

Every day we get more and more testimony about the fact that poverty is caused as much by the total environment as it is by one specific disability; let's say bad health or poor education or malnutrition; that you cannot attack these things unilaterally, that they must be attacked as a package, and community action is that packaging method. It is the method of treating a human being, of working with a human being as a totality rather than as a sick body or a sick mind or some other singular aspect of the person.

In addition to that, we have overwhelming evidence over and over again not only in this country but in the Commonwealth of Puerto Rico, through anthropological studies and research of all of the different types, that unless the people do these things for themselves, the end result is not very effective; that a paternalistic approach, where the Federal Government or State government does things to people or for people, does not produce a permanent result within the people.

That is an intrinsic part of community action, namely, that the people are doing these things for themselves, that it is not going through a regular channel you might say, a traditional, at any rate, channel of government.

Community action is a device which frees the people to do something about their own problems. Headstart is an intrinsic part of that process.

Let me go back another step. In the State of West Virginia and in the State of Arkansas, the State of Mississippi, for example, in the first year and a half of this program there probably wouldn't have been but a handful of community action agencies if it were not for Headstart. Headstart was the inducement, if you will; it was the attraction which brought people together who had never talked to each other before, not only across racial divisions but across religious divisions and across economic divisions. People in small towns, the counties, and even in some larger places were brought together in conversation and in joint action because of Headstart. Having gotten the experience of working together on Headstart, they began subsequently to branch out into other areas, including legal service areas, job training programs, job finding programs, et cetera.

Many community action agencies are still at this first stage, and my own belief is that they are going to proceed from that first stage to the second and third stage quite slowly because we are dealing with deeply ingrained cultural habits in many parts of the United States. Therefore, I am going to come back to the original point I made a minute ago.

Headstart is fundamentally a community action thing. I think it ought to stay in CAP, that it shouldn't be out of CAP and in the Office of Education or out of CAP in the Public Health Service, or out of CAP in some other place. It is in CAP now. It has been well run in CAP. I don't see that we would save any money for the taxpayer or improve the administration of it one iota by taking it out of CAP. And I see a great many weaknesses which Mr. Sugarman has already described if it is removed from CAP.

Chairman PERKINS. Briefly, Mr. Scheuer.

Mr. SCHEUER. One brief question.

Hasn't there also been some experience that the very existence of Headstart outside of the established education institutions locally has