-speaking enrollees.)

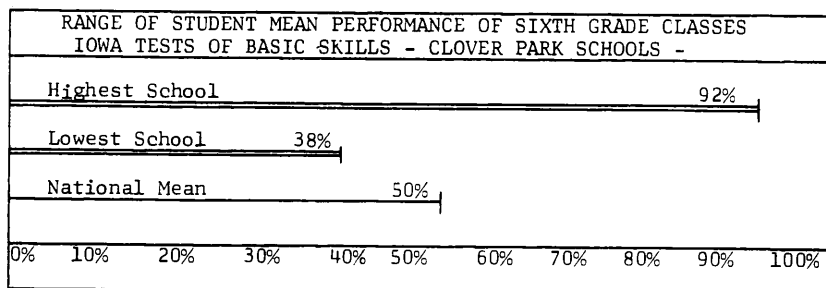
The Iowa tests of basic skills administered to Clover Park pupils in the fall of 1965 showed mean performance of sixth-grade classes in the district's highest elementary school at the 92d percentile compared with the national mean of 50. However, in the lowest school the sixth graders were achieving only at the 38th percentile.

This 300-percent range from low to high means very expensive adjustments in the elementary grades, staffwise. It means even more difficult and expensive program adjustments in the junior high schools

which these students enter and in which the school must offer programs.

(The chart follows:)

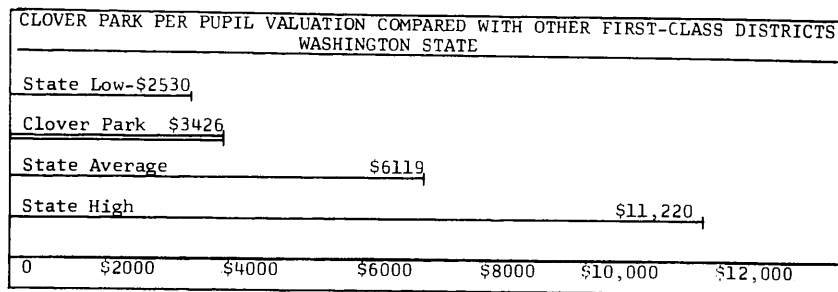
CHART III



Mr. HAGENESS. Lower per pupil valuation, characteristic of the Federal impact district, is a big handicap in today's special levy economy when schools depend so heavily on local property taxes. Washington State valuations for 1965 in first-class districts (districts in excess of 10,000 population) range from a low of \$2,530 (a heavy impact district) per pupil to a high of \$11,220. The State average for such districts is \$6,119. Clover Park's is only \$3,426. Chart IV shows graphically what this means in comparative ability to finance education through local effort.

(The chart follows:)

CHART IV



The four lowest valuation districts (first class) are all Public Law 874 recipients, three of them heavily impacted. The chief reason for their low valuations is the large proportion of tax-exempt property they embrace.

Clover park must compete for staff with a district near the top in per pupil valuation. In order to support a comparable program, it would be necessary for Clover Park to vote $3\frac{1}{4}$ times the millage levied in the other district.

The is an impossible situation. Impact funds enable Clover Park to maintain a comparable program on tax rates comparable with those of other first-class districts.

Public Law 874 is the only source of Federal funds that keeps impacted districts on a par with the others in the State.

This program of support is so well established, so well administered, and allows such flexibility to local boards in meeting local needs, that we respectfully ask the Congress to consider giving Public Law 874 a bit more permanence than it now enjoys. We say this not out of ingratitude but because of the continual uneasiness besetting districts such as ours that this is for 1 year only and next year something could go wrong.

Though the number of districts eligible for impact aid is not as great as those eligible under other portions of Public Law 89-10, impact districts have particular problems that can be met only by the basic support provided by these impact funds.

The capital outlay companion law to Public Law 874 is Public Law 815. As with Public Law 874, it has been a real boon to Clover Park District. Clover Park presently operates five elementary schools on Federal property, three on Fort Lewis and two on McChord Air Force Base constructed under section 10 of Public Law 815. Presently the district has applications pending with the U.S. Office of Education in the amount of \$1,933,500 for two more projects on Fort Lewis and for an additional building off post.

It is our understanding that funds are sufficient to pay only 21 percent of applications now filed with the U.S. Office of Education. At this time we do not know Clover Park's priority but, should the funds be prorated, it would mean that, of the \$1,933,500 we would receive only \$406,035. Meanwhile, the district has 609 elementary (kindergarten through grade 6) "A" category students unhoused on military reservations. By June 30, 1969, the target date for facilities pending in present applications, the total number for which classrooms are needed will be 1,440.

Under Washington State's support formula, Clover Park District buys the site and received about \$1 in State money for every \$1 which the district invests in buildings and equipment. However, Clover Park's low valuation (explained earlier) makes it impossible for the district to raise enough local tax funds for matching purposes to build needed classrooms even with this State help. It is extremely urgent, therefore, that Public Law 815 entitlements be available to take up the slack particularly so when 62 percent of the students have Federal connection.

The board and administration of Clover Park School District appreciate the concern Congress has shown toward Federal impact districts over the years and appreciate, too, the very excellent manner in which Public Laws 874 and 815 funds have been administered by the governmental agencies concerned. Certainly there has been a minimum of "redtape" and boards have been able to apply the funds to existing emergencies.

Clover Park School District is not relying on Federal funds without effort of its own. This year the total tax levy for school purposes is 46 mils. Only 14 mils of that amount is the basic school tax. The 32 additional mils were voted on themselves by the residents of the district. As explained before, the fine local effort is not enough in view of this district's particular problems. That is where the impact aid fits in.

We respectfully urge that both Public Laws 874 and 815 be extended for several years in order that the school district may experience continuing stability in its general operations and building program. We hope, too, that funds may be available soon to start badly needed facilities eligible for reimbursement under Public Law 815.

A matter of concern to Clover Park is the need to extend Public Law 815 at it applies to the "B" category pupil, living off military property with a parent employed on a military property.

Of Clover Park's 8932 federally connected out of a total enrollment of 14,500. 3961 are "A" category and 4971 are "B" category enrollees. While "A" category legislation is permanent, the "B" category provision expires June 30, 1967.

"B" students, whose parents work in tax-exempt facilities do contribute an extra cost load on the school district. Though the home in which the student lives may contribute taxes, probabilities are particularly if there are several brothers and sisters of school age, that the house cannot provide sufficient taxes to make up for the school costs incurred from enrollment of the several children. Adequate local school tax revenues depend on privately owned, nonresidential property, industrial, retail, or other, not housing children.

I thank you very much, Mr. Ford and other members of the committee, for this opportunity to testify.

Mr. ROSE. Mr. Ford, I would like to defer to you to present the gentleman from your great State of Michigan.

I might say that Dr. Simmons once was not in the position he is now in as deputy superintendent of one of the largest school systems in the United States but he was in school systems similar to ours and it has been very fine that he could have the tie-in with the other types of schools that now Mr. Simmons can give and we are very happy to have him with this group here.

Mr. FORD. I am very happy to welcome Dr. Simmons here and add when he was in the small but honest school districts, it was in my congressional district. Now that he has gone to the big city he has displayed a continuing interest in the neighboring small schools.

I might say that in my area it is not always popular to be cooperating with the big city of Detroit but in relation to schools, our cooperation has been excellent. This is largely because Dr. Simmons has taken to the Detroit school system an understanding of the smaller schools and suburban and rural areas surrounding a big city. We have a dialog established as a result of his efforts that leads us to support common causes. Sometimes I wonder how common they are when we get \$12 million for Wayne County and his school district gets \$11 million, and the other school district gets what is left over, but we are very happy to have Dr. Simmons back here.

He was with Dr. Drexler, our new superintendent, a few weeks ago and did not get the chance to testify.

Your statement is now being placed in the record by the unanimous consent of the members of the committee. I wonder if you would summarize it for us as quickly as possible because we want to adjourn in about 10 minutes.

(Dr. Simmons' statement follows:)

TESTIMONY OF WILLIAM SIMMONS, DEPUTY SUPERINTENDENT,
DETROIT PUBLIC SCHOOLS

Mr. Chairman and Members of the Subcommittee: I am William Simmons, Deputy Superintendent of Schools in Detroit, Michigan. I also serve as the staff chairman of the fifteen largest school districts in the nation. I appreciate very much this opportunity to join with my long-time colleagues from the Impacted Areas Districts to discuss the amendment and extension of Public Laws 815 and 874. While my viewpoint today will reflect the position of the largest cities receiving financial assistance under the impacted area legislation, my former involvement in the program, when superintendent of schools in a rural suburban school district, makes it possible for me to understand and support the unique problems of my fellow panelists. Since the Great Cities Superintendents have discussed in full the amendments to the Elementary and Secondary Education Act of 1965, I will make specific reference to H.R. 5471, H.R. 6118, and H.R. 6558.

The school districts of the Great Cities are now active participants in the impacted area assistance programs. Prior to the adoption of the new uniform eligibility requirements by the 89th Congress for P.L. 874, only three of these districts received assistance: Philadelphia, San Francisco, and San Diego. This year all the large school districts and many in between will be eligible for assistance under P.L. 874. The major problem in this regard is the lack of an appropriation to fund the most recent amendments to the law. San Diego has received construction aid and is a current applicant under the most recent filing date.

Each year since 1950 I have followed with great interest the extension and expansion of these two laws by the Congress through the efforts of this Committee. On several occasions I have had the pleasure of appearing before this Committee to discuss such proposals. A review of a few notes from the historical record relating to these two laws seems pertinent at this time because of the similarity of the questions that seem to reappear with each annual congressional appraisal of the two laws in both the authorization and appropriation process.

A summary of the arguments, pro and con, summarized from the records of the 1953 and 1956 debates include the following points:

The arguments against the legislation were directed toward: (1) the need for a balanced federal budget, (2) the increased wealth of local communities, (3) the inherent autonomy of local communities, (4) the varied degrees of federal responsibility, (5) the real benefits of widespread federal activities, (6) the inconsistent features of federal support programs, (7) the liberal administration of grant-in-aid programs, (8) the emergency nature of Public Law 815 and Public Law 874, (9) the unrealistic requirements of the program, (10) the support of segregated school systems, (11) the welfare state philosophy of all federal programs, and (12) the limited relief offered under any federal program.

Arguments supporting the program of federal assistance offered under Public Law 815 and Public Law 874 include: (1) the vital role of education in national defense, (2) the nationwide scope of the problem of impacted school districts, (3) the bipartisan support of defense programs, (4) the excellent administration of the impact program, (5) the efficiency of the federal government as a tax collection agency, (6) the inadequacy of the local property tax, (7) the complete absence of federal interference, (8) the need for good schools in defense areas, (9) the unfairness of federal property tax exemption, (10) the adequate eligibility requirements found in Public Law 815 and Public Law 874, (11) the lasting nature of federal impact programs, and (12) the unfairness of the unequal educational opportunities created by federal activities.

Now, of course, there has been added a new, forceful dimension, the federal educational programs authorized under the Elementary and Secondary Education Act, the National Defense Education, the Economic Opportunity Act, the Vocational Education Act, and several other programs with widespread application. These programs are making tremendous changes in the educational process, as the record of these hearings will show, and require appropriations far beyond the requirements of P.L. 815 and P.L. 874. While the enactment of these laws would seem to indicate a broadening in the congressional viewpoint in regard to federal financial assistance programs, I am realistically aware that the debatable points mentioned will, once again, be part of the congressional

record during this session. Hopefully, the many educational gains made nationwide through the several programs will rally greater congressional support with each annual reappraisal and tend to make the arguments of the past milestones that had to be passed in meeting the socio-economic needs of our constantly changing society.

The points I would make here are (1) federal educational legislation, to include these two laws, has been expanded and funded each year, the arguments notwithstanding, (2) the new programs enacted have not replaced the need for the continued extension and expansion of P.L. 815 and P.L. 874, and (3) had revenues been possible from local sources or from state grants, it must be assumed that the several federally supported programs would not have reached their present dimensions.

H.R. 5471 and H.R. 6118 propose a simple extension of P.L. 815. I concur with this extension because of the great need for school construction in the impacted school districts. The simple fact that application requirements for this year alone will total in excess of \$100,000,000 supports this position. It would seem appropriate that this legislation be continued and financed as long as the eligibility requirements can be met by the participating school districts. Indeed, I would suggest that this basic legislation could be a vehicle for an expanded school construction program that would provide classrooms wherever they are needed. The use of P.L. 874 as such a vehicle for the Elementary and Secondary Education Act provides adequate precedent.

H.R. 6558 would add a new category of eligible pupils to P.L. 874, pupils living in low cost housing. Such an amendment would provide general fund monies to both the large cities, the nearby suburbs, and, possibly, to those impacted districts whose housing has been sold or assigned to a municipality.

Prior to the introduction of this proposal, I had circulated a questionnaire to each of the Great Cities and to the suburban school districts in Wayne, Macomb, and Oakland Counties in Michigan to determine the number of pupils living in housing units built with federal funds. The rationale behind the survey was (1) pupils living in federal housing projects were eligible pupils during the period of federal ownership, (2) the pupils now in school were there as a direct result of the federal project, (3) the transfer of title to another unit of government did not lessen the cost to the local school district of educating the pupils living therein, (4) the payment-in-lieu-of-taxes does not meet the per pupil costs of the school district, (5) where private ownership occurred, the taxable value of the units was so low that costs were not met, (6) many of these units become centers for the educationally and economically deprived pupil.

A summary of the questionnaire for twelve of the Great Cities is attached. The magnitude of the problem is reflected in the number of pupils reported as living in such units, 284, 760. These pupils are, for the most part, living in areas designated as eligible for project allotments under Title I of the Elementary and Secondary Education Act. The very small per pupil allocation from payments in lieu of taxes in almost every city is so small that the allocations under Title I are, in effect, diluted, since the local contribution rate for the entire district is drastically reduced by including these pupils from units with such limited tax potential. Every dollar received by a district that could qualify pupils in such units for payments under P.L. 874 would be providing a higher local base which still provides the greatest financial share of all programs.

An additional summary of the effect of such legislation on certain metropolitan communities will be sent to the Committee as soon as the tabulation is completed. The possibility of such aid to the suburban school districts would help substantially in providing educational programs that might very well forestall a repetition of the problems now being experienced in the center city.

I would be remiss if I did not speak of the need for a supplemental appropriation to meet the needs of the new educational legislation enacted by the Congress since July 1, 1966. Briefly summarized, in addition to those amounts necessary to meet the appropriations requirements of the acts mentioned above, the new authorizations would require for (1) the new provisions of Public Law 874, approximately \$31 million; (2) the Adult Education Program (Title I of the Elementary and Secondary Education Act), approximately \$40 million, (3) Education of the Handicapped (new Title VI, ESEA), approximately \$50 million; and (4) Public Law 815, approximately \$100 million.

The Detroit Public Schools will qualify for approximately \$800,000 under the new amendments to P.L. 874, which will not be forthcoming without a supplemental appropriation. I would also point out that the level of funds included in the Administration's budget for P.L. 874 for fiscal 1968 will mean proration for all impacted districts, since the new group of school districts qualifying under P.L. 874 was not included in the 1968 estimates.

In summary, I would make these points: (1) the historical arguments against the federal assistance programs now under review by this Committee have been skillfully submerged through bipartisan support, often formed within this Committee, that recognized and dealt with the ever-changing socio-economic needs of our dynamic society; (2) federal assistance programs which provide educational dollars cannot be withdrawn, nor even curtailed, because of the present revenue structure of state and local units, without directly affecting the welfare of the children involved; (3) federal responsibility or impact does not cease when direct federal relationships with local units end; (4) federal programs to assist in the education of the economically and educationally deprived youngster must be buttressed wherever possible by state and local funds, these locking with federal funds; (5) Public Laws 815 and 874 must be continued and expanded to meet the needs of the impacted districts; (6) impact legislation can be broadened to provide assistance in areas of density and sparsity; (7) regardless of the fine points of questions that can be raised in regard to basic rationals, all money expended in these programs has provided a direct benefit to children, the future citizens of the United States; and, finally, (8) it must be said that programs authorized must be fully funded.

I have enjoyed appearing once again before this Committee. Finally, I must say that this Committee has caused many changes in the provision of education at the elementary and secondary level, and, without these changes, the changing needs could well have left our vaunted public educational system a far less useful instrument of progress.

Public housing survey, 1965-66

	Number of dwelling units	Number of families living in units	Number of pupils living in units	Number of units built as Federal projects	Receive payment in lieu of taxes	Formula used in computing payment in lieu of taxes	Payment in lieu of taxes, rate per pupil	Local tax contribution, rate per pupil
Baltimore	10,280	10,092	16,380	1,600	Yes	10 percent of shelter rent	\$28.90	\$645.32
Buffalo	6,193	5,961	5,076	4,259	Yes	10 percent of shelter rent on federally aided Full rate on State-aided	61.51 70.95	(¹)
Boston	14,543	14,127	16,832	10,702	Yes	10 percent of shelter rent on federally aided \$3 per month per unit on State aided	37.35	556.32
Chicago	32,712	32,405	59,748	31,194	Yes	10 percent of shelter rent	11.61	406.00
Cleveland	7,478	7,478	7,949	0	Yes	do	163.52	381.32
Detroit	8,178	8,179	7,950	8,178	Yes	do	10.34	277.35
Los Angeles	8,609	8,459	16,614	8,609	Yes	10 percent of rental income	13.43	343.28
New York	140,480	140,079	132,494	60,942	Yes	10 percent of shelter rent on federally aided; rate on equalized valuation at time of contract on State aided; amount of taxes at time of contract on city aided.	57.87	(¹)
St. Louis	6,736	6,121	8,638	6,736	Yes	10 percent of shelter rent	12.70	399.22
San Diego	3,129	3,129	5,186	3,129	No	Public Law 874		304.82
San Francisco	5,526	5,526	(²)	0	No			(¹)
Memphis	5,045	5,045	7,893	1,085	Yes	10 percent of net rent	2.42	143.00
Total	248,909	246,597	284,760	136,434				

¹ Not reported.² Unknown.

Mr. SIMMONS. Thank you very much, Mr. Ford. I am delighted to be here with my colleagues.

I will go directly to the point of the impact legislation rather than spending any time discussing the amendments of the Elementary and Secondary Education Act, and I am sure these were conducted in great detail on last Wednesday when our great city school superintendent attended here and stayed with this committee until almost 6 o'clock in the evening.

My interest in Public Laws 874 and 815 go back over the years when I was an impacted school district in Congressman Ford's congressional district. More recently, through the action of this committee last year, your liberalizing amendments, now all of our great cities—and when I speak of the great cities' organization, I am speaking of those 17 school districts that have the largest school populations in the country—I might say I am staff chairman of their Federal legislative program, so I am in the business of collecting the statistics that relate to the effect of your liberalizing amendments on those districts during the past 2 years.

I would point out that this legislation, though, before I discuss anything specific, seems to me to have developed some real merit over the years as time has gone on. It has been my observation and it was one of the reasons why I worked considerably with the Congress in trying to see all of the school districts of this Nation qualify.

I would say, Mr. Meeds, your question concerning general aid to education, I think Public Law 874 does indeed provide a real conveyance for a wider application of the general fund moneys that flow from that. I would say also that Public Law 815 could certainly be expanded to take care of many needs we had.

Mr. MEEDS. If I may interrupt, I would suggest you press this strongly with Congressman Ford and the problem you have.

Mr. SIMMONS. I can assure you this will not be my last discussion with Mr. Ford concerning this particular matter. I think Public Law 815 provides an excellent possibility for providing construction funds that are badly needed in the metropolitan areas.

I speak also of many of the suburbs also that many of you gentlemen here serve.

I want to say I am completely in agreement with the need for an extension of Public Law 815, of course. I would say in that regard that we cannot ignore this need for appropriations for this particular piece of legislation.

Mr. Rose indicated that scaling down even the barest requirements of his survey it would be difficult to fund those construction needs that have all of the elements of eligibility for less than \$100 million.

Even though there is only going to be one large city, that of San Diego qualifying for funds, should the Congress see fit to make full appropriations, we certainly are in favor of this kind of money going to construct needed school facilities for boys and girls.

There is a proposal in by Representative Pucinski of this committee that I am particularly interested in. That is one that adds a new category of eligible pupils to Public Law 874 and these would be pupils living in low-cost housing.

I do think that we must make some observations concerning the proposal that we have before us, which is H.R. 6558. He has directed his legislation at low-cost housing under the Housing Act of 1937 and I am in complete agreement with this.

However, I would say just prior to the introduction of his bill, I did a survey of the Federal housing in the large cities of this Nation for which funds had never been received under Public Law 874 with the exception of the three cities that have qualified at different times. Large numbers of housing construction projects start as Federal projects but are later turned over to the municipalities.

This housing remains, no tax base, the boys and girls are there, and the Federal Government withdraws. I think that the proposal that this be reinstated—and, by the way, this would not only apply to large city districts. Take, for example, in Mr. Ford's district where there are a number of school districts which are underway. With Mr. Ford's permission, I will send him a complete report on the number of housing units that still remain and create problems in those school districts. Mr. O'Hara's district has a number of the same problems and, indeed, many of these gentlemen here at the table still face some housing that has been vacated by the Federal Government, and it is partly the reason that they are faced with this business of low per-pupil valuation because the Federal Government did indeed bring these facilities there; the kids are there, with no tax base and, as a result, that is why they are forced to report this type of low valuation.

I would call to your attention the public housing survey that is attached to my testimony. There is the report on 12 of our cities. It seems to me that it is something that deserves some consideration when we take a look at the number of units built as Federal projects—136,434. These are units for which, in most instances, with the exception of San Diego, any funds were ever flowing from Public Law 874. This would be translated at the rate of 1.43 pupils if you analyze the other columns there, and it would show you the tremendous number of boys and girls who are living in these metropolitan areas that are not receiving any kind of assistance except that under the title 1 of the Elementary and Secondary Act.

I would say that the funds are directed into those communities where the housing projects are; namely, because the housing projects have become this kind of center where the low-income family is found. In reality, without some way to buttress the tax base that we do not have for those people in the houses, we are actually diluting the amount of money we are receiving under the bill for special project areas.

I believe you indicated a 10-minute time limit, Mr. Ford. I will close at this particular time and be ready to answer any questions when you get to that stage later today.

Mr. FORD. Thank you.

Before leaving, the chairman asked me to recess the meeting until this afternoon, so we will continue with this panel when we reconvene, with the next panel immediately behind them.

I see Mr. Lillywhite here and although we do not have your name on the schedule, Mr. Lillywhite, we had testimony from the Commissioner of Education the other day that he has some prospective amend-

ments to 815 that will be presented, and I wonder if you could possibly return this afternoon.

Mr. LILLYWHITE. Yes, sir.

Mr. FORD. Would you be prepared to discuss those briefly while we have this panel of impacted aid people available because it might be more productive to have it at this point in the record than separated by several days of testimony at some later date or some later point in the record.

With that, we will recess until 2 o'clock this afternoon.

(Whereupon, at 12:30, the committee recessed to reconvene at 2 of the same day.)

AFTER RECESS

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

Chairman PERKINS. Identify yourself for the record, please.

STATEMENT OF JOHN W. EATER, SUPERINTENDENT OF SCHOOLS, RANTOUL, ILL.

Mr. EATER. Mr. Chairman and distinguished members of the committee, my name is J. W. Eater, superintendent of Rantoul city schools, Rantoul, Ill. I wish to thank you for this opportunity to present certain facts and my views on H.R. 6230 and the extension of Public Law 81-874 and Public Law 81-815.

Having served as superintendent of the Rantoul city schools for 22 years, I have been fully aware of the financial burden encountered by the Rantoul public schools due to Federal impact even before the enactment of Public Laws 81-874 and 81-815 in 1950.

Since Public Law 89-10 the Elementary and Secondary Education Act of 1965 has been in effect in Illinois for the school year 1965-66 and a portion of 1966-67 it has given me an opportunity to study the opportunities offered to the educationally disadvantaged children in our State. In general I endorse the philosophy of the act and believe that considerable gain has been made and will continue to be made to provide some of the necessary opportunities for these children.

However, my study of the Federal impact program and the title I and title II programs clearly indicate that we must not confuse our thinking relative to the needs as we find them under Public Law 81-874 and titles I and II of the ESEA.

The conditions of impact which cause need for financial assistance to local districts in federally affected areas are not contingent on low income factors since the families of the students who impact the schools are employed on or assigned to military installations.

If low income factors exist, they would follow rather than create the impact. We seem to be dealing with two conditions (1) pockets of impact, and (2) pockets of poverty and in my opinion they are two completely diverse situations.

In order to clearly show the substantial and continuing impact in the Rantoul city schools on an enrollment basis rather than an ADA basis, I would like to submit table I which will spread the total enrollment by categories.

(The table referred to follows:)

TABLE 1.—*Percentage of Federal impact, current school year, 1965-66*

Total enrollment	3(a)	Percent of total	3(b)	Percent of total	Non-Federal	Percent of total
4,646.....	2,144	47	1,772	38	730	15

To show the Federal impact which Chanute Air Force Base has placed on Rantoul city schools since 1950, I would like to submit table II.

(The table referred to follows:)

TABLE II.—*Federal impact in Rantoul city schools (elementary only)*

Year	Total ADA	Federally connected students	Percent of total, ADA	Non-Federal students	Percent of total, ADA
1949-50.....	693.17	392.93	56.68	300.24	43.32
1950-51.....	1,058.47	785.97	74.25	272.50	25.75
1951-52.....	1,131.00	917.00	81.07	214.00	18.93
1952-53.....	1,325.74	1,097.38	82.77	228.36	17.23
1953-54.....	1,565.62	1,287.43	82.23	278.19	17.77
1954-55.....	1,690.77	1,392.82	82.37	297.75	17.63
1955-56.....	1,827.64	1,500.68	82.11	324.04	17.89
1956-57.....	2,087.12	1,707.83	81.82	379.29	18.18
1957-58.....	2,078.89	1,679.62	80.79	399.27	19.21
1958-59.....	2,247.38	1,836.28	81.70	411.10	18.30
1959-60.....	2,481.51	2,029.60	81.78	451.90	18.22
1960-61.....	2,934.95	2,427.80	82.72	507.15	17.28
1961-62.....	3,102.64	2,537.28	81.77	565.36	18.23
1962-63.....	3,127.27	2,574.77	82.33	562.50	17.67
1963-64.....	3,298.22	2,711.31	82.20	586.10	17.80
1964-65.....	3,732.89	3,080.00	82.50	652.89	17.50
1965-66.....	3,861.56	3,185.15	82.48	676.41	17.52
1966-67.....	4,183.28	3,526.00	84.28	657.28	15.72
1967-68 (estimate).....	4,603.00	3,958.00	86.00	645.00	14.00

Mr. EATER. The above tables clearly show the increases in our district and the relationship of federally connected students to the total ADA. During 1949-50 the percent of federally connected students was 56.68 percent of the total ADA, whereas in 1966-67 the current school year, it is 84.28 percent.

As you scan the growth pattern of the tables, you will note a steady increase in both total ADA and federally connected ADA each year.

Table III below will give the growth comparisons by percentage of increase since 1949-50.

(The table referred to follows:)

TABLE III.—*Growth comparison—Rantoul city schools—19-year period*

	1949-50	1966-67	Gain in ADA since 1949-50	Percent of gain	Projected ADA 1967-68	Gain in ADA since 1949-50	Percent of gain
ADA federally connected.....	392.93	3,526.00	3,133.07	797.36	3,958	3,565.07	907.30
ADA nonfederally connected.....	300.24	657.28	357.04	118.91	645	344.76	114.82
Total ADA.....	693.17	4,183.28	3,490.11	503.49	4,603	3,909.83	564.05

Mr. EATER. The 1967-68 figures on the above tables are calculations based on current developments in the Rantoul Chanute community.

I could project enrollment figures considering the programed activities in this community to include the school year 1968-69 and 1969-70. But I believe that by careful consideration of these prior comparisons I have shown that the impact of federally connected students has been, is, and will continue to be extremely heavy.

Therefore, I feel it would be needless to belabor these growth comparisons further.

These steady, but substantial, increases in ADA of both the total and the Federal impact have been due to Chanute Air Force Base, which is now known to be the third largest airbase in the United States, and which is currently increasing its technical student load and capacity.

These increases are placing great demands on the Rantoul City schools, District No. 137 to provide additional school facilities and educational opportunities for Chanute Air Force Base dependents.

Chanute Air Force Base is a technical training center offering approximately 200 courses in aircraft maintenance and control, as well as technical training for the missile weapons and the firefighting school.

We must realize the apparent effect such activities would have on the demand for homes within the boundaries of District No. 137. Some knowing conditions in Rantoul, have rented or purchased trailers and parked them in numerous instances, in temporary locations waiting their turn to put their trailer in one of the many trailer parks either in Rantoul or on the base.

Many families upon being assigned to Chanute Air Force Base finds there are no quarters available when they arrive. In the majority of cases they are provided with temporary housing facilities either on the base or in the community. In many instances they are forced to find residence in a neighboring town and commute to the airbase.

According to the authorities on Chanute Air Force Base there are more than 1,300 employees currently commuting to and from the base. These employees are seeking housing in the Rantoul area since they are subject to call on a 24-hour basis or would prefer to live closer to their employment.

Very little, if any, tax revenue for schools is paid by the occupants and owners of trailers in the various trailer camps located within the district since personal property tax is either paid in their home State or the owners usually move before the tax payments are due.

Although the population of the village of Rantoul has increased from 2,400 in 1940 to over 27,500 in 1966, the assessed valuation has only increased from \$4,031,350 in 1940 to \$33,715,682 in 1966. From these facts it is readily seen that the population has increased 1,045 percent in the 26-year period.

All this increase in population is directly or indirectly attributable to the Federal activities of Chanute Air Force Base since there are no factories or other industries other than stores, service stations, garages, etc. within the boundaries of the district or in adjacent communities.

Most of the working population therefore are employed on a tax-free Federal installation. The estimated taxable value of Chanute Air Force Base is \$500,000,000. Then if the place of employment of 85 percent of our school population plus the valuation of the remainder of the District No. 137 were taxable at the present current

operating rate, no difficulty would be experienced in financing either construction of bulidings or the operation and maintenance of our schools.

(The table referred to follows:)

Comparison of growth percentages in Rantoul

	1939	1966	Percent increase
Population.....	2,400	27,500	1,045
Assessed valuation.....	4,081,350	33,713,682	736
Student population.....	271	5,146	1799

Mr. EATER. When Congress enacted Public Law 81-874 and Public Law 81-815 in 1950, it was prompted by the need to provide funds so that children of the members of the **great American defense team** could have a decent educational program. This program should at least be comparable in quality and quantity to that provided other children in the area or political subdivision where they might be compelled by the U.S. Government to reside.

The funds under Public Law 81-874 and Public Law 81-815 have done this for this past 17 years with a remarkable degree of equity. Payments to the Rantoul city schools, as provided by applications under Public Law 81-874 as amended, have constituted on an average 45 percent of the total operating expenditures during the past 17 years.

Without these payments it would have been impossible for the local district to provide educational opportunities to the dependents of personnel employed on Chanute Air Force Base.

I realize it would be practically impossible to enact legislation which would solve all the financial problems in all the federally impacted districts in all the States of the United States with the many patterns of State finance, State school laws and the other variables of one kind or another.

However, I am sure all of you have been proud of those pieces of legislation known as Public Law 81-874 and Public Law 81-815 which have been applicable for 17 years and has provided educational opportunities and school facilities to millions of students.

I am sure, too, that you are aware that no serious justifiable criticisms have been made in connection with Public Law 81-874 and Public Law 81-815 or the administration of the acts by the Commissioner of Education.

The facts just presented to you relate to the Federal impact on the Rantoul city schools. Although the Federal impact in 175 other districts in Illinois varies somewhat, I believe the information I have just given on my own district shows the characteristics of Federal impact in Illinois.

Next I would like to present some extracts of a report to the Ninth School Problems Commission, February 20, 1967, by Noah S. Neace, director of title I, Public Law 89-10, for Illinois, on poverty impact.

This report attempts to summarize the efforts of the Office of Superintendent of Public Instructions in providing genuine assistance to culturally disadvantaged youth within the framework of the intent of Title I, Public Law 89-10—In Illinois the Title I staff approved a total of 952 projects from 866 school dis-

tricts for the school year 1965-66. Over 500,000 students participated in these compensatory education programs.

The administrative costs, at the state level, were \$404,846.92. This cost represents less than one percent of the funds allotted for Title I, Public Law 89-10—according to the budgeted funds for the school year 1966-67 we feel that better utilization of the funds will be made for the education of the disadvantaged children.

Undoubtedly the most serious deterrent in the development of effective and efficient programs for the utilization of Title I funds was the acute shortage of personnel: administrative, general teaching, and specialists. With the severe curtailment of funds at the federal level, it appears that very little can be done to help the local educational agencies in their efforts to retrain teachers and specialized personnel.

The impact of the Title I program on students is yet to be measured, the long range index probably being best discerned through an increasing index of continuing education and a reduction in dropout rate.

It is evident from local educational agency reports, verbal reports, and interviews, that the educational programs developed in behalf of disadvantaged children have proved to many of them and their parents, that the school is an agency which genuinely cares about them.

The advent of Title I has given to teachers, parents, and children a new hope and way of expressing hope through educational action. Should Title I funds be curtailed or restricted, these teachers, parents and children will fall victims to an overwhelming sense of frustration. It would have been better that they had never gained this hope than it should be wrested from them.

We in Illinois must not only carry forward with the federal funds provided, we must provide the necessary funds to help retrain the teachers and specialists that are needed by the educationally disadvantaged.

To further substantiate the difference between the impact pocket and the poverty pocket I have prepared a table showing the funds received by 12 of the most heavily federally impacted districts in Illinois and showing the amount of entitlements in 1965-66 under Public Law 81-874 and the corresponding entitlements under title I and title II of ESEA.

(The table referred to follows:)

TABLE IV.—*Twelve heaviest federally impacted districts in Illinois*

School district	Title I	Title II	Public Law 81-874
Belleville Township High School.....	\$55,794.90	\$10,062.30	\$107,843
Glenview C.C. District No. 34.....	19,799.22	12,573.00	135,618
Highland Park, High School District No. 113.....	14,878.64	7,104.60	109,047
Highwood-Highland School District No. 11.....	10,361.91	3,889.40	144,396
Mascoutah C.C. District No. 10.....	18,666.92	4,788.80	446,596
North Chicago District No. 64.....	20,989.51	5,960.20	776,241
North Chicago High School District No. 123.....	14,878.64	2,046.60	234,906
Northfield Township High School District No. 225.....	11,233.85	5,666.40	68,637
Rantoul City Schools, District No. 137.....	15,410.02	7,462.40	864,629
Rantoul Township High School District No. 193.....	11,690.36	1,995.20	266,911
Waukegan School District No. 61.....	91,928.74	21,339.00	170,765
Waukegan Township High School District No. 119.....	36,665.22	6,776.20	135,698
Total.....	321,747.93	89,574.10	3,461,287

MR. EATER. By comparing the amounts of funds received by these 12 districts under title I, title II and Public Law 81-874 it is obvious that the funds received under Public Law 81-874 greatly exceed the funds from the other two. This alone would indicate that title I and title II could never replace Public Law 81-874 funds but that is not the entire story.

The purposes of these funds are entirely different. Title I funds are provided to establish additional programs for the educationally

disadvantaged students in the community, or in other words, programs that were not being offered by the school district.

Therefore, none of these funds can be used for the general operating expenditures.

Title II funds are provided only for the upgrading of library resource materials in all districts in all the States. These funds are allocated on a per pupil basis varying from \$1.40 to \$1.90 per student enrolled in both the public and nonpublic schools. None of the funds under this title can be used for salaries.

The philosophy of the Federal impact legislation or Public Law 81-874 is basically that the U.S. Government is to provide its proportionate share of the local revenue, or in other words, this revenue is in a sense in lieu of tax payments.

The moneys under this category, therefore, may be used for the general operating costs of the district in the same manner as those received from local taxation. As I mentioned before, it is evident that the funds are not provided for the same purposes and Congress should constantly keep this fact clearly in mind in all future legislation.

Another Public Law that was enacted in 1950 along with Public Law 81-874 expires June 30, 1967. This is Public Law 81-815, as amended, which provides for construction of minimum school facilities in federally impacted areas. Originally this legislation was designed to be of a temporary nature, however, the burden imposed on local communities has proven to be permanent. I am sure there will continue to be a progressive need for greater funds under this legislation. It is a must that this construction act be made permanent.

The immediate problem facing the 90th Congress is to provide funds to finance the construction projects currently pending in these impacted areas across the United States. Table V shows the 17 school districts in Illinois who have applied for constructions funds prior to the cutoff date of February 20, 1967. Unless funds are provided by a supplemental appropriation, very few, if any of these construction projects in Illinois can be approved. This is a serious situation and must have immediate consideration by the 90th Congress.

(The document referred to follows:)

TABLE V.—Construction projects in Illinois filed prior to cutoff date of Feb. 20, 1967

School	District	County	Congressional District	Congressman	Federal funds requested
Maywood-Melrose Park.....	89	Cook.....	6.....	D. J. Ronan.....	\$183,338
Highwood-Highland Park.....	111	Lake.....	12.....	R. McClory.....	289,000
North Chicago High School.....	123	do.....	12.....	do.....	300,000
Zion Public School District.....	6	do.....	12.....	do.....	297,255
Wilmington C.U.....	209	Will.....	14.....	J. N. Erlenborn.....	500,000
Manhattan School District.....	114	do.....	14.....	do.....	17,250
Coal City C.C.....	1	Grundy.....	15.....	Mrs. C. Reid.....	107,200
Paxton Unit D.....	2	Ford.....	17.....	L. C. Arends.....	102,000
Manteno C.U.....	5	Kankakee.....	17.....	do.....	48,600
Gifford C.C.....	188	Champaign.....	22.....	W. L. Springer.....	20,300
Penfield C.C.....	224	do.....	22.....	do.....	22,400
Rantoul High School.....	193	do.....	22.....	do.....	400,000
Thomasboro C.C.....	130	do.....	22.....	do.....	30,745
Mascoutah High School District.....	18	St. Clair.....	24.....	M. Price.....	50,000
O'Fallon Township High School.....	203	do.....	24.....	do.....	60,000
O'Fallon C.C.....	90	do.....	24.....	do.....	200,000
Mascoutah C.C.....	10	do.....	24.....	do.....	978,320
Total.....					3,606,408

To summarize the facts presented, we must first of all recognize that Public Law 81-874 and Public Law 81-815 are to assist in financing educational services and facilities for all pupils in federally impacted areas, and title I and title II of Public Law 89-10, ESEA, are to compensate for deficiencies within only a portion of the school's total pupils. Funds for the ESEA are for an entirely different purpose and cannot be substituted for impact funds.

Next we are faced with the emergency situation of the supplemental appropriation under the present Public Law 81-815. Many urgently needed classrooms cannot be constructed unless action is taken immediately.

Although Federal assistance under Public Law 89-10 is essential to fill the gaps in the experience and skills of many children from disadvantaged backgrounds, the consensus of opinion of all school administrators in federally impacted school districts is that Public Law 81-874 and Public Law 81-815 should become permanent legislation since this is a continuing and progressive problem.

Why face this problem every 2 years or so, when action by the 90th Congress could alleviate such situations for the future?

If this cannot be accomplished during this session of Congress my recommendation would then be that the expiration of Public Law 81-874 and Public Law 81-815 coincide with the expiration date of Public Law 89-10, ESEA.

It has indeed been a pleasure to present my views on this very critical situation which affects the Rantoul City schools as well as hundreds of school districts throughout the United States.

Chairman PERKINS. Thank you very much for an excellent statement, Professor Eater. How many have not yet made a statement, Mr. Rose?

Mr. ROSE. Mr. Hood does not have a statement but he will make some verbal comments.

Chairman PERKINS. We are always glad to see you back.

STATEMENT OF R. E. HOOD, SUPERINTENDENT OF SCHOOLS, BRUNSWICK, GA.

Mr. HOOD. I am Ralph E. Hood, retired superintendent of schools of Brunswick, Ga., and a representative of a number of schools throughout the South working on this problem.

Chairman PERKINS. How long were you the superintendent at Brunswick, Mr. Hood?

Mr. HOOD. 25 years and 14 days and I enjoyed coming up here most of those 25 years and we would never have survived if there had not been an "up here."

I want to apologize to the committee for not having copies of my testimony. My testimony is resting comfortably somewhere in an airport, I don't know which airport yet.

I will just hurry along and make a few statements and bring out about two points which I think should be brought out.

First I want to congratulate this committee and the Congress and the Nation upon the excellent law, Elementary and Secondary School Act. It is a great law.

Make no mistake about that. If it is financed properly it is going to make a remarkable impact not only on the health and happiness of the people of the United States but upon the economy. My very conservative figures, if this bill is continued in operation and adequately financed the 8 million children thereby involved will, in a few years when they get on to the working market, earn about \$20 billion a year more than they would have if this bill had not come along. That \$20 billion will give a considerable boon to the economy of the United States of America. It was a great law.

I want to congratulate and thank Mr. Perkins' committee through the years for his unusual patience in letting the school people come in here and tell their story. No matter how many of the great and alleged and actual acclaimed experts come along, he has always listened and listened and listened and given the school superintendents of the United States a great deal of time to come here and discuss things, and we appreciate it.

Last year was a very good example of the functions of democracy along those very lines. A group that I will refer to as noneducating educators recommended to the people of the United States and the Congress that they more or less chop up this impact aid substantially.

Well, chop it in two, you might say, and Mr. Perkins heard the testimony of all of the people involved at great length night and day. He allowed us to bring forth the fact that that law would have caused millions of children to suffer, many of them with a curtailed school year, not even having a 9-month school.

The Congress, therefore, listened and corrected the recommendations of some of these noneducating educators and I am not reflecting on them for being that. It just shows in a democracy you have to have a governing body to ride herd on the experts. Mr. Churchill said democracy is the worst form of government in the world, unfortunately there are no alternatives. I want to point out one thing that might turn out to be serious if things like this go on through the years. The Office of Education hired the Stanford Research Institute to go in and study this law and they came out with some strange doctrines.

Research is research. They came out with this doctrine that they were expressing opinion in there, that the dollars in Public Law 874, not just these words, had not increased the amount of learning in the United States as much as these other laws would or might.

To my consternation I went to San Francisco to talk to these people. I got hold of the head man who directed the study and I asked him "Do you justify what you have done in here in expressing these opinions?"

He said, "The Office of Education told us to express opinions."

I said, "Dr. Spiegelman, didn't you just tell me you did not know anything about education?" He said, "Yes, I did. I don't know anything about it." I said, "Wouldn't it seem a little more plausible and feasible to give opinions they would hire somebody who knew something about education?"

He said "that is right" and he made no bones about it. I said we could hire his outfit to come into Georgia to make a study of the amount of learning that the State was getting out of their money, and he said, "No, we are not equipped to do that."

First he was mad because I didn't bring Oscar Rose with me but he just admitted they were out of place he thought in expressing opinions about education. I spent a lot of time in my life studying research and that is an old problem, and old trick if you will allow me to say for a research outfit to do 100 or 1,000 pages of research and slip in a few opinions and the man assumes that is all research and they grab and run with it.

Another very serious thing some people at the Office of Education, a great many of them in fact I have heard make a statement that this 89-10 would do the same thing as 874 and take the place of it. Now, gentlemen, that is a serious accusation. I mean it is serious and I don't see how they can bring themselves around to that because their own rules in the Office of Education make it impossible to take the place of it.

We spent \$30,000 in my school trying to get some 89-10 money and we got it and it is great and it is grand, but a lot of those that sit in the seats of the mighty have made that statement all over the United States and nobody has ever given me any evidence after you tell them that.

I was disappointed and I noticed that the Commissioner of Education did not call attention to the fact that—did not mention 874 which was a law which did great things and resulted in great things being done for an enormous number of children throughout this country. According to my very conservative arithmetic Public Law 874 has actually made it possible for 42 million children to get more education and better education than they would have down through the years.

It is a great law and it was not even mentioned at all. Had it not been for that law, those 42 million children would have received a watered down reduced education, some more and some less.

I also urge the full financing of 815 and 874. It has already been touched on by the other gentlemen. I appreciate the opportunity to come back, Mr. Perkins.

Chairman PERKINS. Thank you very much, Mr. Hood. You have made a good statement just as you have always done in the past.

Our next witness is Mr. Rose.

Mr. ROSE. Mr. Richard Taylor from Widefield District of Colorado.

STATEMENT OF RICHARD TAYLOR, SUPERINTENDENT, WIDEFIELD SCHOOL, COLORADO SPRINGS, COLO.

Mr. TAYLOR. Mr. Chairman and members of the committee, I am Richard Taylor, superintendent of Widefield-Security Schools, suburban Colorado Springs, Colo.

By way of some of the history of the school district which I believe in the past I presented to Mr. Perkins and this committee I would like to say the Security School District was 12 years ago a one room country school with 24 students.

Last week it passed 6,200 students and is growing at the rate of 40 some per week. With about 60 percent of the students being federally connected, so we owe the existence of our educational programs to Public Law 874 and 815.

To avoid repetition, I would prefer not to read my testimony as many of the things covered in it have been covered by the people who preceded me and perhaps I could refer to about five points.

No. 1 is where I relate to the various shortages of qualified teachers of mathematics and science. As it is necessary in the national interest to provide a Teacher Corps to work in areas of the underprivileged, it is also necessary to insure the adequate instruction of the future leaders of industry and science.

The competition from industry for trained teachers must be met if schools are to continue to meet this challenge.

I believe that funds that would allow school districts to pay for a full year's employment of teachers in critical subject areas such as mathematics, physics, and chemistry would provide an incentive for college students to enter the teaching profession.

Item No. 2, I believe it should be clearly stated that ESEA programs do not replace impacted area needs and certainly we have heard this mentioned before. In fact, if funds are decreased to schools which are so dependent on 874 the funds as the district I represent it would mean a decrease in the expenditure per pupil and thereby eliminate us from the eligibility of title I, title II of ESEA and as I read the interpretation of the act.

A heavy impacted district such as the Security Schools then would become completely ineligible because we would not have the sources to raise the money and continue the per pupil costs thereby again we would be ineligible for ESEA programs.

The build up of Federal activities to meet the national emergency has created an ever increasing burden on other schools near military bases. Because of this I have suggested that a plan for payment of the Federal Government obligation to aid in the education of children in these areas be based on a formula that will more nearly reflect the true cost of education and will allow for an adequate and acceptable educational program.

I would propose as a just method of determining support a base such as one similar to the one that all impacted districts now have and work under and this is determined by arbitration with the U.S. Office of Education and that this base be either increased or decreased yearly according to the average cost of education within a given State.

Thereby, we who operate so entirely on impacted funds could keep our programs during recent periods of time the costs have increased yearly, the Federal payments have not kept up with the costs, so we must find some manner to cap up our expenditures if we are going to keep even.

I believe that the decrease in the quality of education being offered in heavy impacted districts is not being fair to the students of the military people particularly when their fathers are fighting to preserve equality and freedom in other places.

Item No. 3 I should refer to is part B of title V of the amended act. This does not, to my point of view, aid in the strengthening of State departments of education. Instead it would create another agency to do those duties which are the function of good State departments of education.

I find it inconsistent in the action again as I read that title it was initially to strengthen State departments of education. Now we have an amendment that would seem to create another agency to perform those duties. If in the State of Colorado the Governor were given the opportunity to appoint another agency, I believe it would be undermining the State department of education and reducing the effectiveness that it has gained during the past year by operating under the previous title V.

Item No. 4. I should like to present the idea that the present forms of categorical aid have been successful in meeting identified educational needs. While some school administrators voice approval for general Federal aid, we also recognize that it would not permit the direct attack on the serious educational problems that we have had to face.

I believe that the Federal Government, committees such as this meeting with working superintendents such as we are gathered here in the identification of the needs have an obligation to work to appropriate funds to then attack those needs as they exist in a specific manner and not by working through a district and saying here are increased general funds, do with them as you will.

Many, many local boards of education would find it very impractical or practically impossible to attack some of the major problems that we have been able to do by having categorical aid.

My last item, No. 5, when the committee considers the extension of section five for the buildings for impacted districts, I would request that serious consideration be given to the term minimum facilities. I believe that this term and its interpretation has kept the children in heavy impacted districts from having an education that is comparable to those in nonimpacted districts.

I was certainly very happy last year to see that esthetics and esthetical values should be a determining factor and looked at when these funds are allocated.

If I could relate to a particular district in the Whitefield school district we have eligibility for about 650 students at the present time. We have over 900 students attending part day or half day sessions. So we have the eligibility for the funds but since the funding has not been made, the children are suffering.

They are being shortened in their educational opportunities because here is the eligibility and yet there are no dollars to carry it out.

I should like to thank the committee again for listening to me, for the opportunity to present these and would certainly hope that you might later have some questioning further on some of my ideas.

Chairman PERKINS. Thank you very much.

Mr. ROSE. Mr. Chairman, our final person to testify is Mr. Hanks from the Ysleta School District in El Paso, Texas.

Chairman PERKINS. Mr. Taylor's complete statement will be placed in the record at this point.

(The document referred to follows:)

TESTIMONY OF RICHARD D. TAYLOR, SUPERINTENDENT OF WIDEFIELD-SECURITY SCHOOLS

Mr. Chairman and Members of the Committee: I am Richard Taylor, Superintendent of Widefield-Security Schools, suburban Colorado Springs, Colorado. I wish to express appreciation for the opportunity to respond to H.R. 6230. I also will discuss some of the needs of Federally impacted school districts.

The National Teacher Corps should become a part of the Elementary and Secondary Education Act with advance funding to enhance the necessary planning for continuing programs. This program to aid the impoverished schools is necessary in the attempt to equalize opportunities for all American youth.

As a counter-part, I would suggest an extension of the National Defense Education Act to allow for the funding necessary for lengthening the employment of teachers in critical subject areas such as mathematics and science. The trained teachers in these fields are becoming more acute due to the inability of schools to compete with industry. By making a part of the teacher's salary eligible under Title 111, N.D.E.A., schools could offer employment on a twelve month basis at a salary that would enhance teaching to the more capable college graduate. The extra time would be well used in developing programs for both teacher in-service and student subjects.

Part B, the new proposed addition to Title V, "Grants for Comprehensive Educational Planning and Evaluation", appears to be inconsistent with the original law. Title V has done much to add needed strength to State Departments of Education. It provides funds to improve educational planning, identify educational problems, evaluate programs, record and store data, engage in research, and other activities that provide for more effective State Education Departments. Education in general has been advanced because of the leadership made available by this worthwhile legislation.

Now the amendment is proposed that will require the State to designate a "State Educational Planning Agency" which shall set forth a statewide program of systematic planning and evaluation, including such activities as goals and priorities, means of accomplishing educational objectives, planning new programs and improving existing ones, collecting and cataloging information. This planning agency would, therefore, be duplicating the functions of the State Departments of Education and quite possibly create dissension among both.

It is further provided that grant applications must be recommended by the State Governor. This is not in keeping with the desirable sound practice of many states to keep education separate from political functions.

The State of Colorado is not alone, in that it does not consider knowledge or ability in educational matters as being a requisite for the office of Governor.

The other provisions of H.R. 6230 are examples of the creativity and imagination that have been so prevalent in recent educational legislation. They would certainly improve programs that are even now doing a tremendous job toward the elimination of ignorance and poverty from the American scene.

The categorical aid that has been provided by the Elementary and Secondary Education Act of 1965, has served a purpose that would not have been achieved by a general aid program. Each Title has identified a specific need and made the school public aware of problems that previously had been the concern of educators. This total approach to a Nation's problems must continue if we are to gain the support needed to correct the educational deficiencies.

The ESEA programs do not replace the need for Impacted Area support. Both programs relate to different problems. The present urgent need of impact districts is for the funding of P.L. 815.

In the Security School District there is an eligibility for funds to house six hundred students. Since the funds have not been made available, nearly nine hundred students are attending school in half-day sessions. The school district has 60% of its students from parents employed on Federal property. This high percentage places the district greatly dependent on P.L. 815 and 874 funds. Because of the failure of P.L. 874 funds to increase with the costs, the local property tax rate has increased 23% in the present year.

The military build up to meet the National Emergency is creating an ever increasing burden on the local school districts with Federal installations in their locality. I sincerely urge that the provision to adopt "group rates" be replaced with a system that will more readily increase or decrease with the average cost of education in a given state.

The threeway partnership that is referred to regarding the education of children of employees on Federal tax exempt property, should become one of equal sharing of financial responsibility. Then heavy impact school districts could become leaders part of the time rather than always being behind.

I wish to thank the Committee for inviting me to appear and present these points of concern. Your accomplishments of the past have had a marked influence on the education of this Nation, and I am sure the future efforts of this committee will be for continued improvement.

Mr. ROSE. Mr. Hanks is from El Paso but city limits and school districts do not coincide so he represents the Ysleta School District and he has been there for a great many years and I think he will give you something about the growth of those schools in that area since he came from there many years ago.

STATEMENT OF J. M. HANKS, SUPERINTENDENT, YSLETA SCHOOL DISTRICT, EL PASO, TEX.

Mr. HANKS. Mr. Chairman and members of the committee, I am J. M. Hanks, superintendent of schools, Ysleta Independent School District, and have held this position for a number of years during which time it has been my privilege to file statements with this committee regarding what has come to be known as Federal impact legislation. It is my understanding that this committee is considering amendments to the ESEA of 1965, under H.R. 6230, and the ESEA of 1967.

This bill, introduced by the honorable chairman of the Committee on Education and Labor, amends the Elementary and Secondary Education Act of 1965 and again makes some changes in Public Law 874 and Public Law 815, as amended.

In addressing my comments to the Elementary and Secondary Education Amendments of 1967, I do not care to raise any objections to these amendments. This act is a good approach to problems in certain areas, and the Ysleta Independent School District would qualify for aid under these sections of the present law, as amended.

In addressing my comments to the Elementary and Secondary Education Amendments of 1967, I do not care to raise any objections to these amendments. This act is a good approach to problems in certain areas and the Ysleta Independent School District should qualify for aid under these sections of the present law as amended; but this aid certainly would not take the place of assistance presently secured under Public Law 875 and Public Law 815, 81st Congress, as amended.

It is to the miscellaneous amendments to the Elementary and Secondary Education Act and the federally impacted areas program that I shall address my remarks.

You will note that the temporary provision of Public Law 815, which affects students whose parents live off and work on Federal property expires June 30, 1967, and the same section of Public Law 874 expires June 30, 1968.

These sections should be extended to expire June 30, 1972, the same date as the proposed amendments to Public Law 815 and Public Law 874 under H.R. 6230 to protect school districts like the Ysleta Independent School District where a large part of the Federal impact comes from families living off the property and stationed on or working on Federal property.

In asking for these changes in H.R. 6230 I would like to furnish recent information on the school district I now serve, commenting briefly on the Federal impact along with the non-Federal pupil growth. The Ysleta Independent School District is one of the more heavily impacted districts in this area receiving aid under Public Law 874.

For instance, in the school year 1951-52 there was a total of 728 federally connected students in attendance in the Ysleta Independent

School District with a total of 4,737 students in membership at the end of the school year. This means that 15 percent of the students were federally connected.

In the school year 1965-66 there were 5,216 students federally connected out of a total membership of 25,307 or 21 percent federally connected. In the current year, 1966-67 there are 7,099 students federally connected, with a membership at present of 27,223 students, showing 26 percent federally connected.

This means that the membership in the Ysleta Independent School District has increased 1,916 students since the school year 1965-66 or 1 year ago. Also during this same time the increase in Federal students in the district for the year has been 1,883, or almost as much as the increase of all students in the district for the past year. The impact has grown not only in numbers but percentage wise as well.

This legislation has been commonly referred to as impact legislation. May I point out that the impact of federally connected students in the Ysleta Independent School District for the school year 1966-67 is approximately 26 percent of the membership, while the estimated entitlement of all sections of Public Law 874 is only 9 percent of the current budget.

This simply means that the local district is putting forth a great effort to meet this problem.

The continuation in its present form of Public Law 874 would protect the school districts in federally impacted areas in planning their budgets for the school year 1968-69 and this information is needed early in 1968 so that school officials may plan to meet the impact area problems.

Present legislation would allow the temporary provision of Public Law 815, which affects students whose parents live off and work on Federal property, to expire June 30, 1967. This section would be extended to expire June 30, 1972, the same as other proposed amendments, to protect school districts like the Ysleta Independent School District where a large part of the Federal impact comes from families living off the property and stationed or working on Federal property.

For instance, a growth in number of Federal students would require building aid. The continued increase in federal activity in this area would certainly create a problem if this section of Public Law 815 were to expire June 1967.

Since the school year 1960-61 the Ysleta Independent School District has provided more than \$15 million from local funds in an effort to house students in this fast growing impacted school district.

This shows that a great effort is being made to provide facilities for all students in the district. It can easily be seen that over a period of years there is a direct relation between the Federal growth and non-Federal growth.

In conclusion, I wish to thank the committee for the privilege of appearing before it in behalf of the proposed Federal impact program amendments under H.R. 6230. I sincerely urge that this committee pass H.R. 6230 at an early date and that the expiration dates of Public Law 874 and Public Law 815, which affect students whose parents live off and work on Federal property, be extended to June 30, 1972, so that these laws will continue to render service to thousands of school-children over this Nation.

Chairman PERKINS. Thank you very much, Mr. Hanks. As usual Oscar Rose for many, many years has spearheaded the drive to make sure that the Congress did not destroy the impacted legislation.

You are here with a most outstanding panel and I appreciate the statements of all of you distinguished educators. I regret that I did not hear all of these statements but I have tried to glance through all of the statements here on my desk. Your contributions have been great and your contributions have been great throughout the years in assisting this committee in writing this legislation and helping to keep us on the right track.

Mr. ROSE. Thank you, Mr. Perkins.

Chairman PERKINS. Mr. Rose, we have a situation at Fort Knox, Ky., Commonwealth of Kentucky states that they do not have the authority to participate in the education of any of the children on Government property and the legislation that is now proposed provides that if the State does not participate by June 30, 1969, that there will be no Federal assistance.

I am wondering whether you have had complaints of a similar nature from different States?

Or is it only peculiar to Kentucky? I certainly have not heard of any other complaints.

Mr. ROSE. There are no other States which have a similar restriction in connection with this matter. However I am not completely familiar with it. Last year I testified and I mentioned again in my testimony this morning, I believe after all I left, that the impact area schools of any State should not be saddled with or required to modify the normal State taxes within a State.

After all we are only 4,000 districts and a great many more than that in the United States and in the various States we only represent a few, so our political influence within a State is not only always sufficient to protect ourselves.

So I think that the State law is not of our making as the impact area people. Thus we should be very careful in eliminating funds within a State under the impacted area legislation, 874, in particular, prior to the State having an opportunity and a rather lengthy opportunity to modify its laws so that the Federal Government's intent would not be abrogated or would not be eliminated.

Chairman PERKINS. It is common knowledge that in this particular area that the Harding County School Board could not take over Fort Knox without many years of planning and Fort Knox after many years of planning, undoubtedly the Hardin County school district would lose money.

But assuming Kentucky did participate and assuming they did participate only to a limited degree and the Government would continue to operate the school at Fort Knox, then would the State lose any money under this statute?

Mr. ROSE. I do not think they would. I think there is a rather liberal interpretation of just how this particular amendment would be applied.

Chairman PERKINS. I would like to ask Mr. Lillywhite to comment on the question. Assuming Kentucky participated and recognized in the education to a limited degree on the Federal property in the