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ABSTRACT

This report found that Corps members enabled the schools to give more individualized instruction, provide expanded classroom and extracurricular activities, and improve the ratio of students to teachers. Corps members introduced English as a second language, and science and algebra taught in Spanish. School officials and teachers believed that the interns were well prepared for teaching and communicated well with the children. Some believed that the individual instruction and classes taught in Spanish were especially beneficial. The interns assigned to two high schools did not get along well with the faculty, and some were reassigned to elementary schools while others resigned. At one elementary school two full-time regular teaching positions were filled by Corps members, contrary to the requirements of the legislation. As a result of the program the university developed a similar teacher internship sequence in the regular teacher education program to meet the needs of Spanish-speaking children, and a center for studies in rural and migrant education. The report recommends that the Office of Education should monitor the program more closely to ensure that Corps members are correctly used and to help create a cooperative attitude in the participating schools. (MBM)

F-GAO



# REPORT TO THE CONGRESS

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## Assessment Of The Teacher Corps Program At The University Of Southern California And Participating Schools In Tulare County Serving Rural-Migrant Children B.164031(1)

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COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

ED054079

B-164031(1)

To the President of the Senate and  
the Speaker of the House of Representatives

This is our report on our assessment of the Teacher Corps program at the University of Southern California and participating schools in Tulare County serving rural-migrant children. This program is authorized by title V of the Higher Education Act of 1965 (20 U.S.C. 1101) and is administered by the Office of Education, Department of Health, Education, and Welfare.

Our review was made pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget; the Secretary of Health, Education, and Welfare; and the Commissioner of Education, Department of Health, Education, and Welfare.

Acting Comptroller General  
of the United States

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#### ABBREVIATIONS

GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
USC	University of Southern California

*COMPTROLLER GENERAL'S  
REPORT TO THE CONGRESS*

ASSESSMENT OF THE TEACHER CORPS PROGRAM AT  
THE UNIVERSITY OF SOUTHERN CALIFORNIA AND  
PARTICIPATING SCHOOLS IN TULARE COUNTY SERVING  
RURAL-MIGRANT CHILDREN  
Office of Education, Department of Health,  
Education, and Welfare B-164031(1)

D I G E S T

WHY THE REVIEW WAS MADE

This is the fifth in a series of reports by the General Accounting Office (GAO) constituting a nationwide review of the Teacher Corps program. (See app. I.) This report assesses the program at the University of Southern California (USC) and at participating schools in Tulare County serving rural-migrant children. The program is referred to as the USC rural-migrant program.

Background

The Teacher Corps was established in the Office of Education, Department of Health, Education, and Welfare (HEW), under the Higher Education Act of 1965.

The Teacher Corps' legislative objectives are to strengthen educational opportunities for children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation.

The Teacher Corps recruits and trains qualified teachers (team leaders) and inexperienced teacher-interns for service in areas of low-income families. Members of the corps are assigned to schools in teams, each of which consists of a team leader and several interns. The interns take courses leading to college or university degrees and to qualification for State teaching certification.

Local educational agencies are expected to pay at least 10 percent of the salaries of Teacher Corps members; the Office of Education pays the remainder of the salaries and the costs of the interns' courses. (See p. 7.)

Federal appropriations for the Teacher Corps program totaled about \$77 million from its inception through June 1970. Federal funds of about \$1.2 million had been expended under the USC rural-migrant program as of June 1970. (See p. 7.)

## FINDINGS AND CONCLUSIONS

### Strengthening educational opportunities

The USC rural-migrant program was designed to meet the special educational needs of children of low-income, rural-migrant families of Tulare County, California. The program strengthened the educational opportunities available to children in the schools where corps members were assigned. A large percentage of the children in each of the four participating school districts were Mexican-American (or Spanish speaking). (See pp. 10, 13, and 18.)

Corps members provided additional teaching manpower, enabling the schools to

- give more individualized instruction,
- provide new or expanded classroom and extracurricular activities, and
- improve the ratio of students to teachers. (See p. 18.)

Corps members introduced teaching methods that were new to the schools and such subjects as English taught as a second language and science and algebra taught in Spanish. GAO was informed that some of the new teaching techniques and classes would be discontinued, because of insufficient staff and funds, after the Teacher Corps program in Tulare County was completed in June 1971. (See pp. 26 to 29.)

School officials and teachers generally believed that the interns were well prepared for teaching and communicated well with the children. Some believed that the individual instruction and classes taught in Spanish were especially beneficial in improving the children's educational achievements. (See p. 19.)

Corps members organized or involved themselves with various educational community activities, including

- evening classes to teach Spanish-speaking adults English as a second language;
- a summer recreation program for children;
- a project to help high school students develop craft skills to help them obtain jobs after graduation; and
- a youth center with a paperback library and classes in ceramics, art, and photography. (See p. 32.)

The interns assigned to the two high schools did not get along well with the faculties. Some interns were reassigned to elementary schools, one



was dismissed, and others resigned. The Teacher Corps needs to assist universities in creating an atmosphere in which corps members can effectively participate in training assignments in high schools. (See p. 29.)

At an elementary school having about 35 students, the two full-time regular teaching positions were filled by corps members. This arrangement, which lasted 2 years, was made because regular teachers could not be obtained by the school district for the beginning of the 1969-70 school year. Thereafter no further attempt was made to obtain regular teachers. The arrangement resulted in Teacher Corps funds' supplanting State and local funds that otherwise would have been used for regular teacher salaries. (See p. 21.)

GAO believes that the arrangement under which these corps members operated was not authorized under the enabling legislation which provides that no corps member be used to replace any teacher who is, or would otherwise be, employed by a local educational agency.

More than half of the interns who had completed the program at the time of GAO's review had accepted teaching positions serving children of rural-migrant or other low-income families. (See p. 34.)

#### Broadening teacher-training programs

The USC rural-migrant program was successful in broadening the university's teacher preparation program. USC established a special curriculum for the interns, which included existing university courses which were modified to make them more relevant to the needs of the corps members and new courses which were designed to develop proficiency in the Spanish language and sensitivity toward the learning problems of Spanish-speaking children of rural-migrant families. (See p. 38.)

The rural-migrant program was the university's first attempt to train teachers for children of rural-migrant families. As a result of its experience with the program, USC developed

- a similar teacher internship program using Teacher Corps courses to train teachers to meet the educational needs of Spanish-speaking children in rural schools,
- courses for training students in its regular teacher preparation program to teach English to children who speak other languages, and
- a center for studies in rural and migrant education. (See p. 39.)

The university also made some of the courses that had been developed for the Teacher Corps available to other students majoring in education. (See p. 41.)

#### RECOMMENDATIONS OR SUGGESTIONS

The Secretary of HEW should clarify for Teacher Corps officials the intent of the enabling legislation with respect to the use of corps members. He should emphasize to the Office of Education the need to monitor the program more closely to help ensure that corps members are used in accordance with such intent. (See p. 36.)

The Secretary of HEW should also provide for the Office of Education to assist universities in developing approaches for creating an atmosphere in which corps members can effectively participate in training assignments in high schools. (See p. 36.)

#### AGENCY ACTIONS AND UNRESOLVED ISSUES

The Assistant Secretary, Comptroller, HEW, concurred with GAO's recommendations and said that they would be implemented. He stated, however, that HEW believed that the use of the corps members who assumed the entire teaching responsibility at a school was proper and in accordance with the legislative intent of the Teacher Corps program. (See p. 36.)

GAO recognizes that, because regular teachers were not available, the initial assignment of corps members to State or locally allotted teaching positions at the school may not have been a violation of legislation governing the Teacher Corps program. GAO believes, however, that the arrangement under which the team of corps members operated resulted in a violation of the legislation when the Tulare County Department of Education did not continue its search for regular teachers during the 2 years of the corps members' assignment to the school.

The Secretary of HEW therefore should emphasize to the Office of Education that members of the Teacher Corps are not to be used to replace any teachers who are, or would otherwise be, employed by a local educational agency. (See p. 37.)

#### MATTERS FOR CONSIDERATION BY THE CONGRESS

This series of reports provides the Congress with information on the effectiveness of the Teacher Corps program in achieving its legislative objectives and on the measures needed to improve its effectiveness. The contents of this report and other reports in the series may be of use to the Congress in its deliberations on extending the program.

## CHAPTER 1

### INTRODUCTION

We evaluated the effectiveness of the rural-migrant Teacher Corps program at the University of Southern California, Los Angeles, California, and at participating schools in Tulare County, California, in accomplishing the legislative objectives of the Teacher Corps. These objectives are

- to strengthen the educational opportunities available to children in areas having concentrations of low-income families and
- to encourage colleges and universities to broaden their programs of teacher preparation.

To accomplish these objectives, the Teacher Corps is authorized to (1) attract and train qualified teachers who will be made available to local educational agencies for teaching in areas of low-income families,<sup>1</sup> (2) attract and train 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, (3) attract volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by local educational agencies and institutions of higher education serving such areas, and (4) attract and train educational personnel to provide training, including literacy and communications skills, for juvenile delinquents, youth offenders, and adult criminal offenders.

The latter two means of achieving the objectives were authorized, subsequent to the commencement of our review, by Public Law 91-230--an act which extended programs of

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<sup>1</sup>The enabling legislation permitted experienced teachers to be assigned to local educational agencies individually or as the head of a teaching team. Public Law 90-35, approved June 29, 1967, amended the legislation by permitting experienced teachers to be assigned only as the head of a teaching team.

assistance for elementary and secondary education--approved April 13, 1970, and therefore were not within the scope of our review.

This review was one of several made by GAO at selected universities and local educational agencies throughout the Nation.

#### OPERATION OF TEACHER CORPS PROGRAM

The Teacher Corps was established in the Office of Education, Department of Health, Education, and Welfare, pursuant to title V, part B, of the Higher Education Act of 1965, as amended (20 U.S.C. 1101). The Teacher Corps is basically a locally controlled and operated program. The Office of Education provides funds to operate approved Teacher Corps programs which have been conceived locally to meet local needs and have been approved by the applicable State educational agency. To be eligible for approval, a program must be designed to serve children in areas having high concentrations of poverty.

Persons eligible to be enrolled in the Teacher Corps are (1) experienced teachers, (2) persons who have baccalaureate degrees or the equivalent, and (3) persons who have completed 2 years in a program leading toward baccalaureate degrees. After selection, the corps members are placed in teams that consist of a team leader and a number of interns. During their service the interns receive training and instruction leading to degrees from the participating college or university and to qualification for State teaching certification. The training consists of academic courses, work in the classrooms of local schools, and participation in community-based education activities.

While in the schools, corps members are under the direct supervision of officials of the local educational agency to which they are assigned. With certain exceptions, local educational agencies are authorized to (1) assign and transfer corps members within the school system, (2) determine the subject matter to be taught, and (3) determine the terms and continuance of the assignment of corps members within the system. Corps members may not be used, however, to replace any teacher who is or would have otherwise been employed by the local educational agency.

The Teacher Corps program operates on a cycle basis. Generally a cycle consists of preservice training--a period of no more than 3 months, during which corps members' suitability for acceptance into the program is determined--and 2 academic years with an intervening summer. Certain programs, however, operate for a shorter period of time. The authorizing legislation provides for enrollment of corps members for periods of up to 2 years. A new Teacher Corps cycle has started each year, beginning with the first cycle in 1966.

The cost of the interns' courses and the administrative costs of the program at the college or university and the local educational agencies are paid by the Office of Education. The local educational agencies are expected to pay at least 10 percent of the corps members' salaries and related benefits while they are in the schools; the Office of Education pays the remainder of the salaries.

Team leaders are to be compensated at a rate agreed to by the local educational agency and the Commissioner of Education. At the time that our review began, interns were compensated either at a rate which was equal to the lowest rate paid by the local educational agency for teaching on a full-time basis in the school system and the grade to which an intern was assigned or \$75 a week plus \$15 a week for each dependent, whichever amount was less. Public Law 91-230, however, amended the compensation authorized for interns by providing that an intern be paid either at a rate which did not exceed the lowest rate paid by the local educational agency for teaching on a full-time basis in the school system and the grade to which an intern was assigned or \$90 a week plus \$15 a week for each dependent, whichever amount was less.

#### FUNDING

From inception of the Teacher Corps program in fiscal year 1966 through fiscal year 1970, funds authorized and appropriated by the Congress for the Teacher Corps program, nationwide, were as follows:

<u>Fiscal year</u>	<u>Authorization</u>	<u>Appropriation</u>
1966	\$ 36,100,000	\$ 9,500,000
1967	64,715,000	11,323,000
1968	33,000,000	13,500,000
1969	46,000,000	20,900,000
1970	<u>80,000,000</u>	<u>21,737,000</u>
Total	<u>\$259,815,000</u>	<u>\$76,960,000</u>

The USC rural-migrant program has been operational since the second Teacher Corps cycle which began in 1967. As of June 1970, USC and the school districts participating in the rural-migrant program expended about \$1,166,100 of funds provided by the Office of Education, as follows:

<u>Grantee</u>	<u>Amount expended</u>
USC	\$ 664,700
Tulare County Department of Education (note a)	28,700
Cutler-Orosi Unified School District	258,300
Woodlake Union High School District (note b)	<u>214,400</u>
Total	<u>\$1,166,100</u>

<sup>a</sup>Funds expended by the Tulare County Department of Education were for the operation of the program in the Allensworth School District.

<sup>b</sup>Woodlake was also the grantee for Stone Corral School District--the expenditure of \$214,400 represents the amounts spent by both school districts.

## PROGRAM PARTICIPATION

Certain nationwide data relating to Teacher Corps program participation from its inception in fiscal year 1966 through fiscal year 1970 is shown below.

Cycle	Entered program			Completed program			Rate of dropout		
	Interns	Team leaders	Total	Interns	Team leaders	Total	Interns	Team leaders	All corps members
I	1,279	337	1,616	627	170	797	51	50	51
II	882	152	1,034	674	143	817	24	6	21
III	1,029	186	1,215	832	170	1,002	19	10	18
IV <sup>a</sup>	1,375	200	1,575	-	-	-	-	-	-
V <sup>a</sup>	1,445	221	1,666	-	-	-	-	-	-

<sup>a</sup>Participants had not completed the program at time of GAO review.



## CHAPTER 2

### USC RURAL-MIGRANT TEACHER CORPS PROGRAM

The USC rural-migrant Teacher Corps program is a cooperative effort involving USC, four school districts in Tulare County, local communities, and the California Department of Education. The program was designed to improve the educational opportunities of children of rural-migrant families in certain school districts in Tulare County. According to the program proposals, this was to be done by preparing prospective teachers to recognize and cope with the "timid and passive character of the migrant community" to bring about better communication and understanding between migrant and residential communities for the benefit of the children. Also corps members were to help expand the curriculum of the schools to compensate for the lack of adequate educational experiences of these children.

USC, which is located in Metropolitan Los Angeles, had a full-time enrollment of about 9,000 undergraduate and 11,000 graduate and professional school students for the 1969-70 school year. Its School of Education, which is responsible for teacher training, awarded 139 undergraduate degrees and 572 graduate degrees during that school year.

Tulare County is located in the San Joaquin Valley about 140 miles northeast of the university campus in Los Angeles. The county encompasses an area of 4,935 square miles and had an estimated population of 194,300 in January 1969. About one third of the county's three million acres are rural and agricultural lands. The employment opportunities are generally agrarian and seasonal, and migratory labor is used extensively.

The rural-migrant program is one of two Teacher Corps programs administered by the USC Department of Teacher Education within the School of Education. The other, known as the USC urban program, is the subject of a separate GAO



report.<sup>1</sup> That program was designed to meet the special educational needs of Mexican-American and black children living in the urban Los Angeles metropolitan area.

The USC rural-migrant program operated during three consecutive 2-year cycles--cycle II (1967-69), cycle III (1968-70), and cycle IV (1969-71). In May 1971 Teacher Corps officials in Washington approved USC's proposal for a cycle VI rural-migrant program to be conducted in Ventura County, California, during the 1971-73 school years.

Interns in the USC rural-migrant program were given special classes in the Spanish language, in the Mexican-American culture, and in teaching English to children coming from homes where English was not the predominant language. They received their training in four phases: (1) preservice, (2) first year-inservice, (3) intervening summer, and (4) second-year inservice.

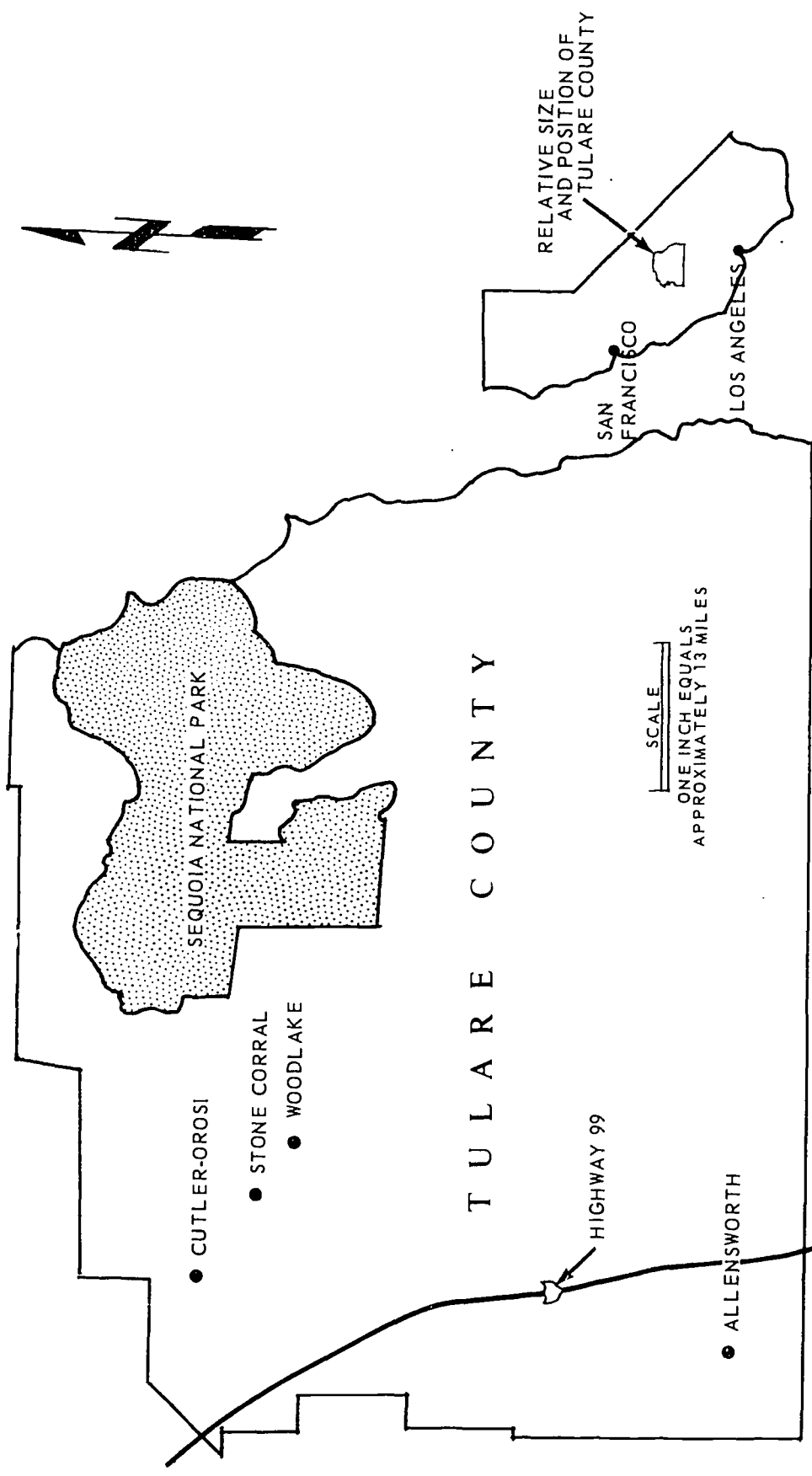
The preservice and intervening summer phases were conducted at the university. The primary purpose of preservice was to (1) make the interns knowledgeable about the migrant community and (2) after cycle II, to provide high-intensity language training for those who did not speak Spanish. During the intervening summer the interns enrolled in academic course work. In addition, some participated in education-based community activities in Tulare County or visited Mexico to increase their knowledge of the cultural background of Mexican-Americans.

During the two inservice phases from September through June, the interns lived in Tulare County and received on-the-job training at schools to which they were assigned, participated in education-based community activities, and received academic course work and instruction. Because the schools were located over 140 miles from the university, instructors traveled to Tulare County each week to provide scheduled course instruction. See map on page 12 for locations of schools served.

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<sup>1</sup> Assessment of the Teacher Corps Program at the University of Southern California and Participating Schools in Los Angeles and Riverside Counties (B-164031(1), July 9, 1971).

LOCATION OF TULARE COUNTY SCHOOL DISTRICTS  
 PARTICIPATING IN USC RURAL-MIGRANT PROGRAM



TO LOS ANGELES---APPROXIMATELY 140 MILES FROM THE  
 SOUTHERN BORDER OF TULARE COUNTY

NOTE: MAP PREPARED BY GAO TO SHOW APPROXIMATE LOCATION OF SCHOOL DISTRICTS AND DISTANCES INVOLVED.

Data regarding the average number of students who attended the participating schools during the 1969-70 school year and the estimated percentages of Spanish-speaking students are shown below.

<u>School district</u>	<u>Number of</u>		<u>Mexican-American or Spanish-speaking students (estimated percent)</u>
	<u>Schools (note a)</u>	<u>Students</u>	
Cutler-Orosi Unified	5	2,544	66
Woodlake Union High	1	624	45
Stone Corral	1	119	65
Allensworth	1	34	50

<sup>a</sup>Six of the eight schools are elementary schools and the other two are high schools.

Three of the school districts participated in each of cycles II, III, and IV; Allensworth participated only in cycle IV. The program proposals noted that these school districts had a scarcity of teachers who spoke Spanish and who had an adequate understanding of the Mexican-American culture. The superintendent of the Cutler-Orosi Unified School District informed us that 66 percent of the district's children were Mexican-American (or Spanish speaking), whereas only 8 percent of the 125 teachers were Mexican-American (or Spanish speaking).

Joint program proposals for each cycle were prepared by the university and the participating school districts. The university and the Cutler-Orosi School District received and accounted for their grants separately. Woodlake received and had accounting responsibility for both its funds and those for Stone Corral. The Tulare County Department of Education received and had accounting responsibility for funds for the Allensworth School District.

The USC rural-migrant program was administered for the university by a program director who was the director of the Department of Teacher Education in the university's School of Education. Coordinators in the school districts administered the program on behalf of the superintendents of the participating school districts.

## SELECTION OF CORPS MEMBERS

The USC rural-migrant program's selection process generally was effective in providing interns qualified to be trained as teachers of rural-migrant children from low-income families and in providing team leaders qualified to supervise and instruct the interns.

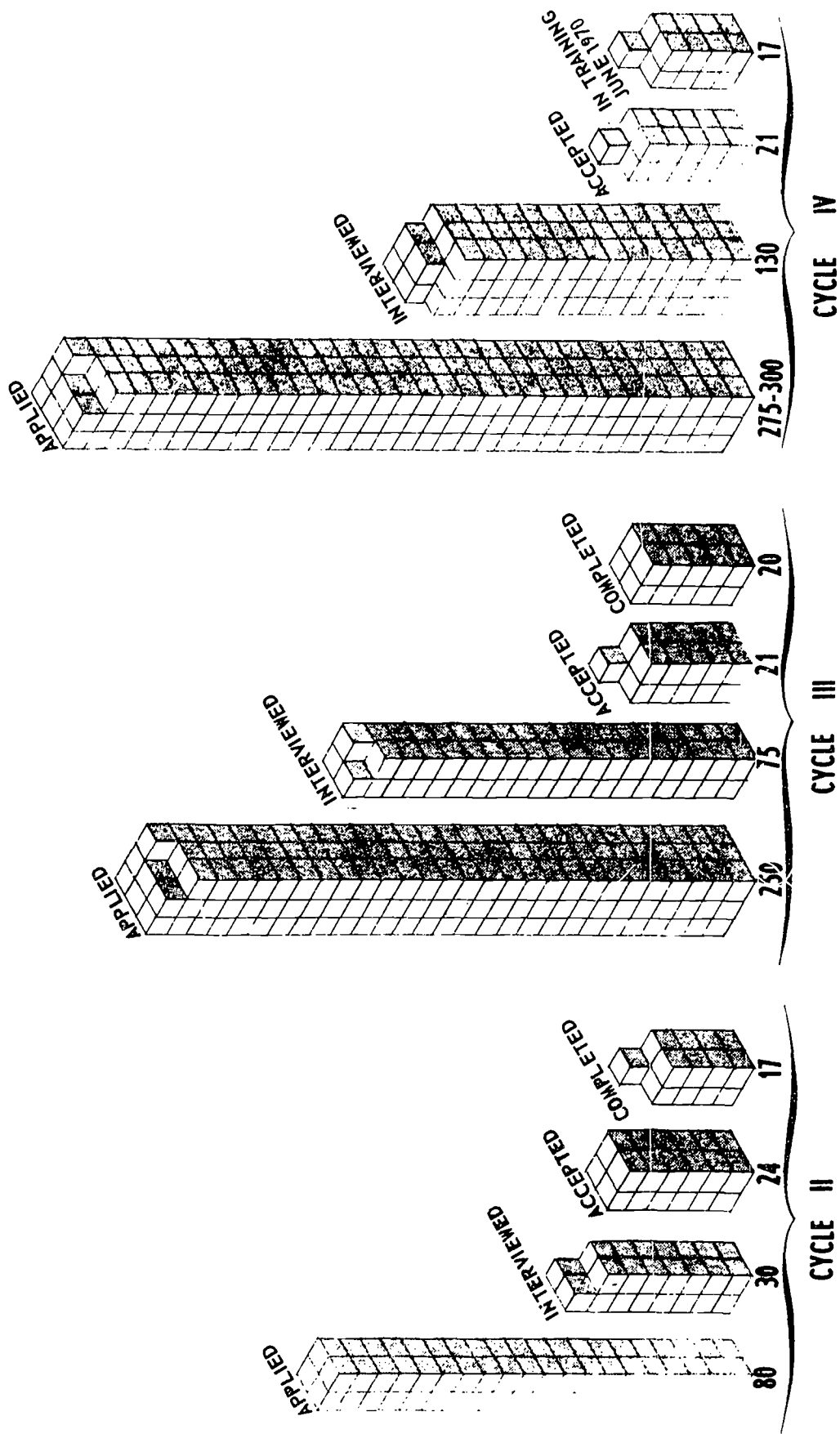
Interns for the program generally were recruited by the university. After initial screening of applications by program personnel at the university, interviews were conducted by selection panels. The panels generally consisted of some corps members and representatives from the university and the schools. The cycle IV panels also had representatives from the communities to be served.

Data regarding the estimated number of persons who applied and were interviewed for internship positions in the program and the numbers who were enrolled and who completed the program or were still participating as of June 1970 are shown by program cycle in the graph on page 15.

Of the 66 interns accepted in the USC rural-migrant program during cycles II through IV, 37 had completed the program, 12 had dropped out, and 17 were still participating as of June 1970.

According to the university's records, the 12 interns dropped out of the program before completion because of the following reasons.

	<u>Number</u>
--Dissatisfied with teaching and/or with the program	5
--Transferred to another Teacher Corps program	1
--Became Teacher Corps recruiter in southern California	1
--Family problems	1
--Resigned from program--not eligible for teaching credential	1
--Unexplained	<u>3</u>
Total	<u>12</u>



During cycles II through IV, 12 experienced teachers were recruited to serve as team leaders. As of June 1970, three had completed the program, six had dropped out, and three still were participating in cycle IV.

According to the university's records, the six team leaders dropped out of the program because of the following reasons.

	<u>Number</u>
--Accepted teaching positions with local school districts	2
--Accepted a special teaching position with the university	1
--Family illness	1
--Returned to college on a full-time basis	1
--Unexplained	<u>1</u>
Total	<u>6</u>

The USC rural-migrant program proposals provided that potential interns were to be college graduates who either had never taught or had not taught in recent years and who met the university's standards for graduate status. Applicants also were expected to have some degree of proficiency in the Spanish language, and preference was to be given to enrolling Mexican-Americans.

The program associate director informed us that a few interns had had some previous teaching experience and that some did not meet the minimum requirements for admittance to graduate status. The associate director stated that these individuals had been enrolled because the selection panels believed that they could achieve the objectives of the program. Teacher Corps guidelines state that the selection criteria should make possible the enrollment of outstanding teacher prospects who have only average academic records.

Program records showed that the number of Mexican-Americans accepted as interns increased during the three cycles--from one in cycle II, to five in cycle III, to 14 in cycle IV. In addition, 20 other interns in the three cycles had some degree of proficiency in Spanish when they were

accepted into the program. The records showed also that almost half of the interns had experience in dealing with the problems of rural-migrant people prior to their acceptance into the program.

A team leader was to have a master's degree and 5 years of teaching experience or 3 years of teaching experience in a disadvantaged area. The program associate director informed us that these criteria had been waived for five of the 12 team leaders because they were considered qualified for the team leader function by program officials and because a sufficient number of teachers with the required experience could not be recruited.



## CHAPTER 3

### IMPACT OF PROGRAM ON STRENGTHENING EDUCATIONAL OPPORTUNITIES FOR CHILDREN OF LOW-INCOME FAMILIES

We believe that the USC rural-migrant program strengthened the educational opportunities available to children in the schools where corps members had been assigned. The participating schools were in areas having concentrations of low-income families.

By providing additional teaching manpower while the program was in operation, the corps members enabled the schools to give more individualized instruction to students, to provide new or expanded classroom and extracurricular activities, and to improve the ratio of students to teachers. The corps members also introduced teaching techniques and initiated, or participated in, education-based activities in the communities, which benefited the children and their parents. More than half of the 37 interns who completed the program as of December 1970 had accepted teaching positions serving children of rural-migrant or other low-income families.

One of the objectives established by the Office of Education for the Teacher Corps program was to bring about changes in instructional methods in the schools to strengthen the educational opportunities available to children in the program areas. Officials of the participating school districts informed us that some of the new or expanded classroom activities and teaching techniques introduced by the corps members were expected to be continued after the rural-migrant program in Tulare County was completed in June 1971. They stated that other worthwhile corps member approaches to educating children would not be continued because the school districts lacked the necessary manpower and resources.



WORK PERFORMED BY CORPS MEMBERS  
IN PARTICIPATING SCHOOLS

Corps members were assigned to the schools in teams consisting of an experienced teacher--the team leader--and from five to eight interns. In some cases the interns, under the supervision of a team leader, were assigned to, and worked in cooperation with, a regular teacher. In other cases, the interns were allowed to teach classes on their own after minimal orientation. Interns generally spent the mornings in the classrooms and used their afternoons and evenings for academic course work and community activities.

The assignment of the interns enabled the schools to introduce new teaching techniques, to add additional subjects to those being taught, to increase the number of classes in some of the subjects being taught, and to provide more individualized instruction through the use of team teaching and tutoring. Team teaching in the USC rural-migrant program involved two or more teachers' sharing responsibility for teaching a group of students in a class.

In addition, interns expanded the educational experiences of the children by taking them on cultural and recreational field trips; aided in the establishment of student newspapers and governments; and, at one school, were instrumental in obtaining Federal funds to establish a 5-year program that would provide Spanish-speaking individuals to serve as teacher-aides to help instruct children who were not fluent in the use of English.

The consensus of opinion of interns, team leaders, teachers, and officials in the participating schools was that the children had benefited from the rural-migrant program, particularly through the individualized instruction provided by the interns. Several school officials that we interviewed expressed the view that the tutoring and the classes taught in Spanish had helped the children to improve their education achievement. One school principal believed that some of the interns were better qualified to teach a class than some of his regular teachers because of the special training which the interns had received.

Nineteen teachers who worked with interns at schools in the unified school district told us that they believed that the program was of benefit to the children in those schools. Most of these teachers believed that interns were good teachers because they were generally well prepared and were able to communicate effectively with the children. The superintendent of the district believed that the generally favorable reaction of his teachers to the interns was the result of the good working relationships established; the teachers knew that they were an integral part of the training process of the interns.

At the schools where interns were allowed to teach classes on their own after minimal orientation, most of the teachers whom we interviewed stated that the interns were well prepared and brought in new and fresh ideas. Some stated, however, that the interns had done more harm than good because they influenced the children to be more disruptive in their school and community activities. (See pp. 29 and 30 for further discussion of these problems.)

#### Utilization of team leaders

Team leaders were responsible for the supervision of the interns constituting the team. Their duties included assisting the interns in lesson planning; demonstrating teaching techniques to interns; evaluating interns' performances; and, in general, promoting the activities of the teams by acting as a liaison between the interns and the university, regular teachers, principals, and community.

Four of five school officials whom we interviewed believed that the team leaders supervised, planned, and coordinated the interns' activities in a competent manner. Further, 27 of 42 interns whom we interviewed rated their team leader's supervision as good or excellent. The other 15 interns rated such supervision as fair to poor.

### Utilization of interns

Interns were utilized in various ways in the participating school districts. In the unified school district, which consisted of five schools, interns were assigned to teachers whom they assisted by preparing lesson plans, tutoring individuals and small groups of children, and teaching classes.

At the other three schools participating in the program, interns generally were not assigned to assist regular teachers but were allowed to teach classes on their own after minimal orientation by the regular teachers in the classroom. Guidance and supervision of these interns were provided by the team leaders. At one of these schools, the interns taught subjects, such as algebra in Spanish, physiology, and mammal ecology, which previously had not been taught at the school. At the second school, cycle II interns were assigned to work with regular teachers; interns in subsequent cycles were given full responsibility for teaching certain grades during the morning hours.

#### Teaching responsibility assumed by corps members in Allensworth school--an arrangement not authorized by law

In the third school--a two-room building serving about 35 children--corps members, with the approval of Teacher Corps officials in Washington, D.C., assumed the responsibilities of the two full-time regular teaching positions for the 1969-70 and 1970-71 school years. In our opinion, the arrangement under which the team of corps members operated was in violation of section 517 of the Higher Education Act of 1965, as amended (20 U.S.C. 1107), which states that no member of the Teacher Corps shall be furnished to any local educational agency to replace any teacher who is, or would otherwise be, employed.

The school is the only one in the district, and about half of its children are black and the other half are Mexican-American. The children's parents are migrant seasonal farm workers having an average annual family income of about \$2,500.

During the 1968-69 school year, two regular teachers were employed at the school. The assistant superintendent of schools in Tulare County stated that, early in May 1969, one of the school's teachers had given notice that she intended to resign at the end of that school year. The personnel director of the Tulare County Department of Education stated that the department had attempted to recruit a replacement teacher for the school through visits to a number of teacher preparation colleges and universities in the State and through advertisements in a publication which listed statewide teaching vacancies and which was circulated to schools in the State.

The personnel director stated that he had discussed the vacant teaching position with about 25 individuals who were interested in teaching in Tulare County; however, all of them declined to accept the position, including four who had visited the school before making their decision. The Tulare County superintendent of schools stated that the school district had a long history of being unable to attract and retain well-qualified teachers and that the community was poor in terms of physical resources and community leadership.

The superintendent pointed out that the school's only other regular teacher had died on August 4, 1969, and that the district had been faced with the possibility of not having a teacher for the opening of school in September. He stated that discussions had been held concerning the possibility of an adjacent school district's having the students attend its school for the 1969-70 year. The assistant superintendent said that the adjacent district believed that it could absorb the children without increasing its teaching staff but that the parents had been opposed to their children's attending another school.

The superintendent stated that the USC rural-migrant program staff, upon learning of the needs of the district, had offered to furnish a team of corps members to provide teaching services at the school. We were told that the school district's board of trustees had accepted the offer with the understanding that two of the team members would be hired by the board as teachers of record under contract to the district. This arrangement was necessary to show that the school district had teachers so that it could qualify for State aid to operate the school.

We were told by the superintendent that, at the beginning of the 1969-70 school year, two interns had signed contracts at the district's minimum teaching salary of \$6,000 a year and had made application to the State Department of Education for teaching certificates. These two interns served as teachers of record for that school year. In May 1970 one intern was given a teaching certificate by the State; however, the other was refused a certificate because he did not meet the State's eligibility requirements. The latter intern dropped out of the program at the end of the 1969-70 school year, and one of the team's other interns joined the remaining teacher of record by signing a teaching contract with the district for the 1970-71 school year. He also obtained a teaching certificate.

Tulare County Department of Education officials informed us that the interns who had been given teaching contracts also had received compensation from funds provided for the Teacher Corps program. The interns retained this compensation but were required to endorse the checks they received under their teaching contracts and return them to the school district. We were advised that, by following this procedure, the district was provided with additional operating funds.

The interns who signed teaching contracts were paid from Teacher Corps funds as consultants, rather than as interns. Tulare County Department of Education officials stated that the interns were paid as consultants so that it would not be necessary for the school district to withhold amounts for retirement and income tax from their Teacher Corps compensation--such deductions were withheld from the salaries which the interns received under their teaching contracts with the school district. The effect of this arrangement was that the interns who were paid as consultants received 100 percent of their Teacher Corps compensation, whereas the other interns received the net amount of such compensation after amounts for retirement and income tax were withheld.

We examined financial records maintained by the superintendent of schools' office in Tulare County and ascertained that all amounts paid to the three interns under their teaching contracts, as of November 1970, had been returned to the school district's general fund and had been recorded as



donations. The superintendent of schools stated that a portion of the refunded salaries had been used to provide additional supplies, equipment, and other services for the school.

Teacher Corps officials in Washington, D.C., said that they had approved the arrangement for a team of corps members to operate the school without considering whether such arrangement resulted in the supplanting of a teacher who would otherwise have been hired. They stated that, because the school district was unable to obtain a teacher, the assignment of the corps members, in their opinion, was appropriate.

State Department of Education officials advised us that, although they were aware of the assignment of interns to the school, they were not aware that the Teacher Corps team was the entire teaching staff or that the interns who were designated as teachers of record were returning their teaching salaries to the district. One of the officials stated that these arrangements were not in violation of the department's policy regarding the district's qualification for State aid. Another official stated that the State Department of Education had no procedure for aiding a school district in recruiting teachers.

The assistant superintendent of schools in Tulare County said that he was not aware of the provision in the Higher Education Act of 1965 that precludes a corps member from supplanting a teacher. He stated, however, that, in view of the effort made by the Tulare County Department of Education to recruit a teacher prior to the beginning of the 1969-70 school year, he believed that the arrangement under which the rural-migrant program team of corps members operated was appropriate.

The assistant superintendent of schools informed us in January 1971 that no further attempts had been made to obtain regular teachers for the school district after it had entered into the arrangement with the Teacher Corps at the beginning of the 1969-70 school year. He stated that it was the Tulare County Department of Education's understanding that the Teacher Corps team was to be assigned for a 2-year period. He stated also that, although no commitments had

been made as of January 1971, he believed that permanent teaching positions would be offered to two of the corps members when they completed their Teacher Corps assignments at the school in June 1971.

In our opinion, it was not the intent of the enabling legislation to permit Teacher Corps funds to be used as a substitute for State and local funds that otherwise would have been used for payment of regular teacher salaries. Because the arrangement entered into by the Teacher Corps at the school resulted in the supplanting of local funds by Teacher Corps funds for the payment of regular teacher salaries, this arrangement does not appear to be authorized by the law.

Because the Office of Education deemed it advisable under the circumstances to authorize the assignment of corps members to the school, we believe that it should have encouraged the Tulare County Department of Education to continue its search for regular teachers during the period that the corps members were assigned.

Teaching techniques, new classes, and special projects introduced by corps members

Teaching techniques

The majority of interns whom we interviewed informed us that they were permitted to develop their own teaching techniques when providing instruction to the children. As a result, they introduced several teaching methods not previously used in the schools to which they were assigned. These methods included:

- A visual-literacy approach to learning in which a child takes a photograph or draws a picture, tells what the picture means to him (which is recorded by the teacher with grammatical and vocabulary errors intact), and learns to read his own story. The teacher then takes the text, designs remedial lessons, and teaches the child to correct his own errors by rewriting the story. This allows the child to aid in developing reading material which is relevant to him. (See photograph on p. 27 furnished by the university's School of Education.)
- A reading approach which stresses rules relating to the sounds and pronunciation of segments of words. When the student masters this approach, he is not limited to reading books with controlled vocabularies, as in standard reading approaches, and he can begin reading any book that interests him and is understandable.
- An approach to reading using paperback novels and newspapers to stimulate the student's interest. The student is allowed to set his own pace and concentrate on the material that interests him.
- Use of interns and experienced teachers to teach classes in teams. For example, an intern aided the regular teacher by teaching algebra in Spanish to the Mexican-American high school students who were not fluent in English, while the regular teacher continued in English with the other students. The superintendent was particularly pleased with this approach.





Teacher Corps intern recording students' descriptions of pictures they made in a visual-literacy class.

School officials believed that only the visual-literacy and team-teaching techniques would be retained after the rural-migrant Teacher Corps program in Tulare County was completed in June 1971. We were told that the visual-literacy technique would be used during the 1970-71 school year in a first-grade class to be taught by three interns and a team leader; in subsequent years, it was to be provided by regular school faculty. We were told also that, during the 1970-71 school year, a class comprising both seventh and eighth graders at another school would be taught by a team comprising a former team leader and another teacher.

### New classes and special projects

Corps members also were successful in introducing subjects in the schools. English as a second language was taught at only one of the participating schools prior to the USC rural-migrant program. As of January 1971 classes in English as a second language were available to the children at all participating school districts. (See photograph below furnished by the university's School of Education.)



Teacher Corps intern instructing English as a second-language class at an elementary school.

An intern established a math and science center at an elementary school, which operated before and after school hours and at noon. Experiments were available which the students could set up and carry out with minimal aid. Instructional cards for the experiments, as well as instructor aids, were available in both English and Spanish. The superintendent informed us that the center was beneficial to, and quite popular with, the children.

One intern developed a class in mammal ecology and took children on field trips to the zoo and other places in

conjunction with this class. Some interns supplemented their classroom activities by taking children on field trips to museums and to recreational and sporting events.

School officials informed us that they hoped to continue, after the corps members completed their assignments, the classes in English as a second language and the classes in science and algebra which were taught in Spanish. They stated, however, that other courses introduced by corps members, as well as much of the individualized instruction and many of the field trips, would not be continued because of insufficient funds or personnel.

Although the Teacher Corps goals included the objective of having school districts carry on the successful features of the Teacher Corps program after Federal funding ceases, the guidelines furnished to the districts for the cycles covered by our review did not contain any provisions requiring the districts to provide specific plans indicating the availability of fiscal support or other resources to enable them to carry on the more effective projects and innovative methods implemented under the Teacher Corps program. In the cycle IV proposal for the USC rural-migrant program, however, the university and participating schools recognized the need to obtain other funding sources for continuing successful teaching concepts introduced by corps members. The proposal stated that efforts would be made to seek other sources of funding for the support of new approaches which evolved from the Teacher Corps interns' efforts.

We noted that Teacher Corps guidelines issued for the sixth cycle (1971-73) included explicit requirements for participating districts to show how successful features of a Teacher Corps program would ultimately be integrated into the districts' regular programs. We consider it important that such requirements be implemented effectively by Teacher Corps officials to help achieve the fullest measure of benefits reasonably obtainable from the federally funded Teacher Corps program.

#### Need for special training for interns assigned to high schools

Interns were assigned to two high schools in the participating school districts, where they were allowed to teach

classes on their own after minimal orientation in the classroom by the regular teachers. The principal at one of these schools informed us that constructive relations between the faculty and the interns had not developed and that the constant friction between the two groups had caused the school district to reassign the interns to elementary schools in that district after their first year of training.

To preclude such a problem from occurring in the elementary schools, the school district, the rural-migrant team, and the community created an advisory board to (1) familiarize the elementary school faculty and community with the objectives and activities of the Teacher Corps, (2) participate in the selection of the interns' community activities, and (3) act as a bridge between the interns and the community. We were informed by community and school representatives that the board had contributed to the acceptance of the interns in the district's elementary schools.

At the other high school, a cycle III intern was dismissed in February 1970 because he had maintained reading material in the classroom which the school board considered to be in bad taste. His dismissal resulted in the resignation at that school of two other cycle III interns and a 3-week walkout by about 40 percent of the Mexican-American students.

Three of 10 regular teachers whom we interviewed believed that the incident might have been avoided if the interns had been assigned to work in cooperation with regular teachers. The high school principal stated that interns had not been assigned to regular teachers because he believed that the interns could get more practical experience by having the teaching responsibilities for entire classes. He also stated that the cycle IV interns at this school would be allowed to complete their assignments but that, because of the problems encountered and the resulting attitude of the community toward the program, the high school would not participate in another Teacher Corps program. Instead he was planning to have students from a nearby college do their student teaching at the high school.

University officials advised us that these incidents showed them that there was a need to recruit more mature interns for assignments in high schools and to revise the

preservice training of such interns. We were told that, in selecting interns for future Teacher Corps programs, the university planned to look for traits in prospective interns that would indicate their ability to cope with the maturity of teenagers. In addition, during preservice the high school faculty will be requested to take an active part in establishing a constructive relationship between the faculty and the interns and in preparing the interns to better adjust to the type of school community in which they will be training.

## EDUCATION-RELATED COMMUNITY ACTIVITIES

Although the authorizing legislation does not specifically provide for community activities, Teacher Corps guidelines encourage involvement by corps members in community-based education programs. Such activities were to be planned and undertaken with the active participation of parents and other community members. This requirement was based on the belief of the Teacher Corps officials that children learn not only in school but also from other children both in and out of school and from their parents and neighborhood and that each of these three areas must be strengthened if children from low-income families are to receive an education comparable to that of the more advantaged children.

Corps members initiated or participated in a number of education-related community activities. Corps members organized evening classes for adults learning English as a second language; participated in meetings involving the Parent-Teacher Association, Girl Scouts, and Boy Scouts; and provided a summer recreation program for children in one school district. Some of the other community activities are discussed below.

During the 1969-70 school year, a group of interns assisted a community in establishing a nonprofit organization which was operated with funds provided by the Department of Labor to develop craft skills (such as woodworking) that would help high school students obtain jobs after graduation. We were told by the project's executive director that the project was successful in providing training for the high school students and that, as of June 1970, efforts were under way by the community to obtain loans from the Small Business Administration to make the project a self-supporting commercial operation.

In another community, corps members, in cooperation with the university's School of Dentistry, made arrangements for dental health services to be provided to children and adults. A mobile dental clinic staffed by students from the School of Dentistry served about 1,500 people from the rural-migrant community during the period December 1968 through October 1970. A team leader stated that many of those served would not have otherwise been able to obtain necessary dental care.

During September 1969 a group of corps members in another community established a youth center which was open after school and on weekends. The center had a paperback library and offered classes in ceramics, art, and photography. It also showed old-time movies and operated a project for children to borrow toys that the corps members had collected. In December 1970 a former Teacher Corps intern was operating this center as a Department of Labor project.

One cycle II team of corps members provided teaching assistance to youths in a Tulare County juvenile detention facility. Three interns taught or assisted in various classes 1 day a week for about 2 months; another intern provided assistance for the entire school year. The principal of the detention facility believed that the latter intern's involvement had a lasting impact on the youths because the intern had developed a science class and had increased the youths' interest in this subject through such activities as field trips and taxidermy projects.



RETENTION OF CORPS MEMBERS  
AS REGULAR TEACHERS

The university records showed the status at December 1970 of 35 of the 37 interns who had completed the second and third cycles of the USC rural-migrant program. Of these 35 interns, 19 (54 percent) were teaching children of low-income families--16 were in rural areas and three were in urban areas. Data regarding the status of the 37 interns is summarized below.

	Cycle <u>II</u>	Cycle <u>III</u>	<u>Total</u>
Teaching:			
--Rural areas	8	8	16
--Other low-income areas	2	1	3
--Other than low-income areas	<u>-</u>	<u>1</u>	<u>1</u>
	10	10	20
Other positions in field of education	1	5	9
Positions in other fields	3	3	6
Positions unknown	<u>-</u>	<u>2</u>	<u>2</u>
Total	<u>17</u>	<u>20</u>	<u>37</u>

Most of the 17 interns in the cycle IV program told us that they planned to teach in rural or other low-income areas when they completed the program in June 1971.

Of the three team leaders who completed the program, one became principal of the school in which he had been a team leader, another returned to teaching in his school district, and the third accepted a position as curriculum coordinator at schools in Los Angeles County.



## CONCLUSIONS

The Teacher Corps' legislative objective of strengthening educational opportunities available to children in areas having concentrations of low-income families was accomplished in the schools where corps members in the USC rural-migrant program had been assigned.

As a result of the program, children were given more individualized instruction, the range of classroom and extracurricular activities was expanded, the ratio of students to teachers was improved, and various teaching techniques were introduced. Also children and their parents were provided with educational benefits from the community activities of corps members.

Some of the new approaches to educating children were expected to be carried on by the schools after the program in Tulare County was completed in June 1971. Other teaching approaches were not expected to be continued because the school districts lacked the necessary manpower and resources. More than half of the interns who had graduated were teaching children of rural-migrant or other low-income families, and most of the interns who were still in training had plans to teach in disadvantaged areas.

The team of corps members that assumed the teaching responsibility in one school operated under an arrangement which, we believe, was not authorized under the enabling legislation. This arrangement resulted in corps members' taking over teaching positions that were intended for regular teachers and in Teacher Corps funds' being used to supplant State and local funds that otherwise would have been expended for regular teacher salaries. We believe that HEW should clarify for Teacher Corps officials the intent of the legislation to help ensure that corps members are used in accordance with such intent.

In view of the problems experienced with the interns who were assigned to high schools in the rural-migrant program, we believe that the Teacher Corps should assist universities in creating an atmosphere in which corps members can participate effectively in training assignments in high schools.

RECOMMENDATIONS TO THE SECRETARY  
OF HEALTH, EDUCATION, AND WELFARE

To make the Teacher Corps program more effective in accomplishing its legislative objectives, we recommend that the Secretary of HEW

--clarify for Teacher Corps officials the intent of the enabling legislation with respect to the use of corps members and emphasize to the Office of Education the need to monitor the program more closely to help ensure that corps members are used in accordance with such intent and

--provide for the Office of Education to assist universities in developing approaches for creating an atmosphere in which corps members can effectively participate in training assignments in high schools.

AGENCY COMMENTS

The Assistant Secretary, Comptroller, HEW, commented on a draft of this report by letter dated May 20, 1971. (See app. II.) He stated that the report presented an accurate account of the strengths and weaknesses of the USC rural-migrant program and that the conclusions were sound and the recommendations sufficiently objective to produce action needed to make the Teacher Corps program more effective. He stated also that HEW's comments were the product of a review of the report by cognizant HEW and Office of Education officials and of the responses from the California Department of Education.

The Assistant Secretary stated further that HEW concurred in our recommendation that the intent of the legislation concerning the use of corps members needed to be clarified for Teacher Corps officials. He stated, however, that HEW was of the opinion that the use of corps members who assumed the entire teaching responsibility at a school was proper and in accordance with the legislative intent of the Teacher Corps program. He stated also that a legal decision would be requested of the Department's Office of General Counsel to resolve this issue.

Because the school did not have a regular teacher for the beginning of the 1969-70 school year, the initial assignment of corps members to State or locally allotted teaching positions at the school may not have been a violation of the legislation governing the Teacher Corps program. It is our opinion, however, that the arrangement under which the team of corps members operated resulted in a violation of the legislation when the Tulare County Department of Education did not continue its search for regular teachers during the 2 years of the corps members' assignment to the school.

Our May 1971 report to the Congress on the Teacher Corps program at Western Carolina University also discussed a situation where corps members were employed in State or locally allotted teaching positions that were intended for regular teachers. We believe therefore that the Secretary of HEW should emphasize to the Office of Education that members of the Teacher Corps are not to be used to replace any teachers who are, or would otherwise be, employed by a local educational agency.

The Assistant Secretary stated that HEW concurred also in our recommendation regarding the need for special approaches to help ensure that corps members were used effectively in high schools. He pointed out that only a small percentage of Teacher Corps programs were in high schools and that HEW recognized the need for these programs to refine their objectives and the activities related to achieving them. He said that the Teacher Corps, to the extent that resources permitted, would help universities to develop approaches for preparing secondary school teachers.

## CHAPTER 4

### IMPACT OF PROGRAM ON BROADENING

#### USC's TEACHER PREPARATION PROGRAM

The rural-migrant Teacher Corps program at USC was successful in broadening the university's teacher preparation program. The university established for the interns a special curriculum which included existing courses that were modified to make the course content more relevant to their needs and new courses that were developed to emphasize proficiency in the Spanish language and sensitivity to the learning problems of Spanish-speaking children of rural-migrant families.

Experience with the rural-migrant program influenced the university in (1) developing and offering to its regular students for the 1971-72 school year an internship program for preparing students to teach Spanish-speaking children in rural areas, (2) establishing a center for studies in rural and migrant education, and (3) adding certain courses, developed for Teacher Corps interns, to the university's curriculum which was available to all prospective teachers.

#### ACADEMIC COURSE WORK OFFERED TO RURAL-MIGRANT PROGRAM INTERNS

Although the university has had extensive experience since the early 1950's in developing and implementing programs which combine practical classroom experience with academic training to prepare students for a teaching credential and/or an advanced degree, the rural-migrant program was the university's first attempt in preparing individuals to teach children from low-income, rural-migrant families.

The university pointed out in its proposals that the migrant child often was more fluent in Spanish than English but that he seldom encountered teachers who spoke Spanish. Two of the major objectives of the rural-migrant program were to explore techniques to change the way in which teachers were prepared and to develop new ideas in education. The university hoped to develop a model that could be used

by other universities and colleges in their training of teachers to meet the special educational needs of disadvantaged minority children. Another objective was to develop curriculum materials for use in the education of students interested in teaching in rural areas.

The interns' curriculum included regular courses required by the university's School of Education for a master's degree in education and for qualification for a State teaching credential, as well as courses that were designed to be of value in teaching the rural-migrant child.

The regular courses generally were modified to make the classroom presentation and course content more relevant to the needs of the interns. The additional course work included (1) existing and specially developed new courses related to teaching English to speakers of other languages, (2) a new course in high-intensity language training in Spanish, and (3) a new course in Mexican-American ethnic studies. Teacher Corps interns were required to take from 56 to 67 semester units of academic work, compared with a minimum of 43 semester units required by the university of other graduate students without prior education courses.

Most of the interns that we interviewed expressed the opinion that all or some of their Teacher Corps course work was relevant and would be of benefit to students majoring in education in their understanding of teaching methods for use in disadvantaged rural-area schools. Some interns stated that the courses in ethnic studies and teaching English to speakers of other languages were the most relevant to their needs. Other interns believed that they were given too much course work, some of which was not particularly relevant to their needs. The program director was of the opinion that the interns would benefit in their future teaching experiences from the knowledge which they obtained from their Teacher Corps training at the university.

INFLUENCE OF RURAL-MIGRANT PROGRAM  
ON THE UNIVERSITY'S REGULAR  
TEACHER PREPARATION PROGRAM

The director of the university's Department of Teacher Education, who was also the director of the rural-migrant

program, advised us that his staff continually was alert for opportunities wherein the experiences of the Teacher Corps could be used in broadening the university's regular teacher preparation program. He stated that information regarding the program was disseminated within the School of Education through discussions between Teacher Corps instructors, rural-migrant program personnel, and other faculty members. We were informed that a number of changes had been made in the university's regular teacher preparation program as a result of the university's experience with the rural-migrant program. These changes are discussed below.

The university is developing a teacher internship program which will focus on training individuals as teachers who will be capable of meeting the educational needs of Spanish-speaking children in rural schools. It will be a 39-semester-unit graduate studies program leading to a California teaching credential and a master's degree in education. The curriculum will consist of a number of the courses that were developed or modified for the rural-migrant program. Individuals will receive intensive training in teaching English to Spanish-speaking children and will be expected to have or develop fluency in speaking, reading, and writing Spanish.

During their internship the interns will be employed by a school district in a rural area and will be paid by the district at a minimum rate of \$6,000 a school year. The rural-migrant program director stated that the Tulare County superintendent of schools had agreed to help place 30 individuals in this program in the school district during the 1971-72 school year and that school districts in other counties had indicated an interest in participating in the program.

As a result of its experience with the rural-migrant program, the university's School of Education also developed two new courses for preparing students to teach English to children who speak other languages. These courses emphasize fieldwork, readings, and a workshop in bilingual education. Beginning in September 1970 the courses were offered to students in the university's regular teacher preparation program. The addition of these new courses enabled the university's School of Education to expand the course work



available for students working toward either a certificate or a degree in education, which denoted specialization in the teaching of English to speakers of other languages.

Officials of the university's School of Education, working in cooperation with the rural-migrant program staff, developed a center at the university for coordinating studies relating to rural and migrant education. The center was operated by the USC rural-migrant program staff from the time that it was established in 1968. As of December 1970 it had been involved primarily in accumulating materials and documents that would be used to assist the university in developing an expertise in rural and migrant education. The director of the Department of Teacher Education stated that the center ultimately was expected to assume responsibility for administering the new teacher-training internship program and the special programs of preparing students to teach English to speakers of other languages, which were discussed above.

University officials informed us that they recognized the need for the rural-migrant program interns to be given an ethnic studies course dealing with Mexican-American history and culture. Such a course was developed and taught by an instructor who was employed on a full-time basis by the rural-migrant program. The course subsequently was added to the curriculum of the university's College of Letters, Arts, and Sciences in 1969 and was offered to all students, including those majoring in education.

As part of the training for the rural-migrant program interns, the university developed a model for high-intensity language training in conversational Spanish for non-Spanish speakers. This was a 6-week course conducted initially during the preservice phase of cycle III for interns from several Teacher Corps programs in California and other States, which served Spanish-speaking communities. The course was also conducted for the USC rural-migrant interns during the preservice phase of cycle IV.

University officials advised us that for the 1970-71 school year the course was made part of a program available to candidates seeking a doctoral degree in the School of Education. Also Teacher Corps officials in Washington, D.C.,

advised us that reports on the success of this high-intensity language training had been shared with other educational institutions and that two of them had organized similar training courses for their Teacher Corps programs.

The university published four booklets on migrancy and rural poverty. Three of these booklets were based on the lectures of guest speakers given to Teacher Corps interns, and the fourth was a report on the rural-migrant high-intensity language training course that was developed for the interns. A rural-migrant program official advised us that one of the booklets was used as reference material in an educational sociology class. Copies of the four booklets were made available, upon request, to other universities and educational agencies throughout the Nation. The rural-migrant program director advised us that the university had received a number of favorable comments from the recipients. Additional booklets on aspects of migrancy and rural poverty were being prepared at the time of our review.

#### CONCLUSION

The rural-migrant program has been successful in broadening the university's program of teacher preparation. This was achieved by developing new courses and teaching techniques and by expanding course work to be more relevant to the needs of corps members in their training to become teachers of rural-migrant children.

Some of the new courses were incorporated into the university's curriculum available to all prospective teachers, and a center was established to coordinate university activities in the field of rural-migrant education. As a result of its experience with the Teacher Corps, the university also developed a bilingual internship program for preparing individuals to teach and to meet the educational needs of Spanish-speaking children in rural areas.



## CHAPTER 5

### ROLE OF CALIFORNIA DEPARTMENT OF EDUCATION

#### IN THE PROGRAM

Teacher Corps legislation requires that the appropriate State educational agency approve program proposals submitted by universities and local school districts. The Office of Education encourages State agencies to review proposals in the light of the State's educational objectives and priorities.

Officials of the California Department of Education informed us that, because the local school districts and universities generally developed their Teacher Corps programs directly with the Office of Education, the department limited its role to reviewing program proposals and notifying the Office of Education of their approval. They stated that representatives from the department had made visits to certain colleges and school districts to encourage the submission of program proposals for cycles V and VI.

The department officials informed us that they would prefer to take a more active role with respect to Teacher Corps programs in California but that the department did not have the resources to participate more extensively in programs in which it was not directly involved as a grantee.

The department official responsible for reviewing Teacher Corps proposals stated that he believed that the work performed in school districts by corps members and graduates of the Teacher Corps program had had some impact on education in California. He believed that such impact could best be demonstrated through studies or evaluations of the effect of the corps members on the learning abilities of children. He stated that he would be interested in receiving reports on any such studies and would disseminate such reports to other educational institutions in California.

We were informed that the department had not received copies of USC's reports on the results of its completed cycles of the rural-migrant program. We brought this to the

attention of the university's rural-migrant program staff and were informed that copies of these reports would be sent to the department. We recognize that these reports do not contain quantitative evaluations of the effect of the program on the participating school children. We believe, however, that these reports contain information that may be of some benefit to the department and to other educational institutions in California in learning about the specialized training, experiments, and teaching techniques used in the rural-migrant program.

During our review we noted that the California Department of Education, pursuant to title I of the Elementary and Secondary Education Act, as amended, had established in 1967 a statewide program to help meet the educational needs of migrant children. Under this program the department provides the resources to school districts to employ individuals who will provide special instructional services, as a supplement to the districts' regular school program, to assist migrant children in meeting their needs for attaining adequate progress in their academic work. Three of the school districts participating in the State program in Tulare County also are involved in the USC rural-migrant program.

We also noted that the USC rural-migrant program proposals committed that program to support the State's migrant program by coordinating activities and providing information relating to the education of migrant children.

In May 1970 the State official responsible for the administration of the State's migrant program in Tulare County learned that corps members in the USC rural-migrant Teacher Corps program were teaching English in classrooms of Spanish-speaking children. The California Department of Education subsequently provided funds under its program to the school districts to permit continuation of these classes after the corps members completed their assignments.

The State official told us in February 1971 that he was not aware of other classes and teaching techniques introduced by corps members in Tulare County. He stated that he would be interested in learning about such classes and approaches so that they could be considered for continuation

under the State's program. We brought this to the attention of the USC rural-migrant program staff and were informed that arrangements would be made to provide the State official with information regarding successful approaches that were used by corps members in educating the migrant children.

### CONCLUSION

The Teacher Corps programs in California could be made more effective through broader dissemination by the California Department of Education of information concerning experiments and teaching techniques successfully used in the Teacher Corps programs in the State. This information would be of particular benefit to educational institutions in the State that have not undertaken a Teacher Corps program.

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In our recent report to the Congress on USC's urban Teacher Corps program (B-164031(1), July 9, 1971), we recommended that HEW encourage the California Department of Education to provide for broad dissemination of successful approaches used in Teacher Corps programs in the State. HEW concurred with this recommendation.

## CHAPTER 6

### SCOPE OF REVIEW

We reviewed the legislative history of the Teacher Corps program and the related policies, procedures, and guidelines of the Office of Education. We reviewed records relating to corps member selection, corps member activities in the schools and at USC, retention of corps members in teaching after completion of corps service, and various administrative aspects of the program. Our review was performed at the Teacher Corps headquarters in Washington, D.C.; at USC; and at the participating schools in Tulare County, California. We also interviewed interns, team leaders, teachers, and officials of the local schools, USC, the California Department of Education, and the Teacher Corps.

Our fieldwork was concerned primarily with the activities of the third and fourth cycles of the rural-migrant Teacher Corps program, because these were the cycles in operation at the time of our review. We also obtained certain information on activities of the second program cycle.

APPENDIXES

APPENDIX I

GAO REPORTS ON  
 REVIEWS OF THE TEACHER CORPS PROGRAM  
 AT SELECTED UNIVERSITIES  
 AND LOCAL EDUCATIONAL AGENCIES

<u>Report title</u>	<u>B-number</u>	<u>Date issued</u>
Assessment of the Impact of the Teacher Corps Program at the University of Miami and Participating Schools in South Florida	B-164031(1)	Apr. 16, 1971
Assessment of the Teacher Corps Program at Northern Arizona University and Participating Schools on the Navajo and Hopi Indian Reservations	B-164031(1)	May 13, 1971
Assessment of the Teacher Corps Program at Western Carolina University and Participating Schools in North Carolina	B-164031(1)	May 20, 1971
Assessment of the Teacher Corps Program at the University of Southern California and Participating Schools in Los Angeles and Riverside Counties	B-164031(1)	July 9, 1971

APPENDIX II



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
WASHINGTON, D.C. 20201

OFFICE OF THE SECRETARY

MAY 20 1971

Mr. Philip Charam  
Associate Director  
United States General  
Accounting Office  
Washington, D.C. 20548


Dear Mr. Charam:

The Secretary has asked that I reply to your letter dated March 19, 1971, with which you forwarded the draft report of the General Accounting Office review of the Teacher Corps Program at the University of Southern California and Participating Schools in Tulare County. We appreciate the opportunity to review and comment on the report, the conclusions and recommendations.

The report indicates that a very comprehensive review was performed and presents an accurate account of the strengths and weaknesses of the Teacher Corps University of Southern California-Rural Program. The conclusions are sound and the recommendations are sufficiently objective to produce required remedial action to make the Teacher Corps Program more effective.

Detailed comments on the recommendations, together with the statements of actions to be taken to implement them, are set forth in the enclosures hereto. They are the product of review by cognizant Departmental and Office of Education staff of the report and the response from the California Department of Education.

Sincerely yours,

  
James B. Cardwell  
Assistant Secretary, Comptroller

Enclosure



APPENDIX II

Department of Health, Education, and Welfare  
Comments Pertinent to the Draft of Report to the Congress of the  
United States by the Comptroller General of the United States on  
Assessing the Impact of the Teacher Corps Program at the University  
of Southern California and Participating Schools in Tulare County

We encourage Teacher Corps to assist universities in developing approaches for adequately preparing corpsmembers for training assignments in high schools.

Department Comment

We concur in the recommendation.

To the extent that resources permit Teacher Corps will help universities to develop approaches for preparing secondary school teachers. It should be noted that only a small percentage of Teacher Corps programs are in high schools. We do, however, recognize the need for these programs to refine their objectives and the activities related to achieving them.

[See GAO note.]

We also recommend that HEW clarify the intent of the Teacher Corps legislation with respect to the use of corpsmembers and emphasize to the Office of Education the need to monitor the program more closely to help ensure that corpsmembers are used in accordance with such intent.

Department Comment

We concur in the recommendation.

We recognize the complexity of this problem. Although we are of the opinion that the use of corpsmembers as described in the GAO report was proper and in accord with legislative intent, a legal decision will be requested of the Department's Office of the General Counsel to resolve this issue.

GAO note: Deleted comments relate to material which was presented in draft report but which has been omitted from this final report.

APPENDIX III

PRINCIPAL OFFICIALS OF THE  
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
RESPONSIBLE FOR THE ADMINISTRATION OF ACTIVITIES  
DISCUSSED IN THIS REPORT

	<u>Tenure of office</u>	
	<u>From</u>	<u>To</u>
SECRETARY OF HEALTH, EDUCATION, AND WELFARE:		
Elliot L. Richardson	June 1970	Present
Robert H. Finch	Jan. 1969	June 1970
Wilbur J. Cohen	Mar. 1968	Jan. 1969
John W. Gardner	Aug. 1965	Mar. 1968
ASSISTANT SECRETARY, EDUCATION:		
Vacant	June 1970	Present
James E. Allen, Jr.	May 1969	June 1970
Peter P. Muirhead (acting)	Jan. 1969	May 1969
Lynn M. Bartlett	July 1968	Jan. 1969
Paul A. Miller	July 1966	July 1968
Francis Keppel	Oct. 1965	May 1966
COMMISSIONER OF EDUCATION:		
Sidney P. Marland, Jr.	Dec. 1970	Present
Terrel H. Bell (acting)	June 1970	Dec. 1970
James E. Allen, Jr.	May 1969	June 1970
Peter P. Muirhead (acting)	Jan. 1969	May 1969
Harold Howe II	Jan. 1966	Dec. 1968
Francis Keppel	Dec. 1962	Jan. 1966