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## ABSTRACT

In this 1973 annual report, the National Advisory Council on the Education of Disadvantaged Children concludes that, regardless of the approach legislation may take, certain provisions should be included as fundamental for efficient use of funds and for determining that the funds are, indeed, used for helping disadvantaged children. Among the legislative recommendations are: (1) the concept of forward funding be applied to all compensatory education programs; (2) any Federal approach to compensatory education should contain a mandated parent advisory council of parents of affected children; (3) funds be made available to develop models, materials, and curricula appropriate to bilingual-bicultural programs; ways of implementing competency-based evaluations; and, teacher training in this area; (4) a comprehensive migrant program be mandated national priority; and, (5) a Presidentially-appointed, statutory council is essential to insure candid independent judgments. Among the administrative recommendations are: (1) Federal funds be used to develop culturally sensitive books and instructional materials for classroom use; (2) the National Institute of Education should have as its research priority the accumulation and evaluation of data necessary to establish which programs are successful and replicable, for their optimal use in the education programs for disadvantaged children; and, (3) the SEA approve and direct implementation of projects and State priorities, and channel expertise into the needed area. (RJ)

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ANNUAL REPORT TO THE PRESIDENT AND THE CONGRESS / 1973

ED 086755

**AMERICA'S  
EDUCATIONALLY  
NEGLECTED**

**a progress report on compensatory education**

U.S. DEPARTMENT OF HEALTH,  
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**NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN**  
425 Thirteenth Street NW./Suite 1012/Washington, D.C. 20004

UD013981

## Elementary and Secondary Education Act of 1965

### TITLE I—FINANCIAL ASSISTANCE TO LOCAL EDUCATIONAL AGENCIES FOR THE EDUCATION OF CHILDREN OF LOW-INCOME FAMILIES

#### DECLARATION OF POLICY

SEC. 101. In recognition of the special educational needs of children of low-income families and the impact that concentrations of low-income families have on the ability of local educational agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance (as set forth in the following parts of this title) to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means (including preschool programs) which contribute particularly to meeting the special educational needs of educationally deprived children.

(20 U.S.C. 241a) Enacted April 11, 1965, P.L. 89-10, Title I, sec. 2, 79 Stat. 27; redesignated and amended January 2, 1968, P.L. 90-247, Title I, secs. 108(a) (2), 110, 81 Stat. 786, 787; amended April 13, 1970, P.L. 91-230, sec. 113(b) (2), 84 Stat. 126.

#### NATIONAL ADVISORY COUNCIL

SEC. 148. (a) There shall be a National Advisory Council on the Education of Disadvantaged Children (hereinafter in this section referred to as the "National Council") consisting of fifteen members appointed by the President, without regard to the provisions of title 5, United States Code, governing appointment in the competitive service, for terms of three years, except that (1) in the case of initial members, five shall be appointed for terms of one year each and five shall be appointed for terms of two years each, and (2) appointments to fill vacancies shall be only for such terms as remain unexpired. The National Council shall meet at the call of the Chairman.

(b) The National Council shall review and evaluate the administration and operation of this title, including its effectiveness in improving the educational attainment of educationally deprived children, including the effectiveness of programs to meet their occupational and career needs, and make recommendations for the improvement of this title and its administration and operation. These recommendations shall take into consideration experience gained under this and other Federal educational programs for disadvantaged children and to the extent appropriate, experience under other public and private educational programs for disadvantaged children.

(c) The National Council shall make such reports of its activities, findings, and recommendations (including recommendations for changes in the provisions of this title) as it may deem appropriate and shall make an annual report to the President and the Congress not later than March 31 of each calendar year. Such annual report shall include a report specifically on which of the various compensatory education programs funded in whole or in part under the provisions of this title, and of other public and private educational programs for educationally deprived children, hold the highest promise for raising the educational attainment of these educationally deprived children. The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report.

20 U.S.C. 2411) Enacted April 11, 1965, P.L. 89-10, Title I, sec. 2, 79 Stat. 34; amended Nov. 3, 1966, P.L. 89-750, Title I, sec. 115, 80 Stat. 1197; redesignated and amended Jan. 2, 1968, P.L. 90-247, Title I sec. 108(a) (4), 110, 114, 81 Stat. 786-788; amended and redesignated April 13, 1970, P.L. 91-230, Title I, secs. 112, 113(b) (4), 84 Stat. 125, 126.

**NATIONAL ADVISORY COUNCIL ON THE EDUCATION  
OF DISADVANTAGED CHILDREN**

**Washington, D.C.**

**March 31, 1973**

Dear Sirs:

I am pleased to submit to you the 1973 Annual Report of the National Advisory Council on the Education of Disadvantaged Children.

The Council has been able to undertake a more active schedule this year due to the unparalleled cooperation and participation of the U.S. Office of Education, Office of Committee Management, under the specific direction of Assistant Secretary, Dr. Sidney Marland; the Deputy Commissioner for School Systems, Mr. Duane Mattheis; the Associate Commissioner for Elementary and Secondary Education, Mr. Robert Wheeler; the Director of the Division of Compensatory Education, Mr. Richard Fairley, and the Deputy Director of General Services Administration, Mr. Harold Barber. Our staff and budget were increased to workable, though not fully requested levels, and as a direct consequence, word has reached us that our usefulness to you has been improved. Constituent groups also feel that our Council is responsive and helpful.

The Council was able to host conferences with constituent groups for the purpose of channeling their experiences, data and recommendations to you. The Council Chairman testified on February 5, 1973, with regard to current education legislation, and provided the House Subcommittee on Education with a 24-page prepared testimony. (appendix A.)

The legislation having maximum impact upon Council activities was the Federal Advisory Committee Act which became effective on January 5, 1973, and was passed in October 1972. The public information requirements are strict, and we feel that they are excellent and needed. The required relationship with the agency is also strict, and some minor revisions would make the law more effective and more easily administered, however, it is by no means hamstringing the Council's activities or purposes.

May I respectfully mention at this time that the Council has been an active and supportive Council. We have attempted to mold our criticism constructively, and to respond objectively and quickly to requests for information and advice. We have made it a policy to channel constituent opinion and views to the proper Government target, and in this way to expand our citizen advice. We have consulted interested persons at all levels of our program: Clients, parents, teachers, administrators, Government officials, and other concerned citizens. We have met frequently, and studied these programs in depth. We have been consulted often, and feel that over the years our recommendations have been taken seriously, and in many cases been implemented or proposed in legislation. We are perplexed to learn at this time that our Council's existence is in question. Therefore, may I respectfully request that our activity, objectivity and

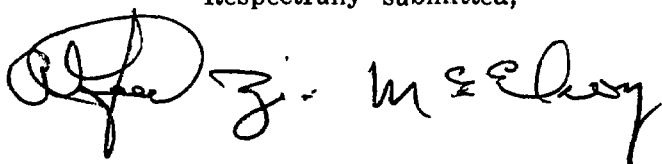
skill be considered as legislative proposals determine our fate as a functioning group. I appreciate your personal attention in this matter.

The Council has framed its report in the context that its recommendations should be included in any design of compensatory education programming. Although our statutory requirement provides for a review and evaluation of ESEA, title I, which is covered in this report, we feel that the statutorily required legislative recommendations do imply that we make statements from the title I experience on any pending compensatory education legislation.

I wish to thank you in behalf of the Council members for the opportunity to serve you on this national level, and I do personally certify that the membership of this Council are hardworking, dedicated people who have met approximately 10 times this year to study thoroughly the issues before you in this report. I respectfully state that with the strength of Presidential appointment and by reporting directly to the President and Congress, we have been able to operate with independence, candor and humility. The Council has been able to present the Federal role to the constituents of compensatory education programs as constructive and sympathetic Federal leadership seeking to eliminate wasteful expenditure and ineffective programs, and to retain effective programs and to propose legislative initiatives designed to serve the children better. After our experiences this fall and winter, we believe that we have been successful in attaining that goal.

The Council presents this 1973 annual report to you as the most important component of our activities this year.

Respectfully submitted,

A handwritten signature in cursive script, reading "A. Z. McElroy". The signature is written in dark ink on a white background.

A. Z. McElroy, Chairman

The President  
The White House

Honorable Spiro T. Agnew  
President of the Senate

Honorable Carl B. Albert  
Speaker of the House of Representatives

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## LEGISLATIVE RECOMMENDATIONS

### Summary

Title I, ESEA appropriations terminate in June of this year, and its authorization terminates in June 1974.

Council has heard many legislative suggestions made by various groups and other responsible individuals regarding their concern for future bills affecting the education of America's disadvantaged children.

Council believes that whatever course the legislators choose to follow to aid local education districts with educational programs for chronic underachievers, title I, should be extended for at least another year, unless new legislation will be completed in time to take its place with no gap in delivery of services to local districts.

Federal aid to education is no longer viewed as intervention in State affairs, as multiple programs have been enacted by Congress to help the handicapped, those in need of vocational training, to provide for libraries, school food programs and teacher training. It would be difficult to find a school district which is not receiving financial assistance from some Federal program.

With strong congressional support for education for disadvantaged children, and with title I, ESEA of 1965 as amended, up for termination, extension or restructuring, this is a good time for the President and Congress to inventory the vast Federal financial outlays which have been appropriated and spent for the purpose of helping the school children of this country.

Commonsense tells us that it is to everyone's advantage to put money into efforts to get underachievers performing at grade level. The "how" to do this evokes as many answers as there are experts and local school program planners.

The National Advisory Council will keep informed on the pending legislation in the field of education and will be available for research or other assistance requested by the President or Congress.

The Council has concluded, as a result of the studies reported in the recent annual reports of the Council, as well as from meetings with the State title I coordinators, State migrant coordinators, parent groups, and the Council's survey of exemplary title I programs, that regardless of the approach legislation may take, certain provisions should be included as fundamental for efficient use of the funds and for determining that the moneys are, indeed, used to help disadvantaged children.

### Recommendations

#### 1. Funding

#### THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- The concept of forward funding be applied to the funding of all compensatory education programs. Such legislation and guidelines should provide that local education agencies will know the amount of allocated funds 1 year in advance of the beginning of the grant period.
- Special Federal allocations of large sums for the categorical purpose of raising the educational attainment of educationally disadvantaged children are necessary and responsible.
- Funds should be provided and allocated for inservice training of teachers and coordinators.
- The carryover provision presently in the law be included in any new legislation.
- Any compensatory education program be funded as follows starting fiscal year 1974;
  - a. \$1.2 billion for distribution to State education agencies on a direct grant basis by the Federal Government
  - b. \$1.2 billion to be granted to the State education agencies to be matched by the State education agencies.
- Legislation permit the funding of local nonprofit community based organization for the purpose of delivering compensatory educational services to disadvantaged children in those situations where the local education authority does not provide such programs. Such nonprofit community-

based organization must meet the standards of the State education agencies that apply to private schools in that State and must be open to title I eligible pupils in the community on an equal basis.

## **2. Parent Involvement**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Any Federal approach to compensatory education should contain a mandated parent advisory council of parents of affected children at the district level to be involved in an advisory capacity in the planning development, operation and evaluation of the compensatory programs.
- The local education agency provide for parent councils at each school receiving compensatory education funds.

## **3. Bilingual-Bicultural Education**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Compensatory education money be made available to develop:
  - a. Models of bilingual-bicultural programs
  - b. Materials and curricula appropriate to bilingual-bicultural programs
  - c. Ways of implementing competency-based evaluations
  - d. Teacher training in this area.

## **4. Migrant Education**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- A comprehensive migrant program be mandated national priority, and that it be guaranteed an appropriation at least at the fiscal year 1973 level.

## **5. Participation of Eligible Children Enrolled in Private Schools**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Compensatory education legislation contain the minimum mandates for the participation of eligible children enrolled in private schools listed in the body of this report, and those found in the 1972 report, by:
- A bypass mechanism be provided in any compensatory education legislation to permit the U.S. Commissioner of Education to enable services providing effective participation of eligible nonpublic school children

wherever they attend school, if State laws conflict with Federal mandates, or if there is substantial failure to provide comparable services by a local education agency.

- Providing a mechanism at the State level, called a set-aside, which would earmark those funds coming to the State from the Federal Government which were determined by nonpublic school enrollments of eligible children.

## **6. Needs Assessment and Effective Programs**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Compensatory education legislation provide that local education agencies show effective results determined by the States education agencies in meeting the special educational needs.
- Any legislation on compensatory education provide that local districts be required to develop a needs assessment, in partnership with their parents, for all disadvantaged children to be served by compensatory funds before those funds are made available to them.

## **7. Evaluation of Compensatory Education**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Legislation requires planning, programming, and budgeting procedures in the preparation and operation of proposals from State and local educational agencies which are based upon (a) assessment of the local educational needs of disadvantaged children, (b) statements of measurable objectives, (c) alternative approaches for achieving these objectives, and (d) evaluation based upon stated objectives.
- Legislation should emphasize alternative educational models which maximize individualization of instruction and wherein performance, related to expenditures, will be considered the basis for determining program effectiveness.

## **8. Advisory Council**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- A Presidentially-appointed, statutory council is essential to insure candid, independent judgments, and is an effective system for obtaining citizen input on a national level.



## ADMINISTRATIVE RECOMMENDATIONS

Administrative recommendations are those recommendations which could be implemented through the executive level of the Department of Health, Education and Welfare, without the need for the enactment of special legislation.

### 1. Funding

#### THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- After the final resolution of a DHEW audit, States should be required to spend from State resources an amount equivalent to the audit exception on eligible children.
- Federal funds be used to develop culturally sensitive books and instructional materials for use in classrooms.
- Any compensatory education program which aims to serve children of agricultural migrant workers be funded based on the use of the migrant program's own resource, and uniform record transfer system, as the determining factor in measuring the number of migrant children to be served.

### 2. Parent Involvement

#### THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

- Parent advisory councils of local education agencies being audited by Department of Health, Education and Welfare have the opportunity to attend the audit exit conference and have the same opportunity as officials to provide written and verbal comments on the draft audit report.
- Auditors be required to notify State and/or local compensatory education parent advisory councils when they contact the State education agency relative to a scheduled audit visit.
- A bulletin be published at the State level which is disseminated to State and local parent council periodically, summarizing the scope, findings, recommendations, and disposition of all audits and program reviews.
- The Office of Education distribute a parent handbook to all parent advisory council chairmen and make available sufficient copies for parents of affected children.

- No other advisory structure interfere with a mandated compensatory education parent advisory council.
- Funding for parent involvement workshops, parent advisory council officials' activities, field trips, reimbursement for baby sitting, work missed, and other expenses associated with participation in the parent advisory council be written into and specifically delineated in the local education agency project application.
- Every State have a State parent advisory council whose members are a simple majority of representatives from local parent advisory councils.
- Training be mandated of parents who are to serve on the parent advisory council and that incentives be provided to parents to insure their opportunity to participate.
- The language used for compensatory education guidelines be available in layman's terms for use by parents.
- Local education agencies be required to publish the amount of compensatory education funds allocated upon notification and 30 days prior to submitting proposals to State education agencies. Such announcement should indicate the amount of allocation, date of submission of proposal to State education agency, and method by which parents can have input into proposal.

### 3. Federal Role

- The Office of Education direct designated national priorities.
- Guidelines provide for continued Federal assistance through the States to the local school districts for the purpose of providing effective educational opportunities for disadvantaged children.
- The National Institute of Education should have as its research priority the accumulation and evaluation of data necessary to establish which programs are successful and replicable, for their optimal use in the education programs of all disadvantaged children.

### 4. State Role

- The State education agency approve and direct implementation of projects and State priorities, and to channel expertise into the

needed areas. (States should be mindful of the preservation of local initiative through the maximum use of involvement of parents of affected children.)

### **5. Local Role**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

—Program design and individual needs assessment of the disadvantaged child in partnership with the parents be done at the local level.

### **6. Comparability**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS:

—Strong enforcement of simplified comparability regulations, to assure that Federal funds are used to supply extra help and not to substitute for the basic funds the States and local education agencies.

### **7. Evaluation of Compensatory Education**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

—The following amplified measurable criteria be used, which documents both cognitive and affective skills:

- a. Attendance of students;
- b. Number of discipline problems;
- c. Math achievement;
- d. Reading achievement;
- e. Parent attendance at meetings and affairs.

—Any evaluation on compensatory education should take into consideration affective as well as cognitive data.

### **8. Definition of Terms**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

—Acceptance of the term "minimum grant" in place of the term "critical mass" to define the amount of Federal increment for compensatory education.

### **9. Migrant Education**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

—The first school which identifies a migrant child should be required to make a needs assessment of that child and outline performance objectives that the child should achieve.

—The administrator of the school be required

to contact the Migrant Student Record Transfer System to obtain past records and performance of that child; and when the child leaves that school the progress he has made toward his performance objective be required to be resubmitted to the Computer Center.

—If the child's initial needs assessment indicates a need for bilingual services, each school he enters should be required to provide those services for him.

—The chief State school officers encourage and permit intrastate, interstate, and regional cooperation and communication by the State migrant coordinators and local school officials to develop compacts and programs that will provide educational continuity in the life of the migrant child as he moves from school to school.

—A full appropriation of funds be made for all compensatory education programs.

—The funding program for migrant children be expanded to include the needs of the 5 year migrant currently authorized by legislation.

—The definition of a migrant child imposed upon the Office of Migrant Education is the severest definition imposed upon any agency serving disadvantaged children.

—Any unused funds returned to the Federal Government be authorized for reallocation to the States where funds are not sufficient to meet the needs of migrant children.

### **10. Participation of Eligible Children Enrolled in Private Schools**

THE NATIONAL ADVISORY COUNCIL RECOMMENDS THAT:

—Certain steps be taken to maximize the partnership between the public and nonpublic schools in serving disadvantaged children by:

—Involving nonpublic school administrators in the total planning process for compensatory education projects (i.e. determining target areas, identifying target populations, participating in needs assessments, selecting eligible children, during program design, and participating in program evaluations).

—Establishing a position in the Department of HEW, at the level of the Secretary of HEW's cabinet, which is responsible to be the ombudsman for the 6 million nonpublic school clients.

—Providing comparability of services, wherever they attend school.

—Especially in the urban settings, the Federal-State-local partnership should do ev-

everything legally possible to provide remedial services to those eligible children, wherever they attend school.

### ***11. Bilingual-Bicultural Education***

—Means be developed to recruit more members of language minority groups to assure an adequate number of teachers and administrators who are able to meet the need of language minority children.

—Flexibility and sensitivity be exercised in teacher certification requirements in order to meet the need for bilingual-bicultural personnel.

—Any LEA with over 5 percent of its students having a dominant language other than English must provide appropriate bilingual-bicultural personnel in the school from State and local funds before the Federal requirements concerning comparability are considered to be fulfilled.

## A CASE FOR COMPENSATORY EDUCATION

The need for compensatory education is real, well documented and critical in the overall picture of education in America. It is the area of first priority for Federal leadership and assistance to the Nation's schools. Since the enactment of title I of the Elementary and Secondary Education Act in 1965, great strides have been made toward the goal of designing and implementing special educational programs and projects to meet the specific needs of local groups of educationally disadvantaged children. Many constructive gains have been made toward the goal of providing all children equal educational opportunity. However, there is still a long way to go. With this in mind the NACEDC reviews the status of compensatory education at present and looks toward new directions and attitudes which will enhance the already successful progress that this program has achieved.

The crux of the concern is the manner in which educators have very neatly categorized minorities as culturally deprived, disadvantaged, slow learners, mentally retarded and heaven knows what else, without evaluating with sufficient precision and accuracy the quality of the individuals doing the teaching . . . In short, we would be far safer to consider the above-mentioned population educationally neglected. Yes, it has been through sheer negligence, irresponsibility, and lack of genuine concern (on the part of the educators) that so many minorities are without the power to be.<sup>1</sup>

Compensatory education refers to the extra services added to the regular program of the educationally deprived for the purpose of raising their educational attainment. The Council believes that educational attainment is affected by the attitude of teachers and administrators. The Council suggests that an accurate and effective attitude regarding the children to be served would be that compensatory education is needed to compensate for the educational neglect of the disadvantaged child by the school system.

The need is apparent, but at present State and local financial resources are insufficient to

accomplish this positive goal. Schools are faced with fiscal crisis. Recent court cases place the entire method of educational finance used by localities into question. A strong Federal role is not only needed and warranted; it is imperative, if successful education programs for disadvantaged children are to be achieved. Compensatory education is the Federal Government's top educational priority.

### Who Are the Educationally Disadvantaged?

In section 101 of Public Law 89-10 (April 1965), "educationally deprived" is the legal term used to describe the child who has special educational needs, and who is living in a low-income area. Another definition encompasses all of those children who are not achieving at grade level. However, at present most of the children being served by compensatory education funds are socioeconomically deprived, as well as failing to achieve at grade level.

### Factors Which Contribute to a Child's Classification as Educationally Disadvantaged

*Ethnic and Economic Factors.*—Of the 59 million school-age children in the United States, according to the 1970 census, 8.7 million come from families with incomes under \$5,000 a year, 400,000 of these attend nonpublic schools. Four million are from families which earn less than \$3,000 a year—but of these 757,000 do not attend any school. During the winter of 1970, 16.5 million school-age children lived in families who either had no income from employment, or only part-time employment.

Minority children (black, Spanish-surnamed, American Indian, and Oriental) are quite often included in the disadvantaged category. Figures show 4.4 percent of the white children, 28 percent of the black children, and 75 percent of cent of the Spanish-American children, 20.7

<sup>1</sup> Dr. Tony Carvajal, professor of special education, the University of Northern Colorado, Greeley, Colo., in a lecture entitled "The Mulberry Bush," presented before the American Association for Mental Deficiency, Billings, Mont., February 1973.

the American-Indian children attending school are from families earning less than \$3,000 a year.

Socioeconomic factors and conditions do affect educational attainment, and the above statistics demonstrate that economic disadvantage clusters around minority group families. 1970 census figures indicate that 18 percent of school-age children are at least a year or more below the level they should be in school (9.4 million children); of these 1.5 million are 2 or more years below their chronological age, and the minority children are proportionately the highest percentages in these figures.

*Educational Attainment of Parents.*—1970 census figures provide information that 11 percent of school-age children live with families where the head of the household has less than an eighth grade education; 20.5 percent live with families where the head of the household never attended high school; and 39 percent live with families where the head of household failed to complete high school. Thus, 70.5 percent of these children live in surroundings where they are less likely to be exposed to books and other educational stimuli on a day-to-day basis. This is an important factor in the case of educational attainment of these children.

*Health and Nutritional Factors.*—The American Academy of Pediatrics estimates that 18 million children under the age of 18 have never seen a doctor. The 1971 White House Conference on Children states that 12 million children need specialized eye care, 3 million need speech therapy, 2 million have uncorrected orthopedic handicaps, and 75 percent of the children from families earning less than \$2,000 a year have never seen a dentist.

Statistics from the Report of the Select Committee on Equal Educational Opportunity of the U.S. Senate show that: "In 1968, it was estimated that 10 percent of the children enrolled in the Nation's Public Schools had moderate to severe emotional problems, and only 5 percent of the children needing psychiatric care received it. As of 1970, over 2.5 million children under the age of 20 were mentally retarded—with between 100,000-200,000 babies born mentally retarded each year."

According to the Senate Select Committee on Nutrition and Human Needs, 10.5 million children under the age of 18 live in families whose

income is insufficient to supply a nutritionally adequate diet. The committee estimates that 3.8 million children who need the services of the Food Stamp and Commodity Program to avoid malnutrition do not receive this aid. There are 1.8 million children who have a desperate need and are eligible for a free breakfast and lunch while at school but do not receive it. In order for a child to stay awake in the classroom, and to be able to achieve, he must have an adequate diet.

*Housing.*—The Senate Select Committee on Equal Educational Opportunity estimates, based on 1970 census data, that at least 5 million children live in the 99 million substandard or overcrowded housing units in the country.

The magnitude of the problem is great—too much for the States and localities to handle alone, especially in light of the financial difficulties presently facing the school systems, without major Federal support in leadership, research, dissemination, and dollars. The States and local school districts need to concentrate more of their own funds toward compensatory education, but a strong Federal role is both warranted and imperative.

**The NACEDC suggests that there is not only a large number of children who are educationally disadvantaged, based on many indices, but also that there is a basically disproportionate inequity borne by the minorities in the share of the educational neglect they have had to face. Therefore, the NACEDC recommends prompt resolution of this lack of performance at every level of government, and a deliberate and responsible timetable by which programs for the educationally deprived shall have improved the human condition of these children.**

*Educational Attainment.*—The current regulations of title I, ESEA, define educationally deprived children as "those children who have need for special educational assistance<sup>1</sup> in order that their level of educational attainment may be raised to that appropriate for children of their age. The terms includes children who are handicapped or whose needs for such special educational assistance result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large."<sup>2</sup> All

<sup>1</sup> The NACEDC recommends that the phrase "or who have a dominant language other than English" be added to this definition.

<sup>2</sup> Part 116.1(i), Title 45, *Code of Federal Regulations* (Revised and Amended), U.S. Department of Health, Education, and Welfare, November 1972.

pending legislation leaves the definition of educational disadvantage to the Secretary of the Department of Health, Education, and Welfare, and his definition, as stated above, is the most current available.

Although there has been no test given on a national level to determine the extent of educational disadvantage, the consensus among education officials is usually somewhere between 10 and 12 million children. This is a conservative estimate. If one were to use standardized achievement test results, which by their nature have a national norm, the determination of children below the norm would be approximately 50 percent of all children taking the test—children achieving at a level below that of the norm appropriate to their age. The NACEDC and other education specialists do not feel that this means that approximately 50 percent of the Nation's school enrollment are educationally disadvantaged and would concur with the 10 to 12 million estimate.

### The Cost of Educational Neglect

Dr. Henry M. Levin, associate professor of Stanford University School of Education, conducted a study entitled *The Costs to the Nation of Inadequate Education*, for the U.S. Senate Select Committee on Equal Educational Opportunity. The purpose of the Levin study was to estimate costs to the Nation of educational neglect where an inadequate education is defined as attainment of less than a high school education. In summary, the study found:

1. The failure to attain a minimum of high school completion among the population of males 25-34 years of age in 1969 was estimated to cost the Nation:
  - \$237 billion in income over the lifetime of these men.
  - \$71 billion in foregone Government revenues of which about \$47 billion would have been added to the Federal Treasury and \$24 billion to the coffers of State and local governments.
2. In contrast, the probable costs of having provided a minimum of high school completion for this group of men was estimated to be about \$40 billion. Thus, the sacrifice in national income from inadequate education among 25-34-year-old males was about \$200 billion greater than

the investment required to alleviate this condition. The necessary educational investment costs only 1/6 the consequent financial contribution of this group of men during their lifetime. Government revenues generated by this investment would have exceeded Government expenditures by over \$30 billion.

3. Welfare expenditures attributable to inadequate education are estimated to be about \$3 billion *each year* and are probably increasing over time.
4. The costs to the Nation of crime that is related to inadequate education appears to be about \$3 billion *a year* and rising.
5. Inadequate education also inflicts burdens on the Nation in the form of reduced political participation and intergenerational mobility, as well as higher incidence of disease. It is difficult to attempt any monetary estimate of these costs.<sup>3</sup>

The fiscal need is so great, and the local burden is so heavy, that the Nation's cities are now at the breaking point. Local school districts and States cannot afford the magnitude of the cost of educating children who need more services as a result of educational neglect, and whose families are not of sufficient income to overcome the tax share for the cost of that need.

Therefore, **the NACEDC recommends that special Federal allocations of large sums for the categorical purpose of raising the educational attainment of educationally disadvantaged children is necessary and responsible. The NACEDC further recommends that Federal categorical funds for education of the disadvantaged should be the top priority of our Federal program.**

The NACEDC suggests that these students have been educationally neglected as well as disadvantaged, and that many times their teachers and school administrators have failed them.

The NACEDC further suggests that we are now at a threshold of accountability where education will be measured by the student's performance, and that performance will be the measure of the teacher; and where the education provided for an eligible child is predicated upon an individual needs assessment in part-

<sup>3</sup> "The Costs to the Nation of Inadequate Education," print No. CP-6, Dr. Henry M. Levin, associate professor, Stanford University School of Education, U.S. Senate Select Committee on Equal Educational Opportunity, February, 1972.

nership with parents, and that the program of that child be tailored to his individual needs.

### A New Look

We enter the decade of the seventies with a need for a fresh look at the Federal role in education financing and priorities. Government must now perform efficiently, and the clients are sophisticated enough to know if the results are meaningful. Most importantly for the education community, the education system is no longer for the administrators, the merchants, or the teachers and parents—the clients are now the children, and the entire education community must measure its success or failure by the performance of their students—and they must not neglect one child.

The simple truth is that we ought to expect from the Government what the Government ought to expect of us as individuals—accountability and fiscal accuracy.

### Fiscal Disparities

Comparability within a district is currently required by law. Equalization of education funds, a hotly discussed question at present, is not a substitution for comparability in compensatory education, but if it is achieved it will have a profound effect on compensatory education.<sup>4</sup>

The tables below on "Intrastate Disparities in Per Pupil Expenditures, 1969-70," "Comparison of Pupil-Teacher Ratio in Selected Central Cities and Suburbs, 1967," and "State Expenditures Per Pupil and Per Capita Income" demonstrate the need for giving serious thought to the effect equalization can have on compensatory education. As stated above, equalization and comparability are two completely distinct ideas, and the achievement of equalization in school finance will not eliminate the need for comparability requirements in relation to compensatory education. However, it would go a long way toward equalizing the basic education program offered to all schoolchildren wherever they live, and would allow Federal compensatory education funds to concentrate on providing compensation over and above those services afforded to children who are not educationally disadvantaged.

Education traditionalists still find it difficult

<sup>4</sup> Interdistrict comparability is discussed later in this report.

to spend more on the socioeconomically disadvantaged than on the middle and upper income families. In this case, tradition is stifling the legislated goal. And, because of this philosophical difference, a misuse of compensatory education funds as general aid has often occurred. There has also been a growth of legislative proposals for huge amounts of general aid, predicated upon the fiscal plight of localities and on equalization needs.

The NACEDC recommends against general aid provisions of Federal funds to the schools, at this time and with currently available resources. Compensatory education is a documented, proven need, and it should hold Federal priority over general Federal aid to education.

*Comparison of pupil/teacher ratio in selected central cities and suburbs, 1967<sup>1</sup>*

City and suburb	Pupil/teacher ratio	Per pupil expenditures
Los Angeles .....	27	\$607
Beverly Hills .....	17	1,192
San Francisco .....	26	693
Palo Alto .....	21	984
Chicago .....	28	571
Evánston .....	18	757
Detroit .....	31	530
Grosse Pointe .....	22	713
St. Louis .....	30	525
University City .....	22	747
New York City .....	20	854
Great Neck .....	16	1,391
Cleveland .....	23	559
Cleveland Heights .....	22	703
Philadelphia .....	27	617
Lower Merion .....	20	733

<sup>1</sup> Hearings of the U.S. Senate Select Committee on Equal Educational Opportunity, Part 16A, *Inequality in School Finance*, Sept. 22, 1972.

### State expenditures per-pupil and per-capita income

State	Estimated Expenditure per pupil in ADA, 1970-71 (1)	Percent of U.S. average	Per-capita personal income, 1969 (2)	Per-capita personal income as percent of national average, 1969 (3)
Alaska .....	\$1,429	166.5	\$4,460	121.0
New York .....	1,370	159.6	4,442	120.5
New Jersey .....	1,088	126.8	4,241	115.0
Vermont .....	1,061	123.6	3,247	88.1
Minnesota .....	1,021	118.9	3,635	98.6
Connecticut .....	997	116.2	4,595	124.6
Rhode Island .....	983	114.5	3,858	104.6
Wisconsin .....	977	113.8	3,632	98.5
Maryland .....	968	112.8	4,073	110.5
Delaware .....	954	111.1	4,107	111.4

State	Estimated Expenditure per pupil in ADA, 1970-71 (1)	Percent of U.S. average	Per-capita personal income, 1969 (2)	Per-capita personal income as percent of national average, 1969 (3)
Hawaii	951	110.8	3,928	106.5
Pennsylvania	948	110.4	3,659	99.2
Iowa	944	115.8	3,549	96.3
Illinois	937	109.2	4,285	116.2
Michigan	937	109.2	3,994	108.3
Oregon	935	108.9	3,573	96.9
Wyoming	927	108.0	3,353	90.4
California	879	102.4	4,290	116.4
Washington	873	101.7	3,848	104.4
Montana	866	100.9	3,130	84.9
Massachusetts	856	99.7	4,156	112.7
Arizona	808	94.1	3,372	91.5
Nevada	808	94.1	4,458	120.9
Louisiana	806	93.9	2,781	75.4
Virginia	800	93.2	3,307	89.7
Colorado	780	90.9	3,604	97.7
Ohio	778	90.6	3,738	101.4
Florida	776	90.4	3,525	95.6
New Mexico	776	90.4	2,897	78.6
Kansas	771	89.8	3,488	94.6
Indiana	770	89.7	3,687	100.0
Maine	763	88.9	3,054	82.8
Missouri	747	87.0	3,458	93.8
New Hampshire	729	84.9	3,471	94.1
South Dakota	713	83.1	3,027	82.1
North Dakota	689	80.3	3,012	81.7
Nebraska	683	79.6	3,609	97.9
Oklahoma	676	78.7	3,047	82.6
South Carolina	656	76.4	2,607	70.7
Utah	643	74.9	2,997	81.3
North Carolina	642	74.8	2,888	78.3
Texas	636	74.1	3,259	88.4
Georgia	634	73.8	3,071	83.3
Idaho	629	73.3	2,953	80.1
West Virginia	624	72.7	2,603	70.6
Kentucky	621	72.3	2,847	77.2
Tennessee	601	70.0	2,808	76.2
Arkansas	578	67.3	2,488	67.5
Mississippi	521	60.7	2,218	60.2
Alabama	489	56.9	2,582	70.0
United States	858	100.0	3,687	100.0

Source: U.S. Department of Commerce, Regional Economics Division: *State and Regional Personal Income in 1969*. Survey of Current Business 59:33-44; August 1970, p. 35.

#### Intrastate disparities in per-pupil expenditures, 1969-70<sup>1</sup>

	High	Low	High/low index
Alabama	\$581	\$344	1.7
Alaska	1,810	480	3.8
Arizona	2,223	436	5.1
Arkansas	664	343	2.0
California	2,414	569	4.2

	High	Low	High/low index
Colorado	2,801	444	6.3
Connecticut	1,311	499	2.6
Delaware	1,081	633	1.7
District of Columbia			
Florida	1,036	593	1.7
Georgia	736	365	2.0
Hawaii			
Idaho	1,763	474	3.7
Illinois	2,295	391	5.9
Indiana	965	447	2.2
Iowa	1,167	592	2.0
Kansas	1,831	454	4.0
Kentucky	885	358	2.5
Louisiana	892	499	1.8
Maine	1,555	229	6.8
Maryland	1,037	635	1.6
Massachusetts	1,281	515	2.5
Michigan	1,364	491	2.8
Minnesota	903	370	2.4
Mississippi	825	283	3.0
Missouri	1,699	213	4.0
Montana			
average of groups	1,716	539	3.2
Nebraska			
average of groups	1,175	623	1.9
Nevada	1,679	746	2.3
New Hampshire	1,191	311	3.8
New Jersey, 1968-69	1,485	400	3.7
New Mexico	1,183	477	2.5
New York	1,889	669	2.8
North Carolina	733	467	1.4
North Dakota			
county averages	1,623	686	2.3
Ohio	1,685	413	4.0
Oklahoma	2,566	342	7.5
Oregon	1,432	399	3.5
Pennsylvania	1,401	484	2.9
Rhode Island	1,206	531	2.3
South Carolina	1,741	350	5.0
South Dakota	610	397	1.5
Tennessee	700	315	2.4
Texas	5,334	264	20.2
Utah	1,515	533	2.3
Vermont	1,517	357	4.2
Virginia	1,126	441	2.6
Washington	3,406	434	7.8
West Virginia	722	502	1.4
Wisconsin	1,432	344	4.2
Wyoming	14,554	618	23.6

<sup>1</sup> Hearings of the U.S. Senate Select Committee on Equal Educational Opportunity, Part 10A—*Inequality in School Finance*, Sept. 22, 1971.

<sup>2</sup> Does not reflect subsequent reforms.

#### NOTES

For New Jersey data are for fiscal year 1969 since fiscal year 1970 data were not yet available.

For Alaska data represent revenue per pupil.

For Montana and Nebraska data are high and low of average for districts grouped by size.

For North Dakota data are averages of expenditures of all districts within a county.

Data are not fully comparable between States since they are based entirely on what data the individual State included in their expenditures-per-pupil analysis.

Source: State reports and verbal contacts with State officials.



## **The Federal Role**

Much of the controversy about expenditures for the education of disadvantaged children stems from the basic philosophy regarding the degree of the Federal role in education of America's children. The role must be determined taking into account the constitutional responsibility of the State for the provision of educational services to the Nation's youth, the financial desperation of the local schools, and the individual's liberty to direct his child's education programs.

The NACEDC resolves that it is necessary for the Federal Government to take such steps as are needed to insure that aid to the educational programs for disadvantaged children is provided and guaranteed as a first priority. If Federal funds must be allocated to achieve this guarantee, then the NACEDC resolves that Federal funds must be used not only to implement the guarantee, but also to protect the rights of the parents of affected<sup>5</sup> children to be meaningfully involved in the planning, development, operation and evaluation of these educational programs which are to affect their children.

The NACEDC recommends that the Federal role from the U.S. Office of Education should be to establish the national priorities within the scope of existing legislation.

The NACEDC recommends that the National Institute of Education should have as its research priority the accumulation and evaluation of data necessary to establish which programs are successful and replicable, for their optimal

<sup>5</sup> The NACEDC is aware that in some instances mandated parent participation can create local hardships. However, in the Council's experience, parents of children participating in the program center their energy, talent and time on the improvement of the educational opportunities for their children, and not on soapbox demagoguery. In Michigan there is documented evidence that this is so.

use in the education programs of all disadvantaged children.

The Division of Compensatory Education should be staffed at such a level as to provide program review to describe the expenditure of Federal tax dollars, and also to provide technical assistance to those districts which cannot afford independent research and highly specialized, experienced staff.

## **The State Role**

The NACEDC recommends that the State role should be to approve and direct implementation of projects and State priorities, and to channel expertise into the needed areas. States should be mindful of the preservation of local initiative through the maximum use of involvement of parents of affected children.

## **The Local Role**

The NACEDC recommends that the local role should be that of program design and individual needs assessment of the disadvantaged child in partnership with the parents.

Summarizing, the need for compensatory education (services for the educationally neglected child) is so desperate, and State resources are so increasingly limited, that an increase in Federal expenditure is imperative. Compensatory education is one solution to the needs of disadvantaged children; the removal of socioeconomic isolation is another solution; nutritional, medical and other support service programs are another solution. But they are not exclusive, and should work together for the ultimate benefit of the children. The costs are great if the need is to be met; however, the costs are unbearable if the need is ignored.

## THE NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN IN RETROSPECT 1966-73

Since the establishment of the National Advisory Council on the Education of Disadvantaged Children, the Office of Education has implemented many Council recommendations that have strengthened compensatory education programs, particularly title I, Elementary and Secondary Act. Council recommendations through the years have had a significant impact on the lives of economically and educationally deprived children.

The Council published its first annual report to the President and the Congress in 1966, one year after the enactment of title I, and each year thereafter in accordance with its statutory obligation. (There was no annual report published in 1970 due to the change of administration.)

Compensatory education programs received their impetus in the sixties. For the first time, America realized that the cost of education is greatest in the school districts with the least resources. Poverty areas do not generate sufficient taxes to support their schools, and as a result the children suffer.

The National Advisory Council on the Education of Disadvantaged Children in the mid-sixties felt that the first priority in meeting the needs of the educationally deprived child was teacher preparation. The Council concentrated its efforts during its first 4 years in this area.

However, from 1969-1972, in reaction to the complex and varied needs of the children, the political climates of the Nation and the socioeconomic conditions, Council research and recommendations began to cover more areas in depth. Concern was expressed in the areas of parental involvement, participation of nonpublic school children, audits, desegregation, comparability, and the concentration of title I funds.

### Recommendations and their Results

Since its inception in 1966, the Council has stressed certain major issues that have been

paramount to the success of all compensatory programs (however, our major emphasis has been in title I). Consequently, the Council has witnessed changes in major legislation that have improved the lives of all disadvantaged children.

The following highlights of the major recommendations and their impact on the educationally deprived child are listed below.

*Teacher Training.*—The Council supports the intensive preservice and inservice training that Teacher Corps (the largest teacher training program in the Nation) provides for the teachers of the educationally deprived child. Since the enactment of Public Law 89-329 in 1965 the Teacher Corps has graduated over 3,000 dedicated and qualified young men and women— young men and women who can meet the special needs of the educationally deprived child. The National Advisory Council on the Education of Disadvantaged Children has recommended and will continue to recommend the continuation of such programs, for teacher training is a vital part of our educational process.

After the National Advisory Council on the Education of Disadvantaged Children made numerous recommendations that teacher training be a key part of compensatory education programs, the Congress amended Public Law 89-329 to provide for the awarding of graduate fellowships to persons planning a career in elementary and secondary education.

In 1972 the Council recommended that there be preservice and inservice training to prepare all teachers for the possibility of teaching in desegregated schools. Congress provided this in Public Law 92-318. The new Emergency School Aid Act (enacted to eliminate or prevent minority group isolation) provides for teacher training to meet the teachers' needs resulting from desegregation.

Public Law 92-318 also provides for teacher training in the Indian Education Act, a program that has not been funded by Congress.

However, in the event that the program is eventually funded, provisions are in the legislation to prepare persons to serve as teachers of Indian children living on reservations.

The National Advisory Council on the Education of Disadvantaged Children sees the need for Federal funds to stimulate teacher training projects in schools served by compensatory education programs, and recommends that it continue to be a priority in the future.

*Parent Involvement.*—The National Advisory Council on the Education of Disadvantaged Children first emphasized strong parental involvement in 1971, although the Council has expressed a concern about the lack of parental involvement as early as 1968. The Council views that parents as monitors are necessary components in the total education process.

Since the Council's recommendations, the Office of Education has launched a more intensive parent involvement program. In the 1972 program support package it was stated that, "parents plus school equal more effective education for title I children." This philosophy is based on demonstrated evidence that parents can be effective partners in the educational process.

Program Guide 44 released in 1968 from the Office of Education also emphasized the importance of involving parents in the title I program and suggested that consideration be given to the employment of parents with special skills.

In response to the request for meaningful parental involvement, Public Law 91-230 gave the Commissioner of Education the authority to decide where parent involvement would increase the effectiveness of title I programs and to promulgate any necessary regulations to encourage parent participation in title I programs.

Parent advisory councils are now an essential component of title I programs. Parents can review applications and other pertinent information and make recommendations regarding program application and implementations as they relate to the needs of the children.

*Eligible Children Enrolled in Private Schools.*—Private school children did not receive a proportionate share of the services when title I, Elementary and Secondary Education Act was initiated in 1965. When funds and services were originally dispersed, private school administrators felt that insufficient numbers of private school children who were educa-

tionally deprived were included for assistance.

The Council's interest in this area has been strong for the past several years and in 1969 an extensive section of its report was devoted to nonpublic school children. Conditions for educationally deprived nonpublic school children have improved since 1969 and the Office of Education now states that this has been the best year for them in terms of title I services. There are indications that the number of private school children being served has increased over the years. Fewer complaints have been levied against title I administrators from nonpublic school officials and parents and data from the Office of Education also indicates that there have been improvements in the performance of the students receiving title I services.

Public Law 89-10 requires that local educational agencies must make provisions for including special education services and arrangements so that eligible private school children can participate.

The 1969 Council recommended that a handbook be published encompassing all rules and regulations concerning the participation of nonpublic school children in title I programs. In response to this recommendation, the Office of Education published "*Title I, ESEA Participation of Private School Children*" A Handbook for State and Local School Officials.

*Desegregation.*—In 1969 and 1971 the National Advisory Council on the Education of Disadvantaged Children endorsed desegregation and requested that title I children be allowed to retain title I benefits when transferred into nontitle I schools.

The history of title I and desegregation relates to defining target areas. When the freedom of choice plan went into effect, children became ineligible for title I services if they chose to attend schools that did not receive title I funds. The Office of Education developed the follow-the-child concept which met the needs of the children where dual school systems were being abolished. However, the follow-the-child concept was later canceled out as being impractical.

The Emergency School Aid Act (a program designed to prevent minority group isolation), Public Law 92-318, has provisions that allow the educationally deprived child to continue to receive title I type services (remedial) once he enters a desegregated school. This act also con-

tains provisions to prevent the resegregation of the educationally deprived child when he is separated from his new class for remedial type services.

*Successful Title I Programs.*—The 1972 Council recommends that the Division of Compensatory Education demonstrate through dissemination of “exemplary” projects during the fiscal years 1972 and 1973 that the experience gained in administering title I justifies the continuation of the program.

The Office of Education for the first time attempted to implement the above recommendation by organizing and sponsoring an Education Fair. In 1972 the fair exhibited 20 exemplary projects, funded under titles I, III, and VII and selected by an outside contractor, the American Institute of Research.

For the 1973 fair, each State has been asked to submit its two best projects to be considered for inclusion in the fair. After a strenuous screening process, only one project will be selected from each region. The Division of Compensatory Education will have 15 projects exhibited of which 10 must be title I.

*Audits.*—In 1972 the Council recommended that when audits disclosed that title I funds had been improperly spent by a State, that State would be required to spend from its own funds an amount equivalent to the audit exception. These State funds would have to be spent on title I eligible children according to title I regulations in the local education agency where the questionable expenditure occurred. It would be a matter for negotiation between the State and the local education agency as to which of the two should be responsible for restitution.

A proposal is under consideration in the Office of Education to implement the above recommendation. This proposal would remedy audit exceptions that occurred between 1965 and 1969.

*Concentration of Funds.*—The 1969 Council stressed the need for the adherence to the principle of concentration of funds where the need is greatest so that the limited number of dollars will have genuine impact rather than being dissipated in laudable but inconclusive efforts. The 1971 and 1972 Council endorsed this recommendation.

If limited funds for compensatory education are spread to serve all children who need assist-

ance, the service delivered becomes too diluted to be of any value. The children's needs are not met and their school progress is not accelerated.

Congress recognized this as a legitimate area of concern and mandated in Public Law 89-10, section 141(b) that payments under title I will be used for programs and projects which are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting those needs . . . .

### **Council Activities—1972-73**

The NACEDC's statutory obligation, section 148, ESEA, is to review and evaluate the administration and operation of Federal programs with emphasis on title I which aim to improve the educational attainment of educationally disadvantaged children, and to report its findings and recommendations to the President and the Congress as often as the Council feels is appropriate.

In fulfillment of its obligation, and through the means of three national conferences, the Council gathered evaluative data on delivery of services, identified special problems concerning title I programs, initiated contacts with Federal, State and local officials, and attempted to determine to what extent the regulation on parent involvement had been enforced.

For the first time, on the national level, Council held hearings with practitioners and clients of compensatory education services in order to better judge what recommendations and improvements were needed to make the implementation of regulations and guidelines in title I programs more effective.

As required by Public Law 92-463, the *Federal Advisory Committee Act*, which was passed in October 1972, all Council meetings are open to the public. Meetings must be announced in the Federal Register in advance. This was done, and many observers have attended and participated in the Council's sessions.

*State Title I Coordinators' Conference.*—In November 1972 Council invited all State title I coordinators to come before the Council to discuss their views on current legislative proposals, regulations and administrative improvements, on services to the educationally disadvantaged children. During this hearing, Council was able to collect accumulated information on expenditures of Title I dollars, not available on the

national level, and gathered exemplary programs to determine the criteria states were using to identify exemplary projects as being effective. The Council was also made aware of the major problems state and local officials encountered in the administration and review of title I programs, and those they believed added to the complexities of administering educational services effectively to the disadvantaged children in their individual states.

A group of 16 parents of title I children, coming from the Eastern Seaboard States, asked to be placed on the agenda and to participate in the conference, and consequently were also invited to attend the State Title I Coordinators' Conference and make their views and recommendations known to the Council, concerning the role of parent involvement and title I programs in their particular States.

At this conference, parents stated that State and local officials were not responsive to their communities and that parents were often unable to obtain title I materials, all of which is public information. Parents were permitted to participate in the discussion sessions with the State coordinators, and submit their own resolutions for Council to consider along with those of the State coordinators. However, because this conference was for the benefit of the State coordinators, and parents were attending as public observers they could not vote on any of the resolutions.

*State Migrant Coordinators' Conference.*—In December 1972 the Council attended the fifth annual State Migrant Coordinators Conference and jointly hosted the afternoon session on December 15 to hear their recommendations and experiences.

State migrant representatives informed the Council that prior to the 1966 amendment to title I ESEA, States had not provided funds for migrant programs. The representatives believed that migrant programs at State level do have some leverage over localities, but that localities as a rule would do little or nothing to help the migrants which local officials believe "are not our children." Discussions centered around the need for the 5-year migrant clause,\* the inac-

curacy of the census report on migrant children, minority hiring, and requesting Council and study their recommendations and resolutions which were unanimously endorsed by the unified group.

*Conference on Compensatory Education.*—In partial fulfillment of a legislative mandate and Council's statutory obligation to improve the educational attainment of the disadvantaged, the Council hosted 50 selected conferees in January 1973. In order to have a representative group of parents and Parent Advisory Council members, the participants were selected in the following manner:

1. By ethnic distribution within each region of title I eligible children.
2. By region, five representatives from each Department of Health, Education and Welfare region. (There are 10 DHEW regions.)
3. By source distribution, so that the various contributing sources of nominees would be represented fairly. (State and local officials, civil rights groups, and council members and other individuals.)
4. By program emphasis, to include parents of children being served in the nonpublic schools, institutions for the handicapped and the neglected and dependent, and of agricultural migrants.

The views of these parents expressed before the Council, and suggestions were made as to ways services might be improved to help their children.

Council anticipated that parents could provide evaluative material on local programs, and the needs and problems facing parents of title I eligible children. It became apparent that parents would undergo job jeopardy, physical hardship, emotional difficulty, and illness to attend a national conference in hopes of helping their children obtain a better compensatory education.

### **Testimony of the Chairman To A General Education Subcommittee of the House Committee on Education and Labor.**

On February 5, 1973, the Chairman of the National Advisory Council on the Education of Disadvantaged testified before the House General Education Subcommittee and expressed the Council's views on issues concerning pending title I legislation.

The Chairman reemphasized to the subcom-

\* (3) For purposes of this subsection, with the concurrence of his parents, a migratory child of a migratory agricultural worker shall be deemed to continue to be such a child for a period, not in excess of 5 years, during which he resides in the area served by the agency carrying on a program or project under this subsection.

mittee that the Council's primary role was evaluating the implementation of programs and strengthening the aspects of title I aid and regulations which can produce the most improvement in educational opportunities to the educationally deprived children.

Commenting on the various legislation proposals and compensatory education bills pending, the Chairman stated that any measures taken by the subcommittee should contain and reflect certain guarantees to protect the educationally disadvantaged children. That is the Council's greatest concern.

Speaking on the highlights of successful programs, the Council believes that the success was due to the hard work of the dedicated education professional at all levels in coordination with an active State and local parent advisory councils.

The Chairman stated that the progress made far outweighed the failures and violations, and that adequate accountability should be included in any Federal educational programs which are intended for the disadvantaged child.

Minutes of each of the above major meetings are available upon request.

## EVALUATION OF COMPENSATORY EDUCATION

President Nixon in his March 17, 1971 speech stated that: "What does now seem clear is that while many title I experiments have failed, many others have succeeded substantially and even dramatically; and what is also clear is that without extra efforts such extra funding would make possible, there is little chance of breaking the cycle of deprivation."

The National Advisory Council on the Education of Disadvantaged Children supports the President's evaluation of the situation. Compensatory education is an essential component in the American education system if the country is to succeed in breaking the vicious cycle of educational deprivation which exist today.

President Nixon stated in his March 3, 1970 message on education reform: "What children learn is profoundly different for different groups of children and different parts of the country."

Compensatory education programs are locally designed and it is impossible for national evaluations to have impact on local programs. Compensatory education programs are state approved with Federal regulations.

When the local evaluation is compared with a national evaluation, more successful programs are evident. Local data based on pre- and post-tests readily show cognitive gains (objective). Teachers and parents respect affective gains (subjective).

There has been considerable controversy over the impact of title I expenditures because of the lack of concrete evaluative materials to prove its effectiveness. However, even though many studies have painted a negative view of compensatory education, the studies have often been narrow in scope and deficient due to lack of concrete evaluative data upon which to base the findings.

### Major National Evaluations

The Coleman Report of 1966, required under title IV of Public Law 89-10 was the first attempt to measure the successes or failures of

compensatory education. The report provides convincing evidence that resources can be employed in ways which will substantially improve educational opportunities for disadvantaged children. After 8 years, with many studies available, evaluators have not been able to develop designs which measure more than the gains in measurable skills.

The most recent compensatory education evaluations to receive national prominence were done by the American Institute of Research (AIR) and the Stanford Research Institute (SRI).

Follow Through, a comprehensive approach to compensatory education with many components and massive parental involvement was measured by its success in reading and math by Stanford Research Institute. SRI's evaluation was poorly done, but even so the Office of Education is in the process of eliminating the Follow Through program based upon the results of this inadequate evaluation. Parents and teachers felt that the Follow Through program was a success and are very disturbed about this approach. (See testimony in appendix A.)

The American Institute of Research, whose report has been cited as an authoritative judgment on the failures of title I, based their evaluation on programs dating as far back as 1961 and 1962, 3 and 4 years before there was a Title I, Elementary and Secondary Education Act. When invalid data is utilized, the evaluation raises a question of plausibility. (See testimony in appendix A.)

### Problems with Current Evaluations

Major national evaluations all tend to have one common flaw—the criteria they use to evaluate the success of programs do not take into consideration the goals which the programs attempt to achieve. Consequently, gross evaluations of compensatory education tend to be disappointing. Contractors utilized by the Office of Education have been comparing sporadic data collected from various school districts

across the country. It is virtually impossible to have a meaningful national evaluation when the data are invalid.

If the present method of securing data is continued, national evaluations will continue to be disappointing. Compensatory education is not a national curriculum. A nationwide prescription was not mandated with the legislation, and there is no common ground for discussing successes and failures on a national level. Uniform goals and uniform priorities do not exist on a national level. What works best in one district might not work well in another.

The design of compensatory education funded by Federal dollars should maximize, as does title I, local initiatives. The Federal role should be to lead by setting priorities, and even priorities in basic skills, but it should not mandate a curriculum.

### **NACEDC's 216 Successful Title I Projects**

The National Advisory Council on the Education of Disadvantaged Children feels that the cognitive domain should be emphasized, but compensatory education programs should not exclude the affective domain. Studies show that there are large numbers of good compensatory education programs that have been overlooked because evaluators ignored the opinion and judgment of the teachers, parents, and educators.

Cognitive skills are the basic skills, such as reading and mathematics—the two primary areas of failure for the disadvantaged child. The affective domain involves changing the feelings, emotions, attitudes, values and personality of the child. Studies have shown that a child who has a poor self-concept cannot learn to the best of his ability.

**The National Advisory Council on the Education of Disadvantaged Children recommends that, for the purpose of program evaluation, growth be demonstrated in all five of the following areas:**

- 1. attendance of students**
- 2. number of discipline problems**
- 3. math achievement**
- 4. reading achievement**
- 5. parent attendance at meetings and affairs**

Within the limits of time and staff, the Council, using broader criteria than that estab-

lished by narrow national evaluators, has located 216 programs that local and State officials researched and submitted as successful projects.

In the final selection of these projects, Council members reviewed subjective data along with measurable objective data; made onsite visits to title I schools and talked with administrators and teachers; and utilized the child's opinion in evaluating the total impact of the success of the programs.

The bulk of title I funds are spent on reading and math, consequently, 194 of these projects cover basic cognitive skills. Since legislation did not specifically state that title I funds must be solely used for reading and math, many States expended funds in other pertinent areas: Rochester, N.Y., used title I funds to teach English as a second language for non-English speaking children; Riverside, Calif., in 1971 used funds to reduce dropout problems related to drugs; Faribault, Minn., worked with trainable mentally retarded children; Milwaukee, Wisc., used their funds to work with 249 pupils who were returning to school from correctional institutions; and Detroit, Mich., provided a continuing education for pregnant girls.

The National Advisory Council on the Education of Disadvantaged Children feels that the educationally deprived child cannot be classified on the basis of race, color, or creed. Children in need of compensatory education services come from varied backgrounds and sections of the country. El Paso, Tex., remedial reading laboratories were designed to improve the reading skills of Mexican American children. Alpha One, a commercial reading program was utilized in an inner-city New York neighborhood of Dominicans, Cubans, Puerto Ricans, and Greeks. A program in Riverside, Calif., worked with Indians on reservations; and Flint, Mich., worked in their Atherton Community School with rural whites who were academically below their reading level.

The Council feels that teacher accountability is necessary if educationally deprived children are to achieve. **The National Advisory Council on the Education of Disadvantaged Children, therefore, recommends that the Federal Government require that the State, before allocating moneys to any LEA under title I, ESEA, must**



file with the Office of Education a process by which districts and teachers will be held accountable for the educational success or failure of

title I youngsters, with documentation that parents and community participated and gave input into this process.

## COMPARABILITY

The Council supports the concept of comparability which has been a congressional mandate since April 30, 1970. The intent of that amendment to the Elementary and Secondary Education Act of 1965 was to have Federal funds supplement, and not supplant, State and local funds providing education to disadvantaged children. Delivery of extra services to educationally deprived children would give them the something extra needed to assure them of an equal chance in receiving a better education. Services provided by State and local funds in title I assisted schools must be comparable to those services provided in nontitle I schools in a district before the Federal funds are allocated to a local education agency.

The enforcement of comparability regulations has become, in the past 2 years, a complex issue, and has been determined inadequate, ineffective, and in some instances, too stringent. The wide variation of criticism coming from civil rights groups, educators and other interested parties has confused the objectives and goals of the comparability regulations.

In September 1972, the Lawyers Committee on Civil Rights reviewed comparability data submitted to the Office of Education by 89 school districts. Their findings were that out of the 89 school districts studied, 79 had one or more noncomparable schools. Only one school district reviewed was considered in full compliance with the comparability regulations. Fifty-eight percent of the districts reviewed lacked comparability and had not submitted corrective plans to make them comparable.

During a 6-week period in November and December 1972, a task force consisting of 10 Office of Education and five Health, Education and Welfare auditors performed a complete study of the comparability reports submitted by local education agencies from 47 States, to determine the degree of comparable and/or noncomparable school districts. Their findings revealed that noncomparability existed in approximately two-thirds of all the districts for

which comparability data were submitted. Further study indicated that the data being used to determine comparability status was, to some extent, incorrectly reported, incomplete, or indicated failure to understand certain requirements. The study also showed that the corrective plan submitted by noncomparable school districts were considered superficial and in other instances, noncomparability was underestimated.

Comparability is a major issue in many of the school districts. State and local coordinators, in giving their views, pointed out the various problems they had encountered with the comparability guidelines in their individual districts.

Realizing that much of the noncompliance with the regulations is unintentional, Council believes more study and revision of the guidelines are needed in this area, if objectives and goals of the congressional mandate are to be accomplished.

In efforts to make the current comparability guidelines more flexible, the Office of Education is developing revisions in the current regulations at this time.

### Comparability—An Expanded Definition

While the NACEDC agrees strongly that local school districts should be providing basic education services funded by State and local moneys to all schools equally, it also feels that comparability requirements do not, of themselves, guarantee good education to disadvantaged children. It would be possible for a local agency to be legally in strict compliance with all current comparability regulations while the children in the schools were not receiving compensatory education to meet their real needs.

The NACEDC supports an expanded definition of "*comparability services*" to include the concept that the child's special education needs are being met.

Federal emphasis should be placed upon the requirements for the assessments of needs of

all disadvantaged children receiving title I services, and the development of educational programs to meet these specific identified needs. To best serve the students needing this help, the parents should be involved in developing the plans for the needs assessment and the programs to meet the needs.

**The NACEDC recommends strong enforcement of simplified comparability regulations to assure that Federal funds are used to supply extra help and not to substitute for the basic funds the State and local education agencies would be providing.**

**The NACEDC further recommends that any legislation on compensatory education provide local districts be required to develop a needs assessment program for all disadvantaged children to be served by compensatory funds before those funds are made available to them. The NACEDC recommends that compensatory legislation provide that local education agencies must show effective results determined by the State education agencies in meeting the special educational needs of these children, if compensatory education funds are to be continued in their programs.**

## THE ENFORCEMENT OF TITLE I, ESEA: AUDITS

Title I regulations require that:

Federal funds made available under title I of the Act to local education agencies and to State education agencies may be used only for those expenses which are incurred as a result of the grant program.

According to Public Law 89-10, title I funds are to be used to provide additional services to schools with high concentrations of low-income children. Prior to receiving Federal funds, States must give assurance in writing that the money will be used according to Federal guidelines. States are required to submit an assurance letter signed by the Attorney General or appropriate State school officers to the Office of Education assuring them that they will comply with rules and regulations. However, due to misinterpretations of guidelines, regulations and other technical problems, there are cases in which the Department of Health, Education and Welfare, on the basis of an audits, determines that Federal funds have been mispent. In order to ensure that Federal money is used properly, auditing is and has become a necessary and continuous part of the administration of all Federal programs.

### Title I, ESEA Audit Exception—1972 (See Table IV in Appendix)

A *title I, ESEA audit exception (basic grants) status report*, released from the Office of Education dated November 30, 1972, states that approximately \$132 million in audit exceptions have been taken by the Department of Health, Education, and Welfare audit agency since the enactment of title I, ESEA in 1965. Of this total, the Office of Education has taken a settlement action on \$19 million. Approximately \$77 million of this total is "in process" and has received no Office of Education action to date, according to the released document. This report changes daily, according to Office of Education officials, due to continued negotiations between Federal and State officials which result in resolutions of audit exceptions.

Federal funds determined to have been im-

properly used by the States will have to be returned to the Office of Education (unless other arrangements are made). However, due to varied financial circumstances, many States do not have the necessary funds to offset the extensive audit exceptions that occurred between fiscal year 1965 through fiscal year 1969.

In response to the States' precarious financial problems, a proposal is under consideration by the Office of Education that will allow States to contribute into active compensatory education programs to compensate for the audit exceptions taken between fiscal year 1965 through fiscal year 1969. This proposal, if passed, will not be applicable to audit exceptions incurred after fiscal year 1969. Due to extra technical assistance offered the States by the Office of Education, the major clarification and revision of regulations, the nebulous situations that caused the extensive audit exceptions should not exist after fiscal year 1969.

States assure the Office of Education that their local education agencies will adhere to Federal guidelines; therefore it is their duty to review and audit their local education agency. The local education agency should be accountable to the State.

In the 1972 annual report to the President and the Congress the Council questioned the States function as monitor of local education agencies. **The Council emphasized that since the States had assured the Commissioner of Education that Federal regulations would be followed, the States should be required to spend from their own funds an amount equivalent to the audit exceptions.** The National Advisory Council on the Education of Disadvantaged Children would like to reaffirm that recommendation again this year, and praises the Department of Health, Education and Welfare for its proposed policy regarding the return of audit exceptions. The Council further recommends that the proposed policy be implemented immediately.

## Major Areas of Noncompliance

While there are some cases of clear mismanagement of funds, many audit exceptions are due to lack of fiscal controls and administrative and accounting deficiencies. Approximately 50 percent of the States' noncompliance can be classified in these categories. In other cases, it was discovered that expenditures were untimely or not related to title I activities. Some States purchased equipment for title I children and used it in other programs or on ineligible children. Other areas of audits concern were the supplanting of teachers' salaries, excessive cash balances and the construction of buildings for general education purposes.

Many State title I coordinators feel that fiscal auditors cannot look at a program from an educational point of view, and therefore, often disagree with the findings. The Department of Health, Education, and Welfare auditors determine compliance and noncompliance of regulations strictly in terms of Federal guidelines and regulations.

Since the scope of the Department of Health, Education, and Welfare audits is confined to strict interpretation and application of the Office of Education regulations, and have no provisions for looking at these accounts with an eye toward programmatic success (except for the regulatory requirements regarding evaluations), a function of the Office of Education's program analysts, the National Advisory Council

on the Education of Disadvantaged Children recommends that at least one educator or program officer from the Office of Education be included as part of the Department of Health, Education, and Welfare audit team.

## Parents and Audits

Federal regulations require that parents be actively involved in the total operation of the title I program. The National Advisory Council on the Education of Disadvantaged Children therefore recommends:

1. That parent councils of local districts audited as part of Health, Education, and Welfare audit of a State title I program be provided the opportunity to attend the audit exit conference and have the same opportunity as other appropriate officials to provide written and verbal comments on the draft audit report.
2. That auditors be required to notify State and/or local title I parent advisory councils at the time they contact the State education agency relative to a scheduled audit.
3. That there be a State title I bulletin published at the State level which depicts total program review and audit procedures, and that said bulletin be disseminated to State and/or local title I parent advisory councils on a regular basis and at the end of the year an annual report be distributed summarizing the scope, findings, recommendations, and disposition of all audits and program reviews.

## PARENT INVOLVEMENT

The NACEDC recommends that any Federal approach to compensatory education should contain a mandated Parent Advisory Council of parents of affected children at the district level to be involved in the planning, development, operation, and evaluation of the compensatory programs.

Meaningful parent involvement is one of the—if not the most—important keys to the successful achievement of equal educational opportunity for disadvantaged children. By “meaningful parent involvement,” the Council means that parents will not be dealing in the day-to-day administrative tasks, but their ideas, suggestions, and feelings will be considered. Their role would not be a surrogate school board, but advisory only. In the 7 years since title I of the Elementary and Secondary Education Act was enacted, one fact has been clearly established: When parents are involved in the educational programs of their children, the quality of that program is increased and the performance of those children is favorably affected. The reasons are simple and stated well in an unpublished proposal of the Lawyers’ Committee on Civil Rights. It states that:

1. Parental interest and participation in the program increases the accountability of the school authorities for the success of the program.
2. When parents and other interested persons are actively involved in the operation of a program, that program tends to be more responsive to the particular needs of the participants.
3. When parents are involved in the planning and implementation of a program for their children, there will be a greater interest of both parent and child in working toward the success of that program.
4. When parents feel that they are meaningfully involved in the education of their children, there is increased interaction between the home and the school, and this interaction has a positive effect on the educational process in both places.

Parent involvement, or more specifically, parent advisory councils on the school district level are now required by law. Local education agencies applying for any compensatory education assistance must describe how parents of affected children are involved in the planning of the project, and set forth specific plans for their continuing involvement in future planning, development and operation of the project. It has been determined on all levels that the depth of parent involvement contributes positive effectiveness to compensatory education programs.

### Parent Conference

The NACEDC hosted a representative group of parents at a national conference on compensatory education, January 5–6, 1973, to determine the extent the Federal regulations and guidelines had on influencing parental participation on the local level. The conference was a success. The Council experienced the pattern of parental involvement from a representative group of local leaders, received constructive suggestions from the group, and learned first hand certain needs and problems facing parents of compensatory education-eligible children. They learned that:

- Parents are concerned about the educational progress of their children.
- Parents will undergo job jeopardy, physical hardship, emotional difficulty and illness to attend a national conference, in hopes of helping their children.
- Title I, ESEA, has produced a corps of parents who are politically sophisticated, and not dependent upon anyone for their strong and verbalized commitment.
- In some areas administrators have deliberately appointed concerned, though unprepared, parents to Parent Advisory Council chairmanships, to deliberately avoid successful parent involvement.
- In other areas, local and State administra-

tors are working well with parents, and that a correlated exemplary project has resulted.

- That the first year of parent involvement in title I, ESEA, has been a worthwhile experiment, and worthy of continuance.

Parents expressed the following general points of view:

- That title I, ESEA should be extended, since they anticipate that LEA's will not assume the role once Federal Government moneys expire.
- That parent education is an important component in compensatory education and being so eager for information on how to help their children, they will go to almost any source indiscriminately, even though they would prefer to receive information directly from the Federal Government at least quarterly.
- That compensatory education, when well designed to meet the real needs of these children, is successful and urgent.

The evidence of the increasing concern and desire on the part of parents to fulfill a meaningful role in the education of their children was impressive. They are actively looking for ways and means of achieving the objective of compensatory education in order to help their children achieve equal educational opportunity. Parents are becoming more conscious of their responsibilities in seeing to it that Federal compensatory funds are properly and prudently used to meet the needs of children in educational target areas. They have come to realize that involvement in their children's learning activities can have constructive effects with regard to the type and quality of programs their children will receive.

The parents are searching for knowledge and understanding of legislation, regulations and guidelines which determine the ultimate educational opportunities of their children, and have entered a plea that this information be made readily available to them in language which is easily understood.

### **Parent Handbook**

The language of compensatory education legislation, regulations, and guidelines is complicated, and NACEDC compliments the Department of Compensatory Education in the Office

of Education on their efforts to prepare a handbook for parents which will explain these in laymen's terms instead of their presently technical language. The document is in final draft form and the Department of Compensatory Education is looking forward to its release to the public in the very near future.

This is a very constructive first step toward the goal of increased communication between the Office of Education and the parents involved with programs at the local level. The parents strongly desire such improved communication, and it will undoubtedly lead to more effective delivery of services at the local level. The NACEDC recommends that DCE distribute this handbook to all PAC chairmen and make available sufficient copies for parents of affected children.

Parents should be given the opportunity to receive training and information that will increase their knowledge of the programs available to their children so that their involvement in the educational process will be meaningful and effective. The Council recommends that present legislation mandating parent involvement at the local education level should be amended to provide for parents councils at each school receiving compensatory education funds.

**The NACEDC, cognizant of the importance of parent involvement to the success of compensatory education recommends:**

1. **That no other advisory structure should interfere with the Parent Advisory Council as mandated by title I, ESEA. Further, no other county or district governing board shall interfere with the body structure and the laws of the local PAC.**
2. **That funding for parent involvement—workshops, PAC officials' activities, field trips, reimbursement for babysitting, work missed, and other expenses associated with participation in the PAC be written into and specifically delineated in the local education agency project application.**
3. **That every State should have a State PAC whose members should be over a simple majority of representatives from local PAC's.**
4. **That language of the title I guidelines should be available to the parents in layman's terms.**
5. **That funds should be provided and allo-**

- cated for inservice training of teachers and coordinators.
6. That training be mandated for parents who are to serve on the PAC, and that incentives be provided to parents to insure their opportunity to participate.
  7. That local education agencies be required to publish the amount of compensatory education funds allocated upon notification and 30 days prior to submitting a proposal to State education agencies. Such announcement should indicate the amount of allocation, date of submission proposal to the SEA, and method by which parents can have input into the proposal.
  8. That the Office of Education and SEA's initiate contact with State and national professional organizations aimed toward more involvement and opportunities for compensatory education personnel which will strengthen their professional competencies and commitment for working with disadvantaged children and their parents.
  9. That the continuation of local initiative as it currently exists under title I, ESEA, be strengthened with the end in view of greater involvement and participation of parents of disadvantaged children in the design of the programs to meet the special needs of these children.



## THE NEED FOR AND THE RIGHT TO A BILINGUAL-BICULTURAL EDUCATION

The NACEDC believes that a bilingual-bicultural education is the right of every American child whose vernacular is not English, and that bilingual-bicultural education is needed by all of the children in a country where variety within unity has been, and continues to be, of the utmost importance.

There are at least 5 million children in the United States who are unable to speak English fluently when they enter school.<sup>1</sup> Most of these children are Mexican American, Puerto Rican American, American Indian, or other well-established ethnic groups; and many are native-born Americans who come from homes where English is not the dominant language. Their ability to communicate fluently in a language other than English becomes a severe handicap to their opportunity to learn when they are confronted with school policies, and sometimes even with State laws, preventing them from speaking, listening to, or seeking explanations in the medium of communication they understand best. For example, three of our States with enormous populations of non-English-speaking Americans (California, Texas, and Arizona) had, until this decade, laws prohibiting the use of any language other than English as a medium of instruction in their public schools. Even where no State legal prohibitions exist, many school districts prohibit or discourage the use of languages other than English. Furthermore, the educational system's use of culturally biased testing and evaluation devices often leads to the improper classification of non-English-speaking children as "educable mental retardates." Language minority children are placed in classes for the "educable mentally retarded" in numbers that are far out of proportion to their representation in the school population as a whole.<sup>2</sup>

<sup>1</sup> Unpublished report, ESEA Title VII Conversion Plan, September 2, 1971, ESEA Title VII Division, the Office of Education, appendix entitled "Summary of Major Ethnic Groups Needing Bilingual Education," table II-x.

<sup>2</sup> "Toward Equal Educational Opportunity," the report of the Select Committee on Equal Educational Opportunity, U.S. Senate, December 31, 1972, p. 280.

Such improper classifications add greatly to the educational problems of culturally different children through damage to their own self-image and also through the assumption of denigrating attitudes on the part of teachers.

A child's bilingual-bicultural background is an untapped national resource, and the NACEDC recommends strongly that bilingual-bicultural education be an essential component in the educational program of a child with limited or no knowledge of the English language.

To determine the present situation in each State with regard to bilingual-bicultural education, the NACEDC staff conducted a telephone survey of all 50 State departments of education. Eleven States have some legislation dealing with bilingual-bicultural education and some provide specific funds for this area, with or without specific State legislation. However, it appears that the majority of the States would lose most of the financial support they have for bilingual-bicultural legislation of Federal funds were withdrawn.<sup>3</sup>

There are presently three major Federal compensatory education programs dealing with the area of bilingual-bicultural education.

Title I, ESEA, makes provision for the development of bilingual-bicultural education programs where there is a need for them. Several of the programs developed through these funds have been highly successful as models for replication throughout the States through the right-to-read program.

Title VII, ESEA, addresses itself directly to the recognition of the special educational needs of the large numbers of children of limited English-speaking ability in the United States. In this portion of the Elementary and Secondary Education Act, Congress declares it to be the policy of the United States to provide finan-

<sup>3</sup> A State-by-State description of treatment of the question of bilingual-bicultural education in the public schools is included as appendix C of this report. This information was generally obtained by phone from the Office of the State title I coordinator in each State, or from other knowledgeable persons in the State offices of education.

cial assistance to local educational agencies to develop and carry out new and imaginative elementary and secondary school programs designed to meet these special education needs. This title in the past has been funded for approximately \$40 million annually, and is separate from, although complimentary to, bilingual-bicultural programs funded from title I, ESEA.

The Emergency School Aid Act, title VII of the Education Amendments of 1972 (Public Law 92-318) provides that 4 percent of its allocated funds be used "to meet the needs of minority group children who are from an environment in which a dominant language is other than English and who, because of language barriers and cultural differences, do not have equality of educational opportunity." (Section 708. (c).)

The NACEDC wishes to highlight the concern shown by the President for the importance of bilingual-bicultural education when he stated in his education message on March 17, 1972, with reference to his Equal Educational Opportunities Act, that denial of equal educational opportunity is an unlawful practice.<sup>3</sup>

### Recommendations

The NACEDC recommends that the Federal regulations governing title I be amended so as to add the phrase "or students who have a dominant language other than English" to the existing phrase "a child who needs special educa-

<sup>3</sup> The President's Equal Educational Opportunity Act was introduced in Congress in 1972. However, it did not pass and has yet to be reintroduced.

tional assistance to perform at the grade level appropriate for his age" in the definition of educationally deprived children.

The NACEDC recommends that compensatory education money should be made available to develop:

1. Models of bilingual-bicultural programs.
2. Materials and curricula appropriate to bilingual-bicultural programs.
3. Ways of implementing competency-based evaluations.
4. Teacher-training in this area.

The NACEDC recommends that a greater fiscal-pragmatic flexibility be included in the law, the regulations and the guidelines to allow for approval of projects with a series of phases which cover more than 2 or 3 years.

The NACEDC recommends that any LEA with over 5 percent of its students having a dominant language other than English must provide appropriate bilingual-bicultural personnel in the school from State and local funds before the Federal requirements concerning comparability are considered to be fulfilled.

The NACEDC recommends that means be developed to recruit more members of language minority groups to assure an adequate number of teachers and administrators who are able to meet the needs of language minority children.

The NACEDC recommends that flexibility and sensitivity be exercised in teacher certification requirements in order to meet the need for bilingual-bicultural personnel.

The NACEDC recommends that Federal funds be used to develop culturally sensitive books and instructional materials for use in classrooms.

## MIGRANT EDUCATION

The most outstanding step toward a coordinated intergovernmental approach to the adequate education of migrant children has been the establishment of the Uniform Migrant Record Transfer System, which, for the first time, can pinpoint the number of migrant children being served, and keep and disseminate accurate records on their school and health care as they move from school to school. The Migrant Record Transfer System, financed from Migrant Program funds, is in its second year of operation and has progressed to the point where, by September 1973, it will own its own computer facilities, and will, therefore, no longer be dependent upon buying time available from the computers at the Arkansas University Medical Center. This new, highly efficient, computerized system has identified more than 430,000 migrant children. At present, unless a child is enrolled in a school receiving migrant funds, he is not counted in the system. The migrant program is striving for sibling data.

The Uniform Migrant Student Transfer Form is presently being revised so that the data available from the system will cover as many facets of each child's academic characteristics and special interests and abilities as can be established to help the teachers and administrators who will be adding to his educational achievement each year.

**The NACEDC recommends that the Uniform Record Transfer System be programed in such a way that it can make use of the following pertinent information regarding migrant children:**

1. The first school that identifies a migrant child should be required to make a needs assessment of that child and outline performance objectives that the child should achieve. When the child leaves that school for another, the information regarding the needs assessment, performance objectives, and the progress made toward those objectives should be submitted to the central Migrant Transfer Records System computer to be included in the child's permanent record.

2. When the child arrives at the next school he is to attend, the administrator of that school should be required to contact the Migrant Student Transfer System to obtain past records and performance of the child; and when the child leaves that school system the progress he has made toward his performance objectives should be required to be resubmitted to the computer center.

3. If the child's initial needs assessment indicates a need for bilingual services, each school he enters should be required to provide those services for him.

Currently the migrant program is being funded on the basis of the Department of Labor's statistics, which estimate only about one-half of the total number of migrant children. Therefore, **the Council recommends that any compensatory education program which aims to serve children of agricultural migrant workers be funded based on the use of the Migrant Program's own resource, the Uniform Record Transfer System, as the determining factor in measuring the numbers of migrant children to be served.**

### **Profile of the Migrant Child**

The migrant child is constantly moving; he has no continuity in his education, or his life in general; he is in the largest group of non-English speaking children in the title I program. He is out of the mainstream of any stable society and has few bases for security. His parents are in the fields all day, and in the formative years and after, he is either there, working with them, or at home babysitting with younger children. For many persons working in migrant education, early childhood education is of particular importance to these children. There is certainly little opportunity for intellectual development in the fields, working, or waiting while the mother and father work.

Most of the migrants are Spanish-speaking, and they are in desperate need of teachers who are able to communicate and relate to them in

Spanish as well as in English. They need day care. Many children can't attend school where programs are available to them because they must stay home and babysit for younger siblings. They need education facilities, transportation to such facilities, and personnel who are interested in their learning and development—at other hours than just those between 8 a.m. and 3 p.m. The learning needs of a migrant child are dependent on a whole host of supportive services. The need for total programs, which utilize highly aware, sensitive, and specially trained personnel, competent to instruct in a language and with an understanding that can overcome the child's learning barriers. The use of paraprofessionals in migrant programs has been highly successful. It has not only provided more individualized instruction by persons who understand the child's background, thinking, and needs; and who can communicate with him in a language he can understand; but it has provided a method and a ladder to help adult migrant workers to get out of the migrant stream. It provides useful, meaningful employment in an area for which they already have the basic skills of understanding and communication.

Migrant labor is used in 47 of the 50 States, and most of these children will live for various periods of each school year in two or more States. Their periods of migration do not coincide with the school year, and as a result their educational success is the responsibility of more than one State. These migration patterns make the needs of the migrant child national in scope and interstate in nature. Obviously, positive, cohesive, planned intrastate, as well as interstate, cooperative educational compacts are essential to a successful program for the education of these children. If educational continuity in the migrant child's program is to be achieved, there must be regional and interstate coopera-

tion and planning. Summer programs, shorter in duration than the normal school term, also offer opportunities for impacted education measures. The task of leadership in such efforts must be the responsibility of the U.S. Office of Education.

**The NACEDC recommends that the chief State school officers encourage and permit intrastate, interstate and regional cooperation and communication by the State migrant coordinators and local school officials to develop compacts and programs that will provide educational continuity in the life of the migrant child as he moves from school to school.**

The successful education of this large population of children with such pressing needs looks like an enormous job. It is. The migrants have forced the Nation to recognize bilingual-bicultural needs, the necessity of early needs assessment, and the need to offer a program in which a child feels secure. Programs being developed to get the migrant child into the school system quickly and effectively will be replicated to other nonmigrant programs. The migrant experiment is having an important impact on the changing patterns of education as a whole in the United States.

In light of the fact that a migrant child is really a child of the Nation, and not of just any one individual State, the Council encourages the maximization of interstate relationships that can be developed around the already identified migrant streams.

**The Council also recommends that a comprehensive migrant program be a mandated national priority, and that it be guaranteed an appropriation out of any compensatory plan that is to be used, which is at least as much as that appropriated for fiscal year 1973 expenditures.**

## PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE SCHOOLS <sup>1</sup>

The Council has consistently supported the need for Federal financial support to the educational programs of disadvantaged children, wherever they attend school. Past Council reports have recommended that special arrangements be made to deliver remedial services to title I eligible children who attend the nonpublic schools, as long as the two longstanding guarantees are maintained:

1. That services are given to educationally deprived children who attend nonpublic schools which can meet the standards of the Civil Rights Act, and which are not deliberately segregated academies.
2. That services which are secular and specifically designed to raise the educational attainment of the educationally disadvan-

taged children are provided to educationally deprived children attending nonpublic schools.

Most leaders of the nonpublic school systems are cognizant of the above two guarantees, and have repeatedly demonstrated their good faith to observe these qualifiers. Experience has demonstrated that they have worked well within these guidelines, and that many outstanding projects have been provided to educationally disadvantaged children who attend nonpublic schools.

The economic status of all family members, ages 3-17, by family income and race, is found in the table below, and appears in Senator Walter Mondale's Select Committee on Equal Educational Opportunity final report.<sup>1</sup>

From these figures it appears that one out of every nine children attends school in a nonpublic school.

The implications for serving eligible children

<sup>1</sup> Although the legislation refers to these participants as children attending the "private schools," many documents do not. The terms "private" and "nonpublic" are used herein interchangeably, with the preferred usage being "private schools," for compatibility with the regulations.

Table 3-2.—Economic status of family members, ages 3-17, by family income and race <sup>1</sup>

[Numbers in thousands and percentages]

	Total	Under \$3,000	\$3,000 to \$4,999	Under \$5,000	\$5,000 to \$7,499	\$7,500 to \$9,999	\$10,000 to \$14,999	\$15,000 to plus	Not reported
All children -----	59,081	4,012	6,894	10,906	9,815	10,740	14,379	9,103	4,139
Percent -----		6.7	11.6	18.4	16.6	18.1	24.3	15.4	7.0
Total enrolled, all schools --	51,874	3,254	5,819	9,073	8,342	9,298	12,969	8,574	3,589
Percent -----		6.2	11.2	17.5	16.1	18.0	25.0	16.5	7.0
Total enrolled in public pre-schools and schools ----	45,770	3,144	5,556	8,700	7,687	8,202	11,084	6,985	3,114
Percent -----		6.8	12.1	19.0	16.7	17.9	24.2	15.2	6.8
Total not enrolled in schools -----	7,235	757	1,076	1,833	1,473	1,442	1,410	529	505
Percent -----		10.4	14.8	25.3	20.3	19.9	19.4	7.2	7.6
Total enrolled in private schools -----	6,077	110	263	373	655	1,096	1,885	1,589	475
Percent -----		1.8	4.3	6.1	10.7	18.0	31.0	26.1	7.8
All white children -----	49,946	2,230	4,651	6,881	7,903	9,617	13,509	8,568	3,467
Percent -----		4.5	9.3	13.8	15.9	19.2	27.0	17.1	6.9
All nonwhite children ----	9,135	1,782	2,243	4,025	1,912	1,123	870	535	672
Percent -----		2.0	24.0	44.1	21.0	12.2	9.5	5.8	7.3
All black children -----	8,334	1,747	2,153	3,900	1,754	1,008	738	363	572
Percent -----		21.0	25.8	46.8	21.0	12.1	8.8	4.3	6.8

<sup>1</sup> Numbers and percentages in this and other tables in this chapter may not total due to standard statistical error, rounding, etc. They are, however, accurate estimates derived from separate 1970 Census Reports.

within a large school system can be illustrated by Chicago, Ill. The public school systems enrolls 557,255 children.

The Catholic school system of Chicago, according to Reverend H. Robert Clark, superintendent of the Archdiocese of Chicago, enrolls 250,000, 31 percent of the total enrollment in both the public and nonpublic school systems.

The public school system estimates that 250,000, or 45 percent of their enrollment, are children from areas of high concentrations of low-income families.

The public schools serve 47,200 children with title I funds, and an additional 4,800 students enrolled in the Catholic schools for a total of approximately 52,000 children.

The public schools are serving what they consider to be 99 percent of their eligible student population, whereas, the Catholic system receives services for 16 percent of their eligible student population.

The Catholic system has a total of 8 percent of the total title I students who are served, and 11 percent of the total student population estimated by the administrators of each system to be eligible according to the poverty factors. The 3-percent differential means at least \$184,000 or 920 more children could be served in nonpublic schools, if these children were served with the Illinois State mandate of \$200 per child, and if direct ratios were used to allocate services funded by title I, ESEA, in a local school district.

Further, the city of Chicago was scheduled to receive \$35,579,236 in title I funds for fiscal year 1973. Since the Catholic system has 11 percent of the eligible children, and if the public schools supplied services for 11 percent of the total participants in both systems, so that 11 percent of the participants were nonpublic school children, they would be entitled to a value of \$3,913,715.96 in services.

**The NACEDC recommends, therefore, that especially in the urban settings, the Federal-State-local partnership should do everything legally possible to provide remedial services to those eligible children, wherever they attend school.**

The NACEDC states that the facts have demonstrated that partnership between nonpublic and public school administrators can function legally and with the ultimate benefit to

the children in need. The NACEDC further recommends that certain steps be taken to maximize the partnership between the public and nonpublic schools in serving disadvantaged children by:

- Involving nonpublic school administrators in the total planning process for compensatory education projects (i.e., determining target areas, identifying target populations, participating in needs assessments, selecting eligible children, consulting during the program design, and participating in program evaluations).
- A bypass mechanism be provided in any compensatory education legislation to permit the U.S. Commissioner of Education to enable services providing effective participation of eligible nonpublic school children wherever they attend school, if State laws conflict with Federal mandates, or if there is substantial failure to provide comparable services by a local education agency.
- Establishing a position in the Department of HEW, at the level of the Secretary of HEW's cabinet, which is responsible to the ombudsman for the 6 million nonpublic school clients.
- Providing comparability of services, wherever they attend school.

The State of Missouri, which we mentioned last year in regard to its special problems implementing title I, ESEA, is again having difficulties implementing its program for children enrolled in the nonpublic schools.

Missouri State law, as interpreted by the State department of education, prohibits the expenditure of public funds for services to children enrolled in the nonpublic schools, although it does permit the provision of supplies and equipment.

A court challenge by Mrs. Anna Barrera of Kansas City, Mo., in behalf of the State's nonpublic school enrollment has been decided.

*Anna Barrera v. Hubert Wheeler*, 72-1440, Eighth Circuit U.S. Court of Appeals, Kansas City, Mo., charged the following inequities to disadvantaged children enrolled in the nonpublic schools in the State:

1. That ESEA title I law and regulations specifically provide for the comparable services of comparable size, scope, and

quality, for children enrolled in the non-public schools.

2. That the defendant (the State school commissioner and the State school board) are not excused from compliance by relying upon their own interpretation of State law.
3. That it is lawful and proper to provide these services.
4. That the intention of Congress was that the local education agencies provide the program design, and not the State agency.
5. That ESEA requirements are not satisfied in the after school and summer programs to nonpublic school students.
6. That there have been noncomparable expenditures and that the plaintiffs are entitled to relief.

The NACEDC supports the position of the Office of Education to submit an *amicus curiae* brief in an instance like this. The court's decision was in favor of Anna Barrera, and also that public school teachers can teach on the premises of nonpublic schools, if that is the only way comparable services can be provided. There will be no retroactive damages awarded. The

necessity of this suit could have been averted by the bypass mechanism which was offered by the Council in the 1972 annual report as a recommendation. The NACEDC recommended bypass states:

(f) (1) In any State which has a State plan approved under section 305(c) and in which no State agency is authorized by law to provide, or in which there is a substantial failure to provide, for effective participation on an equitable basis in programs authorized by this title by children enrolled in any one or more private elementary or secondary schools of such State in the area or areas served by such programs, the Commissioner shall arrange for the provision, on an equitable basis, of such programs and shall pay the costs thereof for any fiscal year out of that State's allotment. The Commissioner may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations.

(2) In determining the amount to be withheld from any State's allotment for the provision of such programs the Commissioner shall take into account the number of children and teachers in the area or areas served by such programs who are excluded from participation therein and who, except for such exclusion, might reasonably have been expected to participate.\*

\*Title III, ESEA, sec. 307(f)1-2.

## THE EFFECTIVE USE OF FUNDS

However strongly one holds a belief in the right of all Americans to equal educational opportunity, it is an ideal that to date has not been fulfilled. Programs of compensatory education were provided as a part of the Elementary and Secondary Education Act of 1965 in recognition of the fact that educational opportunity was not equal, either in terms of attainment or in terms of dollars, and that the inequity needed to be eliminated. Section 101 of title I, ESEA, declares the following policy:

In recognition of the special educational needs of children of low-income families and the impact that concentrations of low-income families have on the ability of local educational agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance \* \* \* to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means which contribute particularly to meeting the special educational needs of educationally deprived children.

At the same time that Federal legislation is emphasizing programs leading to equal educational opportunity, the courts have ruled on the heavy reliance of local school districts on property taxes as their main source of revenue. It is maintained that property taxes tend to "make the quality of a child's education a function of the wealth of his parents and neighbors" and thus appears to deny "equal protection" under the 14th amendment of the U.S. Constitution. The Supreme Court of the State of California, in a 6 to 1 decision, has so ruled in the *Serrano v. Priest* case.

The case of *San Antonio v. Rodriguez* has carried the same principle to the U.S. Supreme Court.

On March 21, 1973, the Supreme Court held that the traditional system of financing public school systems chiefly through local property taxes is not unconstitutional. The majority, in an opinion by Justice Lewis F. Powell, Jr., emphasized that the Court was not "placing its judicial imprimatur on the status quo. The need

is apparent for reform in tax systems which may well have relied too long and too heavily on the property tax \* \* \* [but the majority Justices] are unwilling to assume for ourselves a level of wisdom superior to that of legislators, scholars, and educational authorities in 49 States, especially where the alternatives proposed are only recently conceived and nowhere yet tested."

The Supreme Court, therefore, has indicated that while the present system of paying for the Nation's schools is unequal and disorderly, it is not unconstitutional, and the responsibility for doing something to improve the system falls squarely on the shoulders of the State Governors and legislatures.

This decision coincides with recommendations from the President's Commission on School Finance, the Advisory Commission on Intergovernmental Relations, and the National Education Finance Project, all of which, although finding mountains of inequalities and injustices existing in the present system of school finance, were in consensus that the constitutional authority and responsibility for resolving these inequalities rest with the State Governors and legislatures.

The Supreme Court decision notwithstanding, the *San Antonio v. Rodriguez* case has pointed out the inequalities among local school districts in a State in terms of educational resources and local tax effort. This problem needs to be addressed in such a way as to overcome the educational disadvantage which seems to accrue to students from less affluent families.

Any method of financing compensatory education through the use of Federal funds should be premised on certain basic facts and assumptions among which are:

- (1) There is a population of educationally disadvantaged youth who have special needs which are sufficiently great and expensive as to justify Federal intervention in an area formerly considered the sole responsibility of the States.



(2) The extent and the seriousness of the problem is beyond the fiscal capacity of the States, but with sufficient Federal expenditures the States can, over a period of time, reduce the magnitude of the problem to a point where State and local education authorities can reasonably be expected to assume responsibility for the solution.

(3) Programs to successfully educate the disadvantaged child have been developed. The Federal Government is best equipped to gather data and disseminate information of this type.

Given these premises one must also take into account certain known circumstances which affect the delivery of services to the educationally disadvantaged while utilizing financial resources in an effective manner. Among these are:

(1) The expansion of the number of professionals in the schools, and incremental salary costs, have continued to increase the cost of education over an extended period of time. During the same period the increases in pupil enrollment have caused a demand not only for additional personnel but also additional facilities. Communities attempting to meet these costs through increased property taxes have met with increased voter resistance, accompanied by demands for improved education.

(2) Individualization of instruction, which the Council considers a necessary component of educational programs for the disadvantaged, has not been implemented to a sufficient degree to overcome the educational weaknesses of the disadvantaged children. Legislation, guidelines, and instructional strategies for teaching disadvantaged children must encourage the utilization of flexible staffing patterns wherein the adult-pupil ratio rather than the teacher-pupil ratio is emphasized if effective utilization of financial resources is to result.

### **Critical Mass—The Amount That Will “Make the Difference”**

The NACEDC does not see “equal per-pupil expenditures” as the answer to the disparities in the present finance system, but would like to see that States and localities devise plans that will match their resources to the needs of the school districts, and which will provide the special, compensatory aid needed for students with educational disadvantages.

There has been considerable discussion this year by educational finance experts and persons working with ways to improve compensatory education, of a “critical mass” necessary to improve a disadvantaged child’s learning ability. One proposed bill offers a base of \$300 per-child in each State, before computing the additional funds some States would receive as a result of the State’s own per-pupil expenditures.

There is no magic dollar amount which, as a national prescription, will alleviate the educational deprivation of participating children. If there were a “critical mass” of dollars necessary for improved educational opportunity, it would vary from State to State and from school district to school district, depending upon local costs, local program design and local community resources. We feel that careful study should precede any legislative prescription of any equalization figure as a per-child minimum, and that the dollar amounts prescribed reflect resources available, not the acceptance of the philosophy that \$300 is sufficient as the critical mass that will make a difference in a child’s education.

With this background, the following section will be dedicated to the Council’s recommendations.

### **Council Recommendations for Use of Funds, and Funding, for Compensatory**

Some of the effects of the fiscal crisis that is facing education today can be alleviated by more creative, effectively organized and efficient approaches within the school systems themselves. This will in no way eliminate the need for additional funds, but it could have the effect of making the funding available reap fuller harvests in terms of better educated citizens.

The NACEDC recommends that legislation and guidelines encourage the utilization of flexible staffing patterns wherein the adult-pupil ratio utilizing professionals, paraprofessionals, intern teachers, student teachers, student volunteers, parent volunteers, and other volunteers is emphasized rather than the teacher-pupil ratio. Concomitantly, maximum individualization of instruction should be encouraged.

The NACEDC recommends that legislation and guidelines emphasize alternative educational models which maximize individualization

of instruction and wherein performance, related to expenditures, will be considered the basis for determining program effectiveness.

The NACEDC recommends that legislation and guidelines provide for continued Federal assistance through the States to the local school districts for the purpose of providing effective educational opportunities for disadvantaged children.

The NACEDC recommends that legislation and guidelines require planning, programing, and budgeting procedures in the preparation and operation of proposals from the State and local educational agencies which are based upon (1) assessment of the local educational needs of disadvantaged children, (2) statements of measurable objectives, (3) alternative approaches for achieving these objectives, and (4) evaluation based upon stated objectives (all in partnership with the parents).

The NACEDC recommends that legislation and guidelines set aside competitive grants for the purpose of encouraging the development of innovative and exemplary programs of education for disadvantaged children.

The NACEDC recommends that the concept of forward funding be applied to the funding of all compensatory education programs. Such legislation and guidelines should provide that local education agencies will know the amount of allocated funds one year in advance of the beginning of the grant period.

The NACEDC recommends that title I, ESEA, be funded as follows starting with fiscal year 1974:

(a) \$1.2 billion for distribution to State education agencies on a direct-grant basis by the Federal Government.

(b) \$1.2 billion to be granted to the State education agencies to be matched by the State education agencies.

The NACEDC recommends that legislation and guidelines require the States to show evidence of a plan for consolidation of small local education authorities when:

(a) More than 5 percent of the local education agencies in a State are too small to operate programs for disadvantaged children, or

(b) More than 5 percent of the local education agencies in the State have K-12 enrollment of 1,500 or less and a disadvantaged enrollment which exceeds 25 percent of the K-12 enrollment. (Where the children are widely scattered, or geography makes it impossible to consolidate, intrastate regional groupings for the purpose of purchasing and delivery of high-cost services can be considered ample evidence of a consolidation plan.)

The NACEDC recommends that legislation and guidelines permit the funding of local non-profit community-based organizations for the purpose of delivering compensatory educational services to disadvantaged children in those situations where the local education authority does not provide such programs. Such nonprofit community-based organizations must meet the standards of the State education agencies that apply to private schools in that State and must be open to title I—eligible pupils in the community on an equal basis.

The NACEDC recommends that legislation and guidelines require State education agencies and local education agencies, operating programs for disadvantaged youth, which are funded by more than one source of compensatory education funds, to show evidence of the articulation and coordination of such programs for the purpose of providing the necessary support, follow-through and opportunity for disadvantaged youth as they continue their educational program.

## CONCLUSION

Title I of the Elementary and Secondary Education Act is a first step on the road toward equal educational opportunity in America. It is the first legislation that has attempted to resolve the inequality in educational opportunity, and, as a result, much has been expected from it. In the 8 years that title I has been in existence great strides have been made toward the attainment of this goal. Title I has focused the Federal priority in education on the successful educational achievement of disadvantaged children. It has provided for new and innovative approaches to meet the educational challenge of teaching the disadvantaged child. It has made possible improved educational attainment for many children who otherwise would not have had this opportunity. It has done much, but even more is expected of it.

Equal educational opportunity is a goal that cannot be achieved in only 8 years. Much more remains to be done in the field of compensatory education—in research, development of program models, replication of good programs throughout the United States, and other areas. It is imperative that this work be carried on whether it be through an extension of title I or through new legislation to be developed by the 93d Congress:

In any compensatory education proposal, just as in all educational programs, local initiative, local control, and accountability to parents and children (the clients of the education program) is imperative.

**It is the recommendation of the Council that meaningful parent involvement is essential to the success of any compensatory education program.** Meaningful parent involvement includes parents in an advisory capacity in the planning, development, implementation, and evaluation of the programs that are to affect their children. However, it has been evident throughout the years of compensatory education that when parents are taken into partnership in the education of their children, documented results are not only better—they are outstanding in terms of the child's measurable achievement.

The NACEDC recommends that any Federal approach to compensatory education should contain:

- Provision that comparability of services paid for by local and State moneys be mandated before Federal funds are used;**
- Provision for a Parent Advisory Council of parents of affected children at the district level to be involved in the development, operation, and evaluation of the compensatory programs;**
- A mandated statement of public information requirements to be observed with respect by local education agencies;**
- A mandated, thoroughly detailed, statement of cooperation with the nonpublic schools, insuring that they have been involved in the planning, development, and operation of compensatory programs;**
- Provision for enforcement procedures by States and the Federal Government when there is a breakdown in the delivery of services to children;**
- Maintenance of local initiative in developing programs to meet the specific needs of educationally deprived children, as long as parents of affected children have been actively involved in an advisory capacity in the needs assessment and the operation and evaluation of the program;**
- Mandated concentration of funds so that services obtainable with available resources are not diluted beyond productive levels;**
- Provision for adequate Federal fiscal review to account to the taxpayer for the proper expenditure of his tax dollar. Legislated procedures for errors must also be included, and negotiation steps must be outlined. Fiscal teams should include educators so that program considerations, which must affect fiscal determination, can be put in their proper perspective before they are misinterpreted in the media.**
- A mandated provision that under desegregation plans, participating children con-**

**tinue to be served without unnecessary resegregation.**

It will be up to the President and Congress to decide the directions to be taken for continuing the delivery of needed services to the edu-

cationally disadvantaged children of the Nation.

It is the hope of the National Advisory Council on the Education of Disadvantaged Children that this report will be of assistance in making those decisions.

## APPENDICES

**TESTIMONY OF CHAIRMAN ALFRED Z. McELROY TO A GENERAL EDUCATION  
SUBCOMMITTEE OF THE HOUSE COMMITTEE ON EDUCATION AND LABOR  
FEBRUARY 5, 1973**

Mr. Chairman and distinguished members of this subcommittee, I sincerely appreciate the opportunity to be here this morning. As Chairman for nearly two years of the National Advisory Council on the Education of Disadvantaged Children, as a senior member of the elected Port Arthur, Tex., Independent School Board, as the parent of four school-aged youngsters, and as a taxpayer, I am grateful for the opportunity to take part in what promises to be the greatest national debate over the Federal approach to educating the disadvantaged since the Elementary and Secondary Education Act (ESEA) was passed in 1965.

The National Advisory Council is the statutory, Presidentially-appointed Council charged with review and evaluation of programs under title I, ESEA, and other federally-funded programs serving disadvantaged children, including the poor, handicapped, delinquent, migrant, and other children found to be educationally deprived. Our Council budget is drawn from title I, ESEA funds, and our 15 members include education professionals from every level of the education process, a juvenile court judge, civic leaders, businessmen, five women, and significant representation from black, Spanish-speaking, Appalachian, oriental, and other minority and ethnic communities across America. In the interest of conserving time, I have attached to my testimony a list of the NACEDC membership, including their occupational and geographic backgrounds and their terms of service.

Since it is our statutory obligation to provide information to the Congress and the President on disadvantaged education, the Council was delighted when your subcommittee requested my appearance in order to express our views on matters before the Congress.

Again, in the interest of conserving your valuable hearing time, I thought it might be helpful if I began by summarizing the subjects cov-

ered by my statement, in response to your request, Mr. Chairman, and those of your subcommittee staff. First, I will comment on the proposals contained in H.R. 69, which would extend the provisions of ESEA, with amendments, for an additional 5 years. I will discuss the provisions of this bill which relate to disadvantaged education and also frame for you, as best I can, the Council's attitude on a special revenue sharing approach to Federal education assistance.

Second, I will summarize in my statement, and provide in an attachment, the information you requested on the Council's findings of examples of successes and failures in the operation of title I programs as they are now constituted.

Third, I will comment briefly on H.R. 16, which would provide to elementary and secondary schools general education aid from the Federal level for the first time.

Finally, I will try to draw upon the Council's experience and my own experience in a discussion of the various approaches to the Federal role in assisting disadvantaged education, tying together our comments on the specific proposals now under consideration by the General Education Subcommittee.

**I. H.R. 69, The Elementary and Secondary  
Education Amendments of 1973**

From your reading of the Council's reports to Congress and the President in the years 1971 and 1972 (copies of which are attached to my statement), you know, Mr. Chairman, that the Council has basically supported the Federal assistance to disadvantaged education provided under title I, ESEA. The activities of our Council during my chairmanship have been primarily concerned with evaluating the implementation of this program and, more specifically, with strengthening those aspects of title I aid and

regulations which, we feel, can produce the most improvement in educational opportunity for educationally deprived children, given the level of Federal tax dollars expended. We have felt quite strongly about improving Federal requirements and the implementation of Federal requirements at the local and State levels for meaningful parent involvement, for comparability, for fairness to educationally deprived youngsters in nonpublic schools, for concentration of funds and for adequate availability to the public of information about the use of title I moneys at the local and State level.

The Council's support of title I rests on several assumptions, which we believe are shared by many in the Congress. The first assumption is that many of the ills of our society, including poverty, unemployment, and inadequate funds are focused on the goal of providing adequate educational experiences for all American children, including those whose families have found themselves caught in several generations of cyclical disadvantage and exclusion from much of the mainstream of American life. The second assumption follows directly from the first. There is no doubt that many States and localities, sometimes from lack of willingness or understanding, but most often because of lack of resources, were not providing this kind of educational experience to their disadvantaged school populations. This is why, less than a decade ago, Congress took the revolutionary step of establishing for the first time, a Federal role in the funding and guiding of programs to improve educational opportunity in America.

A further assumption has evolved with our experience under ESEA. That is that despite the best efforts of educators and local, State, and national leaders to estimate the level of need for resources required to accomplish this goal, the practical availability of resources for this purpose has always and will likely continue to fall short of the level of expectation established by congressional authorization levels for current programs and by needs surveys conducted within the education community. The reason for this is obvious, as well as healthy. That is that on every level of government the competition for resources to fill critical public needs has necessitated a setting of priorities and a paring down of ideal goals for any single program purpose. Few generals feel that enough is being allocated to national defense,

few traffic engineers feel enough is available for highways and mass transit, and few educators feel there is sufficient allocation of tax dollars to upgrade the learning experiences of children.

Viewing the proposals of H.R. 69 in this context they point to a continuation of both the good and bad aspects of title I as this program now stands. It assures a well focused Federal participation in the provision of resources for the educationally disadvantaged. It assures the continuation of what may be a necessary tug of war between the Federal bureaucracy and local and State education agencies as to the adequacy of fulfillment and implementation of the strong Federal strings or guidelines in which each title I dollar is carefully wrapped. While many of these strings are clearly necessary to motivate some States and localities to properly spend these funds on target children, there is also the effect of reducing local initiative and creativity and of perpetuating a tendency toward national measurement of the productive results of title I.

Judging from the short history of ESEA, and particularly of title I, H.R. 69 will also continue the now massive discrepancy between the level of expectation created by congressional authorization levels and the level of funds actually appropriated by Congress and allocated by the Executive for this program.

We all know that the President has proposed a "folding in" of title I and certain other categorical education aid programs into his proposal for a special revenue sharing approach. While the Council, like the Congress, has not yet seen the specifics of the new special revenue sharing proposal, we understand that it will be finalized and presented to Congress and the public within the next 60 to 90 days. The Council is anxious, and I am certain you are, to study and weigh the details and provisions of this new proposal side by side with the provisions of H.R. 69, to determine which approach will best serve the special needs of educationally deprived children. At this point, the Council is not ready to endorse either approach, in preference to the other, until we have had the opportunity to consider both of them together.

However, the Council and its staff have carefully reviewed the provisions of H.R. 69, in the light of our very strong commitment to a meaningful Federal role in the financing of special

services for educationally disadvantaged children living in areas of high concentrations of low-income families. I would like to review the significant conclusions and recommendations we have reached concerning the provisions of this legislative proposal.

*A. The \$300 "Critical Mass"*

Title II of H.R. 69, proposed under section 201 an amendment to existing section 103 which would set a minimum standard of financial concentration of funds on each eligible child. Basically, the bill would offer a base of \$300 per child in each State, before computing the additional funds some States would receive as a result of the State's own per pupil expenditures.

We see several difficulties with this proposal. First, there are 10 States which would lose from \$6 per child to \$600 per child under this formula. Based on fiscal year 1971 funding levels, these include California, the District of Columbia, Florida, Idaho, Michigan, Minnesota, Nebraska, Nevada, New Mexico, and Wisconsin. Many of these States currently have very good performance records in their use of title I funds.

Second, the council suggests that there is no magic dollar amount which, as a national prescription, will alleviate the educational deprivation of participating children. If there were a "critical mass" of dollars necessary for improved educational opportunity, it would vary from State to State and from school district to school district, depending upon local costs, local program design and local community resources. We feel that careful study precede any legislative prescription of \$300 or any other equalization figure as a per child minimum.

Thirdly, the council has examined the budgetary implications of a \$300 per child minimum based on the number of children served in the fiscal year 1971 program. There were 6,216,398 children served in that year, and at the rate of \$300 per child, the appropriation for title I, ESEA, would have to be a minimum of \$1,864,919,400. H.R. 69 would use 1970 census data, and proposes in section 203 an amendment to current sections 103(c) and 103(d) to include as eligible children of families with incomes under \$4,000, instead of the current \$2,000 annual income based plus AFDC (aid to families with dependent children) payments.

Thus, H.R. 69 would seek to serve a larger number of children than the 6.2 million served

in fiscal year 1971. But even at the 1971 level of participation, the bill seeks a minimum \$350 million increase in appropriations for title I, ESEA, and if the remainder of the formula in the bill using State per pupil expenditures is taken into consideration, the bill would necessitate a massive additional outlay for title I activities.

Certainly the Council would welcome a program serving additional children, and we are on record as being concerned about the concentration of funds. However, as I have indicated, we have also learned to be conscious of the continuing discrepancy between need levels and the amount of resources that can realistically be expected in light of competing budget needs.

*B. Ratable Reductions in All Title I Allocations*

H.R. 69 proposes in section 205 that moneys for services to children in State institutions for handicapped, neglected and delinquent children, as well as for other State-operated programs be ratably reduced along with other categories of title I allocations in accordance with appropriated amounts. The Council endorses this proposal because the current law and the record of appropriation levels has placed a much higher priority on children in these special categories than on other disadvantaged children.

*C. Migrant Education: Section 122*

Since the enactment of ESEA, the migrant program has developed a computerized system to document and record the educational, family, and medical history of the children of agricultural workers as they have been served. After a year of full operation, this program has shown that there are nearly twice as many migrant children in need and being served than the Department of Labor has estimated.

Therefore, the Council recommends that an amendment to existing section 122 be added to require the use of the migrant program's own resource, the Uniform Record Transfer System, as the determining factor in measuring numbers of migrant children to be served by title I funds.

*D. Title III: Late Funding Study*

The NACEDC suggests that there is already sufficient information available to demonstrate the need for forward funding, without the possibly expensive study proposed under title III of H.R. 69. The Council feels that delayed funding of title I and other programs, which has occurred as a result of the slowness of the ap-



propriating process, has caused major confusion, waste and inefficiency at the local level in the proper and effective expenditure of Federal dollars.

It is impossible for evaluations to have impact on local programs, for quality personnel to be hired and retained, and for quality programs to be developed and implemented unless there is at least some certainty, preferably a year in advance, that a specific dollar amount will be available for these purposes.

This concludes the Council's specific commentary on the provisions of H.R. 69.

## II. A preliminary Look at the Special Revenue Sharing Alternative

I said earlier that the Council has an open mind regarding the choice between extension of existing programs and whatever alternatives may be offered in the President's new special revenue sharing proposals. Without trying to guess what the specifics of this proposal may contain, there are two observations I am prepared to offer at this time.

First, the Council was made aware last week of some encouraging news about the plans of some States to use a considerable portion of their shares of general revenue sharing funds for educational purposes. The January 31, 1973, edition of *"Report on Education of the Disadvantaged"* reports that a 44-State survey by the Education Commission of the States has shown that "the Governors of 12 States are urging their legislatures to allocate all or a good part of their Federal general revenue-sharing funds to support public education."

If the requests of all 12 Governors are carried out, about \$397 million would be allocated for educational use—this out of a total of about \$1.7 billion in general revenue-sharing funds which went directly to State governments.

Five of the twelve Governors, in Oregon, California, Utah, Nevada, and North Dakota, have recommended that their full State-level allotments go either for direct aid to public education or indirect aid in the form of property tax relief to localities. Their measures would direct a five-State total of \$255.6 million to education. The other seven—Montana, Georgia, Pennsylvania, Washington, New Jersey, Ohio, and Virginia—would direct part of their reve-

nue sharing for a seven-State total of \$241.6 million to education.

It is still early in the first State legislative sessions to be held after general revenue sharing was passed, and we might expect that a number of other States will move in this direction before the year is out.

This trend, if it is a trend, would show not only a high State-level priority on education, but also would resubstantiate the high level of need by States for additional revenue sources for education.

More to the point in discussing the Council's views on the proper Federal approach to disadvantaged education is our feeling that any compensatory education measure approved by your subcommittee, whether it embodies a categorical or a special revenue sharing approach, should contain and reflect certain guarantees to protect the children, the politically vulnerable children, about whom the Council and your subcommittee are most concerned.

Any Federal approach to compensatory education should contain:

- A statement that comparability of services paid for by local and State moneys be mandated before Federal funds are used;
- A mandated Parent Advisory Council of parents of affected children at the district level to be involved in the development, operation, and evaluation of the compensatory programs;
- A mandate of public information requirements to be observed with respect by local education agencies;
- A mandated thoroughly detailed statement of cooperation with the nonpublic schools, insuring that they have been involved in the planning, development, and operation of compensatory programs;
- Mandated enforcement procedures by states and the Federal Government when there is a breakdown in the delivery of services to children;
- Maintenance of local initiative in developing programs to meet the specific needs of educationally deprived children, as long as parents of affected children have been actively involved in the needs assessment and the operation and evaluation of the program;
- Mandated concentration of funds so that

- services obtainable with available resources are not diluted beyond productive levels;
- Adequate Federal fiscal review must be included to account to the taxpayer for the proper expenditure of his tax dollar. Legislated procedures for errors must also be included, and negotiation steps must be outlined. Fiscal teams should include educators, so that program considerations, which must affect fiscal determinations can be put in their proper perspective before they are misinterpreted in the media.
  - And, a mandated provision that under desegregation plans, participating children continue to be served without unnecessary resegregation.

We leave to the judgment of your committee, Mr. Chairman, and to the Congress, whether the functioning and activities of a National Advisory Council on Education of the Disadvantaged Children should be provided for in the future. Let me only say that the Council and I were pleased and somewhat flattered to note the inclusion of a provision for an NACEDC in H.R. 69.

### **III. Title I, ESEA: Some Successes and Failures**

#### **A. Some Successes**

Mr. Chairman, your staff requested me to document with my testimony, some successes and failures of title I programs. The appendix attached to my statement included programs descriptions and evaluative material for 28 programs which in the councils judgment, have shown very promising results.

Of these 28 projects, some are of special interest to the members of this subcommittee. One is in New York, two in Michigan, two in California, one in Ohio, four in Wisconsin, seven in Minnesota and one in Nevada, in addition to other States. We are still awaiting a response from Hawaii, but after conversations with title I officials there in the past week, we are confident that they, also, will be able to document exemplary results.

The 28 projects described in the appendix do not include data which we received only last Friday on 90 projects in California, of which 10 are in Los Angeles, 6 in Oakland, 4 in Bakersfield and 1 in Berkeley.

Forty of these California projects are urban,

40 are rural and 10 are suburban. All have achieved an average rate of 1.2 years gain for each child in reading and mathematics in each year of their operation, and most of the 90 programs have operated for more than 1 year. The State evaluations of these 90 programs, as well as of the first 28, have been verified by the U.S. Office of Education (USOE).

Last Thursday, you heard testimony from the superintendent of public instruction of Michigan, Dr. John Porter. USOE data we received last Friday, February 2, included two outstanding projects in Michigan, one in Flint and the other in Highland Park.

In the council's judgment, the best example of a successful title I reading program that has come to our attention is the program of the State of New Jersey. We have received preliminary information from Mrs. Jane Holub, State title I coordinator, concerning the success of title I reading programs being conducted in her State.

The data is individual data on each child, with the same pretest and posttest, and it represents 47 percent of the children participating in the State. The reason this study is based on only 47 percent is that 25 percent of the State's local education agencies did not report in time to be included in the data, 20 percent of the local agencies did not have reading programs and the rest did not use comparable pretests and posttests.

Before title I ESEA, 74 percent of this group of children were achieving in reading at a rate of 0.7 years or less for every year in school. After title I ESEA reading programs were begun and measured, 60 percent of the same children were achieving at the rate of at least a year for every year in school, and half of those achieved at a rate of 1.5 years for every year.

While I have given you the highlights of this data, and while the measurement of achievement is only as good as the measurement methods used, this, to us, is a record of spectacular success. We can attribute much of this success to the dedication and hard work of education professionals at every level in coordination with an active State and active local parent advisory councils. Parent education would seem to be an important component of this kind of program.

### **B. Some Failures**

Mr. Chairman, not every State can boast the same level of success as this program and the others I have referred to. We have information that in a small rural area in Alabama, parents of children attending title I programs were not made aware that title I was in their school district until the summer of 1972, and their parent council was formed as late as July 1972.

We also have information that in North Carolina, in another rural district where a parent of a local migrant parent council, operating in summer programs, was selected *because* she was illiterate and could not read the title I application, and that she was denied even the most insignificant help in learning to read—she was denied permission to sit in on elementary classes beside the children who were learning to read.

We have further information, readily accessible to you, that the Department of HEW Audit Agency has prepared, which shows where and to what extent full compliance with the law and with title I regulations has not been achieved. The Council applauds efforts by the Department to rectify these problems, and to hold school districts accountable for the proper expenditure of Federal funds.

We do not, Mr. Chairman, conclude from our review of individual title I programs that local education agencies are incapable or unwilling to operate title I programs in full compliance with the law. On the contrary, the successes and the progress have far outweighed the failures and the violations. But, as I have already stated, we do feel that adequate, minimum accountability should be included in any Federal compensatory education program.

### **IV. Comments and Recommendations: H.R. 16, The School Finance Act of 1973**

It was requested, Mr. Chairman, that the Council comment through my testimony, on the provisions of H.R. 16, a bill which puts forward three principles: First, that a minimum level of Federal resources must be applied as a priority to programs for the educationally disadvantaged; second, that once this is accomplished, a Federal program of general education aid for all children should be undertaken; and third, that in the distribution of

general aid funds, encouragement should be given to those States which take steps to equalize the current discrepancies in revenue availability and per pupil spending which exist among school districts within each State.

I cannot comment in the Council's behalf, except generally, on the provisions of this bill. We have only recently begun to study the implications of required State equalization of per pupil costs, as this issue has been highlighted by the recent *Serrano* and *Rodriguez* court decisions. Since we have not formulated any policy or recommendations on this issue, I respectfully request that we be permitted to come back on some future date to give you our comments on this bill.

In an attempt to honor your request that I cover this proposal in today's testimony, I would offer some general observations. First, the Council supports the premise in H.R. 16 that the first national priority in education, and in Federal education aid, must be the provision of services to the educationally disadvantaged.

The Council has been wary in the past of proposals for general aid to education from Federal sources. I think we need to spend more time considering how such a proposal fits in with proposals like H.R. 69 and with special revenue sharing. Is general aid a supplement or an alternative to the two approaches we have already discussed? Does general aid offer more or less opportunity for local program initiative than does either categorical aid or properly directed special revenue sharing? As you know, many in the education community fear that a program which begins as general aid may end up placing severe Federal restrictions on local operation of public schools.

The Council agrees with the assumption that new sources must be found to supplement the increasingly inadequate local resources for education, but the means of providing that revenue is crucially important, as is the resultant ability of localities and parents of the children themselves to participate in decisions on educational program, curriculum development, and educational priorities. Overall, the Council has been concerned about our youngsters, and that sufficient steps be taken in any such proposal to not only encourage, but to assure innovation and resourcefulness by the local education agencies.

## V. Conclusion

The Council would like to reaffirm its primary concern that compensatory education is many things to different people, and that this is as it should be. National evaluations which appear glowing or derogatory usually have one common flaw, that criteria were applied to a program which did not attempt to achieve the goal by which it was evaluated. We urge the committee and its staff to be very wary of these evaluations, and glean from them the valuable, and be suspicious of the propaganda between the lines.

The Council would like to see the continuation of the application of local initiative, as is current under title I, ESEA, with the coordination and involvement of the parents of affected children, in the design of the programs to meet the special needs of these children.

Educators agree in principle that "compensatory education is the major attempt to raise the educational attainment of educationally disadvantaged children."

However, there is controversy over the definition of educational attainment and educational deprivation.

Is education attainment a group of test scores on nationally recognized achievement tests in reading and mathematics? Or is educational attainment the result of the sum total of the school experience which, when translated into career opportunities and lifetime earnings potential, determines vocational success? Finally, is educational attainment a multifaceted experience which prepares each individual to deal with the ups and downs of existence; the ability to change jobs when obsolescence forces it; the ability to live productively and with satisfaction during the increasing leisure hours; and the ability to be sensitive to the rhythms of politics, human development and world needs?

There are also inadequate definitions for educational deprivation among children. Are they culturally deprived? Are they handicapped? Is educational deprivation the inability to read and compute at grade level? Or is it so great a sense of futility and so deep a lack of confidence, sense of purpose and self-worth that efforts to educate such a child are sabotaged from the outset?

Finally, there is controversy over measurements of the success of compensatory educa-

tion. I have provided, as you requested, some examples of title I programs that are successful in response to certain categories of measurement. You would have to interview the children, their teachers and parents, however, to be able to even fathom a guess as to the impact of their improved reading and math levels or the kind of citizens they will eventually become.

Since there is no agreement over the goals and responsibilities of compensatory education, then it should come as no surprise that there is still after 7 years of experience, no common ground for discussing successes and failures on a national level. It should also be apparent that this confusion over goals, and that the need for our society and our political structure to be able to identify readily its successes and failures, has precipitated mass criticism of specific programs resulting in sometimes ludicrous evaluations and policy judgments that can be harmful and/or irrelevant to the targets of all of our efforts—the children themselves.

For example, the Follow Through program, a comprehensive approach to compensatory education with many components and with massive parent involvement, was measured by its successes in reading and mathematics. I must agree that some of the goals of a program such as this are probably not measurable in any precise or generalistic sense. The measurer in this case was an outside contractor, Stanford Research Institute (SRI), which received its contract on a sole source. Worse yet, although the General Accounting Office criticized heavily this multimillion dollar contract among others that the USOE was letting at the time, the SRI evaluation was still used as the basis for the approaching demise and limited funding of this popular experimental program. I was personally present at a Follow Through conference held in Palo Alto, SRI's home base, in 1971, and was amazed at the lack of understanding and pure lack of competence shown by representatives of this contractor when discussing the program they had been selected to evaluate.

So irritated were the parents of children in the program at the fact that the dilution and elimination of the experiment seemed imminent, that confrontation politics surfaced at regional meetings hosted by USOE, a fact which further isolated the policymakers from those the program was designed to assist.

Another example of the inappropriateness of single-minded, national measurement of the education process is an AIR (American Institute of Research) study of title I programs. Their evaluation is commonly referred to as a significant national evaluation and is quoted as having been able to identify very few successful title I programs using their stringent and narrow criteria. Their report was released March 1972, covering a period through 1970. Only 20 of the 41 programs they reviewed are title I funded, and 10 are pre-1967 programs, some dating as far back as 1961 and 1962, 3 and 4 years before there was a title I, ESEA. Yet the study is cited as an authoritative judgment of the failure of title I. This contract, the reanalysis and syntheses of data from fiscal year 1965-70, cost the Office of Education's Office of Program, Planning and Budgeting and Evaluation, \$119,555.

Still another case in point is the Moynihan & Jencks reevaluation of available (and outdated) data on compensatory education. Their conclusion that compensatory education is a failure was widely reported in the media. Their conclusion was based on standards of measure, however inadequate or culturally based, which did not measure even the stated goals of the programs.

The ultimate extrapolation of the works of Moynihan and Jencks is not only the failure of compensatory education, but the morose conclusion that "school is dead." This pessimism is only outdone by the lack of constructive recommendations for the rejuvenation of school, if that is needed, or for the resurrection of education, in and out of the school building.

My purpose, Mr. Chairman, is not to paint any and all evaluations and evaluators of compensatory education with a tainted brush. I am merely regretting the fact that the very wise and excellent decision of the Federal Government to step in and assist the process of improving educational opportunity has given rise to a widely-held belief that just as education can be helped by Federal dollars, so can and must it be evaluated and measured by Federal or national standards. The Council has grown very wary and suspect of generally laudatory and generally critical statements about current compensatory education programs. Uniform goals and uniform priorities do not exist on a national level, and they should not. They do not exist any more than uniform standards exist for the success or failure of my own four sons—all of whom share a common upbringing, economic level, and human and geographical environment—in and out of the classroom. How, then, can we apply uniform measurement to programs serving people and communities as diverse as America herself?

We on the National Advisory Council on the Education of Disadvantaged Children believe that there should be a strong Federal role in this field, and I have detailed some of our views on this role here today. However, we believe that the goal of the Federal role must be to insure the availability of resources for targeting at the particular local needs of this politically socially and economically vulnerable group of American children, so that their needs may be answered by the initiative and innovation of the working local education agency in concert with the parents of these children.

Thank you.

<i>Council Members</i>	<i>Occupation</i>	<i>Term Expires</i>
Alfred Z. McElroy, chairman	Insurance -----	Sept. 16, 1974
Roland DeMarco --	President, Finch College.	Sept. 16, 1973
Purificacion Fontanoza	Assistant Professor, Sacramento State College.	Sept. 16, 1973
Maurice Rosenfeld -	Chairman, board of Equitable Bag Co.	Sept. 16, 1973
John Tsu -----	Director, Institute of Far East Studies.	Sept. 16, 1973
Jose Barbosa-Muniz	Executive Assistant to the President, University of Puerto Ricc.	Sept. 16, 1974
Barbara G. Culver -	County judge and juvenile court judge, Midland, Tex.	Sept. 16, 1974
Ruth Hagenstein --	Civic leader, Portland, Oreg.	Sept. 16, 1974
Estelle Sotirhos ---	Title I liaison, New York City.	Sept. 16, 1974
Irene Cardenas Cardwell	Retired school teacher and principal, Del Rio, Tex.	Sept. 16, 1975
Camille V. Dabney -	Director, community education, East St. Louis, Ill.	Sept. 16, 1975
Frederick Felder --	Consultant, Minneapolis, Minn.	Sept. 16, 1975
Wilbur H. Lewis --	Assistant superintendent of schools, Parma, Ohio	Sept. 16, 1975
Owen Peagler -----	Dean, Pace College, New York.	Sept. 16, 1975
Peter Brennan ----	Resigned effective December 6, 1972, to accept Presidential appointment as Secretary of Labor.	----

<i>State-by-state per pupil cost—fiscal year 1971</i>	
1. Alabama -----	\$165
2. Alaska -----	105
3. Arizona -----	168
4. Arkansas -----	153
5. California -----	*400
6. Colorado -----	239
7. Connecticut -----	271
8. Delaware -----	300
9. District of Columbia -----	*367
10. Florida -----	228
11. Georgia -----	216
12. Hawaii -----	*344
13. Idaho -----	56
14. Illinois -----	203
15. Indiana -----	134
16. Iowa -----	167
17. Kansas -----	152
18. Kentucky -----	134
19. Louisiana -----	213
20. Maine -----	220
21. Maryland -----	294
22. Massachusetts -----	*328
23. Michigan -----	*306
24. Minnesota -----	*325
25. Mississippi -----	185
26. Missouri -----	225
27. Montana -----	*375
28. Nebraska -----	164
29. Nevada -----	*900
30. New Hampshire -----	150
31. New Jersey -----	*696
32. New Mexico -----	178
33. New York -----	201
34. North Carolina -----	232
35. North Dakota -----	108
36. Ohio -----	291
37. Oklahoma -----	116
38. Oregon -----	268
39. Pennsylvania -----	214
40. Rhode Island -----	275
41. South Carolina -----	135
42. South Dakota -----	166
43. Tennessee -----	153
44. Texas -----	156
45. Utah -----	227
46. Vermont -----	121
47. Virginia -----	258
48. Washington -----	184
49. West Virginia -----	244
50. Wisconsin -----	*348
51. Wyoming -----	120
52. American Samoa -----	
53. Guam -----	
54. Puerto Rico -----	
55. Trust Territory -----	
56. Virgin Islands -----	

\* Per pupil cost in excess of critical mass of \$300, as per H.R. 69.

**216 TITLE I SUCCESSFUL PROJECTS**

## CONTENTS

### States that have submitted successful title I projects to NACEDC

- Salt Lake City Utah, Operation Prime (basic skills).
- Earle, Ark., Remedial Reading Program.
- Conway, Ark., Remedial Reading Program.
- Phoenix, Ariz., Reading Communication Skills project.
- Riverside, Calif., 1969-70 Dropout Prevention.
- Riverside, Calif., 1972 Reading Development Laboratory.
- El Paso, Tex., Remedial Reading Laboratory.
- Cleveland, Ohio, Diagnostic Reading Clinic.
- Leominster, Mass., Project MARS (Make All Reading Servicable).
- Oconomowoc, Wis., Comprehensive Program for the Educationally handicapped.
- Cambridge, Wis., Pre-school Development.
- Manchester, Mich., Remedial reading, Math, and Social Studies.
- Clarkston, Mich., Remedial Reading.
- La Crosse, Wis., Early Identification and Treatment of Learning Difficulties.
- Milwaukee, Wis., Returnee Counselor Program.
- Milwaukee, Wis., Title I Reading Center Program.
- Hanover, Mass., Early Identification and Remediation of Learning Disabilities.
- Worcester, Mass., Operation Reading Base.
- Rochester, N.Y., English as a Second Language.
- Albert Lea, Minn., Improvement of Elementary Language Arts and Reading.
- Grand Rapids, Minn. Basic Skills, Development.
- Moorhead, Minn., Supplemental Reading Improvement Program.
- Ashley, Mich., Remedial Reading.
- Highland Park, Mich., Remedial Reading and Mathematics.
- Atlanta, Mich., Remedial Reading.
- Flint, Mich., Remedial Reading.
- Addison, Mich., Remedial Reading.
- Fernley, Nev., Pegasus Basic Skills.
- California, Ohio, Colorado, Indiana, Kansas, Missouri, Michigan, New Jersey, Florida, successful State programs in title I.
- Hibbing, Minn., A Unitized Instructional Program (reading and math).
- Faribault, Minn., Project for Trainable Mentally Retarded, transition room (prevention of academic and emotional problems) remedial reading project.
- Milwaukee, Wis., Speech and Language Development .
- East St. Louis, Ill., Project Conquest (remedial reading).
- New York, N.Y., Alpha One Reading Program.
- Detroit, Mich., Continuing Education for Pregnant Girls.
- Laredo, Tex., Guidance Active Learning Program.
- Bridge City, Tex., Remedial Reading.
- Dennison, Tex., Developmental Reading.
- Mexia, Tex., Remedial and Corrective Reading.
- Dallas, Tex., Targeted Achievement in Reading.
- 64 Michigan, Exemplary Title I Projects 1971-72.
- 38 California, Promising Programs that can be Replicated.
- 16 Maryland, Exemplary Title I Projects 1972.

### States that submitted title I projects

	<i>Number of programs</i>	<i>Area of concentration</i>
1. Alabama -----		
2. Alaska -----		
3. Arizona -----	1	Reading.
4. Arkansas -----	2	Reading.
5. California -----	91	Reading, math, dropout pre- vention.
6. Colorado -----	1	Reading.
7. Connecticut -----		
8. Delaware -----		
9. District of Columbia -----		
10. Florida -----	1	Math and reading.
11. Georgia -----		
12. Hawaii -----		
13. Idaho -----		
14. Illinois -----	1	Reading.
15. Indiana -----	1	Reading.
16. Iowa -----		
17. Kansas -----	1	Reading.
18. Kentucky -----		
19. Louisiana -----		



	<i>Number of programs</i>	<i>Area of concentration</i>
20. Maine -----		
21. Maryland -----	16	Reading and math.
22. Massachusetts --	3	Reading.
23. Michigan -----	73	Math, reading, dropout prevention.
24. Minnesota -----	5	Reading.
25. Missouri -----	1	Do.
26. Mississippi -----		
27. Montana -----		
28. Nebraska -----		
29. Nevada -----	1	Basic skills.
30. New Hampshire -----		
31. New Jersey ----	1	Reading and math.
32. New Mexico -----		
33. New York -----	2	Alpha One—English as a second language.
34. North Carolina -----		
35. North Dakota -----		
36. Ohio -----	2	Reading.
37. Oklahoma -----		
38. Oregon -----		
39. Pennsylvania -----		
40. Rhode Island -----		
41. South Carolina -----		
42. South Dakota -----		
43. Tennessee -----		
44. Texas -----	6	Reading.
45. Utah -----	1	Basic skills.
46. Vermont -----		
47. Virginia -----		
48. Washington -----		
49. West Virginia -----		
50. Wisconsin -----	6	Basic skills and delinquency.
51. Puerto Rico -----		

### Successful Title I Programs, by Subject

#### Remedial Reading:

Earle, Ark.  
 Conway, Ark.  
 Phoenix, Ariz.  
 Riverside, Calif.  
 El Paso, Tex.  
 Bridge City, Tex.

Dennison, Tex.  
 Mexia, Tex.  
 Dallas, Tex.  
 Cleveland, Ohio.  
 Leominster, Mass.  
 Clarkston, Mich.  
 Milwaukee, Wis.  
 Worcester, Mass.  
 Albert Lea, Minn.  
 Moorhead, Minn.  
 Ashley, Mich.  
 Atlanta, Mich.  
 Flint, Mich.  
 Addison, Mich.  
 East St. Louis, Ill.  
 New York, N.Y.  
 Maryland.

Bilingual education:  
 Rochester, N.Y.

Basic skills (math, social studies, reading):  
 Salt Lake City, Utah.  
 Manchester, Mich.  
 Grand Rapids, Minn.  
 Fernley, Nev.

Juvenile Delinquency: Milwaukee, Wis.

Dropout prevention:  
 Riverside, Calif.  
 Detroit, Mich.

Reading and math:  
 California (statewide gains).  
 Ohio (statewide gains).  
 Colorado (statewide gains).  
 Indiana (statewide gains).  
 Kansas (statewide gains).  
 Missouri (statewide gains).  
 Michigan (statewide gains).  
 New Jersey (statewide gains).  
 Florida (statewide gains).  
 Hibbing, Minn.  
 Highland Park, Mich.

Learning disabilities:  
 Hanover, Mass.  
 La Crosse, Wis.  
 Oconomowoc, Wis.  
 Faribault, Minn.

Counseling and guidance: Laredo, Tex.

## Salt Lake City, Utah

I like Operation Prime, it really [sic] gives people a chance. When I first came to the seventh grade, I didn't no [sic] how to read very fast and even when I did read slow, I could not understand what the story was about. Now I can read real good and understand what I an [sic] reading. I like this program, it is fun. And I wish the other schools could have this opportunity as we do.

A student participating in a Utah title I project which offers rewards in terms of skins (special knowledge incentives) or free time to be used in the game room (reinforcement event room) wrote the above paragraph. The skins are equivalent to half a penny and are exchanged for cash

Both the cognitive and the effective domain are considered in the design of this program. To improve the reading skills there will be an increase in decoding skills and fact comprehension. The mathematics objectives are designed to cover the fundamental operations of addition, subtraction, multiplication and division. The students will be able to comprehend the beginning number concept of place values and understand the concept of fractions and decimals.

Each student worked with a sophisticated flow chart that enabled him to work at his own rate and level. All materials were designed or programmed into mini-assignments. Work was evaluated and rewarded immediately. No one was paid in time or money for less than 80-percent performance.

Most of the students spent a full 9 months in the program. According to this study, none of the students had shown a full year growth in a regular program, therefore, any growth of 1 year or more should be significant.

The program started with 185 students; 117 completed the program. Results were reported for reading only the Gates-MacGinitie Test D Form 1 and 2. Test results are reported as grade-placement scores, raw scores are on file at the school. The pretest was given in September 1971 and the posttest in May 1972.

In the seventh grade on the vocabulary section of the test, 8 students showed 0.1 to 0.9 years of growth; 64 students showed 1 year to 4.9 years growth; 15 students showed a decline of 0.1 to 4.9 years growth. In the comprehension section of this test, 33 students students showed 0.1 to 0.9 years growth and 76

students showed 1 year to 7.5 years growth. Seven students showed a decline.

In the eighth grade on the vocabulary section of the test, 26 students showed 0.1 to 0.8 growth; 30 students showed 1 year to 3.9 years growth and 12 students showed a decline. In the comprehension section of the test 20 students showed a 0.1 to 0.9 years growth and 42 students showed a 1 year to 7.9 years growth and 6 students showed a decline.

The Salt Lake Tribune stated, "... the program is not only producing academic achievement but is shaping behavior patterns and eliminating discipline problems."

OPERATION PRIME,  
GRANITE SCHOOL DISTRICT,  
Central Junior High School,  
3031 South Second East,  
Salt Lake City, Utah.

## Earle, Ark.

In an effort to recognize and select those students in the regular classroom with potential ability but whose performance level was below their capabilities, Earle, Ark., came up with one basic objective for its remedial reading program. On the basis of pretesting and posttesting, the individual student will advance in reading comprehension at least 1.2 years as measured by the Stanford Diagnostic Test.

The remedial reading students were selected from the regular 4th, 5th, and 6th grade classroom. These students were selected on the basis of their capabilities to perform at a higher level in reading comprehension than they had previously done. The classes contained 12 students and met 45 minutes a day. Sixty-eight students were assigned to the classes, but due to uncontrollable variables such as transfers and withdrawals only 59 students completed the year's work. Parents of the students worked closely with the teacher.

Teaching techniques consisted of a combination of methods in a basic schedule which included instructions in reading skills and comprehension. Materials used included the SRA lab, tapes, films, individualized reading programs of the school's library, etcetera.

Instruments used in measuring the growth in this program were the California Achievement Test, SRA ending color level, teacher made tests evaluations and informal reading

test. The results for this report were made on the basis of the posttest of the Stanford Diagnostic Reading Test.

When the growth of all 59 students was converted to a mean score, the gain was 1 year. The two reading teachers expressed feelings of satisfactory accomplishments in this program. The sense of accomplishment was also indicated by the student's attitude toward the reading program, greater interest in class-assigned readings as well as outside readings, and a better attitude toward schoolwork because of comparable improvement in other subject areas brought on by improved reading skills.

EARLE SPECIAL SCHOOL DISTRICT,  
Mr. SAM BRATTON,  
*Superintendent of Schools,*  
*Earle, Ark.*

#### Conway, Ark.

Reports from Conway, Ark., show that pupils have developed more positive attitudes toward school and this positive attitude is being reflected by improvement in attendance and in participation in group activities. Children are showing less aggression during play periods and physical education.

The objectives used for their remedial reading program 027 are: (1) Those selected in grades one through six will increase their performance level by one grade level during the 1971-72 schoolyear as measured by the pre- and posttesting using the SRA standardized tests. (2) The selected students will show a change in self-concept, individual attitude toward school, and life in general.

One fifth grade group, as a whole, met the objective in every area and exceeded in its composite, mathematics, social studies, science and use of sources. This was a step forward in preventing failure before it began.

The students were given the blue level SRA multilevel achievement series which covers reading comprehension, reading vocabulary, total language arts, mathematics concepts, computation, total mathematics, social studies, use of sources, and science.

Listed below is the analysis of the SRA achievement scores for the title I class at Sallie Cone Elementary School in Conway, Ark., for the school year 1971-72.

SRA achievement scores by grade equivalency

Subject Area	Pretest	Posttest	Change
Composite -----	4.0	5.1	+11
Reading -----	3.9	4.9	+10
Language arts -----	3.9	4.9	+10
Mathematics -----	4.0	5.1	+11
Social studies -----	3.8	5.7	+19
Science -----	3.8	5.3	+15
Use of source -----	3.8	5.4	+16

The teachers felt that objective No. 2 was met because the students' attitudes changed from negative to positive after being placed in smaller groups where instructions were more suited to their level of performance. The teacher even stated that her attitude toward some of the children changed. (Studies have shown that a teacher's perception and expectations of a student can produce positive or negative results in the classroom.)

MR. BILL ABERNATHY  
*ESEA Title I, Conway School District,*  
*Mitchell and Prince Streets,*  
*Conway, Ark. 72302.*

#### Phoenix, Ariz.

This project was designed to raise the reading/communication skills level of 185 ninth grade Indian students by 1.0 or more years as measured by the Gates-MacGinitie Reading Test.

The students were divided into four groups of approximately 47 students. Each group spent 1 hour daily for a 9-week period in laboratories which were under the direction of two reading teachers and two aides. They were given instructions in multimedia methods, high interest-low readability materials, and individualized tutoring. In the media laboratory, students utilized programmed materials and an instant replay television system. Daily exercises in dictating and rescribing were conducted in the oral and written communication laboratory. Ninth grade students reading 4 or more years below grade level were selected for this program.

The students in this project gained an average of 1.08 years during their 9-week exposure. The largest gain for an individual cycle occurred in the third quarter with the gain being 1.13 years. The smallest increase, 1.03 years took place in the second quarter. Since the gain

made by the students surpassed the objective of 1.0 or more years, it would appear that reading instructions utilizing individualized procedures and multimedia techniques show considerable promise.

PHOENIX INDIAN HIGH SCHOOL,  
P.O. Box 7188,  
Phoenix, Ariz. 85011.

### **Riverside, Calif.**

Riverside, Calif., had a high dropout problem which was related to incidents of drinking and glue sniffing in 1969-70 and 1971. In an effort to alleviate these two related problems, this problem designed their objectives to: (1) Decrease incidents of behavior problems, drinking, and glue sniffing by one-third as determined by the comparison between incidents in 1969-70 and 1970-71, and (2) to reduce dropout percentage rates by one-half as determined by the comparison between the dropout rate in 1969-70 and 1970-71.

Teacher aides under the direction of a professional fine arts director were used to work with students who had emotional and/or behavioral problems and who were potential dropouts. Work groups were involved in beadwork, leather crafts, painting, weaving, ceramics, and as many phases of arts and crafts as possible. Native craftsmen were brought in from five major tribes represented at the school. Students were encouraged to cross tribal lines in order to learn about the arts and crafts of other tribes which increased skill and pride in native arts and crafts. In order to challenge some of the students who were behavior problems, activities were devised and implemented on a one-to-one small group basis covering sports, games, hiking, swimming, etc. Activities were held on and off campus.

In the 1969-70 school year there were 819 reported incidents of drinking resulting in a ratio of 1.18 incident per student. Similar reduction in incidents of glue sniffing were also evident. The difference found in comparing the ratio of incidents per student shows a -.37 or a 37-percent reduction in drinking and a -.20 or 20-percent reduction in glue sniffing per 100 students. There was a 9.1-percent dropout reduction.

SHERMAN INDIAN HIGH SCHOOL,  
9010 Magnolia Street,  
Riverside, Calif. 92503.

### **Riverside, Calif.**

In 1972, Sherman Indian High School used their title I funds for a Reading Development Laboratory. A total of 250 students participated in the projects in grades 9 through 12.

The objectives of the program were designed so that 125 students in grades 9 and 10 will increase their reading scores 3.0 years as measured by the California Achievement Test, reading subscores; fifty 12th-grade students will increase their reading scores 2.0 years as measured by the California Achievement Test, reading subscores; and seventy-five 11th-grade students will increase their reading scores 2.5 years as measured by the California Achievement Test, reading subscores.

This activity involved two laboratories—one utilizing EDL's Learning 100; the other utilizing EDL's Reading 300. The laboratories were located separate from the regular classrooms. Teacher-to-student and aide-to-student ratio was 1-15. Students were involved in this activity 45 minutes per day, 5 days per week.

This project used a pretest and posttest to evaluate their students. The results show that pupils in grade 9 increased their reading scores an average of 1.15 years which is an increase of approximately 1.6 months for every month in the program. In addition, pupils in grade 10 increased their scores 0.70 years, and pupils in grade 12 increased their scores 0.55 years. The students did show a gain on their posttest scores, however, the gain was not sufficient to raise the pupils score to the national average.

SHERMAN INDIAN HIGH SCHOOL,  
9010 Magnolia Street,  
Riverside, Calif. 92503.

### **El Paso, Tex.**

The Remedial Reading Laboratories in El Paso were designed to improve the reading achievement of disadvantaged students in grades 4 through 12 and thereby enable them to profit from regular classroom instructions. Selection of students was based on objective criteria defined by specially derived formulas. In general, they were of average intelligence but were nevertheless reading from 1 to 1.5 years below their grade level. The majority of the target population served was Mexican American. Language difficulties often associ-

ated with their background complicated the student's reading problems. Remedial laboratories located in each of the target area schools were staffed by special reading teachers. Students were taught in small groups of about eight pupils for 50 to 60 minutes each day. Classroom procedures were based on the use of individually prescribed instructions.

Results from the El Paso program show that all mean scores of students in the program were greater than the 0.8 grade equivalent expected for "average" students. The scores ranged from 1.6 to 2.2 grade equivalent units and proved to be both educationally and statistically significant.

MRS. EDWA STEIRNAGLE,  
*Title I Remedial Reading Program,*  
*El Paso Public Schools,*  
*P.O. Box 1710, El Paso, Tex. 7999.*

### **Cleveland, Ohio**

The Cleveland, Ohio, Diagnostic Reading Clinic's interdisciplinary staff provided diagnostic and remediation services to children in grades 4 through 7 from 90 of Cleveland's title I schools. Pupils received indepth diagnosis by the clinician, psychologist, nurse, and speech and hearing specialist. Based on results of the diagnostic screening, a highly organized instructional plan consisting of carefully selected techniques, procedures and materials was written for each child by the remediation team. The child received his individually prescribed remediation from a certified reading clinician for 1 hour a day, 5 days a week.

A total of 532 public and nonpublic school pupils were served, and a random sample of 62 students were chosen for evaluation purposes. Results were measured in terms of comprehension and vocabulary, and in terms of the student's length of participation. Results indicated student gains in vocabulary and comprehension ranging from 3.44 months to 5.03 months for each month of participation.

MRS. PAULINE DAVIS,  
*Director, Diagnostic Reading Clinic,*  
*Jane Adams Annex,*  
*4940 Carnegie Avenue,*  
*Cleveland, Ohio 44103.*

### **Leominster, Mass.**

Project MARS (Make All Reading Servic-

able) offered special reading instruction to over 200 public and parochial school disadvantaged children in grades 1 through 4. The primary objective was to raise the reading performance of students to a level consistent with their potential reading ability. Students were admitted to the program on the basis of three criteria—standardized reading test results, daily classroom performance, and the evaluation of students by teachers and principals.

An average gain of 0.69 for second graders was reported, 0.81 for third graders and 1.03 for fourth graders participating in the 6-month program. These results exceeded the gains expected of average children in regular classrooms.

MRS. GERALDINE MERRICK,  
*Director, Project MARS,*  
*Leominster Public Schools,*  
*Leominster, Mass. 01453.*

### **Oconomowoc, Wis.**

Oconomowoc's "Comprehensive Program for the Educationally Handicapped" is unique in the sense that it is designed to break the cycle where the conditions of poverty, education, retardation and illiteracy are a continuous process throughout the lives of disadvantaged children.

There are points in this perpetuated cycle where the educational system can influence and alleviate these negative conditions which predetermine academic failure. Taking the points of influence in this cycle into consideration—birth, preschool, high school, and the time prior to birth, 280 children in grades pre-kindergarten, first, and twelfth grades were selected for this project.

Child development activities for 80 high school girls focused upon the role of the mother in early childhood education. Recent studies emphasize that children who are exposed to special educational programs during the critical period of early childhood—from birth to age 4—will be equipped for the formal school process they meet later. Emphasis was put on practical work experience (e.g., in maternity wards, nursery school, etc.). Courses were designed for the expectant mother. Parents of preschool children were called in for

consultation. A laboratory nursery was utilized that served 20 children.

In the child development program, on the average, students had 8 percent more questions correct on the posttest than on the pretest. A rating scale was used which showed an increase in positive attitudes toward class, especially field experience. In the maternity ward an 80 percent positive rating was given on hospital presentations and favorable reactions of parents. Parents' comments during consultation made positive comments over negative ones 10 to 1. In the laboratory nursery school there was a 29 percent increase in the average level of skill mastery of various tasks. The posttest scores were average or above average at the primary level.

MR. R. E. GERAGHTY,  
521 Westover Street,  
Oconomowoc, Wis.

#### Cambridge, Wis.

Cambridge "Pre-School Development" used their title I funding to work with 25 pre-kindergarten and kindergarten children. According to their report, growth and/or change should occur in the following areas: cognitive and language development; perceptual motor skills; personality and social development; parent's perception of the child and his needs; community values and attitudes toward early education. Evaluation was focused on the individual problem of each child. The children were sorted in low IQ groups according to their ability and measured in terms of gains.

Using the Stanford-Binet, Form L-M, 3-year-olds showed an average IQ gain of 25 points and the 4-year-olds gained 20 points. The Peabody Picture Vocabulary Test showed an average gain of 21 points for 3-year-olds and 22.40 for 4-year-olds. On the test of visual motor integration 3-year-olds showed an age equivalent gain of 14 months and 4-year-olds showed a gain of 2-0 months. The Boehm Basic Concepts Test which measures a child's ability to use conceptual language showed the 3-year-olds showing an average gain of 12.50 and the 4-year-olds showing a gain of 18.16.

MR. GEORGE NIKOLAY, SUPT.

Box 27  
Cambridge, Wis. 53523

#### Manchester, Mich.

Manchester Public Schools designed their remedial project with emphasis on reading, mathematics, and social studies. Students in grades K-8 and 10-11 were chosen on the basis of their chronic academic failures as indicated in their cumulative records.

The program was based on small group instructions and individualized attention. All 40 students received both the pretest and posttest. The data showed a growth rate of 2.3 months per month during the 8-month period between testing.

MRS. MARIAN KIME  
Guidance Counselor  
Manchester Public Schools

#### Clarkston, Mich.

Clarkston Community Schools selected students in grades 2 and 3 whose cumulative record indicated chronic failure to achieve in school to participate in their title I project. Cumulative school records of all possible participants were reviewed. Students were recommended to the program by either the principal or the teacher.

An extrinsic reward schedule was used initially for motivational purposes. In some cases, the reward schedule was gradually reduced as the student was able to gain more intrinsic rewards through achievement. Instructions were provided on an individual basis and in small groups.

The 330 participants were given a pre- and post-test using the Botel word recognition, Gray oral paragraph, and Stanford reading. The data showed a growth of 1.9 months per month during the 8-month period between testing.

MR. ROBERT E. BRUNBACK  
Superintendent of Special Services  
6595 Little Lake Rd.  
Clarkston, Mich. 48016

#### La Crosse, Wis.

In an effort to prevent learning difficulties among disadvantaged children through early identification and treatment, the La Crosse school system selected 493 children prekindergarten and grades 1-8 to participate in their project.

The project was designed to assure gains in

self-care, coordination skills, language development and social-emotional responsibilities.

Using the Purdue Perceptual-Motor Survey, the expected mean score of 4.0 for the walking board was accomplished. However, in the Angels-in-the-Snow the expected mean score was 1.7 and the scores indicated only 1.06. The Purdue Perceptual-Motor Survey and the Angels-in-the-Snow are tests designed for kindergarten children.

The children had an average gain of 9.3 in vocabulary (prior rate of growth before title I involvement was .06). The average gain in comprehension was 1.02 and the prior rate of growth was .04.

The staff and parents' observations indicated that the children showed a greater ability to take part in group activities and an increased willingness to take part in games. The self-concept of the children also improved.

KENNETH F. STORSANDT,  
423 Cass Street,  
La Crosse, Wis.

### **Milwaukee, Wis.**

Milwaukee, Wisconsin's Returnee Counselor Program worked with 249 pupils who were returning to school from correctional institutions. Their objective was designed to lessen the recidivism of these pupils.

Special attendance and suspension procedures for the returning pupils were agreed upon by school administrators and project personnel. Counselors visited pupils' homes to inform parents of the efforts and plans of the project as well as to enlist parental assistance in working with the pupils. The assistance of community groups and the probation and parole department was also requested. Flexible instructions through work experience, individual tutoring and special class placement emphasized the areas of social awareness, work study, and occupational awareness.

The data showed a drop in the percentage of recidivism (26 percent) for the previous year to 22 percent.

MR. TERRY MEHAIL,  
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P.O. Drawer 10K, Room 131,  
Milwaukee, Wis. 53201.

### **Milwaukee, Wis.**

If we measure a program as successful in

terms of its survival, then we have to look closely at Milwaukee, Wis., title I reading center program—a program designed to improve the reading skills and ability of children in 39 inner-city schools. As early as 1966, the program was considered as one of the top 20 title I programs in the nation for having unique and outstanding qualities by Case Western Reserve University. It was also recognized by the Educational Testing Service in Princeton and the American Institute of Research. Survival is the acid test of successful educational programs when they die out daily.

Milwaukee's program started in 1948 before the advent of Title I, ESEA, as a remedial reading program. In 1966, with title I funds, the programs acquired multi-media resources—projects slides, films, tapes, etc. They began to work with pupils more on an individual basis and moved into a full diagnostic and prescriptive operation.

In 1969-70 brought additional changes to the program. Emphasis was being placed on the teacher as a resource person. One of the major causes of academic failure for our pupils is the teacher. In most inner-city schools there is a rapid teacher turnover and a predominantly inexperienced staff.

A reading center was established to help alleviate the problems caused by teacher turnover, etc. The center offered resource services, established continuity in the method and content as to how the reading instructor was maintained. Continuity was not established at the expense of stifling the creativity of the teachers. Sound experimentation was encouraged. Reading teachers and classroom teachers worked closely together and had free reign to use methods and tools in whatever they found effective.

The program works primarily with grades 2-4 which constituted 80 percent of the participants. However, all children were allowed to come to the center. The child's experience in the reading centers was correlated with his experience in the classroom. The center was not an isolated entity. The pupils were core-city blacks, Mexican Americans, Puerto Ricans, recent Serbian immigrants, Indians, and whites newly arrived from Appalachia.

Many of the reading teachers and staff worked with the children after school. They promoted hobbies, scouting, and sports events.

The staff believes that first a child has to have positive thoughts about himself—they helped him discover that he is good at something.

While we do not have actual figures to document the success of this program, the "American Education," December 1972, reports that tests evaluated by the Independent Department of Education Research and Program Assessment in Milwaukee show that pupil achievement and improvement either met or surpassed original project goals. The average child receiving reading help at this school center made 1½ to 2 months of reading progress for every month of instruction.

Some children are hampered by severe learning disorders and they do not progress as well as other children. Two separate reading clinics were made available for these children because they needed more services than what could be offered at the reading centers.

MELVIN YANOW,  
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Milwaukee Public School,  
Milwaukee, Wis.

#### **Hanover, Mass.**

Hanover public schools designed its title I program, "Early Identification and Remediation of Learning Disabilities," to: (1) Identify target children's individual and precise learning problems, i.e., perceptual, social and/or emotional; (2) educate the parent of the children concerning their child's learning difficulties and to provide them with insight into ways they might reinforce the school's effort at home; (3) to design remedial services and alternate learning methods on an individual scale to help nullify each child's learning impediments; (4) to help each child reach the highest rate of competence commensurate with his potential in reading; and (5) to show a month's gain in reading for each month the child is in the program.

Sixty students were chosen to receive title I services in grade 2 through 5 on the basis of poor performance on standardized tests and intellectual ability tests. Consideration was also given to below grade level class performance, teacher observations and the guidance department's evaluation.

In order to achieve the objectives, individualized instructions by tutorial specialists were

utilized supplementing remedial reading staff. Students participated in small heterogeneous groups for alternate learning approaches and they received speech and language therapy. In order to reinforce the schools' efforts in the home, workbook activities were coordinated between the home and the school. Audiovisual aids were utilized when necessary.

The staff designed hearing and speech evaluation tests in addition to using national tests to measure the success of their program. The Iowa Test of Basic Skills, the SRA achievement test, and the Wechsler intelligence scale for children were used in this project.

The average reading gain per month between pretesting and posttesting via Morrison McCall was 3.4 months and via the Gray Oral Reading Test the gain for 1.9 months. Because of these gains, the early Identification and Remediation of Learning Disabilities project was a success.

MR. CHARLES A. O'DONNELL,  
Title I Administrator,  
Hanover Public Schools,  
548 Main Street,  
Hanover, Plymouth County, Mass. 02339.

#### **Worcester, Mass.**

Operation Reading Base (ORB) chose students for its title I program who were 1 year below grade level according to standard achievement test (primary grades). Secondary grade students were chosen who were 2 years below grade level and/or expectancy level according to standard achievement tests. Classroom teachers also had input in the selections.

Eight hundred and seventy students in 21 schools were selected in the final analysis. According to their objectives, the students were to show at least 1 month's growth for each month in the program, growth to be measured by pretesting and posttesting with the Gates-McGinitie reading tests.

Students attended daily pullout classes for 30 to 45 minutes taught by a compensatory reading teacher who supplemented the regular classroom teacher. Each teacher served about 30 students, 4 to 6 at a time. Students were grouped according to their particular needs, such as development of comprehension skills and expansion of vocabulary. Instruction for each child was initiated at the pupil's achievement level to insure a success pattern. Indi-



vidualized program materials, such as SRA reading laboratories, allowed pupils to learn at their own rate of progress minus competitive anxieties. A multiplicity of multilevel materials were selected for their attractiveness and relevance to children's interests and experiences. Audiovisual equipment was utilized for developing more effective listening, speaking, and reading skills, along with filmstrips, phonograph, and other items students could operate independently. Operation Reading Base also designed its program to insure that all pupils were exposed to diagnosis for visual and auditory deficiencies.

The Metropolitan Readiness Test, the Stanford Achievement Test and the Gates-MacGinitie reading tests were used as instruments of measurement in this project. The reading check list for the Ginn 360 series was used for primary grades.

Average reading gain per month via the Gates-MacGinitie reading test showed a 1.34 gain in vocabulary and a 1.37 gain in comprehension. Seven months elapsed between the pretesting and posttesting.

MR. JOHN SIMONCINI,  
*Administrative Assistant  
for Government Relations.*

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### **Rochester, N.Y.**

In 1969-70, English as a Second Language was taught in Rochester, N.Y., using title I funds. This project provided special English classes for non-English speaking children in three public high schools, six public and four nonpublic elementary schools. Pupils enrolled in the project ranged in ages from 5 to 21, in grade placement from kindergarten through grade 12, including special education classes. Altogether, 611 pupils were enrolled in the English as a second language classes: 427 Puerto Rican, 60 were Italian, 35 were Turkish, and 24 were from various other language populations. All of the pupils spoke little or no English when they entered the project and the classroom teachers who referred them perceived them to be in desperate need of the project.

Specific objectives were designed to (1) improve, by at least 2 points in total score, a

child's oral English language ability in vocabulary, sentence structure, concept understanding, and pronunciation; (2) to improve, by at least 2 points in total score, a child's educational productivity as represented by the classroom teacher's opinion of his classroom usage of the English language; and (3) to improve, by at least 2 points in total score, a child's oral use of English as evidenced in pretape and post-tape recordings.

The major element of evaluation design was the pretest administration of the Rochester English language proficiency test by the English as a second language teacher. Results of the Rochester English language proficiency test were translated into terms of a 9-point rating scale with 1 being high and 9 being low. Also using the 9-point scale, teachers were asked to complete a Language appraisal form for each pupil on a pretest basis.

On the basis of the data obtained from classroom teachers and from English as a second language teachers, a majority of participating pupils did meet the criterion for success. They did improve, by at least 2 points on a 9-point scale in vocabulary, sentence structure, concept understanding, pronunciation, educational productivity in the classroom, and oral use of English. This improvement was characteristic of both the elementary and secondary levels.

MR. WILBUR GERST,  
*City School District  
13 So. Fitzhugh St.  
Rochester, N.Y. 14614*

### **Albert Lea, Minn.**

Albert Lea, Minnesota, designed its title I program, "Improvement of Elementary Language Arts and Reading," to raise reading and speech performance of students to a level consistent with their potential abilities. Five hundred and seven students were chosen in grades kindergarten through 6. Three hundred and ninety-nine students were selected to participate in the reading improvement portion of the program and 108 students were selected to participate in the language arts (speech) portion of the program.

Criteria used in determining who should participate in the program varied from grade to grade. In kindergarten, teachers based recommendations upon their assessment of the

reading readiness status of these children. In grade 1, 93 children were assessed as being one or more years below grade level in reading readiness on the basis of Metropolitan readiness tests and teacher judgment. In grade 2, 83 children were assessed as being one or more years —below grade level in reading according to teacher judgment and Scott Foresman unstandardized reading tests. In grades 3, 4, 5, and 6, teacher judgment and performance on Scott Foresman unstandardized reading tests indicating performance of one or more years below grade level were the criteria used for selection of participants.

The procedures for this program included the use of teaching assistants, teacher aides, and language development specialists. Other services available to the language development specialists included psychological services, medical services, and aid through the welfare agency. Equipment used in the project consisted chiefly of the basic reading materials used in the regular classrooms. In addition, there were supplemental materials such as Peabody Kits, Frosting Kits, Sullivan Programmed Reading Workbooks, SRA Reading Laboratories, MacMillan Reading Spectrum, et cetera.

Evaluation of the program was done in three parts: Objective data, subjective data, and narrative description of the speech component.

Realizing that tests are not fallible and that many factors may influence a child's academic performance from day to day as well as over the period of a school year, a careful study of the tabulated data indicates that the 1971-72 title I reading project in District 241 was relatively successful. Even though 64.8 percent of all participants were still performing below grade level, 43.9 percent had actually shown a growth of 1 year or more in reading, with 26.6 percent now performing at average grade level and 2.5 percent doing better than average. In addition, teachers felt that 75.9 percent derived considerable benefit from having been included in the program. It should be noted that higher percentages of children deriving considerable benefit were obtained at the primary level where direct teaching assistance was accorded to classroom teachers.

The fact that 7 percent of the participants

were judged to have received little or no benefit from the program was explained in several ways, *c.f.*, (1) some children had been retained and it was difficult to judge which fact had the most influence on subsequent success; (2) some children displayed social or emotional problems rather than academic; some children needed speech therapy only; (4) there was much absence in some classes; (5) there was some evidence of stubbornness and lack of cooperation by certain individuals; (6) a few children were of very low ability, perhaps borderline EMR placement or SLBP candidates; and (7) a few teachers expected the program to result in their children being brought up to grade level in reading.

The language development portion of the program was not proposed as part of the 1972-73 project. Speech therapy is now provided entirely by District 241 as part of the Special Service Department.

MRS. MARJORIE LUKECART

*109 West Avenue*

*Albert Lea, Minn. 56007*

### **Grand Rapids, Minn.**

The title I participants in Independent School District 318's project, "Basic Skills," were those children who had the greatest need for special educational assistance in order that their level of educational attainment would be raised to that appropriate for children their age. The program was designed to provide instructional assistance for students experiencing learning difficulties with their basic skills development. Three hundred and forty-three students were selected from grades kindergarten through 7. Thirteen elementary and three secondary schools were selected throughout the district.

The pupil's specific needs in grades 3-7 were identified for the program by using the Iowa Test of Basic Skills (ITBS) test scores. Below grade 3, teacher recommendations were used exclusively. These students needed assistance to promote emotional stability and specific help in designated academic areas. The program was aimed at the concept that more help in the earlier grades will assist in eliminating future student learning difficulties.

Small groups were formed for individualized instructions. The small groups rarely exceeded

three or four pupils. These groups were an integral part of the activities program and specific activities were correlated with the student's personal needs. Regular classroom teachers, program-certified instructors, program teacher aides and district specialists worked cooperatively to diagnose participants' learning disabilities.

#### *Results*

In grades kindergarten through 2, 67 percent of the students displayed average to excellent improvement in adjustment, behavior, and discipline. Thirty-one percent of the students made some improvement and 2 percent made no improvement. There was no regression. In work habits, 63 percent of the students exhibited average to excellent improvement. Thirty-two percent showed some progress and 5 percent showed no progress. As in work habits, there was no regression.

Fifty-six percent of the students in grade 3 displayed average to excellent improvement in adjustment, behavior, and discipline. Thirty-eight percent of the students made some improvement, 6 percent displayed no improvement and no students exhibited regression. Fifty-nine percent of the students exhibited average to excellent improvement in work habits, 35 percent displayed some improvement in their work habits, 6 percent had no improvement and no student exhibited regression.

In grade 4, 67 percent of the students displayed average to excellent improvement in adjustment, behavior, and discipline. Thirty-three percent of the students made some adjustment. None of the students were in the no improvement or regression categories. Fifty-nine percent of the students exhibited average to excellent improvement in work habits, 41 percent displayed some improvement in their work habits and no students were in the no improvement or regression categories.

In grade 5, 57 percent of the students displayed average to excellent improvement in adjustment, behavior, and discipline. Thirty-nine percent of the students made some improvement and 4 percent reported as having made no improvement. No students regressed. Thirty-nine percent of the students exhibited average to excellent improvement in work habits, 52 percent of the students dis-

played some improvement. None were reported to have regressed.

In grade 6, 72 percent of the students displayed average to excellent improvement in adjustment, 3 percent displayed no improvement and 3 percent displayed regression. Sixty-six percent of the students exhibited average to excellent improvement in work habits, and 14 percent made no improvement. No students regressed.

In grade 7, substantial gains were achieved. Twenty students gained 1 year; 12 students gained 6-11 months; 6 students gained 0-6 months and 1 student regressed.

For grades 3-7, the actual expectations in general, exceeded the expected objectives.

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Grand Rapids, Minn. 55744.*

#### **Moorhead, Minn.**

Approximately 304 educationally deprived children participated in a supplemental reading improvement program in the Independent School District 152. These students were chosen according to the greatest need in the nine elementary and two parochial schools in their district. Through teacher recommendations, students in grades 1 and 2 who were a year below grade level in reading achievement were selected for title I services. The California Achievement Test was administered every year to all elementary children in grades 2 through 6, and those whose test showed one or more grades below their grade level in reading were placed in the reading improvement program.

Concentrated individualized instructions were provided for these target students in order to raise the reading level from below average to one grade level in 1 year. Most of the instructions were given on a 1 to 1 basis and in small groups. The groups consisted of two or three pupils, and very seldom more than four. Special title I teachers worked in the classrooms in conjunction with the regular classroom teacher for a period of 30 to 40 minutes per day to reinforce basic skills acquired in the classroom.

In grade 1, the Stanford Test, Primary I, was administered to the students; grades 2

through 6 used the Stanford Reading Achievement Test, Form W.

Ninety-three of the 283 children in the program made gains of 1 to one-half years and above. One hundred and eighty-two out of 283 students made at least a year's gain. However, 133 students made from 11 months gain to 3 years gain.

ALAN K. SWEDBERG,  
*Director of Special Services,  
Independent School District No. 152,  
Moorhead, Minn.*

### **Ashley, Mich.**

Title I money in Ashley, Mich., was used to finance a remedial reading program. Twenty-four students in grades 1-5 were recommended by the school principal or teaching staff to participate if their cumulative record indicated chronic failure to achieve. Students were given pre-and posttests using the Metropolitan Readiness, California Achievement, and the Stanford Diagnostic Reading Test. Test results showed a growth rate of 1.06 months per month during the 8-month period between testing.

MR. JAMES H. SEALS,  
*Ashley Community Schools,  
Ashley, Mich. 517-847-4000.*

### **Highland Park, Mich.**

Ten teachers, 21 paraprofessionals and 4 additional professional staff members were hired to run the Highland Park School District title I project. 898 students were chosen to participate in grades 6-8. These students were from the metropolitan core city district with records that indicated chronic failure to achieve. Therefore, Highland Park, Mich., designed its title I program to increase the reading and mathematics level of their students.

Using the WRAT, reading pre- and posttest, 666 students were tested. The data showed a growth rate of 2.1 months per month during the 3- and 7-month period between testing.

MRS. BETTY CALDEN,  
*Highland Park School District,  
Highland Park, Mich.*

### **Atlanta, Mich.**

Michigan used some of its allocated funds

for the rural district of Atlanta, Mich.; 21 students were chosen in grades 3-6 to receive remedial help in reading. Using their cumulative record as criteria for selection, pupils were chosen whose records showed a path of chronic failure in school. Based on the Gates-MacGinitie reading pre- and posttest, pupils showed a growth rate of .96 month per-month during the 8-month between testing.

MRS. EVELYN KLEIN  
*Atlanta Community Schools  
Box 407  
Atlanta, Mich. 49701*

### **Flint, Mich.**

Sixty-two students in grades 2-8 were chosen to participate in Flint, Mich.'s Atherton Community Schools Title I project. Students were chosen in this rural school district because of their chronic failure to achieve in reading.

Utilizing a staff of four, pupils received small group instructions and individual instructions. Atherton Community School hired one home school coordinator, one professional teacher, one reading instructor and one paraprofessional.

Forty-eight pupils received the pre- and post- Gates-MacGinitie-Durrell reading test. Results indicate a growth rate of 1.3 months per-month during the 8-month period between testing.

DAVID ZITTEL,  
*Atherton Community Schools,  
Flint, Mich., 313-742-0406 x64.*

### **Addison, Mich.**

Addison Community School selected 64 students to participate in their title I project on the basis of their chronic failure in school as indicated in their cumulative record. Primary students were chosen in grades 1 through 4.

Utilizing the California reading test, 49 students received the pre- and posttest. Results showed a growth of 0.9 months per month during the 9-month period between testing.

MRS. MURIELLE FRAUTSCHI  
*Addison Community School  
Addison, Mich. 49220*

### **Fernley, Nev.**

In 1972, Nevada used \$15,000 of its money to improve basic skills for 36 students in grades 1-6. Students were selected on the basis of their test scores on the Stanford Achievement Test. All students exhibited failure in basic skills and were at least one year or more below grade level. However, the final selection was made by school staff and parents based on each student's cumulative record and need.

Evaluation of students was based on a 9-month school year. However, the actual time spent on instruction was 6 months. Since this was the first year for the program, 6 weeks were used for pretesting, diagnosis, and individualizing the program. Two weeks were spent in posttesting and evaluation summary. With only 6 months of intensified title I instructions, 46 percent of the students in the program achieved 9 months or better, 26 percent achieved 4 to 8 months, and 28 percent achieved 3 months or less as related to the eight project objectives.

RON NAGEL,  
*Director of Special Services*  
Box GG  
Yerington, Nev. 89447

### **Hibbing, Minn.**

The Hibbing Public School District selected children who were 1 year or more below grade level in mathematics and reading to participate in their title I program—a unitized instruction program. The pupils were grouped into three units according to ages—unit A consisted of 5-8 year olds, unit B consisted of 8-10 year olds, and unit C consisted of 10-12 year olds.

On the basis of the Iowa Test of Basic Skills and teacher recommendations, the units were further broken down into ability groups. In order to provide small group or individualized instructions, the teachers regrouped further the children who were most in need of skill development.

In unit C, the individuals or small groups changed by the week. In unit A, the group remained constant, because these children needed a teacher-supervised curriculum with flexibility to allow activities to change when the attention span diminished. By April, these

groups were able to be handled by the classroom teacher, the attention span increased, individual work habits improved, and the specific curriculum goals were planned.

In order to facilitate the objectives of the program, audiovisual equipment was utilized considerably. Pupils listened to prerecorded stories and acted them out, their voices were recorded and analyzed for enunciation, voice expression, and voice quality. Pupils were allowed to set their own mathematics goals. Their goals were recorded by the child or the teacher. After which, the pupil had 10 seconds to write an answer—after 15 seconds, the correct answer.

Results indicate that 32 percent of the students gained 1 year or more in reading and mathematics; 35 percent gained 6 to 8 months and 32 percent showed a gain of 0 to 5 months. Seventy-eight percent of the pupils showed a positive gain in attitude.

MR. ROBERT PARKER,  
*Director, Elementary Education.*  
MR. BERNARD JANESKY,  
*Junior High School Principal.*

### **Report of Project, Title I, ESEA, 1971-72**

Requested by: State of Minnesota, Department of Education, Title I Section.

School district: Independent School District No. 656, Faribault Public Schools, Faribault Minn. 55021.

Contact persons: Robert H. Norman, superintendent of schools; Arthur J. Straub, local title I administrator.

Name of project: Project for Trainable Mentally Retarded, Phase I; transition room project, Phase II; supplementary reading project, Phase III.

Year of project: Project No. 251029, school year 1971-72.

Locale of participants: The city of Faribault has a population of 16,000 persons in 9 square miles. Educational needs are served in the elementary grades by six public elementary schools and five nonpublic schools. Unemployment is higher than the national average, 7.1 in November 1972. At present, 2,600 heads-of-households, working full time, earn salaries considered to be below the poverty level. The average yearly income is presently \$5,400. The major occupations of the populace: agricul-

ture, retailing, limited manufacturing, state institutions, and education.

#### Description of Participants:

*Phase 1, Trainable mentally retarded.*—Thirteen severely mentally handicapped children, considered to be in the trainable mentally retarded range, took part in this phase of the project. Their eligibility was determined by a team including the school psychologist, director of special education, school social worker, principal, classroom teacher, school nurse, and other medical personnel.

*Phase 2, Transition rooms.*—This preventative program was geared to the needs of 30 children, ages 5 and 6, who were experiencing limited success in the regular academic setting. In addition to scholastic deficiencies, some of these youngsters manifested various socially maladaptive behaviors and/or emotional problems. The placement of these educationally disadvantaged youngsters was based primarily upon the observations of primary teachers, the school psychologist, school social worker, building principal, title I project director, and other advisory personnel.

*Phase 3, Supplementary reading program.*—Approximately 160 youngsters participated in this phase of the program—a diagnostic, developmental and acquisition. Characteristics of these children included: Functioning a year or more below grade level in reading; and/or the child's daily work usually lower than performance on tests. Approximately 40 percent of the youngsters in the total program had attended one or more schools in the past; some of the children were experiencing social or emotional problems; some had speech disabilities; some were physically handicapped; and as there are less than 1 percent minority pupils in our district, less than 1 percent minority pupils participated in the program. The children were selected by a team consisting of the classroom teacher, the building principal, the supplementary reading teacher, and the title I project director.

#### PROJECT PROCEDURES

*Phase 1.*—This program was aimed toward helping the child develop self-reliance and a greater degree of initiative. The ultimate goal for each pupil was some form of job placement. Self-care and grooming skills, safety habits and

health care skills were stressed. Work habits were developed through simple housekeeping, cleaning, cooking, planting, and caring for a garden, mowing and caring for the school lawn. Arts and crafts, physical movement skills, playground activities and games were utilized in an attempt to help the pupil develop motor skills, as well as learn how to enjoy the particular activity for its own sake.

Emphasis was placed upon learning oral language and social skills. Field trips, films, participation in school activities with other children and joint projects at the local day activity center served to enrich and broaden the experiences of the pupils.

The program was staffed by two certified full-time instructors and one aide. The teachers met the present standards for certification set by the Minnesota State Department of Education. The program was approved by the Special Education Section, State Department of Education.

Methods and materials used are those recommended by the best authorities in the fields of education of severely retarded pupils. Monitoring activities were performed by the Director of Special Education and the title I project administrator.

*Phase 2.*—As reading disability and emotional difficulties are frequently caused by starting a child in a standard reading program before he has acquired the readiness which will assure success in classroom reading instruction, the transition room curriculum was geared to the prevention of academic failure and socially maladaptive behavior prior to its onset.

The transition room curriculum was designed to foster reading and number readiness, with special emphasis upon following directions; increasing attention span; development of careful listening habits; controlling and expressing emotions; increasing memory span; language acquisition and communication skills; development of fine and gross motor skills; concept building; auditory and visual discrimination; and developing and fostering esthetic values and appreciations.

An individualized program of instruction was utilized for most subject areas. Programed materials were used to foster immediate feedback. The emphasis at all times was upon the child feeling he/she was a success. Develop-

ment of a positive self-image was stressed on an equal basis with scholastic achievement.

All children had access to special resource persons such as the school psychologist and social worker, the speech and language therapist, school nurse, elementary librarian, and specialists in the areas of art, physical education, and music.

Transition room instructors were two fully certified elementary classroom teachers, each of whom had eight or more years experience with primary age youngsters.

*Phase 3.*—The supplementary reading program is diagnostic, developmental and remedial. The supplementary reading teacher, in partnership with the classroom teacher, diagnoses strengths and weaknesses of the student referred or designated as a target child, and remediates those areas of need, using the developmental approach and teaching for mastery. Instruction was provided on an individual and small group basis. An individualized reading program was developed for each child, once areas of deficit were manifested. Various multisensory approaches and techniques were utilized in order to meet the specific need of a particular child.

Materials used in the program were those recommended by the child's classroom teacher. The supplementary reading instructor attempted to equip the child with tools with which he/she might decode the written language successfully and with independence.

Of paramount importance to the supplementary reading instructor was the improvement of the educationally deprived youngster's self concept. This area was fostered by the attitudes and accepting manner of the title I instructor, by the success structured materials, and by controlling the size of the group, thus giving individual attention.

The supplementary reading program might be summed up thusly: Assessment of the child's strengths and weaknesses; developmental and remedial techniques applied to specific deficit; frequent reassessment of progress or nonprogress; and teaching for mastery.

Use of equipment: The bulk of the equipment used in Project No. 251029 and prior projects has been either furniture used to facilitate the learning process of a particular project, or audiovisual materials consisting mainly of over-

head projectors, tape recorders, and filmstrip projectors. The audio-visual material have been most essential to the success of all phases of the projects. These materials have been used to illustrate unfamiliar vocabulary development, provide practical experiences, individualize instruction, assist in exploring personal interest through individual and group projects, provide motivation and stimulation through color, use self testing devices—to name a few specific uses.

#### EVALUATION (OBJECTIVE)

*Phase 1, Objective 1.*—Three pupils, ages 6 to 9 will be able to perform at least 25 of 71 self-care and self-help tasks on their own initiative by the end of the project.

*Phase 1, Objective 2.*—Six pupils, ages 10 through 12, will be able to perform at least 55 of 71 self-care and self-help tasks on their own initiative by the end of this project.

*Phase 1, Objective 3.*—Four pupils, ages 13 through 16, will be able to perform 71 of 71 self-care and self-help tasks on their own initiative by the end of the project.

RESULTS.—Twelve of the 13 children described above reach the objective specified. The 13th child accomplished 68 of 71 self-care and self-help tasks.

*Phase 2, Objective 1.*—Given 30 pupils with baseline effective attention span to be obtained at the start of the project, to increase the time which each pupil is able to focus his attention span to 90 percent effectiveness during progressively longer presentation periods until criteria effectiveness is reached during a 30 minute presentation period.

RESULTS (Objective 1).—With the exception of one child, all participants reached this objective.

*Phase 2, objective 2.*—Ninety percent of the 30 participants enrolled in the transition rooms will be able to recognize and reproduce 20 of the upper and lower case letters of the alphabet.

RESULTS (objective 2).—Objective accomplished.

*Phase 2, objective 3.*—Ninety-five percent of the 30 youngsters enrolled in the transition rooms will be able to recognize their printed names, and to reproduce their own names legibly by the end of the school year.

RESULTS (objective 3).—One hundred per-

cent of the participants accomplished this objective.

*Phase 2, objective 4.*—One hundred percent of the 30 youngsters enrolled in the transition rooms will be able to positively identify the eight major colors and color words.

RESULTS (objective 4).—Objective accomplished.

*Phase 2, objective 5.*—Ninety-five percent of the 30 youngsters enrolled in the transition rooms will be able to demonstrate discriminatory skills with 13 letters of the alphabet as measured by the Durkin test.

RESULTS (objective 5).—Ninety-three percent of the participants accomplished this objective.

*Phase 2, objective 6.*—Ninety percent of the youngsters enrolled in the transition rooms will attain a score of B or better on the Metropolitan Readiness Test, 95 percent will achieve a score of C or better.

RESULTS (objective 6).—Eighty-eight percent of the youngsters enrolled in the transition rooms attained a score of B or better on the Metropolitan Readiness Test, 100 percent achieved a score of C or better.

*Phase 2, objective 7.*—Thirty percent of the children enrolled in the transition rooms will be achieving measurable success in a formal reading program (Sullivan programed) at the preprimer level.

RESULTS (objective 7).—All, or 100 percent of the children in the transition rooms were achieving measurable success in a formal reading program at the preprimer level.

*Phase 3, objective 1.*—Of all pupils selected for the supplementary reading program in grades two and three, who are by teacher judgment performing the lower quartile of their class in reading achievement, 85 percent of the pupils in the program for 9 months will show a gain in reading achievement of at least 7 months according to the Stanford Reading Achievement Tests, while 60 percent will gain 1 year or more.

RESULTS (objective 1).—Seventy-nine percent of the pupils in the program for 9 months showed a gain in reading achievement of at least 7 months, while 65 percent gained 1 year or more.

*Phase 3, objective 2.*—Of all pupils selected for the supplementary reading program in grades two and three, who are by standardized

test 1 year or more behind their group in reading achievement, 85 percent of the pupils in the program for 9 months will show a gain in reading achievement of at least 7 months according to the Stanford Reading Achievement Test, while 60 percent will gain 1 year or more.

RESULTS (objective 2).—Same as above.

*Phase 3, objective 3.*—Of all pupils selected for the supplementary reading program in grades two and three, 75 percent will show a positive change in attitude toward self and others.

RESULTS (objective 3).—Ninety-four percent of all pupils selected for the supplementary reading program showed a positive change in attitude toward self and others.

#### SUBJECTIVE EVALUATION

Arthur E. Bilyeu, education program auditor, made the following comments following his intensive evaluation of project No. 251029 in May-June 1972:

The auditor observed that the Title I staff in the Faribault Public Schools was conducting their efforts in a professional and competent manner. The teacher made materials and the trainable program were outstanding as were the numerous shared activities in the transition rooms, and the interesting supplementary reading activities in that phase of the program. All were exemplary and outstanding.

Ms. Kathryn Leo has resigned from the supplementary reading program after 4 years with the project. Her comments are:

I am proud to have worked with a program whose goal has been the unconditional affirmation of a given child's life. Besides teaching reading skills, our program has always tried to give each child the feeling that it is good to be alive, that it is good to be on this earth. I think we have always tried to nourish their hearts as well as their heads, and most of my teaching memories lie in this area.

We attempt to keep on file subjective comments by parents whose children have been in the program and classroom teachers whose students have participated, from the various phases of each year's project.

#### SUMMARY

In our estimation, title I funds are reaching educationally disadvantaged children in the Faribault area as intended by the Elementary and Secondary Education Act (Public Law 89-10). The State of Minnesota has developed a comprehensive booklet of regulations and guidelines which assists the local school dis-



tricts in living up to the spirit, intent, and letter of the law.

It is our feeling that as a result of State and local monitoring, in-service programs, careful selection of qualified staff members, teaching each skill for mastery and greater regard for the child's view of self, the 1972-73 program is stronger than those of the past.

Limiting the size and scope of the program to fewer children is proving beneficial. Reaching youngsters in the primary grades appears to be preventing academic failure and socially maladaptive behavior at the onset.

In limiting the size of the programs, various projects have had to be phased out. This does not mean they have been discontinued. Local and State moneys are being used to continue a junior high language-arts project, a speech project, the trainable mentally retarded program, and the transition project.

We subscribe to the development of adequate persons who hold promise for the future, emotionally, socially and scholastically. We cannot know what knowledge will be needed in the world of the future, the future is at times uncertain. Wrenn sums our philosophy when he states, "the person who has a positive view of self, who is open to experience, who is trustworthy and responsible, who has values, who is well informed, and who is aware that he is in the process of becoming, is the person most able to survive and deal with the future. What is more, he will do a better job for the rest of us."

#### SPEECH AND LANGUAGE DEVELOPMENT PROGRAM

Milwaukee, Wis.

Title I support: Yes.

Context: Urban.

#### TARGET GROUP CHARACTERISTICS

Number served: 136.

Age or grade range: First and second grade.

Dates: 1966-67.

Ethnic group: None given.

Other pupil characteristics: Mean IQ of 84; low oral language facility as judged by teachers and therapists on basis of oral articulation test.

#### PROJECT CHARACTERISTICS

Measured cognitive objectives: Performance on tests of verbal language skill.

Facilities: Other classrooms.

Treatment duration: Up to 3 hours per week for 15 weeks.

#### COMPONENTS

*Personnel.*—Supervisor was a speech therapist and licensed in special education with 20 years' experience; therapists were State licensed with an average of 7 years experience.

*Curriculum.*—Rich in auditory and verbal stimuli consisting of a sequence of structural units developed by project staff and designed to improve talking and listening skills.

*Strategy.*—Provided small group instruction outside normal classrooms; teacher directive.

*Environment.*—Moderate to highly structured; therapists were flexible in responding to students' needs.

*Materials.*—Some locally developed; others commercially available.

*Pupil-teacher ratio.*—7:1.

*Training.*—No pre- or in-service training specified.

*Parent involvements.*—Parents informed through newsletters and conferences.

*Tests used.*—Ammons Quick Test of Verbal-Perceptual Intelligence.

*Design and results.*—Posttest with followup. Performance significantly better than control group.

#### PROJECT CONQUEST

East St. Louis, Ill.

Title I support: Yes.

Context: Suburban.

#### TARGET GROUP CHARACTERISTICS

Number served: 1,089.

Age or grade range: First to sixth grades.

Dates: 1969-70.

Ethnic group: Mostly blacks.

Other pupil characteristics: Capable students whose reading problems could not be helped by regular classroom teachers; one year or more below grade level in reading; potential to read at grade level.

#### PROJECT CHARACTERISTICS

Measured cognitive objectives: Improvement in performance on reading achievement tests.

Facilities: Three clinics and other classrooms.

Treatment duration: Grade 1-3, three-fourth hours a day, 4 days per week/7½ months. Grade 4-6, three-fourth hours a day, 2 days per week/7½ months.

## COMPONENTS

*Personnel.*—One reading specialist; four reading teachers, and one aide per clinic; nine specially trained reading teachers shared by "other classrooms"; three school community aides; four supervisors.

*Curriculum.*—Remedial reading.

*Strategy.*—Diagnosis in clinics and remediation either in "other classrooms" (grades 1-3) or clinics (grades 4-6); supplemental to regular school reading program; guaranteed success built in; remediation individualized; teacher directive.

*Environment.*—Moderately to highly structured.

*Materials.*—Varied; all commercially available.

*Pupil-teacher ratio.*—6:1.

*Training.*—Pre-service training 2 weeks to 1 year; inservice training 1 day per week.

*Parent involvement.*—Classrooms observer; regularly scheduled conferences; home visits.

*Tests used.*—Gates Primary Reading, Gates Advanced Primary Reading, Gates Survey, Gates-MacGinitie.

*Design and results.*—Pre-post design. Gain scores statistically significant; performance significantly better than national norm.

MRS. BETTYE P. SPANN, DIRECTOR

*Project Conquest*  
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## New York, N. Y.

During the 1969-70 school year, Alpha One (a commercially available program) was initiated in PS 115, a New York inner-city school. Alpha One initial reading program was designed to: (1) Teach first-grade children to read and write sentences containing words of one, two, and three syllables, and (2) develop and strengthen the child's self-esteem in terms of his language skills achievement.

A control class of comparable first grades, instructed by an equally qualified and experienced teacher, used the school's regular reading program—the Stern structural reading program. Both programs were selected to meet the special needs of the PS 115 youngsters, many of whom could not speak fluent English when they enrolled in school. The two classes used

their respective reading program for 40 minute periods a day throughout the school year.

Alpha One's game-like approach capitalizes upon the child's sense of fun and imagination to develop interest in learning to read and spell. Learning letter symbols and sounds, mastering rules of word formation, and reading and writing are byproducts of the interaction between the child and his 26 "Letter People" friends, his participation in creative and dramatic play, his enjoyment of activities associated with specially developed filmstrips and recorded stories and rhymes, and his programmed success in a variety of visual and auditory discrimination "Letter People" games.

At the end of the academic year, the two groups were compared on the sentence reading and word recognition subtests of the Gates Primary Reading Test. The Alpha 1 group scored 0.74 grade equivalent points higher in sentence reading, and 0.57 grade equivalent points higher in word recognition than did the Stern Group. At the end of the first grade, the Alpha 1 group was reading at about the norm.

The Gates Oral Reading Test was used to follow up a small but representative sample of the Alpha 1 children midway through second grade. Results indicated that the former Alpha 1 children were reading at fourth grade level or about 1.5 years above expectancy for non-disadvantaged children.

MR. LAWRENCE S. FINKEL, PRINCIPAL  
P.S. 115, Alpha One  
586 West 177th Street  
New York, N.Y. 10033  
212 795-4758

## Detroit, Mich.

This project, "Continuing Education for (Pregnant) Girls" (CEG) is unique in that it selected only girls from title I schools to be recipients of its services. Continuing Education for Pregnant Girls was primarily designed to reduce dropout rates among girls in the Detroit school system. Realizing that pregnancy was one of the major causes of the chronic dropout rate, it was anticipated that by enrolling in the program, pregnant girls would attend school during pregnancy, make positive delivery planning so that they would be able to return to regular school and continue until high school graduation and show achievement

in reading and mathematics comparable to time spent in the program.

Two hundred and ninety-two students were selected to participate in the program during its three sessions—September 1971 through August 1972. Students were referred by counselors, nurses, physicians, school administrators, and former students.

Classes adhered to the regular classroom schedule, 5 days a week, multigrade and flexible. Instructors were both individualized and group oriented. A nurse was loaned to the school 2 days a week to provide prenatal and postnatal education. Psychological services were also provided by a part-time psychologist.

A battery of tests was developed to facilitate early detection of students with major emotional problems and to discern their level of educational functioning. The test battery consisted of the Herman-Nelson Tests of Mental Ability, the Mooney Problem Checklist, figure drawing, and a sentence completion blank. Students were also given the regularly scheduled tests of scholastic aptitude and educational achievement used in Detroit public schools if they had not had these previously: California Short Form Test of Mental Maturity; Iowa Tests of Basic Skills; and School and College Ability Test (Sequential Test of Educational Progress).

The project performance objective was to have 90 percent of the students, 110 pregnant junior and senior high school girls, continue their education during pregnancy, and either return to regular school or graduate from the project. Of the total girls enrolled, 33 girls or 11 percent became dropouts and did not return to regular school or graduate from the project. Thus, the Continuing Education for Girls project failed to achieve its objective by 1 point.

However, even though the exact percent set in the performance objective of the research design for the project was not met, we can say that the goal was attained to a more substantial degree. The price paid for the education of girls with the handicap of pregnancy like the price of all special education programs is higher than that paid for normal students. When one considers that the eventual price our community will pay in other services if pregnancy is allowed to interrupt, and in most cases,

terminate their formal schooling, the inevitable conclusion is that it was money well spent.

DETROIT PUBLIC SCHOOLS.  
MRS. NANCY BOYKINS  
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*Room 305*  
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### Laredo, Tex.

Name of district: Laredo Independent School District.

Contact person: Mr. George E. MacDonald, Coordinator of Federal Projects.

Title of project: Guidance Active Learning Program.

General objectives:

- Elevate reading level of students in grades 1 through 3.
- Increase competence in creative writing for fourth grade students.
- Increase capabilities in bilingual understanding.
- Improve school attendance of kindergarten students.
- Decrease disciplinary problems.
- Lower percent of retentions.
- Increase self-concept through disciplined concentration on studies, following directions, self-control, and improved social skills.

Activities: The active learning program is designed for grades kindergarten through grade 3. The guidance services activities are available for all other eligible students through grade 6.

This program is designed to involve close coordination of the master-teacher consultant with other school personnel to facilitate the program's effectiveness. This includes comprehensive inservice training sessions with teachers and counselors to insure proper interpretation of each child's evaluation results.

The motor development activities of this program are conducted within the classroom setting. These activities are geared to the individual needs of each child. Added opportunities for achievement in academics are provided through a coordinated guidance, physical education, mathematics, and language development program.

Approximately 426 students in grades kin-

Evaluation Results from Laredo, Texas Guidance Active Learning Program

Percent of students:	Project group		Control group	
	Very weak	Very strong	Very weak	Very strong
Subtest: Gross motor Development -----	0	72	0	44
Subtest: Sensory motor integration -----	4	80	0	33
Subtest: Perceptual motor skills -----	8	72	19	45
Subtest: Language development -----	0	92	0	67
Subtest: Conceptual skills -----	4	84	0	59
Subtest: Social skills -----	0	80	0	52

dergarten through 6 in public and nonpublic schools participate in this project.

Materials and equipment: Materials and equipment used include instructional video tapes, comprehensive tests of basic skills, short form test of academic attitude, psychoeducational inventory of basic learning abilities, Metropolitan Readiness Test, mats, walking beams, balancing boards, and utility balls.

Evaluation results: In comparing project students with a nonparticipating group, we observed the following results based on the psychoeducational inventory of basic learning abilities administered in April 1972.

Teachers involved in the project responded to a 10-item questionnaire about the program at the end of the year. They all *Agreed* or *Strongly Agreed* to all 10 items except one, an item in which one teacher disagreed. Teachers also responded as follows to an evaluation survey on the use of guidance techniques in the classroom:

- 61 percent used them extensively.
- 28 percent used them occasionally.
- 11 percent did not use them at all.

In response to what suggestions they wished to make in order to improve the guidance program, 50 percent of the teachers suggested a full-time counselor in their building, 92 percent asked for counselor-aides, and the majority of the teachers asked for more inservice training in the field of guidance.

The Texas Education Agency Guidance Consultant who visited our project as a member of the monitoring team, as well as the assistant commissioner of education with a visiting TEA team, praised the program and expressed hope that the program would be expanded.

**Bridge City, Tex.**

Name of district: Bridge City Independent

School District.

Contact person: Glenn Pearson, superintendent.

Title of project: Remedial Reading.

General objectives:

- Improve work and study habits.
- Raise the achievement level in reading.
- Improve attitude toward reading.
- Improve self-image.
- Increase competence in word attack skills.
- Improve vocabulary and comprehension.

Activities: Remedial reading activities are provided for students who perform one or more grade levels below normal on pretest. Students are scheduled into the special reading room 4 days each week in small groups to receive special instruction in basic reading skills and study habit improvement. A variety of methods of instruction is used along with high interest-low level materials. Students are motivated to read and to share what has been read with classmates and teacher.

Participants: Approximately 50 students in grades 2 through 5 receive special assistance in remedial reading through this project. Materials and equipment: A list of materials and equipment used is unavailable.

Evaluation results: The following evaluation results for 1971-72 for participants in the remedial reading program reflect an 8-month time interval between pretest and posttest.

Title of Project	Test used	Grade level	Number of students	Mean scores				
				Pre	Post	Gain		
Remedial Reading.	Gates-MacGinitie Vocabulary Test.	2	31	1.6	2.9	.7		
				3	47	1.9	3.6	1.7
				4	22	3.0	3.9	.9
	Gates-Vocabulary Test.	2	31	.9	2.7	1.8		
				3	47	1.5	3.5	2.0
				4	22	2.0	4.1	2.1

## Denison, Texas

Name of district: Denison Independent School District, Denison, Tex.

Contact person: Dr. Bill K. Ford, superintendent.

Title of project: Developmental Reading.

General objectives:

- Upgrade basic reading competencies of educationally deprived students.
- Improve students understanding and command of the English language.
- Develop capabilities in the use of the library.

Activities: The developmental reading activities are carried on in a reading laboratory setting. Students who show a need for special assistance in reading skills development are scheduled for instruction in the reading laboratory. Special reading teachers using a variety of high-interest materials work with small groups of students in improving basic reading skills. Proper library usage is included in this program for overall effectiveness.

Participants: Approximately 500 students in grades 2 through 9 receive special assistance through this program.

Materials and equipment: A list of materials and equipment used to implement this program is unavailable.

Evaluation results: The following evaluation results for 1971-72 for participants in the developmental reading program reflect an 8-month time interval between pretest and post-test.

Title of project	Test used	Grade level	Number of students	Mean scores		
				Pre	Post	Gain
Developmental Reading.	California Achievement.	2	16	1.6	2.8	1.2
		3	45	2.6	3.6	1.0
		4	91	3.5	4.7	1.2
		5	70	4.2	5.4	1.2
	Iowa Silent Reading Test	6	40	4.5	5.7	1.2
	SRA Reading Test	6	90	5.2	6.5	1.3
	California Achievement	7	22	5.6	6.5	.9

## Mexia, Texas

Name of district: Mexia Independent School District, Mexia, Tex., Mr. A. B. McBay, Superintendent.

Contact person: Director of Federal Programs.

Title of project: Remedial and Corrective Reading.

General objectives:

- Increase reading performance of participants.
- Improve reading skills in general.
- Increase efficiency in oral communication, in writing, and in reading.
- Improve comprehension skills.

Activities: The remedial reading classes are held in reading laboratories where special instruction is provided for those students who score 2 or more years below grade placement. Corrective reading is provided in the classroom setting for students who score 1 year below grade placement. First graders are identified for participation in the program through the use of the Metropolitan Readiness Test. Small group and individualized instruction is provided in areas of demonstrated deficiencies by teachers, teacher aides, and a reading specialist whose responsibility it is to supervise the testing, interpret test results, work closely with teachers of reading in prescribing and providing materials and learning experiences to meet the special needs of students. The reading activities are closely supervised and coordinated throughout the school with regularly scheduled inservice training of reading staff.

Participants: Approximately 175 students in grades 1 through 5 receive instruction in the remedial and corrective reading program.

Materials and equipment: An adequate supply of reference materials, teaching aids, reading programs, library books, and audiovisual equipment is provided to implement these activities.

Evaluation results: The following evaluation results for 1971-72 for participants in the remedial reading and corrective reading programs reflect a 9-month time interval between pretest and posttest for grades 2, 3, and 4, and a 4½-month time interval for grade 5.

Title of project	Test used	Grade level	Number of students	Mean scores		
				Pre	Post	Gain
Remedial and Corrective Reading.	Gates-MacGinitie	2	86	1.4	2.3	.9
	Diagnostic Reading					
	Vocabulary and Comprehensive	3	56	2.1	2.8	.7
		4	80	2.9	3.9	1.0
		5	54	4.2	4.8	.6
	Composite Subtests.					

### Dallas, Texas

Name of district: Dallas Independent School District.

Contact person: Noland Estes, Superintendent.

Title of project: Targeted Achievement in Reading.

General objectives:

- To achieve comparable gains in learning in proportion to the instruction provided.
- To discover the most appropriate methods of integrating alternative programs and methods of instruction to acquire a pool of programs and effective methods of teaching to accommodate the varied individual styles of learning.

Activities: To accomplish the above objectives targeted achievement in reading program utilizes four experimental reading programs which are combined with the basal programs in reading. The listen, look, and learn program and the Hoffman program have a laboratory setting to which the basal reading teachers take their students for development of specific skills and to reinforce instruction. The basal program teachers are assisted in the reading labora-

tories by resource teachers and teacher aides in small groups and individualized instruction.

The SWRL and the BRL programs are carried on within the conventional classroom by the regular teacher with separate times scheduled for basal instruction and the special programs.

All resource teachers are given a comprehensive 3-day training in the instruction of a particular special program. These teachers assist in the staff development of classroom teachers and teacher aides for shared responsibilities in planning and implementing these special programs.

Parents are involved through written communication to explain TARP and through actual class visitation and participation in some instances.

Participants in TARP include approximately 13,641 students in grades 1 through 4.

Materials and equipment: Much of the instruction is provided in TARP through the use of audio-visual machinery and materials such as controlled readers, tachistoscope and film-strip projectors, and audio cassettes. Educational audit services and a comprehensive evaluation are employed also.

Evaluation results: The following evaluation results for 1971-72 for participants in TARP reflect a 3-month time interval between pretest and posttest.

Title of project	Test used	Grade level	Number of students	Mean scores		
				Pre	Post	Gain
Targeted Achievement in Reading.	California Achievement	2	2,796	1.3	1.9	.6
	California Basic Skills	3	3,130	1.8	2.3	.5
		4	1,015	2.3	2.7	.4

### Successful State Programs in Title I

Even though it is difficult to measure the success of title I programs on a statewide basis, the following States have done so, and reported as follows:

California reported that in terms of an average 0.7 year's elapsed time between pre- and post-comparisons on standardized reading achievement measures, more

than 60 percent of the students achieved from 0.7 to more than 1.5 years growth. In mathematics, 75 percent or more of the participants achieved at least a month of growth for a month of instruction in grades three, four, and five.

Ohio reported that 77 percent of the times where standardized tests were used

as a measurement, participants engaged in reading and language arts programs gained from 0.6 to more than 1.5 years growth.

*In Colorado* a similar standard of 1 month's progress for 1 month's participation was used for title I reading students. Approximately 68 percent of the programs had average gains in reading which were at or above the expected gain.

*Indiana's* evaluation was accomplished by means of cross sampling the State's projects. In all cases it was demonstrated that, provided the opportunity, the deprived child can show significant progress. This progress was illustrated by posttest mean scores of marked statistical significance over those of a control group in one sample. In another sample, posttest scores of a tutored group from target area schools were compared with those of an untutored group from nontarget schools. The tutored group scored from 37.8 percent to 108 percent above the nontutored group.

*Kansas* reported that 1-month gain for each month of participation would represent remarkable improvement in reading. Seventy-seven percent of over 5,000 students tested had an 8-month average gain or more for the 8 months of remedial training in reading.

*Missouri* reported continuing achieve-

ment on the part of title I participants in both reading and mathematics. Statewide weighted mean gains of .85 in reading and .97 in mathematics were reported. Since both of these scores are considered significant, it is evident that title I is not only narrowing the education gap for many of its participants but also pushing many far ahead of that normally expected.

*The State of Michigan* reports that their statewide compensatory education program under title I, ESEA, gained approximately 100 percent above the national average. Over 135,000 students participated, many of whom achieved 1.3 months' gain per month in mathematics and reading. They further reported that 93 percent, 73 percent, and 63 percent of the students individually achieved their objectives in mathematics alone, reading alone, and reading and mathematics combined. Over 100,000 students in 66 districts participated in this project.

*New Jersey* reports that 60 percent of the children who participated in a statewide program achieved at the rate of at least 2 year for every year in school, and half of those achieved at a rate of 1.5 years for every year. Forty-seven percent of the children in the State participated.

*Dade County, Florida*, reports that students by grade level, averaged between 50-300 percent above expected gain in reading and mathematics.

Michigan Department of Education

EXEMPLARY TITLE I PROJECTS 1971-72

Key

District Type

1. Metropolitan core city district.
2. City district.
3. Town district.
4. Urban fringe district.
5. Rural district.

Program Type

1. Small group instruction (nonremedial)

(with a student/audit ratio of 15.1 or less).

2. Tutorial (professional tutors).
3. Tutorial (nonprofessional tutors).
4. Remedial.
5. Combination.
6. Other.

N—Number of students.

X—Total number of students involved in program.

XX—Number of students tested in each grade grouping.

M—Months achievement per month in program.

Michigan Department of Education—exemplary title I projects 1971-72*																		
District name and title number in program	Dis- trict type	Pro- gram type	Reading								Math							
			1-3		4-6		7-8		9-12		1-3		4-6		7-8		9-12	
			N	M	N	M	N	M	N	M	N	M	N	M	N	M	N	M
Bark River, Harris x48 -----	5	5	xx13	2.+														
Battle Creek, x800 --	1	5	NA	1.+	NA	1.2	NA	1.4	NA	1.5								
Benton Harbor, x1.748 -----	2	5	xx270	1.6	370	1.2	392	1.3	159	1.0								
Benzie County, 80 ---	5	1	46	3.0														
Bessemer, 17 -----	5	4	7	1.0	10	1.1												
Bronson, 60 -----	5	5	32	1.2	16	1.1												
Brown City, 75 ----	5	4	27	1.1														
Byron Area, 10 ----	5	1	10	1.6					10	1.1								
Cassopolis, 110 ----	3	5	50	1.4					50	1.2								
Cedar Springs, 89 --	5	5	33	1.5	36	1.5	20	1.3										
Chassell, 16 -----	5	4	16	1.8														
Chippewa Hills, 267 -	5	6	79	1.2	123	1.5												
Clinton, 40 -----	5	4			25	1.0	15	1.1										
Concord, 52 -----	5	3	27	1.3	18	1.5												
Davison, 101 -----	4	4	99	2.1														
Deckerville, 66 ----	5	5	30	1.5	36	1.3												
Eau Claire, 237 ----	5	5	49	1.9	60	1.1	57	3.4	72	3.2								
Escanaba, 230 ----	2	4	193	1.2														
Galesburg, Augusta, 20 -----	3	1			11	1.4												
Gladstone, 90 -----	3	5	36	1.2														
Harbor Springs, 225	5	1	129	1.2														
Harper Wood, 92 ----	4	4	23	1.2														
Hastings Area, 144 --	3	5						72	3.4									
Hillman, 50 -----	5	3	33	1.4					45	1.3								
Homer, 200 -----	5	5	61	1.2														
Houghton Lake, NA -----	5	4	85	1.1														
Huron Valley, 136 --	3	5	73	1.5														
Jonesville, 44 -----	5	1	35	2.2					36	2.3								
Kearsley, NA -----	4	4	158	2.4	8	1.6												
Kent City, 51 -----	5	1	339	1.2														
L'Anse Twp., 100 ---	3	5	17	1.8	28	1.4												

\* List of addresses and contact people available upon request.



District name and title number in program	District type	Program type	Reading								Math							
			1-3		4-6		7-8		9-12		1-3		4-6		7-8		9-12	
			N	M	N	M	N	M	N	M	N	M	N	M	N	M	N	M
Lakeview, (B.C.) 114	4	1	23	1.5			58	2.6										
Lapeer, 241	3	5	126	1.7	37	1.6	40	1.8										
Ludington, 187	3	1			84	1.5												
Maple Valley, 63	5	4	50	1.4	13	1.1												
Melvindale-N, Hien Pk., 68	4	1	14	1.4	13	1.6		17	1.3	4	2.3							
Michigan Center, 82	4	5	58	1.4														
Morrice, 19	5	4	19	1.5														
North Branch, 115	5	5	43	1.6	33	1.2	16	1.5										
Northwest (Jackson), 58	5	1	30	2.0														
Novi, 15	2	1	15	1.7														
Olivet, 55	5	5	50	1.8														
Onkama, 27	5	4	11	1.8	16	1.7												
Orchard View, 105	4	4	80	1.9	25	1.8												
Ovid-Elsie, 131	5	4	72	1.8	49	1.5			61	2.0	60	1.8						
Pellston, 61	5	5	68	1.8														
Pickford, 20	5	5	5	1.2														
Rapid River, 338	5	5	85	1.6	57	1.2												
Reading, 54	5	5	32	1.4														
Reed City, 98	5	5	56	1.6	18	1.6												
River Valley, 80	5	5	24	1.6			16	2.8										
St. Louis, 64	3	5	64	1.2														
Shelby, 96	5	5	91	1.4		6	3.4	40	1.9	7	1.7	37	1.6					
South Lyon, 43	5	5	23	1.7														
Springport, 47	5	5	13	1.0														
Standish-Sterling, 107	5	5	38	1.1	33	1.6												
Stephenson, 73	5	1	73	1.2														
Tekonsha, 50	5	4	8	1.4		6	1.2											
Twin Valley, 52	3	3	36	2.6														
Ubly, 10	5	4	85	1.4	14	1.2												
Wayne-Westland, 250	4	5	129	1.4					129	1.9								
West-Iron, 103	3	1	18	2.0					18	1.4								
White Cloud, 78	5	5	17	1.4	32	1.7			17	3.3	18	2.7						
Whittemore-Prescott, 40	5	1	15	1.4	10	1.1												

Calif. Exemplary Title I Educational Programs

Sponsor	Achievement per school years							
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components Reading Math	
Mrs. Helen P. Colwell, title I projector director, Redono Beach City Elementary School District, 115 South Francisca Ave., Redono Beach, Calif. 90277, telephone 213-379-5449	×	-----		×	×	×	×	-----

Sponsor	Achievement per school years				Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration			Reading	Math
Mrs. Barbara E. Marino, title I project director, Lawndale Elementary School District, 4161 West 147th St. Lawndale, Calif. 90260, telephone 213-679-9253 -----	×	-----		×	×	×	×	×
Mr. William Oster, title I project director, El Monte Elementary School District, 3540 North Lexington Ave., El Monte, Calif. 91731, telephone: 213-444-7731 -----	×	-----		×	×	×	×	-----
Mr. Ralph Pagan, title I project director, Rowland Unified School District, 1830 Nogales St., Rowland Heights, Calif. 91745, telephone: 213-965-2541 -----	×	-----		×	×	×	×	-----
<i>Regional Consultant: Mr. Charles Ford</i>								
Mr. George D. Mora, title I project director, Whittier Union High School District, 12102 East Washington Blvd., Whittier, Calif. 96969, telephone: 213-698-8121 -----	×	-----		×	×	×	×	×
Mr. Louis A. Thompson, title I project director, Lynwood Unified School District, P.O. Box 40, Lynwood, Calif. 90262, telephone: 213-638-7791 ---	×	-----		×	×	×	×	×
Mr. A. R. Smith, title I project Director, San Leandro Unified School District, 451 West Joaquin Ave., San Leandro, Calif. 94577, telephone: 415-483-5700 -----		×	-----	×	×	×	×	×
Mr. Gordon Fake, title I project director, San Lorenzo Unified School District, 15510 Usher St., San Lorenzo, Calif. 94580-----		×	-----	×	×	×	×	×
Mr. Lee Hilton, title I project director, Novato Unified School District, 1015 Seventh St., Novato, Calif. 94947, telephone: 415-897-4201 -----		×	-----	×	×	×	×	×

Sponsor	Achievement per school years				1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	Reading				Math	

Mrs. Ruth Launer, title I project director, Campbell Union Elementary School District, 155 North Third St., Campbell, Calif. 95008, telephone: 403-378-3405 ----- × × × × × ×

*Regional Consultant: Mr. David Hammond*

Mr. Joseph E. Dennehy, title I project director, Evergreen Elementary School District, 3188 Quimby Rr., San Jose, Calif. 95121, telephone: 408-274-2520 ----- × × × × × ×

Mr. Donald W. Howlett, title I project director, Franklin-McKinley Elementary School District, 400 Tully Rr., San Jose, Calif. 95112, telephone: 408-286-3119 ----- × × × × × ×

Mr. Jack K. H. Mackay, title I project director, Milpitas Unified School District, 1500 Escuela Parkway, Milpitas, Calif. 95035, telephone: 408-262-2018 ----- × ----- × × × × × ×

*Compton Unified School District:* Mr. Thurman Johnson, director of State Federal project, Compton Unified School District, 604 South Tamarind Ave., Compton, Calif. 90220, telephone: 213-639-4321: Dickison Elementary, 905 North Aranbe St., Compton, Calif. 90220 ----- × ----- × × × × × ×

Lincoln (North) Elementary, 1667 East 118 St., Los Angeles, Calif. 90059 ----- × ----- × ----- × × × ×

Washington Elementary, 1421 North Wilimington Ave., Compton, Calif. 90222 ----- × ----- × ----- × × × ×

Sponsor	Achievement per school years							Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration	Con- tinuous funding	Meas- urable objectives	Reading	Math	
<i>Los Angeles Unified School District: Mr. William Anton, title I project director, Los Angeles Unified School District, Bimini Place Center, 3421 West Second St., Los Angeles, Calif. 90004, telephone: 213-687-3801:</i>									
<i>Regional Consultant: Mr. Hal Andrews, Assistant Bureau Chief (Acting)</i>									
<i>Area B:</i>									
Holmes Avenue Elementary 5108 Holmes Ave., Los Angeles, Calif. 90058 -----	×	-----		×	×	×	×	×	×
111th Street Ele- mentary, 1610 East 111th St., Los Angeles, Calif. 90059 ---	×	-----		×	×	×	×	×	×
<i>Area C:</i>									
66th Street Ele- mentary, 310 East 66th St., Los Angeles, Calif. 90003 ---	×	-----		×	×	×	×	×	×
75th Street Ele- mentary 142 West Seventh St., Los Angeles, Calif. 90003 ----	×	-----		×	×	×	×	×	×
<i>Area G:</i>									
Belvedere Elemen- tary, 3724 East First St., Los Angeles, Calif. 90063 -----	×	-----		×	×	×	×	×	×
Dacotah Street Elementary, 1314 Dacotah St., Los Angeles, Calif. 90023 -----	×	-----		×	×	×	×	×	×
Euclid Avenue Ele- mentary, 806 Euclid Ave., Los Angeles, Calif. 90023 -----	×	-----		×	×	×	×	×	×
Soto Street Ele- mentary 1020 South Soto St., Los Angeles, Calif. 90023 ---	×	-----		×	×	×	×	×	×

Sponsor	Achievement per school years				Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration			Reading	Math
<i>Area H:</i>								
Griffin Avenue Ele- mentary, 2025 Griffin Ave., Los Angeles, Calif. 90031 -----	×	-----		×	×	×	×	×
<i>Okland City Unified School District: Mr. William Webster, assistant super- intendent of compensa- tory education, Oakland City Unified School Dis- trict, 1025 Second Ave., Oakland, Calif. 94606, telephone: 415-836-2622:</i>								
Clawson Elementary, 3240 Peralta St., Oakland, Calif. 94608	×	-----		×	×	×	×	×
Durant Elementary, 2820 West St., Oak- land, Calif. 94608 --	×	-----		×	×	×	×	×
Hawthorne Elemen- tary, 1700 28th Ave., Oakland, Calif. 94601	×	-----		×	×	×	×	×
Lockwood Elementary, 6701 East 14th St., Oakland, Calif. 94621	×	-----		×	×	×	×	×
Prescott Elementary, 920 Campbell St., Oakland, Calif. 94620	×	-----		×	×	×	×	×
Ralph J. Bunche Ele- mentary, 1240 18th St., Oakland, Calif. 94607 -----	×	-----		×	×	×	×	×
Mr. Dan Leber, title I con- sultant, Colusa County Superintendent of Schools (COOP), courthouse, 46 Seventh St., Colusa, Calif. 95932, telephone: 916- 458-2727 -----			×	×	×	×	×	×
Mr. Melvin Ashley, title I consultant, Oakley Union Elementary School, P.O. Box 7, Oakley, Calif. 94561, telephone: 415- 625-2249 -----			×	×	×	×	×	×
Mr. William T. Dodge, title I project director, Mount Diablo Unified, 1936 Car- lotta Dr., Concord, Calif. 94521, telephone: 415- 682-8000 -----		×		×	×	×	×	×

Sponsor	Achievement per school years			1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more				Reading	Math
Mr. Allen H. Turtle, title I project director, El Dorado County Superintendent of Schools (COOP), 337 Placerville Dr., Placerville, Calif. 95667, telephone: 916-622-7130 -----			×	×	×	×	×	×
Miss Virginia Southern, title I project director, Napa Valley Unified, Bel Aire Park Elementary, 3580 Beckforth Dr., Napa, Calif. 94558, telephone: 707-224-6520 -----	×	-----		×	×	×	×	×
Mr. Richard L. Hughes, title I project director, Lodi Unified, 815 West Lockeford St., Lodi, Calif. 95240, telephone: 209-369-7411 -----	×	-----		×	×	×	×	×
Miss Hilda O'Kane, title I project director, San Joaquin County Office, courthouse rooms 406-407, 222 East Weber Ave., Stockton, Calif. 95202, telephone: 209-944-2171 -----			×	×	×	×	×	×

*Regional Consultant: Miss Jane Vinson*

*Bakersfield City Elementary: Mr. F. C. Gardenhire, director of compensatory education, Bakersfield City Elementary, 1309 Baker St., Bakersfield, Calif. 93305, telephone: 805-327-3311: --*

<i>Col. Thos. Baker Elementary, 1515 Feliz Dr., Bakersfield, Calif. 93307 -----</i>	×	-----		×	×	×	×	×
<i>Fremont Elementary, 607 Texas St., Bakersfield Calif. 93307 -----</i>	×	-----		×	×	×	×	×
<i>Mount Vernon Elementary, 2162 Potomac Ave., Bakersfield, Calif. 93307 -----</i>	×	-----		×	×	×	×	×
<i>Potomac Elementary, 815 Potomac Ave., Bakersfield, Calif. 93307 -----</i>	×	-----		×	×	×	×	×

Sponsor	Achievement per school years			1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban. 1.2 yr. or more	Suburban. 1.5 yr. or more	Rural, 1.2 yr. or more				Reading	Math
Mr. George E. Perry, title I project director, Berkeley Unified School, 1414 Walnut St., Berkeley, Calif. 94709, telephone: 415-644-6140 -----	×	-----		×	×	×	×	×
<i>Sacramento City Unified School District:</i> Elder Creek Elementary, 7934 Lemon Hill Ave., Sacramento, Calif. 95824 ----	×	-----		×	×	×	×	×
<i>San Bernardino City Unified School District:</i> Mr. Neal Roberts, title I project director, San Bernardino, Calif. 92410; 909 J St., San Bernardino, Calif. 92410, telephone: 714-884-3617:								
Alessandro Elementary, 1623 West Seventh St., San Bernardino, Calif. 92410 - ----	×	-----		×	×	×	×	×
Burbank Elementary, 198 Mill St., San Bernardino, Calif. 92408 -----	×	-----		×	×	×	×	×
Mount Vernon Elementary, 951 Mount Vernon Ave., San Bernardino, Calif. 92410 -----	×	-----		×	×	×	×	×
Mr. Ronald Gilbreath, title I project director, Garden Grove Unified School District, 10331 Stanford Ave., Garden Grove, Calif. 92640 -----	×	-----		×	×	×	×	×
<i>Regional Consultant: Mr. Gene Bradford</i>								
Mr. Bill Cupp, title I project director, Brawley Elementary School District, 264 D St., Brawley, Calif. 92227, telephone: 714-344-2330 -----			×	×	×	×	×	×
Mr. Andrew R. Titan, title I project director, Elsinore Union Elementary School District, 1201 West Graham Ave., Elsinore, Calif. 82330, telephone: 714-67r-2114 -----			×	×	×	×	×	×

Sponsor	Achievement per school years			1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more				Reading	Math
Mrs. Jane Kilian, title I project director, Alvord Unified School District, 10365 Keller Ave., Riverside, Calif. 92505, telephone: 714-785-9346 -----		X		X	X	X	X	X
Mr. Walter A. Keefe, title I project director, Thermal Union COOP, 87163 Center St., P.O. Box 728, Thermal, Calif. 92274, telephone: 714-399-5101: Coachella Elementary, 1390 Seventh St., Coachella, Calif. 92236 -----			X	X	X	X	X	X
Mr. Gordon D. Lemky, title I project director, Kernman Union High School, 205 South First St., Kernman, Calif. 93630, telephone: 209-846-9353 -----			X	X	X	X	X	X
Mr. John J. Gregory, title I project director, Laton Joint Unified School District, 6449 East DeWoody, P.O. Box 278, Laton, Calif. 93242 -----			X	X	X	X	X	X
Mr. Moses Dominguez, title I project director, Selma Unified School District, 2250 Arrants St., Selma, Calif. 93662, telephone: 209-896-5911 -----			X	X	X	X	X	X
Mr. Herbert Farrer, title I project director, El Centro Elementary School District, 640 State St., P.O. Box 647, El Centro, Calif. 92243, telephone: 714-352-5712 -----		X		X	X	X	X	X
Mr. Harold Ted Smith, title I project director, Hemet Unified School District, 2350 West Latham Ave., Hemet, Calif. 92343, telephone: 714-658-2171 -----			X	X	X	X	X	X
Mrs. Sylvia S. Ginwright, project director, Moreno Valley Unified School District, 13911 Perris Blvd., Sunnymead, Calif. 92388, telephone: 714-653-3175 -----			X	X	X	X	X	X



Sponsor	Achievement per school years			1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more				Reading	Math
Mr. William C. Bonngard, Jr., title I project direc- tor Perris Elementary School District, 143 East First St., Perris, Calif. 92370, telephone: 714- 657-3118 -----			×	×	×	×	×	×
Mr. Charles H. Cline, title I project director, Val Verde Elementary School 21-100 Oleander Ave., Perris, Calif. 92370, tele- phone: 714-657-6711 -----			×	×	×	×	×	×
Mr. J. R. Wheatley, title I project director, Central Elementary School Dis- trict, 9735 Estacia Court, Cucamonga, Calif. 91730-----			×	×	×	×	×	×
Mrs. Myrtle V. Hill, direc- tor, of Federal project, <i>Victor Elementary Coop</i> , 16821 A St., Victorville, Calif. 92392, telephone: 714-245-3263: Hasperia Elementary, 16079 Main St., Hes- peria, Calif. 92345 -----			×	×	×	×	×	×
Mr. Norman C. Kettenring, title I director, Chino Unified School District, 5130 Riverside Dr., Chino, Calif. 91710, telephone: 714-628-1201 -----		×		×	×	×	×	×
Mrs. Patricia E. Day, title I director, Morengo Uni- fied School District, 5715 Utah Trail, Box 1209, Twentynine Palms, Calif. 92277, telephone: 714- 367-9127 -----			×	×	×	×	×	×
Mr. Oddie J. Martinez, Jr., title I project director, Redlands Unified School District, P.O. Box 1008, Redlands, Calif. 92373, telephone: 714-793-2301-----		×		×	×	×	×	×
Mr. Charles Kondrit, title I project director, Rialto Unified School District, East Walnut Ave., Rialto, Calif. 92376, telephone: 714-875-3000 -----		×		×	×	×	×	×

Sponsor	Achievement per school years				1 or more years duration	Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	Reading				Math	
Mr. Frank S. Fairbanks, title I project director, Victor Valley Junction Union High School, P.O. Box 910, Victorville, Calif. 92392, telephone: 714-244-9368 -----			×	×	×	×	×	×	×
Mr. John White, title I proj- ect director, Yucaipa Junction Unified School District, 12592 California St., Yucaipa, Calif. 92399, telephone: 714-797-0174-----			×	×	×	×	×	×	×
<i>Regional Consultant: Mr. Al Jaramillo</i>									
Mr. R. E. Darke, title I project director, Beards- ley Elementary School District, 1001 Roberts Lane, Bakersfield, Calif. 93308, telephone: 805- 399-3840 -----			×	×	×	×	×	×	×
Mr. K. E. Hendricks, title I project director, McFar- land Union Elementary School District, 356 Kern Ave., McFarland, Calif. 93250, telephone: 805- 792-3192 -----			×	×	×	×	×	×	×
Mr. Verle Heiter, title I project director, Richland Elementary School Dis- trict, 331 Shafter Ave., Shafter, Calif. 93263, telephone: 805-746-4937-----			×	×	×	×	×	×	×
Mr. Glen E. Walsh, title I project director, Vineland Elementary School Dis- trict, Route 6, Box 317, Bakersfield, Calif. 93307, telephone: 805-845-0024-----			×	×	×	×	×	×	×
Mr. E. H. Krippner, title I project director, Dos Pa- los Joint Union Elemen- tary School District, 2041 Almond St., Dos Palos, Calif. 93620, telephone: 209-392-6101 -----			×	×	×	×	×	×	×
Mr. Charles I. Fitch, title I project director, Modesto City Elementary School District, 426 Locust St., Modesto, Calif. 95351, telephone: 209-523-1851	×	-----		×	×	×	×	×	×

Sponsor	Achievement per school years				Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration			Reading	Math
Mrs. Josephine Kelsey, title I project director, Patterson Joint Unified School District, P.O. Box 547, Patterson, Calif. 95363, telephone: 209-892-6238 -----				X	X	X	X	X
<i>Regional Consultant: Mr. Urvan Rodriguez</i>								
Mr. William Ellis, title I project director, Arcata Elementary School District, 1585 J Street, Arcata, Calif. 95521, telephone: 707-839-1518 -----				X	X	X	X	X
Mr. George W. Bryant, project director, Nevada County Superintendent of Schools (COOP), courthouse annex, Nevada City, Calif. 95959, telephone: 916-265-2461 -----				X	X	X	X	X
Mr. Evan Berg, title I project director, Western Placer School District, 1070 Sixth St., Lincoln, Calif. 95648, telephone: 916-645-3337 -----				X	X	X	X	X
Mr. John Marlarkey, title I project director, Plumas Unified School District, P.O. Box 330, Quincy, Calif. 95971, telephone: 916-283-2200 -----				X	X	X	X	X
Mr. Robert J. Jefferies, title I project director, Chico Unified School District, 1163 East Seventh St., Chico, Calif. 95826, telephone: 916-343-4471 -----				X	X	X	X	X
Mr. B. J. Vassar, title I project director, Gridley Union Elementary School District, 1125 Sycamore St., Gridley, Calif. 95948, telephone: 916-533-1230 -----				X	X	X	X	X
Mr. J. A. Rossas, title I project director, Oroville Union High School District, 1789 Daryl Porter Way, Oroville, Calif. 95965, telephone: 916-553-8777 -----				X	X	X	X	X

Sponsor	Achievement per school years				Con- tinuous funding	Meas- urable objectives	Components	
	Urban, 1.2 yr. or more	Suburban, 1.5 yr. or more	Rural, 1.2 yr. or more	1 or more years duration			Reading	Math
Mr. John V. Martucci, title I project director, Humboldt County Superintendent of Schools (CO OP), courthouse, Eureka, Calif. 95501, telephone: 704-445-1445 -----			×	×	×	×	×	×
Mr. T. Barton Harwick, title I project director, Anderson Union School District, 1471 Ferry St., Anderson, Calif. 96007, telephone: 916-365-2741 -----			×	×	×	×	×	×
Mr. Richard Hunt, title I project director, Santa Rosa City Elementary School District, P.O. Box 940, Santa Rosa, Calif. 95420, telephone: 707-528-5171 -----			×	×	×	×	×	×
Mr. Richard Hunt, title I project director, Santa Rosa City High School District, P.O. Box 940, Santa Rosa, Calif. 95420, telephone: 707-528-5171 -----			×	×	×	×	×	×
Mr. Donald Soli, title I project director, Live Oak Unified School District, 2341 Pennington Rd., Live Oak, Calif. 95993, telephone: 916-695-2135 -----			×	×	×	×	×	×
Mrs. Paula J. Hyatt, title I project director, Yuba City Unified School District, 243 Colusa Ave., Yuba City, Calif. 95991, telephone: 916-695-2135 -----			×	×	×	×	×	×

### MARYLAND TITLE I EXEMPLARY PROJECTS

#### Baltimore, Md.

Superintendent: Mr. Joshua R. Wheeler.

#### *ESEA, Title I*

Project Title: Educational Development Project.

Funding: \$851,934 (fiscal year 1972).

Participants: 2,794; regular school term—343; summer term.

Grade Span: K-12; number of schools: 27; and number of institutions for neglected and delinquent children: 4.

Duration of Project: Schools—regular school term; institutions—regular and summer terms.

Contact Person: Project director, Baltimore County Board of Education, Towson, Md. 21204

Objectives: (1) To develop reading skills of primary title I pupils so that they can achieve more than 7 months growth in a 10-month period of instruction; (2) To improve pupils' attitudes and self-concept related to achievement so that they will exhibit positive behaviors towards school and education; (3) To improve the involvement of parents of Title I children in the school program as a means to develop an improved instructional program; and (4) To improve the opportunities for chil-

dren in institutions to be able to experience success in academic, social and emotional activities related to school performance.

Special Staff: 1 director; 1 assistant director; 1 secretary; 6.8 teachers; 16 summer teachers; 6 resource teachers; 98.5 aides; 12 summer aides; 50 summer tutors; and 0.3 speech therapist.

Description: The project provides resource teachers and teacher aides to help classroom teachers vary patterns of instruction, better enabling them to meet the identified needs of title I participants. Among the approaches followed to individualize instruction are the use of learning and skill stations in the classroom; the language experience approach to reading; and the use of team teaching. Resource teachers provide continuous joint inservice training for classroom teachers and aides, directed at refining and devising teaching strategies.

Several participating institutions for neglected and delinquent children have determined that children in these institutions have particular need for an intensive summer program. Title I makes this program possible by providing teachers and tutors who work closely with children in the institutions reinforce regular school term activities, to strengthen areas of weakness, and to provide encouragement to remain in school.

Evaluation: Lee-Clark Reading Readiness Test; Gates-MacGinitie Vocabulary and Comprehension Subtests; Anecotal records and teacher rating scales; and Parent questionnaires.

All of the objectives were met at the end of the program.

### **Charles County, Md.**

Superintendent: Mr. Jesse L. Starkey  
*ESEA, Title I*

Project Title: Operation Step-up.

Funding: \$385,535 (fy 1072).

Participants: 1,008 public; grade span: K-3; 32 nonpublic; and number of schools: 10 public, 1 nonpublic.

Duration of Project: Regular school term.

Contact Person: Supervisor of Compensatory and Supplementary Programs, Charles County Board of Education, La Plata, Md. 20646.

Objectives: (1) Kindergarten (a) Children, upon entering first grade will demonstrate

readiness to read by scoring within the range of 45-63 on the Metropolitan Readiness Test. (b) Children, upon entering first grade will demonstrate readiness to learn to perform mathematical operations by scoring within the range of 45-63 on the Metropolitan Readiness Test. (2) Grades 1-3 (a) Children will achieve a month's growth in language arts for each month of instruction, as measured by the Metropolitan Achievement Test. (b) Children will achieve a month's growth in mathematics for each month of instruction, as measured by the Metropolitan Achievement Test.

Special Staff: 1 supervisor of title I; 60 instructional aides; 0.5 Psychometrician; 2.5 clerks; 2 resource teachers; and 2 coordinators of parent activities.

Description: With objectives aimed at enabling disadvantaged children to achieve at a rate commensurate with that of other children their age, the Charles County title I project focuses upon strengthened instruction in the areas of reading and mathematics. Every teacher of title I participants is provided with an instructional aide. In close cooperation with the principal, county supervisors, resource teachers, and parents, the teacher/aide team works to pinpoint specific weaknesses of title I children and to individualize instruction to overcome these weaknesses. Intensive inservice training sessions are conducted regularly by the resource teacher, frequently with the assistance of consultants from other areas. Parent advisory committees are being established in each school to provide the foundation for a systemwide Parent Advisory Council and to involve the parents of title I children more directly in school activities.

Evaluation: Kindergarten, Metropolitan Readiness Test; Grades 1-3, Metropolitan Achievement Tests; and K-3, Self-Concept Check List.

All of the objectives were met at the end of the program.

### **Dorchester County, Md.**

*ESEA, Title I*

Project Title: Use of Auxiliary Services to Increase Educational Benefits from the Utilization of Children's Experiences for Instruction.

Funding: \$299,430 (fiscal year 1972).

Participants: 584; grade span: K-3; and number of schools: 8.

Duration of Project: Regular school term.

Contact Person: Director of Federal Programs, Dorchester County Board of Education, Cambridge, Md. 21613.

Objectives: (1) To develop participants' attitudes and skills in reading at the rate of 1 year's growth in relation to each child's individual potential; (2) To have more students function at higher levels of operation than in the past; (3) To have children write more creative stories (using children's spelling forms and freer expressions); (4) To raise the median county test score in spelling to grade level.

Special Staff: 1 project director; 62 instructional aides; 3 library assistants; 2 social workers; 2 nurses; and 1 clerk.

Description: This project focuses on the improvement of language skills through use of the language experience approach. Dr. Russell G. Stauffer and a team from the University of Delaware are providing an intensive inservice training program for teachers and aides on the language experience approach to improving skills. The supportive services offered by two social workers and two nurses included in the project are of critical importance, as many of the title I participants are from severely deprived environments and have pressing health, nutritional and clothing needs.

Evaluation: Kindergarten, Pre-school Inventory; Grades 1, 2, 3, Stanford Achievement Tests; and Grade 3, California Achievement Test.

All of the objectives were met at the end of the program.

### Harford County, Md.

Superintendent: Mr. A. A. Roberty.

*ESEA, Title I*

Project Title: Where We're Going.

Funding: \$316,662 (fiscal year 1972).

Participants: 894, grade span: K-6, number of schools: 9.

Duration of Project: Regular school term.

Contact Person: Federal Programs Administration, Harford County Board of Education, Bel Air, Md. 21014.

Objectives: (1) To provide an instructional program to help children achieve their full po-

tential in scholastic skills and knowledge; (2) To provide cultural and social events to enrich the experience of the disadvantaged child; and (3) To provide for the physical well-being of the pupils in the program so that their physical health will allow them to persevere and learn.

Special Staff: 1 program administrator; 0.33 reading consultant; 5.5 corrective reading teachers; 0.5 guidance counselor; 49 teacher aides; and 3 secretaries.

Description: Classroom teachers work as a team with aides and resource personnel such as a reading specialist and physical education and music teachers to meet the needs of participants. The use of research findings from previous projects, the efforts to upgrade teaching competence through inservice staff training, and the use of educational technology to facilitate individualized instruction are commendable features of the project.

Evaluation: Kindergarten, Teacher Check List; Grade 1, Metropolitan Reading Readiness Test, Metropolitan Achievement Test; Grade 2-3, Metropolitan Achievement Test; and Grades 4-5, Iowa Test of Basic Skills.

All of the objectives were met at the end of the program.

### Frederick County, Md.

Superintendent: Dr. John L. Carnochan, Jr.

*ESEA, Title I*

Project Title: School/Community Program with Emphasis on Improving Communication Skills.

Funding: \$320,961.27 (fiscal year 1972).

Participants: 626 public; grade span: 1-3; 32 nonpublic; number of schools: 5 public; 1 nonpublic.

Duration of Project: Regular school term.

Contact Person: Coordinator of Title I Programs, Frederick County Board of Education, Frederick, Md. 21701.

Objectives: (1) To develop the participants' reading skills so that they will be able to achieve 6-8 months' growth during the regular school term. (2) To improve the participants' social, emotional, and physical deficiencies which may impede their academic growth.

Special Staff: 1 administrator; 41.5 aides; 5 reading resource teachers; 1 home-school coor-

dinator; 0.5 statistical analyst; 2 nurses; and 2 secretaries.

Description: The project provides a variety of instructional activities for title I children who have identified reading and communication difficulties. Inservice training for title I staff is being provided by consultants from the University of Maryland Reading Center. A reading teacher is assigned to each title I school. The reading teachers, the University of Maryland consultant staff and the county reading supervisor work jointly with classroom teachers of title I children to diagnose the needs of each participant and to prescribe and evaluate individualized reading activities. Activities to more effectively involve the parents of title I children in the education of their children are developed and guided by the home-school coordinator.

Evaluation: Metropolitan Achievement Test.

All of the objectives were met at the end of the project.

#### Howard County, Md.

Superintendent: Dr. M. Thomas Goedeke.  
*ESEA Title I*

Project Title: The Reading Improvement Program.

Funding: \$102,688.51 (fiscal year 1972).

Participants: 427; grade span: K-2; and number of schools: 4.

Duration of Project: Regular school term.

Contact Person: Title I Coordinator, Howard County Board of Education, Clarksville, Md. 21029.

Objectives: (1) To develop the reading skills of first and second grade pupils so that they will be able to achieve a month's growth for a month's instruction; (2) To help participants develop motor-perceptual skills so that they will be able to succeed in reading according to grade level; (3) To increase the communication skills of pupils so that they will be able to progress at a rate of growth commensurate with normal expectations for age and/or grade placement; and (4) To help children develop a positive self-image to a degree that is considered normal for children of that age and grade level.

Special Staff: 1 supervisor; 16 aides; and 1 secretary.

Description: Project activities are designed to provide participants with an abundance of opportunities for successful experiences in reading. These opportunities are provided through small group and individual instruction; through the use of a wide variety of reading and audiovisual materials; through continual interaction with peers and adults; and through field trips and other enrichment activities. The inservice training program will center on techniques for diagnosing the individual needs of children and prescribing appropriate activities to meet these needs. Stress will be placed on the role of the "educational team" in the diagnostic/prescriptive process.

Evaluation: Metropolitan Achievement Tests.

All of the objectives were met at the end of the program.

#### Prince George's County, Md.

Superintendent: Dr. Carl W. Hassel.  
*ESEA, Title I*

Project Title: Operation Moving Ahead '72.

Funding: \$1,070,189 (fiscal year 1972).

Participants: 4,848 public; grade span: K-3; 175 nonpublic; and number of schools: 23 public, 4 nonpublic.

Duration of Project: Regular school term.

Contact Person: Coordinator of Operation: Moving Ahead, Prince George's County Board of Education, Upper Marlboro, Md.

Objectives: (1) To improve participants' listening skills so that they will be able to achieve 1 year's growth for 1 year's instruction; (2) To promote the participants' acquisition of and facility to use language so that they will achieve 1 year's growth for 1 year's instruction; (3) To develop participants' readiness and reading skills to enable them to achieve 1 year's growth for 1 year's instruction; and (4) To improve participants' understanding and application of mathematics so that they will achieve 1 year's growth for 1 year's instruction.

Special Staff: 165 teacher aides; 9 helping teachers; 3 supervisors; 2 psychologists; 6 social workers; 4 secretaries; 10 community—parent aides; 1 research specialist; 1 language resource teacher; and 5 community education specialist.

Description: Prince George's County is one

of the largest school systems in the country, with an enrollment of 170,000 pupils in school year 1970-71. Disadvantaged children in the county are drawn from both rural, geographically isolated areas, as well as urban, racially isolated areas. In an attempt to meet the needs of disadvantaged children drawn from such diverse backgrounds, the county's title I project features three major components. The first is the provision of instructional aides, who are scheduled to work with each title I participant for no less than 30 minutes a day on a tutorial or small-group basis. During these daily sessions, the aides reinforce skills or concepts presented by the classroom teachers. The second and third principal components of the project revolve around parental involvement and a strong program of supportive services. Social workers, psychologists, community-parents and the school closer together; to meet identified social, psychological and emotional needs of children that are inhibiting their success in school; and to help parents help their children through reinforcement at home of skills learned in school. Among the many parent activities is a workshop held annually during which parents, under the guidance of the helping teachers, make special materials that allow teachers and aides to more effectively individualize instruction of title I children.

Evaluation: Metropolitan Readiness Test; Metropolitan Achievement Tests; and Developmental Evaluation Battery.

All of the objectives were met at the end of the program.

### **Queen Anne's County, Md.**

Superintendent: Mr. John H. Webb.

#### *ESEA, Title I*

Project Title: Language Arts and Mathematics Improvement.

Funding: \$126,791 (fiscal year 1972).

Participants: 456; grade span: K-3; number of schools: 6.

Duration of Project: Regular school term.

Contact Person: Supervisor of Federal Programs, Queen Anne's County Board of Education, Centerville, Md.

Objectives: (1) To help qualifying children progress in reading, to be indicated by: (a) At least 6 months' growth in reading in first, sec-

ond, and third grades, (b) A year's growth in spelling for those reading at special levels; and (c) Development of language skills in sequence by kindergarten and first grade children. (2) To help qualifying children progress in mathematics, to be indicated by: (a) Six months' growth in mathematics skills (K-1) and (b) Readiness to perform mathematical operations (Grade 1-3).

Special Staff: 1 program director; 1 speech teacher; 23 instructional aides; 0.5 resource specialist; 1 clerk; and 1 health/social worker.

Description: As a result of the expanded staffing, new materials, and other services made possible by title I funds, this rural, sparsely-populated county has made great strides in reassessing the needs of its disadvantaged children. Whereas in past years children disadvantaged by conditions of poverty and extreme deprivation were often tracked in "slow" sections or categorized as "special ed" children, this year's project represents a distinct effort to move away from such stereotypes. Instead, focus is directed upon identifying the specific needs of disadvantaged children, within a heterogeneous classroom setting. Instructional aides work with project children to overcome areas of weakness in language and reading, or relieve teachers, allowing them to work more frequently on an individualized basis with title I children. The purchase of a variety of new instructional materials, previously difficult to obtain because of limited resources, has given staff more ways to meet the individual learning needs of project participants.

Evaluation: Metropolitan Readiness Test and Metropolitan Achievement Test.

All of the objectives were met at the end of the program.

### **St. Mary's County, Md.**

Superintendent: Dr. Robert E. King, Jr.

#### *ESEA, Title I*

Project Title: Reading Improvement Program.

Funding: \$329,406.95 (fiscal year 1972).

Participants: 888 public; grade span: Pre-K-3; 129 nonpublic; and number of schools: 10 public, 3 nonpublic.

Duration of Project: Regular school term.

Contact Person: Coordinator of Title I, St.



Mary's County Board of Education, Leonardtown, Md.

Objectives: (1) To improve the reading competencies of children in grades K through 3 in the title I schools; (2) To interest children in books and motivate them to enjoy free reading; (3) To improve the learning readiness of twenty 4-year-old children from families in the poverty income bracket; and (4) To involve parents in the learning process of their children.

Special Staff: 1 title I coordinator; 6 resource teachers; 60 teacher aides; 5 library aides; 2 community-parent aides (part time); 1 pre-kindergarten teacher (part time); 1 helping teacher; 1 speech therapist; 1 psychologist (consultant basis); 1 parent activities coordinator; 1 nurse (part time); and 2 clerks.

Description: The focus of this project is on improving the reading and communication skills of identified educationally disadvantaged children. The team approach is utilized, by which the helping and resource teachers work closely with classroom teachers and aides to pinpoint individual needs of children and to prescribe activities to meet these needs.

In April 1971 a pre-kindergarten class of 20 severely deprived children was added to the project on an experimental basis. The progress made by the children in a 4½-month period was significant enough to warrant continuing the pre-kindergarten component as a full year pilot program.

Additional features of the project include an after-school youth-tutoring-youth component and a parent involvement component based on the Ira Gordon Parent Education Model, in which parents reinforce at home the instructional activities in which their children engage at school.

Evaluation: Pre-Kindergarten Program: Peabody Picture Vocabulary Test and Denver Development Screening Test. Grades K-3: Lee-Clark Reading Readiness Test; Stanford Achievement Test; and Local Skills Test.

All of the objectives were met at the end of the program.

#### Wicomico County, Md.

Superintendent: Mr. Boyd A. Mahaffey.  
*ESEA, Title I*

A. Project Title: Early Childhood Education.  
Funding: \$250,149 (fiscal year 1972).

Participants: 764; grade span: Pre-K-3; number schools: 2.

Duration of Project: Regular school term.

Contact Person: Assistant Superintendent in Instruction, Board of Education of Wicomico County, Salisbury, Md.

Objectives: (1) To improve skills involved in listening, speaking, reading and writing so that by the end of the third grade: (a) 75 percent of the children are at grade level in reading; (b) 100 percent are evidencing the habit of recreational reading and discussing content voluntarily; (c) 100 percent are writing daily for creative and/or functional purposes; (d) 100 percent are spelling at his instructional level, and not missing more than 25 percent of the words. (2) To improve the opportunities for success in the field of mathematics in grades 1-3, so that by the end of grade 3, 75 percent of the children will be achieving goals identified as grade level.

Special Staff: 6 teachers; 32 aides, 1 nurse; 2 reading specialists; 1 home/school coordinators; and 1 clerk.

Description: The two schools involved in this project have the highest concentrations of low income, disadvantaged children in the country. The project represents an attempt to meet the most pressing educational needs of participants. First, a pre-kindergarten program for 4 year olds has been established to provide instructional activities for the target population at an earlier age than would normally be the case. Emphasis at all age and grade levels is on individualized instruction, especially in the areas of reading and language arts, with the needs of each child being diagnosed and a special series of activities being designed to meet those specific needs. Inservice training is critically important, providing teachers and aides with frequent opportunities to plan and develop special curriculum materials and teaching strategies. A strong effort is being made by the teachers of the 4- and 5-year-old groups to coordinate curriculum and instructional activities. Teacher of children in the first through third grades work closely for the same purpose. The ultimate goal is to have teachers and aides from the pre-kindergarten through grade three level working as a group to develop a contin-

uous and well-articulated flow of curriculum and activities, so that children may progress smoothly and without disruption from one level to the next.

Evaluation: Pre-school and kindergarten: Lee-Clark Reading Readiness. Grades 1-3: Metropolitan Achievement Tests and Informal Reading Inventory.

All of the objectives were met at the end of the program.

B. Project Title: Instructional Aides.

Funding: \$141,980 (fiscal year 1972).

Participants: 813 public; grade span: K-6; 17 nonpublic; and number of schools: 3 public, 3 nonpublic.

Duration of Project: Regular school term.

Contact Person: Assistant Superintendent in Instruction, Board of Education of Wicomico County, Salisbury, Md.

Objectives: (1) To raise the total language level scores of each child who scores 1 year or more below grade level on the standardized tests by at least 6 months; (2) To raise the vocabulary and reading scores for the combined project schools by at least 6 months; and (3) To determine if the growth of the project children is commensurate with the rest of the school population in these schools as measured by informal tests.

Special Staff: 28.5 classroom aides; 5 library aides; 2.5 clerks; 1 home-school coordinator; and 3 nurses.

Description: The intent of this project is to provide each teacher of participating title I children with an aide, so that the special learning needs of the children may be more effectively met. Children selected to participate in the project have severe weaknesses in language skills, as revealed by standardized and diagnostic test results. The aides work with individuals or small groups of students to reinforce regular classroom instruction, especially in the area of reading.

The home-school coordinator works closely with the parents of project children to involve them in school-related activities. Nurses are employed in the project to provide additional supportive services to children and to develop programs of health education.

Evaluation: Lee-Clark Readiness Test; Iowa Test of Basic Skills; and Reading Behavioral Checklist.

All of the objectives were met at the end of the program.

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### **Kent County, Md.**

Superintendent: Dr. Richard L. Holler.

*ESEA, Title I*

Project Title: Primary Instructional Aide Program.

Funding: \$92,048 (fiscal year 1972).

Participants: 415; grade span: K-4; and number of schools: 4.

Duration of Project: Regular school term.

Contact Person: Coordinator of Federal Programs, Kent County Board of Education, Chestertown, Md.

Objectives: (1) To improve the social and emotional attitudes of the disadvantaged children toward self and school; (2) To significantly improve the achievement levels of the disadvantaged student in language arts; and (3) To diagnose and remediate learning disabilities.

Special Staff: 1 title I coordinator; 1 secretary; 1 speech therapist; 1 psychologist; and 16 instructional aides.

Description: A number of the children being served by this project have been identified as having speech difficulties severe enough to inhibit their achievement in school. Therefore, an important component of the project is the provision made for a speech therapist. To facilitate and make more effective the individualized instruction needed by participating children, teachers and aides have built in, as a part of their daily schedule, time to assess the progress of participants and to plan activities to meet continuing needs.

Evaluation: Kindergarten, Lee-Clark Readiness Test; Grade 2, Stanford Achievement Test; and Grades 3-4, Iowa Test of Basic Skills.

All of the objectives were met at the end of the program.

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### **Allegany County, Md.**

Superintendent: Dr. Wayne W. Hill.

*ESEA, Title I*

Project Title: Project Enrich.

Funding: \$426,833.91 (fiscal year 1972).

Participants: 1,109 public and 112 nonpublic.

Grade Span: K-6.

Number of Schools: 12 public and 4 non-public.

Duration of Project: Regular school term.

Contact Person: Director of Title I, Allegany County Board of Education, Cumberland, Md. 21502.

Objectives: (1) To develop the participants' reading skills so that they will be able to achieve 1 month's growth for one month's instruction; (2) To develop the participants' attitudes, concepts, and skills in mathematics so that they will achieve 1 month's growth for 1 month's instruction; and (3) To enable participants to receive necessary medical and dental assistance to alleviate health problems interfering with academic achievement.

Special Staff: 1.5 administrator supervisors; 6 reading specialists; 1.5 teachers; 69.5 aides; 0.8 librarian; 6 community-parent aides; 2 nurses; and 1.5 secretaries.

Description: During school year 1970-71, Allegany County Title I staff expressed a need for a greater coordination of resources and staff activities if the needs of title I children were to be met in the most effective and comprehensive fashion. A team consisting of a principal, reading specialist, classroom teacher and aide, and community-parent aide visited several other LEA's in the State to observe different ways of coordinating staff competencies.

This year, inservice training of title I staff is focusing directly upon development of the "team approach" to individualizing specifically the role of the reading specialists, classroom teachers and aides, and community-parent aides, both in terms of their responsibilities as individuals and their responsibilities as members of an instructional team.

A demonstration team composed of local staff is being developed. The demonstration team will be working in cooperation with Early Childhood Education staff from the Division of Compensatory, Urban, and Supplementary Programs and a reading consultant from Shippensburg State College (Pennsylvania) Reading Center to provide training for all title I staff. Emphasis will be placed on new techniques of individualizing reading instruction. Skills in diagnosing the needs of individual children in the area of reading and

language arts will be refined within the context of the roles of the various teams.

An important part of the team approach will be an expanded involvement of the parents of title I children, both in the classroom and in reinforcement of activities at home.

Evaluation: Metropolitan Achievement Tests and Lee-Clark Readiness Test.

All of the objectives were met at the end of the program.

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### **Anne Arundel County, Md.**

Superintendent: Dr. Edward J. Anderson.

*ESEA, Title I*

Project Title: A Program for the Improvement of Reading.

Funding: \$756,556 (fiscal year 1972).

Participants: 2,090 public; grade span: K-3; 42 nonpublic; and number of Schools: 26 public, 1 nonpublic.

Duration of Project: Regular school term.

Contact Person: Coordinator of Title I, Anne Arundel County Board of Education, Annapolis, Md. 21401.

Objectives: (1) To improve the reading achievement of disadvantaged youngsters at the primary level; and (2) To improve the self-concept of title I students.

Special Staff: 1 coordinator; 1 staff accountant; 0.5 coordinator—evening and summer programs; 147 children's aides; and 5 resource teachers.

Description: In an effort to improve the reading achievement of disadvantaged students in the early grades, title I funds are being used to supply resource teachers and teacher aides as a means of individualizing instruction. Supportive services in the form of speech therapy and dental health care meet two areas of recurring need among participating title I children.

Evaluation: Kindergarten, Metropolitan Readiness Test and Grades 1-3, Metropolitan Achievement Tests.

All of the objectives were met at the end of the program.

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### **Baltimore County, Md.**

Superintendent: Dr. Roland N. Patterson.

*ESEA, Title I*

A. Project Title: Early Admissions.

Funding: \$1,151,013 (fiscal year 1972).

Participants: 1,810.

Grade Span: Pre-Kindergarten; number of schools: 20 (early admissions; number of centers: 18 (IVY)).

Duration of Project: Regular school term.

Contact Person: Director of Early Admissions, Baltimore City Board of Education, Baltimore, Md. 21218.

Objectives: (1) To focus attention on the complete medical psychological, social, and mental needs of children; (2) To improve the child's ability to learn by structuring a curriculum to develop cognitive skills, in concept formation, perceptual motor skills, classification skills, and language skills, and reading readiness skills; (3) To provide for the nutritional needs of children in order to develop sound bodies and more adequate readiness for learning; (4) To provide for active involvement of parents in an effort to strengthen family and school relationships; and (5) To focus attention on evaluation of achievement through a research design of sufficient depth and duration to insure that the benefits received in the early admissions program are fostered and maintained in kindergarten and beyond.

Special Staff: 1 program administrator; 1 budget assistant; 1 assistant accountant; 1 psychologist; 17 classroom teachers; 6 senior teachers; 34 teacher aides; 1 coordinator, supportive services; 1 coordinator, parent liaison workers; 19 parent liaison workers; 2 research associates; 0.17 research specialist; 0.17 research aide supervisor; 2 research aides (part time); 3 speech teachers; 2 music teachers; 2 physical education teachers; 1 senior account clerk; 5 secretaries; and 3 educational assistants. IVY component; 15 teachers; 35 nursery aides; 1 secretary; 1 day coordinator; 2 nursery coordinators; 2 teachers-in-charge; 1 inventory clerk; and 1 home visitor.

Description: The early admissions project is a comprehensive program of early childhood education for educationally and economically disadvantaged 4-year olds, with an emphasis on developing the skills needed for success in school in later grades. Continuous parent involvement in the planning, development, and implementation of the project is stressed.

School-home liaison workers, a psychologist, and the speech, music and physical education teachers form a supportive team that works closely with classroom teachers, aides, and senior teachers to meet the identified needs of participants. The IVY component ("Involving the Very Young") is a program for disadvantaged children, three years of age and younger that is designed to provide successful learning experiences for participants prior to their entry into formal school activities.

Evaluation: Columbia Mental Maturity Scale; Verbal Maturity Scale; and Stanford-Binet (short form).

All of the objectives were met at the end of the program.

*ESEA, Title I*

B. Project Title: Elementary Basic Skills.

Funding \$5,299,297 (fiscal year 1972).

Participants: 22,347 public; 1,588 nonpublic; grade span: K-6; number of schools: 68 public, 16 nonpublic.

Duration of Project: Regular school term.

Contact Person: Coordinator of Title I, Baltimore City Board of Education, Baltimore, Md. 21218.

Objectives: (1) To improve the reading comprehension level of 80 percent of the participating pupils a minimum of 13 school month in a 10-month period; (2) To have at least 50 percent of all title I children in grades 3-6 read at least one library book per week; and (3) To have all pupils except those in kindergarten and other preschool levels express themselves in writing by May 1972 using a minimum of the following levels indicated: (a) The first level, one complete sentence of at least four words; (b) The second level, three complete related sentences of at least 10 words; (c) The third level, four complete sentences of at least 16 words; and (d) The fourth, fifth, and sixth levels, one, two, or three related paragraphs.

Special Staff: 1 administrator; 2 supervisors; 1 budget officer; 1 business office associate; 1 accountant; 5 research specialists; 4 research associates; 1 research assistant; 0.37 research aide supervisor; 16 research aides (part time); 4 senior clerk-typists; 1 key punch operator; 13 secretaries; 1 library specialist; 1 speech pathologist; 5 clerks and storekeepers; 974 children's aides; 72 teacher

aides; 46 library aides; 2 resource specialists; 1 title I Coordinator; 2 educational assistants; 8 librarians; 1 aide coordinator; 1 medical service worker; 4 senior teachers; 2 program specialists; 18 resource teachers; 6 speech therapists (special education); 2 remedial reading teachers; 68 teacher advisors; and 2 teachers, Cylburn School (part time). Pupil personnel: 2 home visitors; 2 social workers; 1 special service assistant; 1 psychologist; 63 home-school workers; 1 home-school specialist; and 1 secretary.

Description: Scores on the Iowa Tests of Basic Skills administered annually reveal a serious deficiency in the area of reading comprehension among disadvantaged elementary students in Baltimore City. The title I Elementary Basic Skills project is designed to overcome this deficiency by providing instructional aides and supplementary resource and supportive staff who supply special assistance to title I children. A variety of techniques and strategies are employed to more effectively

individualize instruction, ranging from commercial "package" programs such as DISTAR to the language experience approach to reading.

Two outstanding cultural resources in the city, the Baltimore Symphony Orchestra and the Baltimore Museum of Art, provide a unique series of programs and activities intended to broaden the experience of participating children.

Beginning in school year 1971-72, home-school workers will be employed to draw parents of title I children and school staff closer together so that they may more effectively function as partners in strengthening the education of title I children.

Evaluation: Kindergarten, Primary Mental Abilities Test; Grade 1, Primary Mental Abilities Test; Grade 2, Primary Reading Profiles; and Grades 3-6, Iowa Test of Basic Skills.

All of the objectives were met at the end of the program.

## STATE-BY-STATE SURVEY OF BILINGUAL-BICULTURAL LEGISLATION EXISTING AT PRESENT

**ALABAMA** has no legislation or funding for bilingual-bicultural education outside of Title VII, ESEA.

**ALASKA** just passed legislation in 1972 (The Alaska State Operative School System Act) which appropriated \$200,000 for bilingual-bicultural education in the 1972-73 school year. It is to be for any school that has 15 or more bilingual children. There are few guidelines in the law itself, and the State realizes that this is just a beginning, but they are concerned about bilingual-bicultural education and this funding for the 1972-73 school year is a start.

**ARIZONA** has no State moneys or legislation for the provision of bilingual-bicultural education other than those provided under Title VII of the ESEA of 1965.

**ARKANSAS** has no State legislation or funding for the provision of bilingual-bicultural education other than those provided under Title VII of the ESEA of 1965.

**CALIFORNIA** just passed the *Bilingual Education Act of 1972* (December, 1972) and has appropriated \$5 million for it.

**COLORADO** does not, at present, have legislation for bilingual-bicultural education outside of that supported by the Federal Government, but they are introducing a bill in this Congress (between February and March) which includes a statement of the great necessity for passage of such a law. As the bill presently stands it calls for a K-4 program for mandatory establishment of bilingual-bicultural education programs in schools where there are a minimum of 100 students of limited English speaking ability, or 25 percent of grade levels K-4. It calls for \$5 million to be appropriated for the first year, \$7.5 million for the second and third years, and \$10 million for the fourth and succeeding years. The State, if the bill is passed, would reimburse local schools for any

expenditure above average per-pupil expenditure for the State.

**CONNECTICUT** has two laws giving sanctions which are permissive for bilingual-bicultural education. One authorizes receipt of title VII funds, and another allows for circumvention of certification for native Spanish teachers. The State does not, however, have any specific bilingual-bicultural legislation or appropriations. The State Act for Disadvantaged Children has an appropriation of \$7 million, and some of these funds can be and are used for bilingual-bicultural education. The key in Connecticut to permissiveness for bilingual-bicultural education is that it is a child's right under the Constitution to have a competent teacher teach him in whatever language he speaks. No specific separate funding is set aside for this, but Connecticut does have the resources under general education funds. They pay for competent teachers to teach a child, whatever his learning needs may be.

**DELAWARE** has no specific law providing for bilingual-bicultural education. The only funds in the State for this purpose at present come through Federal funds (Title VII and Title I of the ESEA) and are mostly used for migrant programs within the State. There is a law on the books, originated circa 1920, which required that classes must be taught in the English medium, but this law is not enforced, and teachers may teach in another language if they so wish. At one time the State had its own migrant programs funded by philanthropic donations, etc., but at the present time the primary source of funds for these programs is the Federal Government.

**THE DISTRICT OF COLUMBIA** has no specific legislation for the provision of bilingual-bicultural education, but there is a move on for such education at the local level. The District

school system has a director for bilingual education for the D.C. Schools, and there is a direct lobbying effort with the board of education for the rights and needs of the Spanish speaking in the District. Whether this will lead to positions and action by the House District Committee or not remains to be seen. The District does not have title VII funding, but even without these Federal dollars the District pays for 16 bilingual-bicultural teachers in bilingual programs. They have also recently hired a full-time person to start coordinating the thrust for bilingual education at the secondary level.

**FLORIDA** has no specific State legislation for bilingual-bicultural education, although some moneys out of the general education fund are used for this purpose if the localities so decide. The successful funds (Title VII, ESEA) and from funds from the Dade County School District (Dade County, according to Mr. Stapleton in the Florida State Education Agency, is the biggest and richest county in Florida and it spends a good amount of local funds for these programs. However this has recently come under criticism as a result of the *Serrano v. Priest* case in California.)

**GEORGIA** has no legislation aimed toward bilingual-bicultural education, nor are there any appropriations for this purpose.

**HAWAII** has no State laws or funding for bilingual-bicultural programs.

**IDAHO** has no specific law relating to bilingual-bicultural education, nor does it fund it. Any school district may have a special program levy for migrant children if they so desire. The education law is permissive, but not mandatory, and it does not specifically use the term bilingual-bicultural.

**ILLINOIS** does have legislation providing for bilingual-bicultural education (House bills 1074 and 1078). For fiscal 1972 there was an appropriation of \$950,000, and for 1973 \$2,300,000 has been budgeted and approved. This 1973 money, however, does not come under any law, but is an in-line cost item on the superintendent's budget, and not as a bill.) At present Illinois is funding 20 bilingual centers in Chicago and 23 in downstate Illinois. The State also receives approximately \$535,000 from Title VII, ESEA.

**INDIANA** has no State money going for bilingual-bicultural education, only Federal

money. There is no legislation or funding for this purpose.

**IOWA** has no legislation or funding specifically for bilingual-bicultural education, nor is there any such legislation pending in the Legislature. They do, however, add \$35,000 of State funds annually to the State appropriations for special education for the specific purpose of migrant education.

**KANSAS** has no State legislation or appropriations for the provisions of bilingual-bicultural education in the State. There is a part of another education law that would be permissive for funds for this purpose. According to Mr. Serrano, at the State office of education, Kansas isn't even included under title VII appropriations because the percentage of children that have a native language other than English in the State is much lower than the percentage required for eligibility under title VII. The State does, however, have some bilingual-bicultural staffing under the title I migrant provision.

**KENTUCKY** has no law and no provision for State funding that would address itself specifically to bilingual-bicultural education. There appears to be no restrictive legislation, but at present there are no classes being taught in any language other than English. Bicultural education (African history, for example) is left up to the discretion of the localities. Funds for such projects would come from general education funds.

**LOUISIANA** does have extensive legislation for bilingual-bicultural education (in French) stating that French can be taught and used as a medium of instruction in the elementary schools. In 20 of 64 counties in Louisiana French is taught an hour a day with teaching assistants from France. (These persons are supplemental to existing teachers.) Act No. 408, House bill No. 437, is basically an act to further, preserve and utilize the French language and culture of Louisiana. It was approved July 20, 1968. At first the law had no appropriations, but in 1972 \$250,000 was allocated by the legislature with matching funds from the State education agency.

(NOTE.—In a conversation with a member of the State education agency, staff noticed that there was little mention made of the Spanish speaking population in Louisiana—

their legislation is specifically for the French language, and the State funding for bilingual-bicultural Spanish education appears to be minimal. The SEA representative was worried about Emergency School Aid funding, which, although it has a 4 percent holdout for foreign language instruction, is limited to those groups who have been legally defined as minority groups. This makes French instruction ineligible for these funds, according to the Dallas Regional Office.)

**MAINE** has had a statute on the books for a few years which is a step in the direction of bilingual-bicultural education. It states that the commissioner of education is empowered to work with the Department of Health, Education, and Welfare for concentration of bilingual-bicultural funds (in Maine French is the most frequent second language.) The statute allows bilingual education techniques in preschool through the second grade to enhance learning and earning potential. A recent amendment to this statute has removed the second grade limitation for teaching in the native language. At the secondary level they are trying to get it included in the legislation that high school courses may also be taught in a foreign language. The present law, however, only allows teaching in a foreign language up through the second grade, and the funds for such programs come out of general education funds. This permissive legislation was passed about 6 years ago. In addition the State has considerable title VII for French education in the State.

**MARYLAND** does not have any laws for the provision of bilingual-bicultural education in the State, nor does it have any funds for this purpose. There isn't any law restricting instruction to the English medium, however.

**MASSACHUSETTS** does have bilingual-bicultural legislation, The Transitional Bilingual Education Act, chapter 71A, November, 1971. Among its provisions are: 1. A State bureau established to administer the program. 2. Local level agency and district with 20 or more in one language classification other than English who cannot perform work in English will be treated in a bilingual-bicultural setting. 3. They define specifically treatment and curriculum for bilingual-bicultural instruction. 4. Act calls for a biennial census. 5. Funding—

over and above per-capita cost. There is a floor of \$250 and a ceiling of \$500. 6. Funds come from general aid to education category. The first year was funded for \$1.5 million, the second and third years for \$2.5 million and the fourth year for \$4 million. The legislation doesn't require specific allocations because the money is already in the general education funds, only funds for administration are required to be passed by Congress. 7. Parent involvement is required, and there is a whole new section on certification pertaining to bilingual-bicultural teachers.

**MICHIGAN.** Last year the Michigan Legislature approved \$88,000 to be used out of the State education budget for bilingual-bicultural programs. There is no specific bill, just an authorization to the office of education to use these \$88,000 out of their general funds for bilingual-bicultural education.

**MINNESOTA** has no specific law for bilingual-bicultural education although their general education laws are permissive. The last legislature passed a law for bilingual-bicultural teacher training (funded for close to \$1 million). The State does have a scholarship program for Indian children, but this is at the post-secondary level.

**MISSISSIPPI** has no law pertaining to bilingual-bicultural education. According to Mrs. Ruth Hubbell in the office of Governor Bill Waller, "it will probably be far in the future before any such funding will come about." According to Mrs. Hubbell the only foreign language group in Mississippi is the Choctaw Indians, and they are funded under the Bureau of Indian Affairs.

**MISSOURI** has no laws providing for bilingual-bicultural education. In the words of Mr. Lloyd Boyd, assistant director of title I, "The state has very few people who do not speak English."

**MONTANA** has no legislation in the field of bilingual-bicultural education, although the State constitution says that Montana is responsible for education of all its citizens. There those which are federally funded. Even here, however, basic courses are taught in English with a Spanish speaker in attendance where necessary.

**NEBRASKA** has no provisions at all for bilingual-bicultural education. As a matter of



fact, there is still a standing law that no language other than English may be used as the medium of instruction. This law is not enforced, however. Many title I migrant programs use Spanish as the medium of instruction.

**NEVADA** has no laws providing for bilingual-bicultural education in effect. There used to be an old law specifying that only English can be used as the medium of instruction in Nevada schools, but that was amended last January to permit such instruction where necessary. There is no other State bilingual-bicultural legislation.

**NEW HAMPSHIRE** has no laws specifically making provision for bilingual-bicultural education in the State. Outside of one title VII project, only parochial schools have such programs—in French. Up until a short time ago there was a State law that required that English be the only medium of instruction in New Hampshire. This law has now been amended to allow bilingual-bicultural education, but there is no funding earmarked for this purpose. The law allows for experimental programs in bilingual education if the program is approved and sanctioned by the State board of education.

**NEW JERSEY** does not at present have any law specifically providing for bilingual-bicultural education. Some local districts have used Model Cities funds, some localities like Newark have huge, bilingual programs sponsored out of local funds. As far as legislation is concerned, it is obviously permissive, but nothing specific or with appropriations at the State level. There is a group called the Puerto Rican National Defense and Education Fund, (based in New York City) which is pushing for legislation for bilingual-bicultural education which would require it where there is a concentration of children having a language other than English. Their major thrust is through court cases.

**NEW MEXICO**, in March 1972, passed The Bilingual Education Act of 1973. It is an act relating to education which provides for the establishment of bilingual education programs in the public schools; the creation of a Division of Bilingual Education in the State Department of Public Education; and making an appropriation of \$700,000. Prior to this New Mexico had two laws on the books which

are permissive for bilingual-bicultural education. House bill 270 (1970) and Senate bill 155 (1971). House bill 270 provides no monies, but is permissive to allow localities to spend education funds as they so desire. Senate bill 155 authorizes bilingual programs for children whose native language is not English. Teachers must have elementary education certificates with a specialization in bilingual-bicultural education. This has \$100,000 funding, and presently provides nine programs. Both of these bills are permanent statutes. In 1972 there was no money appropriated for Senate bill 155, but some money for special programs of which \$296,000 was spent for bilingual-bicultural programs. Senate bill 155 could be re-funded. In March, 1973, the State legislature passed the Bilingual Multi-Cultural Education Act to insure equal education opportunities for students in New Mexico. For this act approximately \$2.5 million has been appropriated to be spent over the next two fiscal years.

**NEW YORK** has a law permitting bilingual education for 3 years. It is now being extended to 5 years, but there are no allocations of funds. Permissive legislation exists. Article 44 of the Laws of New York State are now being amended to give some State aid (approximately \$4 million—which they hope will increase to around \$10 million over the next 5 years.) This law has been introduced in the New York Legislature, is in committee, and according to a spokesman from the State Office of Bilingual Education, has a good chance to be made into law. However, it is not law yet, even if it does become law, considering the number of non-English speaking persons in New York, the allocation is minimal. The State assumes more will be allocated at the local level. The State is also hoping for some changes in the certification requirements, but the State education agency spokesman did not elaborate on this.

**NORTH CAROLINA** has no law providing for bilingual-bicultural education at the State level, nor does it have funding for such a purpose. North Carolina does not even receive title VII funds because they do not have a concentration of non-English speaking children.

**NORTH DAKOTA** has no State law providing for bilingual-bicultural education, although there are a few, very limited Indian programs

funded by the State (most of these programs are experimental and developmental).

**OKLAHOMA** has no specific legislation dealing with the provision of bilingual-bicultural education to students in the State. There have been some localities which have done work in the field and have funded bilingual-bicultural education programs. The work of the Federal programs have to an extent influenced the programs taken over by localities. There is no legislation on the books which limits the medium of instruction to English. In summary, there is no specific law providing for bilingual-bicultural education and no funding for that purpose. The law is not restrictive as far as dictating the medium of instruction, but outside of Federal programs, localities have to initiate and fund such programs themselves—there is no State aid.

**TEXAS** has passed a bilingual-bicultural legislation act through the State legislature in May 1973. The act, as this report goes to press, is pending the Governor's signature, but is expected to be signed. The legislation provides that wherever there are 20 or more children in a school district, in any grade level, who have difficulty with, or who do not speak, English, the school district shall provide bilingual education. The bill authorizes approximately \$2.7 million dollars for the next 2 fiscal years (September 1973 through August 1975). However, the requirement to provide bilingual education in the classroom does not become effective until September 1974. Prior to that time the allocated funds shall be used for teacher training, institutes, preparation, materials, etc. The State department of education is charged with the development of guidelines for this program.

**UTAH** has no legislation or funding for bilingual-bicultural education at the State level.

**VERMONT** has no legislation or appropriations for bilingual-bicultural education, but there isn't any law keeping localities from

having such classes if they choose to do so.

**VIRGINIA** has enacted standards of quality, but whether or not there are funds available to meet these standards is something else. The law is specific on special education, but there is no specific law or funding for bilingual-bicultural education.

**WASHINGTON** has no legislation for bilingual-bicultural education. There is a Chicano group which is presently lobbying for such legislation, but only time will tell if they are successful. In 1967 the education legislation was amended to allow another language to be used wherever it is in the best interest of the child, but there is no specific, funded legislation. Presently, their bilingual-bicultural programs are funded by Federal money.

**WEST VIRGINIA** has no legislation providing for bilingual-education, nor any appropriations for this purpose. There are very few bilingual-bicultural children in West Virginia except for the migrant population in the panhandle (according to Mr. Purdy, State title I coordinator). However there isn't any legislation that restricts the medium of instruction to English.

**WISCONSIN** does not have specific legislation for the provision of bilingual-bicultural education, but they do have bilingual-bicultural programs which are often funded on the local level. They operate on the basis of meeting special educational needs of children. Their legislation does not restrict instruction to the English medium, and they do receive title VII funds.

**WYOMING** has no legislation directed toward any special programs other than provision for foundation of programs for vocational and handicapped education. Wyoming has no large concentration of non-English or bicultural citizens. The State, however, doesn't have any legislation restricting the medium of instruction to English. Wyoming has never received title VII funds, the applications have always been turned down for one reason or another.

## CHARTS

Table I.—Title I, ESEA assistance for educationally deprived children, allotments to States, District of Columbia, and outlying areas for fiscal year 1973

	Local education agencies	Handicapped children (SEA's)	Juvenile delinquents in institutions (SEA's)	Dependent and neglected children in institutions (SEA's)	Migratory children (SEA)	Under age 21 in adult correctional institutions	State administration	Total
<b>Total</b>	<b>\$1,390,177,546</b>	<b>\$60,938,942</b>	<b>\$14,883,926</b>			<b>\$5,487,927</b>	<b>\$17,125,900</b>	<b>\$1,531,594,075</b>
<b>50 States and District of Columbia</b>	<b>1,344,023,857</b>	<b>60,480,212</b>	<b>14,479,002</b>	<b>\$1,752,828</b>	<b>\$58,379,906</b>	<b>5,280,636</b>	<b>16,736,346</b>	<b>1,484,369,441</b>
Alabama	35,280,075	518,055	149,345	0	529,782	28,628	369,059	36,505,885
Alaska	2,468,540	859,814	77,477	0	0	0	150,000	3,405,831
Arizona	8,309,873	341,806	266,961	0	1,567,271	10,347	150,000	10,496,258
Arkansas	21,408,152	751,214	202,807	0	559,789	85,538	230,075	23,007,500
California	113,991,091	1,420,684	1,336,527	0	7,505,242	198,324	1,244,519	123,741,868
Colorado	10,457,454	988,512	122,788	13,452	1,134,754	22,419	150,000	12,739,379
Connecticut	11,998,327	1,113,521	76,124	41,301	521,533	112,162	150,000	13,862,968
Delaware	2,374,861	458,830	117,505	0	241,406	11,591	150,000	3,204,193
Florida	24,636,277	1,245,470	514,950	0	8,302,675	364,570	350,639	35,063,942
Georgia	41,431,255	524,953	389,059	0	400,440	147,811	428,933	42,893,328
Hawaii	3,794,229	194,928	17,362	6,314	0	0	150,000	4,012,833
Idaho	2,778,725	128,652	55,875	0	677,403	18,625	150,000	3,659,280
Illinois	71,029,817	3,261,280	418,766	119,048	565,378	111,483	755,688	75,568,772
Indiana	19,173,520	1,603,832	245,921	182,445	543,578	109,336	218,086	21,808,632
Iowa	14,910,790	522,083	99,907	66,952	74,237	52,035	157,260	15,726,004
Kansas	9,342,810	886,765	102,093	0	481,494	55,185	150,000	10,868,347
Kentucky	32,892,823	483,908	0	0	66,222	84,503	335,275	33,527,456
Louisiana	31,987,498	1,635,219	328,699	0	363,880	23,109	343,384	34,338,405
Maine	5,752,007	432,862	94,506	9,657	48,288	48,667	150,000	6,386,987
Maryland	19,792,951	997,754	443,138	0	699,691	146,263	220,794	22,079,437
Massachusetts	25,424,012	2,562,083	226,329	0	224,178	48,422	284,850	28,485,024
Michigan	52,872,433	3,906,168	344,685	10,528	3,195,354	401,222	607,304	60,730,390
Minnesota	21,339,909	776,313	257,425	0	336,106	101,679	228,114	22,811,432
Mississippi	36,682,686	336,977	177,629	0	775,013	28,972	380,013	38,001,277
Missouri	23,863,640	1,414,821	313,868	0	346,290	79,674	260,183	26,018,293
Montana	2,928,594	215,567	70,362	37,595	649,811	2,415	150,000	3,904,344
Nebraska	7,339,778	255,923	70,017	23,454	215,568	67,257	150,000	7,971,997
Nevada	943,693	80,019	83,468	0	28,973	21,729	150,000	1,157,882
New Hampshire	2,050,566	262,477	62,084	0	17,935	12,072	150,000	2,405,133
New Jersey	45,175,252	3,107,437	603,819	0	1,682,131	47,812	506,165	50,616,453
New Mexico	7,551,149	262,476	104,508	0	757,423	18,280	150,000	8,693,837
New York	201,005,383	7,490,823	1,452,107	0	2,266,458	594,207	2,128,390	212,808,978
North Carolina	52,648,719	1,668,329	666,021	0	1,151,310	324,905	564,593	56,459,284
North Dakota	4,189,878	203,151	42,079	0	568,068	10,347	150,000	5,013,523
Ohio	43,148,632	3,658,805	747,075	113,820	1,129,581	212,120	490,100	49,010,033
Oklahoma	17,002,138	498,740	138,998	167,626	576,000	142,793	185,263	18,526,295
Oregon	8,603,447	933,680	193,877	0	1,443,518	56,819	150,000	11,231,341
Pennsylvania	66,377,857	4,055,532	508,584	182,419	448,385	189,351	717,621	71,762,128
Rhode Island	4,977,370	388,295	25,199	24,436	2,291	19,090	150,000	5,436,681
South Carolina	30,483,720	829,164	231,090	57,945	479,770	349,049	324,307	32,430,738
South Dakota	5,586,583	280,412	48,977	0	27,937	7,243	150,000	5,951,152
Tennessee	31,935,363	642,913	427,344	251,094	240,057	75,880	335,727	33,572,656
Texas	69,136,641	2,717,546	796,052	245,231	14,475,874	174,525	875,459	87,545,869
Utah	3,978,577	302,831	94,506	0	196,598	11,382	150,000	4,583,894
Vermont	2,139,630	529,092	62,429	0	4,828	11,037	150,000	2,747,016
Virginia	32,189,580	987,132	473,562	0	580,139	296,622	345,270	34,527,035
Washington	13,734,325	1,026,614	285,788	0	1,589,944	65,261	167,019	16,701,032
West Virginia	17,686,193	360,776	169,006	20,694	155,899	49,667	184,422	18,442,235

	Local education agencies	Handicapped children (SEA's)	Juvenile delinquents in institu- tion (SEA's)	Dependent and neglected children in institutions (SEA's)	Migratory children (SEA)	Under age 21 in adult correctional institutions	State adminis- tration	Total
Wisconsin -----	17,710,284	1,549,154	393,103	35,078	392,721	133,068	202,134	20,213,408
Wyoming -----	1,196,289	134,790	40,685	21,581	138,683	13,444	150,000	1,545,472
District of Columbia ----	10,310,816	672,030	245,516	145,158	0	82,884	150,000	11,456,404
American Samoa	331,987	0	0	--	--	0	25,000	331,987
Canal Zone ----	0	0	0	--	--	0	0	0
Guam -----	878,527	0	0	--	--	38,630	25,000	917,157
Puerto Rico ----	27,934,157	393,887	393,887	--	--	420,100	289,554	28,955,435
Virgin Islands --	561,378	11,037	11,037	--	--	0	25,000	572,415
Trust Territory -	1,063,077						25,000	1,063,077
B.I.A. -----	15,384,503						0	15,384,503

Table III.—State spending for compensatory education<sup>1</sup>

State	1972	1973
Arizona -----	\$100,000	\$100,000
California -----	28,500,000	28,500,000
Colorado -----	1,500,000	1,000,000
Connecticut -----	6,000,000	7,000,000
Delaware -----	500,000	-----
Hawaii -----	1,411,143	1,389,089
Michigan -----	22,500,000	22,500,000
New York -----	52,000,000	47,000,000
Ohio -----	28,745,142	33,337,400
Oregon -----	300,000	300,600
Pennsylvania -----	1,000,000	1,187,909
Rhode Island -----	2,000,000	2,000,000
Washington -----	4,000,000	4,000,000
Wisconsin -----	<sup>2</sup> 4,000,000	( <sup>2</sup> )
Total	152,556,285	148,314,398

<sup>1</sup> From U.S. Office of Education Statistics, March 1973.

<sup>2</sup> Two-year appropriation for compensatory education program in Milwaukee.

Table II.—Programs for the disadvantaged administered by the U.S. Office of Education

Type of assistance	Authorization	estimated Appropriations	Fiscal 1974 budget request	Administering division
Occupational training and retraining	Manpower Development and Training Act of 1962, as amended.	\$140,000,000	\$134,000,000	Division of Manpower Development and Training.
Talent Search -----	Higher Education Act of 1965, title IV-A as amended by the Higher Education Amendments of 1968, title 1-A.	6,000,000	6,000,000	Division of Student Special Services.
Upward Bound -----	Higher Education Amendments of 1968 title 1-A.	38,331,000	38,331,000	Division of Student Special Services.
Student special services ----	-----do-----	26,000,000	26,000,000	Division of Student Special Services.
Follow Through -----	Economic Opportunity Act of 1964.	57,700,000	41,000,000	Division of Compensatory Education.
Programs for disadvantaged children, including neglected and delinquent children in local institutions.	Elementary and Secondary Act, title 1 (amended by Public Law 89-750).	1,374,792,983	'0	Division of Compensatory Education.
Programs for children in State institutions for the neglected.	-----do-----	22,097,681	'0	Division of Compensatory Education.
Programs for migratory children.	-----do-----	58,379,906	'0	Division of Compensatory Education and Office of Special Concerns.
Programs for Indian children	-----do-----	15,384,563		
Bilingual education -----	Elementary and Secondary Education Act, title VII.	35,080,000	35,000,000	Division of Plans and Supplementary Centers.
Dropout prevention -----	Elementary and Secondary Education Act, title VIII.	8,500,000	4,000,000	Division of Plans and Supplementary Centers.
Adult education -----	Adult Education Act of 1966, as amended.	61,134,000	'0	Division of Adult Education Programs.
Incentive grants -----	Elementary and Secondary Education Act, title 1, (amended by Public Law 91-230).	8,214,906	'0	Division of Compensatory Education.
Special grants to urban and rural school districts with high concentrations of poor children.	-----do-----	28,065,119	'0	Division of Compensatory Education.

<sup>1</sup> The "0" figure indicates that no money was requested in President Nixon's 1974 budget request. These programs have been incorporated into the President's education revenue sharing proposal and the funding is expected, according to an Office of Education official, to remain the same.

Table IV.—Title I, ESEA audit exceptions (basic grants)

State	November audit completed	Completed audits (total dollar amounts of HEW AA exceptions)	OE action status															
			Period	Dollars	In process	Refund to OE		Reimbursement to State		Addition of State funds to future year allocation		Addition of local funds to future year allocation						
						Amount	Date	Amount	Date	Amount	Date	Amount	Date					
Alabama		Sept. 1965-June 1968	914,652															
Alaska		Sept. 1965-Aug. 1970	438,215	438,215														
American Samoa	X																	
Arizona		Sept. 1965-Aug. 1969	1,588,219															
Arkansas		Sept. 1965-June 1970	2,448,786															
California		Sept. 1965-Aug. 1968	2,495,998															
Colorado		Sept. 1965-Aug. 1967	4,156															
Connecticut		Sept. 1965-Sept. 1968	0															
Delaware		Sept. 1965-June 1969	30,199															
District of Columbia		July 1965-June 1967	5,400,000															
Florida		July 1965-June 1969	11,016,201	11,016,201														
Georgia		Sept. 1965-June 1967	0															
Guam	X																	
Hawaii		Sept. 1965-Aug. 1969	302,255	302,255														
Idaho		Sept. 1965-Aug. 1968	12,585															
Illinois		Sept. 1965-June 1968	9,477,510															
Indiana		Sept. 1965-Aug. 1967	186,692															
Iowa		July 1965-June 1969	195,974															
Kansas		Sept. 1965-June 1969	134,395	134,395														
Kentucky		July 1965-June 1967	831,421															
Louisiana		Sept. 1965-Aug. 1966	2,869,000															
Maine		Sept. 1965-Dec. 1969	1,069															
Maryland	X																	
Massachusetts		Sept. 1965-June 1968	207,819															
Michigan		Sept. 1965-Aug. 1969	4,608,467															
Minnesota		Sept. 1965-June 1969	384,419															
Mississippi		Sept. 1965-Aug. 1969	3,502,566															
Missouri		Sept. 1965-Dec. 1968	5,920															
Montana		Sept. 1965-Aug. 1966	31,657															
Nebraska		July 1965-June 1970	211,336	211,336														
Nevada	X																	
New Hampshire		Sept. 1965-Apr. 1970	26,873															
New Jersey		Sept. 1965-Aug. 1967	192,975	192,975														
New Mexico		Sept. 1965-Aug. 1966	90,157															
New York		July 1965-Aug. 1966	89,698															
North Carolina		July 1965-Feb. 1970	4,096,075	4,096,075														
North Dakota	X																	
Ohio 1		Sept. 1965-Aug. 1968	9,927,195															
Oklahoma		Sept. 1965-June 1968	49,995															
Oregon		Sept. 1965-Aug. 1967	138,000	138,000														
Pennsylvania		July 1965-Aug. 1967	422,894															
Puerto Rico		July 1965-June 1970	60,000,000	60,000,000														
Rhode Island	X																	
South Carolina		July 1965-June 1970	3,508,959															
South Dakota		Sept. 1965-June 1971	93,600	93,600														

State	November audit completed	Completed audits (total dollar amounts of HEW AA exceptions)	OE action status								
			Dollars	In process	OE action	Refund to OE	Reimbursement to State	Addition of State funds to future year allocation	Addition of local funds to future year allocation		
		Period			Amount	Amount	Amount	Amount	Amount	Date	Date
Tennessee		Sept. 1965-Aug. 1969	2,563,337		2,303,528						
Texas		Sept. 1965-June 1969	2,749,655		630,154						
Trust Territory	X										
Utah		Sept. 1965-Aug. 1967	47,187		28,785	1,713	Sept. 19, 1970				
Vermont		Sept. 1965-June 1969	0		0				27,072	Apr. 7, 1970	
Virgin Islands		July 1965-Jan. 1970	114,940	114,940							
Virginia		July 1965-June 1967	92,468	92,468							
Washington		Sept. 1965-Aug. 1968	189,628		189,628						
West Virginia		July 1965-Dec. 1969	72,880	72,880							
Wisconsin		Sept. 1965-Aug. 1967	130,237		33,336						
Wyoming		Sept. 1965-Aug. 1969	0		0	32,904	Oct. 8, 1971			482	Oct. 8, 1971
<b>Total</b>			<b>131,344,664</b>	<b>76,903,340</b>	<b>19,445,260</b>	<b>105,950</b>		<b>600</b>	<b>79,140</b>		<b>18,278</b>

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