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ABSTRACT

This document contains oral and written testimony from a Congressional hearing on dropout prevention and workplace literacy held in Flint, Michigan, in February 1991. Testimony was given by officials of the United Auto Workers/General Motors training programs, a Michigan state senator and a state representative, school system and college administrators, an administrator of a program for Spanish-speaking persons, and a foundation official. In their testimony, witnesses described successful state and local programs that have reduced dropout rates. Programs described include Operation Graduation, the Tuition Incentive Program, programs for Spanish-speaking youths and their families, the Flint Community Schools Dropout Intervention Program, and Even Start, which is a literacy program for students and parents. The witnesses stressed that these programs have been successful because they have provided personal intervention for students and special attention to help them in their studies. Witnesses asserted that they could continue to serve youths and increase their services if more federal funds were made available, since some of the programs are presently funded solely by the state, which faces a tight budget and funding cuts. (KC)

# HEARING ON DROPOUT PREVENTION AND WORKPLACE LITERACY

## HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

## COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN FLINT, MI, FEBRUARY 11, 1991

## Serial No. 102-1

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# HEARING ON DROPOUT PREVENTION AND WORKPLACE LITERACY

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MONDAY, FEBRUARY 11, 1991

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
*Flint, MI.*

The subcommittee met. pursuant to call, at 9:05 a.m., in the Prahl Ballroom, Mott Community College, Flint, MI, Hon. Dale Kildee [Chairman] presiding.

Members present: Representatives Kildee and Goodling.

Staff present: Susan Wilhelm, staff director; Andrew Hartman, minority staff director; and Lynn Selmser, minority professional staff member.

Chairman KILDEE. The subcommittee will come to order.

Before we go into our testimony, I would like to call upon the President of Mott Community College, a good friend of mine, David Moore.

Mr. MOORE. Thank you, Congressman.

I would like to welcome you officially to Mott Community College, and I thank you for this opportunity to present a topic and a subject in this community that we think is very, very important. I appreciate the folks who have shown up, and I'm sure you're going to have a good day of testimony.

Certainly dropout prevention and workplace literacy is very near to us, also, although your principle focus is perhaps at a slightly level than ours. But just to give you some statistics, 30 percent of all the students who present themselves to us read below the 8th grade level. Eighty percent of all the people that come to us perform below the 11th grade level in one of the basic skills. So the problem that you're looking at, principally at the K–12 level, is certainly one we deal with on a day-to-day basis.

The last comment is, if there's anything at all that you need, or any help, don't hesitate to call on us. Have a good day.

Chairman KILDEE. Thank you very much.

I am very pleased that my first official act as chairman of the Subcommittee on Elementary, Secondary, and Vocational Education is to call to order this morning's hearing in my home town of Flint, MI. I am also honored that my good friend, Congressman Bill Goodling of Pennsylvania, who is the ranking Republican member of both the subcommittee and the full Committee on Education and Labor, agreed to travel to Flint to make this hearing possible. We

have to have two people for our hearing. I really appreciate your presence here, Bill.

I give speeches on education throughout the country from time to time, and in Washington, and I always point out in my speech that education is a bipartisan concern and it has bipartisan support. I always name two or three people to prove that. The name I always begin with is Bill Goodling. Bill is a real staunch friend of education, a former superintendent of schools. We don't have many superintendents of schools in Congress.

This morning the subcommittee will examine two extremely important issues: dropout prevention and workplace literacy. The information gathered today will be extremely helpful as the subcommittee will be considering legislation in both of these areas later this year. The main reauthorization of the Elementary and Secondary Education Act will be in 1993 but we are going to address and so some things this year in these two areas.

Our first witness is a good friend of mine, another person who exemplifies the fact that education is bipartisan, Senator Dan DeGrow. Dan, please come forward. We share areas where we have common constituents, Lapeer County in particular.

## STATEMENT OF HON. DAN L. DeGROW, STATE SENATOR, STATE OF MICHIGAN

Mr. DeGROW. I think you used to hold the position that I do in the Senate as well, in terms of the K-12 Subcommittee on Appropriations.

Thank you, Congressman. I appreciate the opportunity to testify today, and the fact that you're here with your first hearing nonetheless.

Michigan, like many States in the Nation, faces major problems in its K-12 education system. None of those problems are more important for us to solve than that of a dropout rate that ranges in the area of 25 percent. The fact that approximately one out of four young people in this State do not graduate from high school has major consequences for those ex-students as well as for the whole State.

To begin with, a dropout is more likely to spend considerable time unemployed; they will make far less when employed; they are more likely to be on welfare; they are more likely to spend time in prison; and, in summary, they are more likely to have a bleak, less productive life.

The cost to the dropout is bad enough, but there is obviously a tremendous cost to society. Aside from the expense of a dropout on welfare, in prison, and then medical needs, they are also more likely to require other services. In addition, we lose potential revenue because, when they do work, they pay far less in taxes.

Like other States, Michigan has recognized the problem and has begun to deal with it. We believe no one program will solve the problem and have many programs that attempt to deal with the dropout issue. What I would like to do today is talk about four programs we have in Michigan that we think are beginning to help solve the dropout problem.

The first is known as Operation Graduation. The purpose of Operation Graduation is to encourage junior and senior high school students, who are 12 to 18 years old, who are identified as potential dropouts.

The principal objectives of the program are retention in school and graduation, academic improvement, and employment skills development. During the school year, students are provided with intensive counseling, assistance with tutors, basic skills remediation or upgrading, career exploration and development, and part-time employment of ten hours per week. During the summer, districts receiving Operation Graduation program funds provide a summer employment program of up to 35 hours a week for all students who have improved academically and maintained the program's attendance standard of 80 percent average daily attendance during the school year.

Operation Graduation programs cooperate with similar ongoing programs, such as the JTPA Summer Youth Employment programs. Programs also cooperate with the existing support services within the schools, school districts, and communities.

This program began during the 1986–87 school year when the Michigan Legislature authorized a pilot school dropout prevention program extended through the summer of 1987. The program was initially operated at the secondary level in nine urban and rural school districts and served 590 students. The Legislature authorized a total of $700,000 for the statewide funding of this program. In January of 1987, the State Board of Education approved the nine pilots for a second year.

During the 1988–89 school year, the program was expanded. Forty-six Operation Graduation projects were funded in 35 school districts, six ISDs, and one consortium. The total appropriations in school aid funds and the total allocation for 1988–89 was $2.5 million.

As a result of the experiences of the pilot projects, some changes were made in program operation for 1988–89. First, the two years of pilot programs brought awareness of the number of students who drop out well before the 11th and 12th grade. Both experience and research support early intervention. Thus, an expanded age range of students, 12 to 18 year olds, were targeted for service. Secondly, during the intake process, local Operation Graduation pilot projects discovered many potential dropouts who did not meet the economic criteria for program participation—that being members of households receiving general assistance or AFDC. During 1988–89, projects were allowed to serve 15 percent of their total student participants without regard for economic criteria, but were required to document that the students were, in fact, at risk and likely candidates to drop out of school.

This program has worked. During 1988–89, 2,257 students were served. For 1989–90, over 3,000 were served. This school year we expect over 3,500 students to be served at a cost of $5 million. Eighty-eight percent of the students served during the 1988–89 school year graduated or re-entered an educational program at the end of the year. We expect similar data for last year. Given the population this program works with, this is truly amazing. Yes, the program is expensive—an additional $1,500 per pupil—but it shows

we can succeed. The money enables us to spend time and give attention to young people who desperately need to succeed.

The next program I wish to talk about is the Suspended Students Program. Through a grant from the State of Michigan, the Metropolitan Detroit Youth Foundation has established each of six learning centers of achievement in Detroit during the period October, 1989 and February, 1990. The design of the program is to work with Detroit high school students who are on the verge of long-term suspension or expulsion. One center has been established for each of the six Detroit public school areas. Principals refer students with poor attendance and discipline records who have been excluded from school several times. Instead of long-term suspension, which would mean these students are out of school for the rest of the semester, these students are given an alternative by entering the learning centers for achievement.

Students attend one of the learning centers for a half-day tutoring and counseling sessions, either in the morning or the afternoon. The other half day they are allowed to remain at their home school. If the student has satisfactory performance, the Detroit public school grants the students credit for classes taken at the home school and for carrying out the tutoring/study plan under the guidance of the Metropolitan Detroit Youth Foundation.

Students attend the learning center for one semester, and if they improve their reading and math one grade level, as well as complete the sessions both with the Youth Foundation and their classes at school, they are declared successful completers at the end of the semester. In order to maintain their successful status, they must continue to come to evening tutoring sessions at least once a week during the school year. At the end of the school year, those students who gain at least an average of 20 credits each semester after entering the program, and who maintain their successful status in the program, become paid summer tutors the following summer. These tutors, who are now role models and helpers to incoming ninth graders, earn $6 an hour for their part-time responsibilities.

The enrollment goals for the program are 50 for each of the six centers and an additional 50 students at each center to receive summer tutoring. The total number of students involved is therefore 600.

The retention rate has been positive. It is expected that out of approximately 50 enrollees at each center, there will be 36 successful completers, which is the goal of the program. With success in this program, the Youth Foundation and the Detroit Public Schools will continue to involve over 300 youngsters who probably would otherwise have been lost. The program will stand as an example of a school community partnership which shows that progress can be achieved even with young people who are severely at risk of dropping out.

Michigan, along with the Federal Government and many other States, has recognized the importance of getting disadvantaged youth off to a good start in school. For fiscal year 1990–91, the Legislature appropriated $24.8 million for early childhood education programs for four year olds who are at risk. Children served under the program must be at least four years old. Each district with the

program received $2,500 per pupil. Approximately 300 local and intermediate school districts are eligible to serve 7,920 children in the preschool program. Additionally, there is $6,082,700 for preschool programs in the nonpublic settings available for the current year.

This is one area that I think Congress can help Michigan. As I understand it, you're on the verge of approving a significant increase in the Head Start program. With that type of money, and with what we're doing, we think, within the next two to three years, we may have the ability to have every young person who needs this type of program in Michigan be able to have an early childhood program.

The last program I wish to talk about is my favorite one—I have handed in some documents on up there—and that is the Tuition Incentive Program, TIP.

TIP is a program for young people designed to reduce high school dropout rates, reduce welfare rolls, and guarantee low income youth access to higher education. TIP guarantees eligible youth who graduate from high school two years of tuition at a community college and, upon completion of their community college studies, a $2,000 grant to a four-year college or university. With TIP in place, we in Michigan have taken a major step towards eliminating poverty as a barrier toward higher education.

In the fall of 1988, the first year the program was in place, there were 562 students enrolled in the program. In the fall of 1989, that number had increased to 1,120. While it is encouraging that there are over 1,000 students who are furthering their education in this program, there is much more that could be accomplished. There are thousands more young people in our State who could benefit from this program.

With TIP established, Michigan is the only State in the Nation that can truly guarantee each young person that higher education can be a reality and poverty is not a valid reason for not continuing their education. The program is available to anyone whose family is below the Federal poverty guidelines.

Now we are extending eligibility down even further to the sixth grade level. Thus, any young person who is eligible for TIP when they enter the sixth grade maintains that eligibility upon graduation from high school. Our goal is to let youngsters know at an early age that college is a reality, not a dream, if they work hard. Our aim now is to expand this program throughout the State until our high school dropout rate is zero and every young person who wishes to attend college has realized that opportunity.

These are just four programs we are running in Michigan that we hope are making a difference for the better in the lives of our young people. By the year 2000, 86 percent of all jobs will require a high school diploma. The days of dropping out of school and going down to the local factory and getting a job that would take care of you for the next 30 years are over. If we are going to succeed as a Nation and a State, we need all of our young people to reach 100 percent of their potential.

In closing, let me thank you for the opportunity to testify about what we're doing in Michigan, and I would be glad to try to answer any questions.

[The prepared statement of Hon. Dan L. DeGrow follows:]

Michigan, like many states in the nation faces major problems in its K-12 education system. None of those problems are more important for us to solve than that of a dropout rate that ranges in the area of 25%. The fact that approximately 1 out of 4 young people in this state do not graduate from high school has major consequences for those ex-students and the state as a whole.

To begin with a dropout is more likely to spend considerable time unemployed. They will make far less when employed. They are more likely to be on welfare. They are more likely to spend time in prison. In summary they are more likely to have a bleak, less productive life.

The cost to the dropout is bad enough, but there is obviously a tremendous cost to society. Aside from the expense of a dropout on welfare, in prison, and then medical needs they are more likely to require other services.

In addition, we lose potential revenue because when they do work they pay far less taxes.

Like other states Michigan has recognized the problem and began to deal with it. We believe no one program will solve the problem, and have many programs that attempt to deal with the dropout issue. I would like to talk about four programs we have in Michigan that we think are beginning to help solve the dropout problem.

The first is known as Operation Graduation. The purpose of Operation Graduation is to encourage junior and senior high school students who are 12-18 years old, who are identified as potential dropouts.

The principle objectives of the program are: (a) retention in school and graduation, (b) academic improvement, and (c) employment skills development. During the school year students are provided with intensive counseling, tutorial assistance, basic skills remediation or upgrading, career exploration and development, and part-time employment of ten

hours/week. During the summer, districts receiving Operation Graduation Program funds provide a summer employment program of up to 35 hours/week for all students who have improved academically and maintained the program's attendance standard of 80 percent average daily attendance during the school year.

Operation Graduation programs cooperate with similar ongoing programs, such as the JTPA Summer Youth Employment programs. Programs also cooperate with the existing support services programs within their schools, school districts and/or communities.

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During 1988-89 the program was expanded, 46 Operation Graduation projects were funded in 35 local school districts, 6 intermediate school districts, and 1 consortium (representing 3 local educational agencies). The total appropriations in school aid funds and the total allocation to 1988-89 projects was 2.5 million dollars.

As a result of the experiences of the pilot projects some changes were made in program operation for 1988-89. First, the two years of pilot programs brought awareness of the number of students who drop out before 11th and 12th grade. Both experience and research support early intervention efforts with at-risk students. Thus, an expanded age range of students, 12-18 year-olds, were targeted for service. Secondly, during the intake process local Operation Graduation pilot projects discovered many potential dropouts who did not meet the economic criteria for program participation (i.e., members of households that receive general assistance or aid to families with dependent children, or that meet food stamp eligibility requirements). During 1988-89, projects were allowed to serve 15

percent of their total student participants without regard for economic criteria but were required to document that the students were in fact at risk and likely candidates to drop out of school.

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The next program I wish to talk about is the Suspended Students Program. Through a grant from the State of Michigan, the Metropolitan Detroit Youth Foundation has established each of six Learning Centers of Achievement in Detroit during the period October, 1989 and February, 1990. The design of the program is to work with Detroit high school students who are on the verge of long term suspension. One center has been established for six Detroit Public Schools Areas. Principals refer students with poor attendance and discipline records who have been excluded from school several times. Instead of long term suspension which would mean these students are out of school for the rest of the semester, these students are given an alternative by entering the Learning Centers for Achievement.

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Children served under the program must be at least four years old. Each district with the program received $2,500 per pupil. Approximately 300 local and intermediate school districts are eligible to serve 7,920 children in the pre-school programs.

Additionally there is $6,082,700 for pre-school programs in the non-public settings available for the current fiscal year.

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In closing, let me thank you for the opportunity to testify and for taking time to come to Michigan and focus on this problem.

DAN L. DeGROW
State Senate
Twenty-Eighth District

Chairman KILDEE. Thank you very much, Senator. I appreciate your testimony.

Since I did not give him a chance to make an opening statement, I will let Mr. Goodling begin the questioning and incorporate that, if he wishes, also.

Mr. GOODLING. I was going to indicate that he didn't give me an opportunity to make an opening statement and, therefore, I was afraid you weren't going to get an opportunity to realize that he and I belong to a mutual admiration society in Washington, DC. Our problem is, there are only two members, Kildee and myself. We think that the other 533 could go home and the two of us could certainly do an outstanding job.

Senator, I have several questions I would like to ask, but first of all, let me say that I would like to really look into this Tuition Incentive Program because it certainly sounds very attractive. Of course, we also have the reauthorization of higher education in this particular year, and the big boss on the committee, the full Chairman, will be out in front on that. Hopefully, I won't be too far behind.

First of all, when you talked about the part-time employment, how do you work that out? Do you have a good working relationship with the business community? Is that the way this is possible?

Mr. DEGROW. Yes.

Mr. GOODLING. In other words, does everyone have an opportunity to qualify and to——

Mr. DEGROW. Yes. During the school year it's a little more difficult. In the summer we have a lot of JTPA and other programs that we incorporate. During the school year, they work with the local business community.

One of the reasons this program is so successful is because the person who is in charge of each group takes it upon himself to find those types of jobs. Some of them are with government, but a lot of them are with the private sector. When we had hearings on this program, I remember one that worked at a doughnut shop every morning and that type of thing. But yes, we've been able to have everyone get their 10 hours of work a week in.

Mr. GOODLING. Very good.

I notice that you indicated how much the States put up for the program. What must the schools come up with?

Mr. DEGROW. For Operation Graduation, they don't have to come up with anything. As a practical matter, there is a lot put in primarily in terms of the time of an individual. For example, the person who oversees the program, that may be one-fourth their job or half their job, that type of thing. But it is not a requirement that they put money in directly.

We spent $5 million on it for about 3,500 kids this year.

Mr. GOODLING. Also in one of the programs you indicated that the State comes up with $1,500 extra?

Mr. DEGROW. That's Operation Graduation, yes. The $5 million, we spend about $1,500 extra per student.

Mr. GOODLING. What is the per-pupil expenditure beyond that $1,500?

Mr. DEGROW. That they normally spend? The average in Michigan would be around $3,600, $3,700.

Mr. GOODLING. Do you have any fights going on in Michigan like some States, where equalization formules can——

Mr. DEGROW. Oh, yeah. We range from $2,200 to over $9,000 per pupil. Along with the dropout problem, that's probably our biggest problem, how we're going to do that.

Mr. GOODLING. Do you have a clear understanding of what constitutes the per-pupil cost, because I think there are a lot of people who don't understand that that can deviate rather dramatically from one district to another in relationship to transportation and all those kinds of things.

Mr. DEGROW. Yes, we have categoricals that provide for transportation. But our formula is based on effort. The problem is it's been somewhat underfunded, so the ones that are out of formula are considerably wealthier than the others. It has been a major battle in this State for the last several years. We almost had a war in the Senate last year as we increased recapture, which is when we essentially quit paying the social security for wealthy districts from $22 million to $72 million. So we moved $50 million last spring from wealthy districts to not so wealthy, which has caused a little bit of anger in certain parts of the State.

Mr. GOODLING. I'm sure.

Six dollars per hour, that sounds pretty good to me, coming from York County. What do you pay in the fast food chains and so on? How much do they pay?

Mr. DEGROW. It would vary around the State. The area that I come from in Port Huron, they're having to pay $4.50, $5 an hour at least to get people. We cannot fill all of the service industry, the fast food jobs in my area. There are other parts of the State where I have a hunch that would not necessarily be true. But in our area and a lot of out-of-State areas, it is very difficult to find people to do those jobs.

But you're right. Six dollars an hour for the tutoring in the summer is a pretty good salary.

Mr. GOODLING. I don't suppose you have any trouble keeping them at the job.

Mr. DEGROW. I'm not aware of any, no. That program, the Metropolitan Youth Foundation, is just in Detroit. That's been a very successful program on a very limited basis.

Mr. GOODLING. Well, I have some ideas to take back to the State of Pennsylvania.

Mr. DEGROW. Well, the TIP program is my favorite. For the cost of about a thousand dollars, we can provide a young person with free community college. We think one of the reasons people drop out is because they don't see any hope. Ever with this free community college and a $2,000 grant towards your third year, we have had trouble in getting people to believe it's real. They think there's a catch, that type of thing. We have over 1,200 kids in it, but there are a lot more who could.

Mr. GOODLING. I should have said in my opening remarks that Mott is very near and dear to me because we produce many of the apples that go into the applesauce that has the Mott label on it.

[Laughter.]

Particularly in Adams County, where there are more fruit trees than there are people.

Thank you, Senator. Thank you, Mr. Chairman.

Chairman KILDEE. Thank you, Bill.

Senator, how is the TIP program funded, through the general fund?

Mr. DEGROW. Yes, through the general fund, directly.

Chairman KILDEE. So that would be all State——

Mr. DEGROW. Totally State dollars.

Chairman KILDEE. Totally State supported.

Mr. DEGROW. That's correct.

Chairman KILDEE. And when do you start expending money on the student; while they're still in high school or when they——

Mr. DEGROW. In TIP, the first expenditure is in August when they enroll in the community college, when we pay their tuition for that semester. This is the first year that we have kids at four-year schools. Our first group of graduates from community colleges are attending four-year schools this year, and we give them a $2,000 grant towards the four-year schools.

Mr. GOODLING. You said something about sixth graders.

Mr. DEGROW. Well, what we do in the sixth grade is we determine eligibility. You see, originally the program just said, if you graduate from high school and your family is below the poverty level, we will pay your way. The problem is, we were losing kids before then. So if we determine eligibility in the sixth grade and we tell them in the sixth grade, "Look, you are now eligible to go to community college when you finish high school because of your family income level," we think it's more likely, when they get to high school, they'll want to graduate. So we are now determining eligibility at a lower level, telling those kids at that time that here's how you can go to college if you want to.

Chairman KILDEE. How long has the program been in effect, Senator?

Mr. DEGROW. Well, this is the third year.

Chairman KILDEE. So you can see there are now some students who are now in college who were identified in high school and are getting the help in college right now.

Mr. DEGROW. Yes. Originally we didn't identify them. We just publicized the program and hoped they found out about it. Now we're trying to go into the sixth grade to identify students and let them know they are eligible. We probably won't see the results for that for another five or six years.

But one of the problems we simply had was it was very difficult to get the word out to this population, that this is available, it's real, and the form you have in front of you there is the only application you have to fill out.

Chairman KILDEE. Mr. Goodling and I dealt with equalization and it varies throughout the country. I dealt with it starting 26 years ago in the State Legislature.

Mr. DEGROW. The issue is still there, Congressman.

Chairman KILDEE. It came up a bit during the gubernatorial election, I think.

Mr. DEGROW. Yes.

Chairman KILDEE. I can recall the chairman of the Education Committee at that time—although you and I, in our roles as chairman of the subcommittee on educational appropriations generally

wrote the school aid bill—the chairman of the Education Committee was Lucille McCullough from Dearborn.

Mr. DEGROW. She was the chairman when I was there, yes.

Chairman KILDEE. They were always out of formula. They never got a dime from the State in their formula section, so we would always have to do some categoricals and little specials for those districts.

Mr. DEGROW. We are bringing those days to an end, so they are painful for some districts.

Chairman KILDEE. That's the only way we could get the votes for the bill, though, was throw some categoricals in and pick up some votes.

Dan, you have done an excellent job in education. You have a good reputation in the State, and I know it's a labor of love for you.

The President has asked in this year's budget less money for dropout prevention than last year. Realistically, can Michigan take up the slack in the cost of dropout prevention?

Mr. DEGROW. This is not a good year to be asking that question. Once you exempt education from the cuts, we have to cut 20 percent of our budget during this fiscal year.

I guess I would answer that by saying we don't have a lot of choice. We will do what we have to do to see that these programs get funded. As I said, K-12 education is exempt from these cuts, so the programs I have outlined today will not be affected.

In terms of what we would like to do in expanding, it will be difficult. If the Federal Government really follows through on their Head Start promises, that would help us a lot because that will be an area we don't have to pursue and put more money into. We need about $60 or $70 million to see that every young person gets the opportunity to be in the program, if they need it. We are spending about 30 now. If we can pick up $30 or $40 million from the Federal Government, we won't have to expend ours in that area.

In terms of TIP, that just gets funded. Operation Graduation is the one area where we probably could spend another $30 million if we had it, to see that everybody who needed that program could get into it. So we won't cut back on these programs. They probably won't grow as fast as I would like, certainly during the next year.

Chairman KILDEE. Whatever money the Federal Government would give for dropout prevention, should that be used to run parallel programs or let you use those dollars to supplement your own programs?

Mr. DEGROW. Well, other than Head Start, which I think you should proceed—and we would love to have the Federal Government do that totally—we obviously have a preference to have you just give us the money with no strings attached.

Chairman KILDEE. But if we gave you the strings for, say, dropout prevention——

Mr. DEGROW. Yes. If you gave us money for dropout prevention—what we strive to do, for example, with Operation Graduation—because at the other end, the local school districts would rather we just gave them the money and got out of their way—what we try to do with Operation Graduation was let them design the program and just tell us what it is.

I guess what I would prefer to see is a block grant to a State for dropout prevention. Let us be creative, let you know what we're doing, and if we're not successful, then you come in and tell us how to do it or take it away. But I think, with 50 States, not every State will run the same program, nor should they. But if you let us talk about what our needs are and that type of thing, I think it will work.

The one area where you might look at something at the national level—and I have no idea what it would cost—would be something similar to the TIP program. One-thousand dollars a year is not a lot. Community colleges are relatively cheap and very effective.

Chairman KILDEE. Mr. Goodling last year joined with me in passing the bill to fully fund—the authorization, at least—to fully fund Head Start. I'm glad to see that you are aware of that.

Mr. DEGROW. That would be a tremendous help, if that ever occurred.

Chairman KILDEE. The President hasn't asked for that much money this year. He asked for $100 million extra, which would help, but that still falls short. We authorize in Congress and we don't always appropriate what the authorization is. That's one of the great congressional sins. Authorization is like a "get well" card. It expresses your sentiment, and then the appropriations is the Blue Cross card. We hope to send the Blue Cross card.

Mr. DEGROW. We hope you do, because that is one area where there is a tremendous need out there which we will not be able to meet on our own. It just won't happen.

Chairman KILDEE. There we can prove, under the Perry school studies, that money invested in Head Start really saves us money down the road.

Mr. DEGROW. Absolutely.

Chairman KILDEE. And crime and all types of problems, teenage pregnancies, it reduces those. It gives a person a better feeling about themselves, which helps in that area. But we will try to fund that more fully.

Mr. DEGROW. I know it's not easy. As a legislator myself, going through what we're going through, there are always more programs that are worthwhile than there are dollars.

Chairman KILDEE. You're on the appropriations committee, aren't you?

Mr. DEGROW. Yes.

Chairman KILDEE. You know, under the constitution of Michigan, when they have to cut, because we have to have a balanced budget, the Governor sends his proposals to not the full Legislature but just the two appropriations committees, who sit as the little legislature——

Mr. DEGROW. We get to decide what to cut.

Chairman KILDEE. They're painful cuts. I went through that twice in my career. You have my sympathy and my best wishes in that.

Senator, I really appreciate your testimony this morning. Do you have further questions, Mr. Goodling?

Mr. GOODLING. I was just going to say that we also put in the law that we have better funding for special education and move toward the 40 percent that we promised. If we ever can do that, it means

that local districts will then have that extra money in order to do the kinds of things you're talking about.

Mr. DEGROW. We go through the same thing here. We promise them probably 100 percent and fund 30 percent. So that's an area of costs that is growing dramatically.

Mr. GOODLING. I think we were up to seven, eight or nine percent last year, and we promised 40 percent.

Mr. DEGROW. It will be tough to come up with the dollars, I'm sure, but that's another area that would help us.

Thank you.

Chairman KILDEE. Thank you, Senator.

We now will have our panel, consisting of Jack McCauley, Superintendent of Schools, Lapeer Community Schools; Rudy Collins, Director of Pupil Personnel Services, Flint Community Schools, accompanied by Kristal Thompson and Trische Duckwork, students; Lindsey Younger, Executive Director of the Spanish Speaking Information Center; and Jon Blyth, Program Officer for the Mott Foundation.

Jack, you might as well proceed first.

**STATEMENTS OF JOHN W. McCAULEY, SUPERINTENDENT, LAPEER COMMUNITY SCHOOLS; RUDOLPH V. COLLINS, DIRECTOR, PUPIL PERSONNEL SERVICES, FLINT COMMUNITY SCHOOLS; ACCOMPANIED BY KRISTAL THOMPSON AND TRISCHE DUCKWORTH, STUDENTS; LINDSEY YOUNGER, EXECUTIVE DIRECTOR, THE SPANISH SPEAKING INFORMATION CENTER; AND JON R. BLYTH, PROGRAM OFFICER, THE CHARLES STEWART MOTT FOUNDATION**

Mr. MCCAULEY. I would like to start by emphasizing that dropout prevention is essentially keeping kids in school, which requires meeting the broad-ranged needs of students characterized as "at risk" students. I would like to make several general comments and then speak specifically about two programs in the Lapeer Community Schools in Lapeer County.

The Congress has historically accepted and, consequently, played a pivotal role in the development and the use of the policies for our Nation's resources. No Nation has a more vital resource than its youth. Much of this vital resource is endangered today.

As surely as there are endangered animal species, as surely as much of our natural environment is endangered, so is much of our youth resource endangered. We need a national policy for our at-risk endangered youth in order to ensure that this great national wealth is mobilized and produces the future we all envision for them and for us.

The endangered youth are not an urban phenomenon, nor are they a regional problem. They are not a product of the Rust Belt, nor does affluence alone provide immunity to having endangered youth. At-risk youth is a national problem, and the individual youths with needs represent every ethnic, racial and cultural group.

While the existing institutions traditionally responsible for developing our youth resource have had difficulty responding to at-risk youth, these institutions did not create that condition. The Nation's

school systems have historically served the development of youth well. Searching for new institutions or searching for ways to fundamentally change the institutions will only be a needless waste of effort. The Nation's school systems, partnered with Federal, State and and local agencies empowered with a national policy and resources, can be the method for Congress to continue its lead in developing all the resources of our Nation, including all of its youth.

Briefly stated, the development policy for at-risk youth needs to provide two services to endangered youth. First, personalized support, concern and opportunities must be provided to each youth to develop his or her self-confidence and self-motivation. Second, academic, employability and vocational skills must be developed in an individualized context that allows no failures and accepts only success.

Programs and services delivered in a unique, even unnatural setting, do not work. At-risk youth do go to school and they do see school as the place they should be. They live in their communities and they want to be part of their own community.

School systems and all of the community resources need to be partnered and focused on meeting the needs of at-risk youth in their natural setting.

Two programs in which Lapeer Community Schools is a partner and an initiator illustrate the potential of community and school-based programs. The first is the Lapeer County Prevention Program directed by its Council, composed of every public institution and agency in the county—schools, health department, community mental health, social services and the courts. Its target is emerging at-risk youth, elementary school-aged students, who by their overall circumstances are highly likely to become the truly at-risk youth as they reach adolescence.

The concept is simple: identify them at school, have their needs assessed by trained prevention council staff, and then through the coordination of the staff bring to bear every resource available in the county. Services range from in-depth counseling to being simply transported to a scout meeting. No new agencies are created, but every resource is used. The goal is to not only address the youth need, but to improve the parents' ability to continue to address the needs of their own children.

Unfortunately, both funding and legitimacy are problems for continuing this program. The Council has neither a single institutional base nor a governmental policy under which it operates. A national policy creating such service coordinators and funding the case workers could fully utilize the help already available.

The second program is conceptually the "every teacher, a counselor" effort of the Lapeer Community Schools and participating local public service staff. Although conceived earlier, the program is being significantly developed by virtue of a U.S. Department of Education grant under the Drug Free Schools and Community Act, which provides the initial training for teachers and community agents. Lapeer Community Schools, like most school systems, provides a comprehensive educational opportunity for each youth, including an excellent vocational center. The potential to meet the comprehensive educational needs of every youth is available, but the problem has been in getting every youth to "tap into" the re-

sources. The effort now being developed, generally categorized as student assistance programs, strives to use every teacher as a personalized support person to every youth, and to incorporate the at-risk youth into caring, peer-support groups.

The resources and infrastructure is already in place. The needs are for training and technical assistance. A national policy with financial support could empower millions of teachers and school staff to virtually adopt the at-risk youth to provide both adult and peer-group personal support and concern which is an essential need for development of endangered youth. This, in turn, allows them to fully access the resources now available.

Thank you.

[The prepared statement of John W. McCauley follows:]

# PROGRAMS FOR AT-RISK YOUTH
# POSITION STATEMENT

**February 11, 1991**

**John W. McCauley, Superintendent**
**Lapeer Community Schools**

## The Federal Role

The Congress has historically accepted and consequently played a pivotal role in the development and the use policies for our nation's resources. No nation has a more vital resource than its youth. Much of this vital resource is endangered today.

As surely as there are endangered animal species, as surely as much of our natural environment is endangered, so is much of our youth resource endangered. We need a national policy for our At-Risk, endangered youth in order to insure that this great national wealth is mobilized and produces the future we all envision for them and for us.

The endangered youth are not an urban phenomenon, nor are they a regional problem. They are not a product of the rust-belt, nor does affluence alone provide immunity to having endangered youth. At-Risk Youth is a national problem, and the individual youths with needs represent every ethnic, racial, and cultural group.

## Existing Institutions Have Not Failed

While the existing institutions traditionally responsible for developing our youth resource have had difficulty responding to At-Risk Youth, these institutions did not create that condition. The nation's school systems have historically served the development of youth well. Searching for new institutions or searching for ways to fundamentally change the institutions will only be a needless waste of effort. The nation's school systems partnered with federal, state, and local agencies empowered with a national policy and resources can be the method for Congress to continue its lead in developing all the resources of our nation, including all of its youth.

## The Developmental Needs of At-Risk Youth

Briefly stated, the development policy for At-Risk Youth needs to provide two services to endangered youth. First, personalized support, concern, and opportunities must be provided to each youth to develop his or her self confidence and self motivation. Second, academic, employability and vocational skills must be developed in a individualized context that allows no failures, and accepts only success.

## Services Need to Be Provided in the Natural, Institutional Context

Programs and services delivered in a unique, even unnatural setting do not work. At-Risk Youth do go to school, and they do see school as the place they should be. They live in their communities and they want to be part of their own community.

School systems and all of the community resources need to be partnered and focused on meeting the needs of At-Risk Youth in their natural setting.

Two programs in which Lapeer Community Schools is a partner and an initiator illustrate the potential of community and school based programs. Both would work even better and be more effective if they were supported by national policy and supportive funding which fully unleashed their potential.

The first is the Lapeer County Prevention Program directed by its Council composed of every public institution and agency in the county — schools, Health Department, Community Mental Health, Social Services, and Courts. Its target is emerging At-Risk Youth, elementary school aged students who by their overall circumstances are highly likely to become the truly At-Risk Youth as they reach adolescence. The concept is simple: identify them at school, have their needs assessed by trained Prevention Council staff, and then through the coordination of the staff bring to bear every resource available in the county. Services range from in-depth counseling to being transported to a scout meeting. No new agencies are created, but every resource is used. The goal is to not only address the youth need, but to improve the parents' ability to continue to address the needs of their own children.

Unfortunately, both funding and legitimacy are problems for continuing this program. The Council has neither a single institutional base, nor a governmental policy under which it operates. A national policy creating such service coordinators and funding the case workers could fully utilize the help already available.

The second program is conceptually the "every teacher, a counselor" effort of the Lapeer Community Schools and participating local public service staff. Although conceived earlier, the program is being significantly developed by virtue of a U.S. Department of Education Grant under the Drug Free Schools and Community Act which provides the initial training for teachers and community agents. Lapeer Community Schools, like most school systems, provides a comprehensive educational opportunity for each youth, including an excellent vocational center. The potential to meet the comprehensive educational needs of every youth is available, but the problem has been in getting every youth to "tap-into" the resources. The effort now being developed, generally categorized as Student Assistance Programs, strives to use every teacher as a personalized support person to every youth, and to incorporate the At-Risk Youth into caring, peer-support groups.

The resources and infrastructure is already in place. The needs are for training and technical assistance. A national policy with financial support could empower millions of teachers and school staff to virtually adopt the At-Risk Youth to provide both adult and peer-group personal support and concern which is an essential need for development of endangered youth. This in turn allows them to fully access the resources now available.

Chairman KILDEE. Thank you, Jack.

I want to comment that one of my joys is appointing people to the Service academies, and Lapeer East and Lapeer West supply me with a great opportunity to do that. I have appointed a number from those schools.

Mr. MCCAULEY. And we appreciate your support and we're proud of those people.

Chairman KILDEE. They're doing very well, too.

Mr. MCCAULEY. Thank you.

Chairman KILDEE. Rudy?

Mr. COLLINS. Thank you, Mr. Kildee, Mr. Goodling.

My name is Rudy Collins. I am employed with the Flint Community Schools as Director of Pupil Personnel Services. I am here representing the Superintendent of Community Education, Dr. Nathel Burtley, in making this presentation on dropout prevention.

I might say that Dr. Burtley is not with us today because he is recovering from back surgery, and our Deputy Superintendent, because of some commitment with the district, particularly along the lines of the budget, is unable to be here. However, I would like to take this opportunity to thank you for allowing me to make this presentation on behalf of our Dropout Intervention Program and, further, to voice our support for continued and even increasing funds for such programs.

It is our believe that failure to educate all of our citizens weakens both the economic and social fabric of our society. As a community, we cannot afford this. Neither our commitment to the economic strength of Flint, nor our sense of responsibility to the youth in this community, will allow it.

The Flint Community Schools is located in the heart of the Nation's upper Midwest industrial corridor. It is Michigan's second largest K–12 school district. The district's 42 schools serve a population of 130,000-plus city residents with a variety of programs that serve infants through senior citizens. Among the program offerings are alternative schools, numerous programs developed specifically to reduce the number of students choosing to drop out of school, and, of course, the district's Dropout Intervention Program. In spite of all these efforts, over 3,000 students have left school during the last five years without a high school diploma. That is not to say that a number of these youths will not later return and receive a high school diploma. However, the sheer fact that so many youngsters leave provides too great an opportunity for far too many youngsters to have less than a productive and successful adulthood experience.

The Dropout Intervention Program was originally funded by a grant from the United States Department of Education for a period of two years at a level greater than $270,000 each year, and a refunding for the third and final year, which we are now in. Over that period, both State and local funds have been used to further enhance the program's objectives. Today we can proudly say that the dropout rate for the dropout intervention participant is less than six percent, as compared to the school district rate of 11 percent.

In its conception, the Dropout Intervention Program used a holistic approach to provide specialized assistance to dropouts and po-

tential dropouts to address the many problems an at-risk youth is likely to face. This approach varied with each youngster as we attempted to access the level of intervention. As a result, a comprehensive approach was developed to satisfy these concerns; that is, provide strong basic academic support, career and vocational experience, parenting training, intensive counseling, enrichment activities and, above all, a follow-up component.

We are fortunate to have an intervention program where advocates have been assigned to each high school. One goal of the advocate is to establish a bond with each of the participants who are at risk of dropping out and to intercede in their behalf. Another position, parent advocate, has provided intervention at the home level. We have found that the level of intervention often has a positive impact on other siblings in the home.

Since initiating our program in January, 1989, we have enrolled well over 177 students. Our statistics to date indicate that 153 continue to participate in the program, or are enrolled in alternative education in the Flint schools, or other school districts. This is not to say that that was the total number that we had an impact upon. When we look back, we are confident or very comfortable to say that we have actually touched probably 400–500 youngsters as we have gone through this process. In terms of program participants, right now we're at 177.

We have made positive strides involving the total school system in helping the students after school. Teachers help in after-school tutoring and attendance personnel work closely with our DIP. Advocates in the high schools, counselors and teachers, work together on class schedules when possible. Workshops from "How to Study" to "Self-Esteem" have been organized and made available to both students and parents and, in some cases, facilitated by teachers.

Also initiated in the high schools and middle schools is Project Save. This program involves bringing together both parents and school officials to better communicate and help parents particularly to understand school policies. Our efforts also are focused on the middle schools, essentially those high-risk students entering high school at the mid-year semester.

Again, we bring together students, parents, high school personnel, primarily to assist the parent and student and act as a supportive team.

Our efforts to expand and grow as a program have continued to be positive and successful. The program has established a mentor component for 12 students, with a newsletter and monthly meetings for the mentor/mentee. We also have students from the University of Michigan-Flint serving internships in various capacities—for example, group counseling and developing health services. Additionally, ten Michigan Youth Corps participants worked with our DIP staff and students as paraprofessional counselors.

The Michigan Youth Corps was particularly important because it involved our week-long summer educational camp. Basically, what we did for the past two summers as to develop an educational setting at a YMCA camp. In the summer of 1989, the DIP staff developed an academic curriculum for the morning session and an outdoor/earth science curriculum for the afternoon. This past summer, we brought in public and private agencies to facilitate

morning workshop sessions. The focus was conflict mediation, self-esteem, adolescent sexuality, and earth science. The afternoon sessions were focused on games to teach cooperation, leadership and parent involvement. Also included was the fun element of fishing, boating and swimming.

Expanding the program in an effort to involve students and parents has taken us down some interesting roads. For example, fundraising. In 1989, through fundraising and the cooperative efforts of our parents and students, we raised enough money for 27 of our students to take a trip to Niagra Falls and Toronto, Canada, with a cost of approximately $24 per person, for two days and one night. This project not only brought parents together but helped them become more involved in the schools and the community, particularly the business community. Through two community fundraising activities, a Nintendo contest of elementary students, which was really exciting, and a fashion show, money was raised. Also this past year we had several of our participants visit Jackson State University as a part of a larger group. I will tell you that was truly an experience provided for some of our youngsters.

Because our program operates throughout the year, not just for the school year, the planning for summers must be thorough and substantial. In addition to the educational camp, we have planned a tutorial/counseling program. Michigan State MSW candidates meet on a weekly basis, with two sessions per week, with out students and parents. Our goal was to improve attitudes towards learning, self-esteem and communication skills at this time. Other educational and cultural events are still in the planning process.

After two years of operation and in reflecting over the many hurdles we have cleared, I find some interesting things worthy of mention.

Programs such as these need an ongoing, comprehensive staff development component as part of the overall commitment. Our current program coordinator has done an exemplary job in fulfilling this vacuum given the limited resources.

Parents need as much help, if not more, than the students. This has probably been the most frustrating effort to accomplish. There has been parenting training/involvement, but not at the level the staff perceive it as having a significant impact on the problem.

There is a need for a one-on-one support program beyond the support given by the advocate. The need for additional support was determined and, thereby, a comprehensive mentoring program is now in place.

Building level staff support our program. We were fortunate to have that support both from the administration, the support staff, and teachers. Had this not happened, the Dropout Intervention Program would have just been another program that came and went.

Another comment that wasn't included in my written statement is that it's obvious to us that we have to impact this problem at a much earlier age, and I think any future proposals and things that we will do as a district will be to gear our resources to try and impact this problem at the elementary and middle school level, moving from intervention into prevention.

Finally, there is a need to have funds for such things as the drop-out intervention program for periods greater than two years. We feel at this point we are managing and, in effect, we're just about to end. So we need the support mechanism that we have, and we also need to have this program funded beyond a two-year period.

I will now close and hope that these comments that I have made will assist in the continuing support of at-risk programs. Thank you.

We also have two youngsters who have been in our program for a minimum of two years, and the comments they are making today are truly their own.

Thank you.

[The prepared statement of Rudolph V. Collins follows:]

Testimony of Rudy V. Collins, Director, Pupil Personnel Services, Flint Community Schools, Flint, Michigan, before the House Subcommittee on Elementary and Secondary Education.

February 11, 1991
Flint, Michigan

Honorable Dale Kildee and Bill Gooding,

My name is Rudy V. Collins. I am employed with the Flint Community Schools as Director of Pupil Personnel Services. I am here representing the Superintendent of Community Education, Dr. Nathel Burtley, in making this presentation on dropout prevention. I want to take this opportunity to thank you for allowing me to make this presentation on behalf of our Dropout Intervention Program and further to voice support for continued and even increasing funding for such programs.

Failure to educate all of our citizens weakens both the economic and social fabric of our society. As a community, we cannot afford this; neither our commitment to the economic strength of Flint nor our sense of responsibility to the youth in this community will allow it.

The Flint Community Schools, is located in the heart of the nation's upper Midwest industrial corridor. It is Michigan's second largest K-12 school district. The district's 42 schools serve a population of 139,000 city residents with a variety of programs that serve infants through senior citizens. Among the program offerings are alternative schools, numerous programs developed specifically to reduce the number of students choosing to dropout of school; and of course the District's Dropout Intervention Program. In spite of all these efforts over three thousand students have left school during the last five years without a high school diploma. That is not to say that a number of these youths will not later return to a school program and graduate. However, the sheer number leaving provides too great of an opportunity for far too many youngsters to have less then a productive and successful adulthood experience.

The Dropout Intervention Program was originally funded by a grant from the U.S. Department of Education for a period of two years at a level greater than $270,00 each year and a refunding for a third and the final year, which we are now in. Over the period, both state and local funds have been used to further enhance the program's objectives.

Today we can proudly say that the dropout rate for the Dropout Prevention participant is less that 6% per year as compared to the school district rate of 11%.

## APPROACH

In its conception the Dropout Intervention used a holistic approach to provide specialized assistance to dropouts and potential dropouts to address the many problems an at risk youth is likely to face. This approach varied with each youngster as we attempted to access the level of intervention. As a result a comprehensive approach was developed to satisfy these concerns, i.e. (1) provide strong basic academic support, (2) career and vocation experiences, (3) parenting training, (4) intensive counseling, (5) enrichment activities and above all (6) a follow-up component.
We are fortunate to have an intervention program where advocates have been assigned to each high school. One goal of the advocate is to establish a bond with each of the participants who are at risk of dropping out and to intercede in their behalf. Another position, parent advocate, has provided intervention at the home level. We have found that level of intervention often has positive impact on other siblings in the home.

## NARRATIVE

### PRESENT ACCOMPLISHMENTS

Since initiating the program January, 1989 we have enrolled 177 students. Our statistics indicated 153 continue to participate in the program or, are enrolled in alternative education in the Flint schools or, other school districts. We have made positive strides involving the total school system in helping the students attend school; teachers help in after school tutoring, attendance personnel work closely with D.I.P. Advocates in the high schools, counselors and teachers work together on class schedules when possible. Workshops on "How to Study to Self-Esteem" have been organized and made available to both students and parents and in some cases facilitated by teachers.

Also initiated in the high schools and middle schools was (is) Project Save. This program involves bringing together both parents and school officials to better communicate and help parents particularly to understand school policies. Our efforts are also focused on the middle schools, essentially those high risk students entering high school at the mid-year semester.

Again we bring together students, parents, high school personnel, primarily to assist the parent and student and act as a supportive team.

Our efforts to expand and grow as a program has and continues to be positive and successful. The program has established a Mentor Component for 12 students; with a newsletter and monthly meetings for the mentor/mentee. We also have (had) students from the University of Michigan-Flint serving Internships in various capacities, for example, group counseling and developing health services. Additionally 10 Michigan Youth Corp. participants worked with D.I.P. staff and students as para-professional counselors.

The Michigan Youth Corps was particularly important because it involved our week long summer Educational camp. Basically, what we did for the past summer was to develop an educational setting at a YMCA Camp. In the summer of 1989 the DIP Staff developed an academic curriculum for the morning session and a outdoor/earth science curriculum for the afternoon. This past summer brought in public and private agencies to facilitate morning workshop sessions. The focus was Conflict Mediation, Self-Esteem, Adolescent Sexuality and Earth Science. The afternoon sessions were focused on games to teach cooperation, leadership and parent involvement. Also included were fishing, boating and swimming.

Expanding the program in a effort to involve students and parents, has taken us down some interesting paths. For example, fund-raising. In 1989, through fund-raising and the cooperative efforts of our parents, and students we raised enough money for 27 people to take a trip to Niagra Falls and Toronto, Canada, with a cost of only $24.00 per person, for 2 days and 1 night. This project not only brought parents together, but helped them become more involved in the schools and the community, particularly the business community. Through two community fund-raising activities, a Nintendo contest of elementary students and a fashion show money was raised. Also five of our clients had an opportunity to visit the campus of Jackson State University as a part of a larger group. This experience provided a new awareness level for these youngsters.

Because our program operates throughout the year, not just the school year, the planning for summers must be thorough the substantial. In addition to the educational camp, we have planned a tutorial/counseling program. Two (2) University of Michigan M.S.W. candidates met on a weekly basis (2 sessions per week) with students and/or parents; our goal was to improve attitudes towards learning, self-esteem and communication skills at this time. Other educational and cultural events are in the planning process.

## THINGS WE HAVE LEARNED

After two years of operation and in reflecting over the many hurdles we have cleared, I find several things worthy of mentioning:

(1) Programs such as these need an on-going comprehensive staff development component as part of the overall commitment. The current program coordinators have done an exemplary job in fulfilling this vacuum given the limited resources.



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(2) Parents need as much, if not more, help than the students. This has probably been the most frustrating effort to accomplish. There has been parenting training/involvement but not at the level the staff perceive it as having significant impact on the problem.

(3) Need for a one on one support program, beyond the support given by the advocate. The need for additional support was determined. A comprehensive mentoring program is now in place.

(4) Building level staff supporting the program. We were fortunate to have the support of administration, support staff, and teachers. Had this not happened, the Dropout Intervention Program would have been another program that comes and goes.

Chairman KILDEE. I always believe in talking to the "customers," the consumers, so I'm glad that you brought the two young ladies with you today.

Kristal Thompson.

Ms. THOMPSON. Good morning, Honorable Dale Kildee and Bill Goodling.

My name is Kristal Thompson. I'm an 11th grade student at Central High School in Flint, MI. I began participating in the Dropout Intervention Program as a midyear liftee my freshman year. A midyear liftee is when you enter the 9th grade in January instead of the previous September. I was enrolled in the program the first day of the new semester.

My attitude about myself and others wasn't very good. My grades were a low B, high C. My grade point average wasn't that bad, but now, after being in the program for approximately two years, my grades have improved and my attitude with people is great. I have an open mind about people I don't usually know. Before, I just judged people by their appearance and my first impression. I understand people better, and if I don't understand them, I take time out to try to understand them. It has taught me responsibility. My self-esteem has had a big boost. I know I'm not a failure any more. I try very hard to be the best I can be.

Also, being lifted midyear, I was put in the living skills class, which at the time was a part of the program that I took advantage of the most. Living skills taught me things like how to take tests, do homework, study skills, and classroom skills. We set goals for the future to look at where we would be a year from now, or maybe even ten years from now.

I have had a lot of problems in school and my advocates were always there to talk to me if I was in trouble with someone at school, my school work, or even family problems. My advocates have given me the support and direction I need to become successful, and I think it makes them feel good to know that they have made a difference in someone's life.

With this program I have learned a lot about life. For instance, I have a mentor. Her name is Connie Rau, and she is the head of one of the most important groups in the world—Substance Abuse. She takes me to lectures and meetings, or just out to dinner. We have found that we have a lot of things in common. It's like they matched us up with our best friend. It's a great program and I know it will stick with me during my high school years and after I become an adult.

Thank you.

Chairman KILDEE. Thank you very much.

Trische Duckworth.

Ms. DUCKWORTH. To the Honorable Dale Kildee and Bill Goodling. My name is Trische Duckworth. I am a 10th grade student at Northern High School in Flint, MI. The Dropout Intervention Program has helped me to do well in school. It has taught me to control my behavior.

Let me give you some examples. I never went to school and I always skipped. I used to fight all the time, day in and day out. I used to cuss my teachers out, too.

Since I have been involved with the group, I not only come to school every day, but my grades are coming up little by little. I have no problems with my teachers any more. I don't even fight.

I have also started to advance in a spiritual sense. I had problems on every hand. I blamed everyone I could. But the only person I could blame was myself. The change had to be made in me. With the help of the Dropout Intervention Program, it made me become a winner. I probably would have been escorted from school with police help, but I give all this credit to my advocate, Mrs. Debra Richardson. I am thankful to the group for helping me to get back on the road to success.

Thank you.

Chairman KILDEE. Thank you very much, Trische.

Lindsey Younger. It's good to see you again, Lindsey.

Ms. YOUNGER. Those young ladies are a hard act to follow.

I am here today to talk about the Hispanic dropout rate. The high school dropout rate among Hispanic youth in the United States has reached epidemic proportions. In its Ninth Annual Report on the Status of Minorities in Education, the American Council on Education states that high school completion rates of Hispanics ages 18 to 24 dropped from 62.9 percent in 1985 to 55.9 percent in 1989. It further states that 78.7 percent of 16 and 17 year old Hispanics are in school, compared with 91.6 percent of the total population.

The graduation rate of Afro-Americans rose from 64.7 percent in 1972 to 76.1 percent in 1989. For young white Americans, the graduation rates for the same time period remained essentially static. The report states, "Without immediate intervention to educate and train not only those in school now but those who have already left school, Hispanics may face serious obstacles to full participation in the national economy."

In the Flint Community Schools, the dropout rates for Hispanic youth are no less grim. Hispanics comprise 2.3 percent of the total school population, grades 9 through 12; the dropout rate for that same age group was 14.9 percent in 1989. Afro-Americans comprise 72 percent of the total school population, grades 9 through 12; yet the dropout rate for that same age group was 8.8 percent.

It is clear that progress is being made to prevent high school age Afro-American youngsters from leaving school before graduation. With the help of Federal moneys, Afro-American and white educators have implemented dropout prevention programs nationwide, with statistically validated results. If these programs are so successful for Afro-Americans, why don't they work for Hispanic youth?

Unfortunately for many Americans, the term "minority" only means Afro-American. While Afro-Americans comprised the largest numbers in the minority population in the United States, in nine short years this will no longer be true. By the year 2000, Hispanics will be the largest minority group in the United States. The American people need to realize that "minority" does not mean only one racial or ethnic group, and programs put into place to alleviate problems for one racial group will not necessarily alleviate the same problem for another racial group.

Programs developed for the Hispanic population to manage the dropout problem need to accept certain cultural and linguistic characteristics that will affect the success rate and determine many components of the programs themselves. The most important factor is language interference. Many Hispanics speak English but do not read or write in English, and often do not read or write in Spanish. Because many Hispanics are not well-grounded academically in their own language, it is very difficult, if not impossible, to make the transfer to another language. Parents pass this handicap to their children as they do not have the skills to help them in Spanish or English.

Not only are parents often undereducated or not educated at all, they bring with them a cultural lifelong distrust of any institutionalized program, whether it be a court of law or the public schools. Consequently, it is not the habit for Hispanic parents to intervene on their childrens' behalf with the school system or even with an individual teacher. Therefore, early intervention for children with learning or behavior problems is often foregone because there is no one to advocate for the child.

The Hispanic culture accepts the premise of a rigid socio-economic structure where upward mobility is possible only over generations rather than in one lifetime. This creates an attitude of humility and an exaggerated respect for authority. It is considered ill-mannered to ever question authority, as it is assumed that authority and knowledge always go hand in hand.

Another consequence of this view of society is that education is for the people of the upper classes and not for laborers or their children. This defeatist thinking often dooms Hispanic children to failure before they even try to succeed. The cyclical nature of this problem means that thee are few role models for the children of Hispanic workers to emulate. When programs become bilingual and culturally and ethnically sensitive to each separate minority group, then the problems particular to each group can be solved effectively.

In an effort to combat the problem of Hispanic dropouts, the Spanish Speaking Information Center has entered into a collaborative agreement with the Beecher Adult Career Center, a program of the Beecher Public Schools. Under the terms of the agreement, the Spanish Speaking Information Center provides an education coordinator who works 20 hours a week to recruit and retain Hispanic youth in the Beecher Adult Education Program. The Beecher schools provide English as second language classes, specific classes for graduation requirements, GED classes, specific career training, day care for students' children, and free breakfast and lunch to those who qualify.

The current education coordinator from the Spanish Speaking Information Center is bilingual, bicultural, and a former dropout himself. He is a living, breathing example of an Hispanic who made the educational system work for him.

The basic job description is to recruit and retain Hispanic youth for the program. To that end, the education coordinator visits potential students in their homes. It has been proven that personal contact is the most effective tool to accomplish the recruitment and retention tasks, but it is also the most time-consuming.

The education coordinator also conducts and directs seminars, workshops, and motivational speaking engagements by Hispanics from the Genesee County area. Another technique used by the education coordinator is to be where young people are: church-sponsored activities, dances, parties and weddings.

The education coordinator's task is not an easy one. Eighteen year olds tend to think they know everything and a decision, once made, is not to be changed. Because of this difficulty, the program and the required number of students to be recruited are constantly being evaluated and changed, when deemed necessary, by the collaborating parties.

Through the efforts of the Spanish Speaking Information Center's educator coordinator, and a concerned Hispanic citizens of this community, a meeting was held recently to confront the Hispanic dropout problem on a county-wide basis. The results of this meeting were twofold: specific and concrete ways to find Hispanic youth, 18 to 20, who could benefit from the program at Beecher, and preliminary, long-range planning to combat this problem. In spite of the excellent work of the education coordinator, the long-range resolution of this problem does not lie with a program for 18 to 20 year olds, but in a program that starts the moment Hispanic children enter the school system.

The Flint Community Schools also have several programs that indirectly impact the problem of the Hispanic dropout through the Bilingual Magnet Program and the Migrant Education Program. Both these programs are based on the belief that, to educate the child, one must first educate the parent. To accomplish this goal, there is a parent support group that meets monthly, a parent training program made possible by a grant from the Dayton-Hudson Corporation, where parents are taught how to deal effectively with their children to help them succeed as students and where parents are encouraged to continue their own education.

Other components of the program include individual counseling of at-risk students, tutoring by paraprofessionals, awards for improvement, attendance, and high grade point averages, job placement through the JTPA program, and cultural programs designed to promote pride and knowledge of the home culture and understanding of a different culture.

The bilingual program of the Flint Community Schools has used the Federal grants as seed money to start many of these projects, and then successfully secured funding from other sources to continue these programs. Currently, Chapter 1 money funds the Summer Migrant Program and the outreach coordinators who work with resettled migrants year round. Title VII money currently funds the bilingual preschool program and pays the parents' tuition for child development classes offered through Mott Community College.

Federal funding could impact all these existing programs as well as allowing the creation of new programs. The program at Beecher would benefit greatly from an Hispanic youth-oriented media blitz. Publicity that is well written, well done, and transmitted on the radio stations that Hispanic young people listen to could have a positive effect on those students who have at least considered returning to school. The use of well-placed posters and fliers could also have a positive effect.

Studies have shown that the real reason that Hispanic young people often drop out is that they perceived that no one in the school system cared about them personally. An intervention program that begins at age 18 is often too late. The dropout problem starts the moment the Hispanic child enters the school system. When there is someone in the school who cares and listens, children thrive and grow to their fullest potential. Public school teachers are already taxed to the utmost of their abilities, time and energy. A mentorship program which was integrated into the daily curriculum and staffed by interested adults, high school students and parents who were trained to work with teachers and with students in a biculturally sensitive manner could solve more than the dropout problem. With an emphasis on improving students' self confidence and self image, the result is often improved academics. If children believe they can succeed, they will succeed.

In conjunction with the mentorship program, parent training programs need to be continued and expanded. Parents are their childrens' first teachers. Incentives need to be offered to encourage Hispanic youngsters to work while they go to college, to become teachers, and to train for a trade or profession that is best for them.

It is clear that Federal involvement is needed to help solve the Hispanic dropout problem, but with the following caveats: "minority" funding needs to be sensitive to all minorities—Afro-American, Native American, Asian, Pacific Islander and Hispanic. Programs should be generated locally so that they meet the needs of each particular district rather than some national norm, and funding decisions should be influenced by the desire to solve problems.

The Hispanic dropout rate is a very serious national problem, but it is possible to stem the tide with prioritized Federal spending. Many local tax bases are shrinking while the local problems are growing. If the problems are ignored, they multiply geometrically, not arithmetically. With the financial and moral support of the Federal Government, the 1990s could be the "Education Decade" and every American could take part in the restoration of education as the cornerstone of the American way of life.

Thank you.

[The prepared statement of Lindsey Younger follows:]

THE SPANISH SPEAKING INFORMATION CENTER
"EL CENTRO INFORMATIVO"
*A Hispanic Community Service Agency*
Lindsey Younger Executive Director

HISPANIC DROPOUT PREVENTION EFFORTS

The high school dropout rate among Hispanic youth in the United States has reached epidemic proportions. In its Ninth Annual Report on the status of minorities in education, the American Council on Education states that high school completion rates of Hispanics ages 18 to 24 dropped from 62.9% in 1985 to 55.9% in 1989. It furthur states that 78.7% of 16 and 17 year old Hispanics are in school compared with 91.6% of the total population.

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In the Flint Community Schools the dropout rates for Hispanic youth are no less grim. Hispanics comprise 2.3% of the total school population, grades 9 through 12; the dropout rate for that same age group was 14.9%. Afro-Americans comprise 22% of the total school population, grades 9 through 12, yet the dropout rate for that same age group was 8.8%.

It is clear that progress is being made to prevent high school age Afro-American youngsters from leaving school before graduation. With the help of federal monies, Afro-American and white educators have implemented dropout prevention programs nationwide with statistically validated results. If these programs are so successful for Afro-Americans, why don't they work for Hispanic youth?

Unfortunately for many Americans the term minority only means Afro-Americans. While Afro-Americans comprised the largest numbers in the minority population in the United States, in nine short years this will no longer be true. By the year 2000 Hispanics will be the largest minority group in the United States. The American people need to realize that "minority" does not mean only one racial or ethnic group, and programs put into place to alleviate problems for one racial group will not necessarily alleviate the same problem for another racial group.

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that will affect the success rate and determine many components of the programs themselves. The most important factor is language interference. Many Hispanics speak English, but do not read or write in English and often do not read or write in Spanish. Because many Hispanics are not well grounded academically in their own language; it is very difficult, if not impossible, to make the transfer to another language. Parents pass this handicap to their children as they do not have the skills to help them in Spanish or English.

Not only are parents often undereducated or not educated at all, they bring with them a cultural, lifelong distrust of any institutionalized program whether it be a court of law or the public schools. Consequently it is not the habit for Hispanic parents to intervene on their childrens' behalf with the school system or even with an individual teacher; therefore early intervention for children with learning or behavior problems is often foregone because there is no one to advocate for the child.

The Hispanic culture accepts the premise of a rigid socio-economic structure where upward mobility is possible only over generations rather than in one life time. This creates an attitude of humility and an exagerated respect for authority. It is considered ill-mannered to ever question authority, as it is assumed that authority and knowledge always go hand in hand. Another consequence of this view of society is that education is for the people of the upper classes and not for laborers or their children. This defeatest thinking often dooms Hispanic children to failure before they even try to succeed. The cyclical nature of this problem means that there are few role models for the children of Hispanic workers to emmulate. When programs become bi-lingual and culturally and ethnically sensitive to each separate minority group, then the problems particular to each group can be solved effectively.

In an effort to combat the problem of Hispanic dropouts, the Spanish Speaking Information Center has entered into a collaborative agreement with the Beecher Adult Career Center, a program of the Beecher Public Schools. Under the terms of the agreement the Spanish Speaking Information Center provides an Education Coordinator who works twenty hours per week to recruit and retain Hispanic youth in the Beecher Adult Education Program. The Beecher Schools provide English as a Second Language classes, specific classes for graduation requirements, GED classes, specific career training, day care for students' children, and free breakfast and lunch to those who qualify.

The current Education Coordinator from the Spanish Speaking Information Center is bi-lingual, bi-cultural, and a former dropout himself. He is a living, breathing example of an Hispanic who made the educational system work for him. The basic job description is to recruit and retain Hispanic youth for the program. To that end, the Education Coordinator visits potential students in their homes. It has been proven that personal contact is the most effective tool to accomplish the recruitment and retention tasks, but it is also the most time consuming. The Education Coordinator also

c. ucts and directs seminars, workshops, and motivational speaking engagements by Hispanics from the Genesee County area. Another technique used by the Education Coordinator is to be where young people are: church sponsored activities, dances, parties, weddings.

The Education Coordinator's task is not an easy one; eighteen year olds tend to think they know everything and a decision once made is not to be changed. Because of this difficulty, the program and the required number of students to be recruited are constantly being evaluated and changed when deemed necessary by the collaborating parties.

Through the efforts of the Spanish Speaking Information Center's Education Coordinator and a concerned Hispanic citizen of this community, a meeting was held recently to confront the Hispanic dropout problem on a countywide basis. The results of this meeting were twofold. Specific and concrete ways to find Hispanic youth 18 to 20 who could benefit from the program at Beecher and preliminary long-range planning to combat this problem. In spite of the excellent work of the Education Coordinator, the long-range resolution of this problem does not lie with a program for 18 to 20 year olds, but in a program that starts the moment Hispanic children enter the school system.

The Flint Community Schools also has several programs that indirectly impact the problem of the Hispanic dropout through the Bi-lingual Magnet Program and the Migrant Education Program. Both these programs are based on the belief that to educate the child one must first educate the parent. To accomplish this goal there is a Parent Support Group that meets monthly, a Parent Training Program made possible by a grant from the Dayton-Hudson Corp. where parents are taught how to deal effectively with their children to help them succeed as students and where parents are encouraged to continue their own education. Other components of the program include individual counseling of at-risk students, tutoring by para-professionals, awards for improvement, attendance, and high grade point averages, job placement through the JTPA program, and cultural programs designed to promote pride and knowledge of the home culture and understanding of a different culture.

The Bi-lingual Program of the Flint Community Schools has used the federal grants as seed money to start many of these projects and then successfully secured funding from other sources to continue these programs. Currently Chapter One money funds the Summer Migrant Program and the Outreach Coordinators who work with resettled migrants year round. Title VII money currently funds the Bi-lingual Pre-School Program and pays the parents' tuition for child development classes offered through Mott Community College.

Federal funding could impact al these existing programs as well as allowing the creation of new programs. The program at Beecher would benefit greatly from an Hispanic youth oriented media-blitz. Publicity that is well written, well done, and transmitted on the radio stations that Hispanic young people listen to could have a positive effect on those students who have at least

considered returning to school. The use of well placed posters and fliers also could have a positive effect.

Studies have shown that the real reason that Hispanic young people often dropout is that they perceived that no one in the school system cared about them personally. An intervention program that begins at age eighteen is often too late, the dropout problem starts the moment the Hispanic child enters the school system. When there is someone in the school who cares and listens, children thrive and grow to their fullest potential. Public school teachers are already taxed to the utmost of their abilities, time, and energy. A mentorship program which was integrated into the daily curriculum and staffed by interested adults, high school students, and parents who were trained to work with teachers and with students in a bi-culturally sensitive manner could solve more than the dropout problem. With an emphasis on improving students' self confidence and self image the result is often improved academics. If children believe they can succeed, they will succeed.

In conjunction with the mentorship program, parent training programs need to be continued and expanded - parents are their childrens' first teachers. Incentives need to be offered to encourage Hispanic youngsters to work and go to college, to become teachers, and to train for a trade or profession that is best for them.

It is clear that federal involvement is needed to help solve the Hispanic dropout problem, but with the following caveats: "minority" funding needs to be sensitive to all minorities; AfroAmerican, Native American, Asian, Pacific Islander, and Hispanic, programs should be generated locally so that they meet the needs of each particular district rather than some national norm, and funding decisions should be influenced by the desire to solve problems.

The Hispanic dropout rate is a very serious national problem, but it is possible to stem the tide with prioritized federal spending. Many local tax bases are shrinking while the local problems are growing. If the problems are ignored, they multiply geometrically not arithmetically. With the financial and moral support of the federal government, the 1990's could be the "Education Decade" and every American could take part in the restoration of education as the cornerstone of the American way of life.

Chairman KILDEE. Thank you, Ms. Younger.

Jon.

Mr. BLYTH. Thank you, Mr. Kildee.

It's really a privilege to be here and just witness this whole process, and, as an aside, I really want to commend you and Mr. Goodling and Susan for having Kristal and Trische here and sharing with us. One of the key things that we found in our work in the foundation field is, when young people and folks that we are working with can be partners, solutions come much faster, and it is quite inspiring.

I work for the Charles Stewart Mott Foundation. We are a grantmaking organization here in Flint, although our program interests are primarily national. Along with several other national foundations, we have supported and continue to support a number of efforts related to helping undereducated young persons at risk of chronic unemployment and dependency in the future. Our efforts have included some dropout prevention programs; we have visited a number of projects around the country; we have talked to lots of youth practitioners, teachers, national experts, and, of course, young persons themselves who are the experts in dropout.

Based on this experience, in my view, our Nation is certainly facing a national crisis. The number of children growing up without positive family and community educational support is astonishing, and the number is increasing. The crisis is the most compelling, the most urgent domestic issue facing the Nation. School dropout is integral to this whole crisis of children and kids not getting into the mainstream. In my opinion, there is no question but that new Federal involvement and leadership is vital if we are to begin to overcome this crisis and to reduce school dropout rates.

How serious is school dropout? Statistics are gathered in various ways, but all of our work suggests that about 25 percent, or 750,000 kids, per year, are opting out before graduation, and we know that additional youngsters are chronically absent from school, and we also know that some graduate with limited proficiencies. But, most alarming, dropout is highly concentrated. In urban and rural districts with high poverty levels, dropout rates may be 50 percent or higher.

What is the outlook? Demographic data quite clearly show that an increasing percentage of our younger population in the next decade will be low income and minority and most likely to have the toughest challenges in making it through the public schools.

Under "business as usual," the future looks ominous. It is scary. First, the national cost to our economy will increase as fewer labor market entrants will have the required education skills and trades needed for a productive work force in a competitive global economy. I am sure you have all read the many reports about this.

Second, and equally important, the isolation of a growing and persistently poor underclass will become more pronounced. Beyond the hopelessness and despair in many lives, the social costs to the Nation will escalate. This challenge is daunting that we all face together, particularly at a time when recession appears to be deepening, when our Nation is at war, when all other levels of government seem to be faced with budget cuts, and at a time when our

education system is being called, understandably, to higher standards.

With higher standards, what do we do about the 25 percent, or maybe 60 or 80 percent of kids in some inner cities, who may just not make it without some major changes? Well, this said, obviously, my personal hope is that Mr. Kildee, Mr. Goodling, you and your colleagues—and you two certainly don't need to be converted, based on your records—will see this as a time of opportunity, see these stresses as a time for new values and new priorities—that is, a time for new leadership for our Nation's children and youth.

Based on my involvement in the field, I am just going to run through quickly some guidelines and programs, and the written testimony goes into this in some depth.

We don't need to reinvent the wheel. I believe we have learned a lot about school dropout and how to reduce it. There are no panaceas, resonating some of the comments of my colleagues up here; there are no cure-alls, short of eliminating concurrently poverty and rescuing the family, two ideals we should all continually aspire to, but they are not easy.

Short of realizing those two Utopian events, there are steps and interventions that can take place to help stem the tide. A few guidelines: first, no single approach or strategy will prove effective for all children and youth; interventions must respond to a youngster's distinct and individual needs and to a young person's entire life situation. A child who is being neglected or even abused at home isn't going to be helped much by a reading remediation program that stops when that child 'eaves the classroom.

We know that successful approaches focused foremost on building and often restoring a young person's self-esteem and self-confidence, as Kristal and Trische pointed out. Such approaches respect and they validate the intelligence, the ideals, and the visions of our kids, and they hold to high expectations even if attaining these expectations requires extraordinary efforts.

We know that successful approaches rely upon inspiring leadership, grassroots support, and the use of partnerships and multiple resources. The best community schools, which had their birthplace, in part, here in Flint are examples of this.

We know a couple of other programs that seem to be working. One is called STEP—perhaps you have heard of it—the Summer Training and Education Program, which is being replicated nationally. STEP makes use of the summer months to help teenagers who are behind in basic skills catch up. It relies, really, on a collaboration of Job Training Partnership Act funds and agencies, schools, and community resources.

Another program we hope is going to help dent the problem is right here in Flint, which is the Middle College, which I know Rudy is working with and the Mott Community College is providing umbrella support for.

Besides these basic guidelines, a few programs on specific program interventions, when you talk about dropout intervention, you are talking about a pipeline from prenatal into adulthood, and intervening along this time line all the way is important, so everything you do in your subcommittee relating to education should really have dropout prevention considerations.

Obviously, first, an early intervention. You have mentioned compelling evidence that points to the value of enhancement of prenatal care, infant bonding, mother and child nutrition, and increased school experiences. The expansion of Head Start is a very good step, but we must do much more for helping families and children in poverty, because some of these kids, particularly if you have a voluntary Head Start program, as you know, won't have that hook to get into it.

Second, in elementary schools, despite long odds faced by schools serving mostly low-income children, some stand out and shine. Why? These schools seem to have inspired and inspiring principals and teams of teachers. They are human-centered. The kids are first. They hold to high expectations, supported by individual enrichments, to assure that every child does learn to read and begin to reason during the first three grades. There are a few of these schools right here in the city of Flint. For kids who are having difficulty, whenever possible, supplemental help takes the place of retention.

These elementary schools make use of family and community resources. Mentoring by whoever is available and cares is a vital part of the school. Children who need extra help, and support, and encouragement receive it.

Just a word on mentoring. I think if a fraction of us who are privileged in life were to become a committed mentor to one young person, the dropout problem would greatly diminish. Eugene Lang's "I Have A Dream" program, which most of us have heard about, has been quite successful, and it is used in many communities. In my belief, it is not so much the promise of a college scholarship alone, but it is that caring and committed mentor that is responsible for that program's success.

Now under middle and high schools, where we most often think of dropout prevention, what should we do? Very quickly, six ideas to keep in mind as you form some legislation.

First, small is beautiful, especially in middle schools, where so many entering students get lost in the crowd. One approach is to break down these monolithic giants of schools into schools within schools. That can be successful or unsuccessful, depending on how you do it. Ernie Boyer and others have said schools that are much larger than 400 or 500 should get this attention, and I concur.

Second, in middle schools and high schools, basic skills remediation has got to be a priority for youngsters that are far behind, and we know what works. We know that individualized, self-paced, competency-based, and computer-assisted learning with sound oversight by a qualified instructor works. It has got to be individualized. Regrettably, few secondary schools pursue such type of remediation.

Third, punitive approaches for students who break the rules should be reexamined in favor of more individualized mentoring, community service, and such alternatives. In my opinion, suspensions and related actions for all but the most serious offenses simply don't pay off. They often reinforce a decision to drop out of school.

Fourth, youth-led initiatives must be integral to a secondary school. The principal and staff should be comfortable with the con-

cept of youth empowerment, valuing and relating to young persons for their innate vision, idealism, and productive energies.

We found several types of school-based youth programs to be of value, and one got started in Detroit. It is called Twelve Together. It is peer support, whereby youth help each other stay in school, not get pregnant, and stay off drugs. The Metropolitan Detroit Youth Foundation, which the senator referred to initially in the first testimony, started this Twelve Together with Mott and other support. It is based on a covenant of 12 kids in eighth and ninth grade promising each other they are going to stay off drugs and stay in school. It works. An independent evaluation shows these kids have higher grade promotion, less absenteeism, higher high school graduation rates than a control group. Youth Services is another form of youth initiatives, youth participation in school governance and school programming.

A fifth important secondary school priority is linking education and work, which is vital for low-income students, especially for those who see little hope for a good job and those who need income or have a particular vocational interest. We have not even scratched the surface in this area, and I think there is a tremendous opportunity for reallocating some of our existing funds perhaps in vocational education, cooperative education, into programs that work even better, perhaps pre-apprenticeship programs based in part on the Western European experiences. I think that is one item on the legislative agenda in the future.

Finally, of course, as the written testimony goes into, many youngsters do need comprehensive services through really effective community schools or community-based organizations.

Now, the concluding part of my comments, the importance of Federal policy and legislation. I believe many of us in the trenches are really starving for national leadership, leadership at the highest level, leadership with passion and with vision that calls all of us to higher standards and new sustained commitments, and particularly leadership that promotes a political process for creating a level playing field for kids who come from low-income and high-risk situations.

About a year ago, the National Governors Association adopted a national goal of a high school completion rate of at least 90 percent by the year 2000 as well as goals calling for higher national standards in basic academic competencies in science and mathematics.

With these goals in mind, what should be the top priorities in a political agenda? Well, I have given seven or eight in the written testimony, but a couple of the bottom-line priorities are: first, promoting equity in public school financing. I know this is an explosive issue, but given the wide variations in financing education from the national average of $5,600, which I believe it is, or thereabouts, per student per year, unless we tackle this more effectively than we have, we are not going to make progress in dropout.

Second, empowering local schools and communities. Their challenge and your challenge is to somehow come up with national leadership for efforts that have to be carried out in the most local people-to-people settings without contributing to bloating central bureaucracies at the district, or regional, or State levels. It is not easy, but you have to be sensitive to it.

Third, make sure you help those children and youth most in need. Creaming off occurs often in the Federal programs, despite impact evaluations showing that the greatest benefits and returns are realized by focusing on those most in need.

Fourth, reducing fragmentation of services and programs. Poor children and youth are ill served when contacts are required with a number of local agencies and persons for needed services, and I think the Federal Government sometimes contributes to this fragmentation through ineffective coordination among the various Cabinet level departments, and I think you have a real opportunity there.

Finally, promoting early interventions. You can help reduce teenage pregnancy, improve prenatal care, and parenting education, strengthen the family, quality early childhood, where you leverage a lot.

In concluding, I would just point out two specific legislative initiatives that I would emphasize. One is incentives and resources for increasing the number of qualified and trained teachers, mentors, aides, and support persons for low-income children and youth. I would urge considering such past and present initiatives as Teacher Corps, Peace Corps with a domestic focus, Vista, Teach for America, and I would especially urge support for the increased use of trained community-based persons. We have home-school counselors here in Flint. You can use retirees, welfare recipients, youth themselves, for getting into the schools and helping out.

A second specific and final piece of legislation I would urge your considering is, if you are going to be considering advancing—and you will be, I am sure—advancing academic standards for all students, resources have to be targeted to low-income or other youngsters with special needs, because the alternative is going to be an escalating school dropout rate.

That is really it. "Stakeholder" has become a fancy word in the last year. We talk about stakeholder special constituencies. Well, if all of us can just have the children be the primary stakeholder, we will go a long way.

Thanks so much. I'm sorry I took so much time.

[The prepared statement of Jon R. Blyth follows:]

Testimony by Jon R. Blyth
Program Officer, Charles Stewart Mott Foundation
on Dropout Prevention
before the
House Committee on Education and Labor
Subcommittee on Elementary, Secondary and Vocational Education
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Hearing on Adult Literacy and Dropout Prevention
Flint, Michigan

February 11, 1991

I am Jon Blyth, Program Officer for the Charles Stewart Mott Foundation. The Mott Foundation is a private foundation established in 1926 in Flint, Michigan, by Charles Stewart Mott, a General Motors pioneer with a strong philanthropic commitment. We are a grantmaking organization, with a long-term interest in strengthening the well-being and self-reliance of communities, and in enabling disadvantaged individuals to gain access to an improved quality of life. Our program interests are primarily national in scope. Our 1991 grant program budget is about $40 million.

During the past ten years, we have become increasingly concerned over a large number of our nation's youth, disproportionately poor and minority, who encounter setbacks in their lives and face the risk of chronic unemployment and dependency. Our concern arises, first, from the personal despair faced by these young persons and, second, from the alarming national consequences of a growing percentage of youth entering adulthood without the skills and values required for a productive economy and a secure society.

In response to these concerns, the Foundation has granted over $20 million since 1981 for programming to seek long-term solutions to the chronic unemployment among undereducated young persons. This programming has included support for some dropout-prevention initiatives. Our concerns and program responses are detailed in several Foundation publications, which have been made available to the Subcommittee staff. (These are "Youth in Crisis: Living on the Jagged Edge," "America's Shame, America's Hope: Twelve Million Youth At Risk" and "Let's Do It Our Way: Working Together for Educational Excellence.")

In my view, the large and increasing number of children and youth growing up without positive family, community and educational experiences is the most compelling domestic issue facing our nation. School dropout is integral to this crisis.

I strongly endorse increased federal government involvement and leadership in efforts to reduce school dropout. In support of this position, the following comments cover three topics: first, observations on the nature and seriousness of school dropout; second, suggestions on how school dropout can be prevented or reduced based on program findings and experiences; and, third, implications for federal policy and legislation.

Nature and Seriousness of School Dropout

About 25 percent of our nation's youth leave school prior to high school graduation. In urban and rural districts with high concentrations of poverty, this number may be 50 percent or higher. In total, about 750,000 drop out of school annually. Some of these youth, perhaps one-third, will return to some form of education and receive a diploma or a GED.

School dropout is concentrated among children and youth from households in poverty and one-parent families, and is particularly acute in communities with persistently high unemployment, where youngsters often are unable to connect education to a positive consequence. Available data indicate youth from households in poverty are more than three times as likely to drop out of school than are those from non-poverty households. The dropout rate for children of single parents is nearly twice as high as for those with two parents living at home.*

School dropout rates have not changed significantly in the past 20 years. The consequences of dropping out, however, have changed appreciably. School dropouts, and high school graduates with limited proficiencies, now constitute a national crisis for two basic reasons.

First, our economy must increasingly rely upon new labor force entrants who are educated and prepared for the world of work. A recent Mott-funded study by MDC, Inc., a private research and demonstration organization, examines this issue in depth. The study's findings note the demographic realities of a declining youth population that is increasingly poor and minority, and thus more at risk of school dropout. At the same time, labor market pressures will require higher educated and more versatile and productive workers. The report concludes, "We are on the way to creating a soup-kitchen labor force in a post-industrial economy."

Second, in the past, many school dropouts could be assured of employment in manufacturing or agriculture. Today and in the future, most dropouts face minimum-wage jobs. In short, many face lives of alienation and dependency. The costs to society are high, especially in terms of the growth of an underclass, disproportionately minority and geographically segregated in cities and rural pockets of poverty. One sobering, tragic statistic -- there are now more black males in prisons than in our higher education system. Moreover, over 80 percent of prisoners are school dropouts.

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* By way of statistics and trends: 20 percent of children under 18, and 25 percent of children under 6, are now in poverty; about 45 percent of black and 40 percent of Hispanic children live in poverty. Over 50 percent of black and 17 percent of white children live in single-parent homes. Minorities will make up over 30 percent of young people of labor force entrant age in the year 2000, compared to approximately 20 percent in 1980.

Beyond a correlation with poverty and a lack of positive family support resources, what are the direct reasons young people drop out of school?

Falling behind academically is the single most important cause. All too typically, a child experiences learning difficulties in elementary school, is sometimes retained or else promoted without adequate skills for a designated grade level, and fails to develop or sustain self-esteem and confidence. Many public schools do not have the resources to effectively help such children, who may be fortunate to just survive, much less graduate. Schools often become dysfunctional for kids who fall behind, and create settings in which these youngsters are, in fact, pushed out. The end result is a dropout statistic.

A critical obstacle for such youth, and for many young adults without a high school education, is limited basic skills. Work supported by the Mott and Ford foundations found inadequate basic skills central to a litany of concerns -- school dropout, out-of-wedlock parenting, welfare dependency, chronic unemployment and a decline in productivity growth in the work force. This work indicated that 14-15-year-olds with basic skills in the lowest 20 percent (quintile) of youth of that age were almost 10 times as likely to be dropouts 2 years later than students in the highest quintile.

Related research findings, reported in 1988 by the William T. Grant Foundation, note that young adults ages 18-23 with basic skills in the bottom quintile, compared to those in the top half, are almost 9 times as likely to be school dropouts, 8.6 times as likely to have had a child out of wedlock, 5.4 times more likely to be receiving public assistance, and 5 times more likely to be at poverty-level in income and not in schooling of any type.

A final point on understanding those who drop out of school: In my opinion, there is no credible evidence to support the contention that these young persons do not care about education, work and improving their lives. To the contrary, program interventions have revealed quite the opposite. When given a caring and sustaining environment, and opportunities to be challenged and needed, many so-labeled dropouts can begin to regain a sense of self worth and chose a path to become productive, independent adults.

## Preventing School Dropout

There are no panaceas for eliminating school dropout. Two root causes, poverty and the breakdown of positive family support, will not be eliminated in the near future. Rather, we are faced with finding the best ways -- usually through interventions affecting the lives of young persons, and accompanied at times by institutional changes -- to help kids at risk of dropping out. In recent years, large amounts of public funds have been expended on a variety of such interventions.

What have we learned? First, there are limited but compelling evaluation data indicating long-term benefits in excess of costs in support of early

childhood education for children from low-income families. Second, findings support the value of intensive personal development, education and job training programs for high-risk school dropouts when these programs are carried out in residential settings. These evaluation results have helped influence Congress to expand Head Start and continue Jobs Corps funding.

Apart from the above, we are faced on a national level with less conclusive results for an array of dropout prevention programs, some with very comprehensive evaluations, many with limited pilot testing. Those of us familiar with these programs, and with working with low-income children and youth, have ideas on what seems to work best. My ideas on how to prevent school dropout are presented below: first, a set of important principles or guidelines, and, second, programs that can succeed.

**Important Principles**

1. **No single approach or strategy will prove effective for all children or youth.** Interventions must respond to a youngster's distinct and individual needs.

2. **Successful dropout prevention approaches must respond to a young person's entire life.** Dorothy Stoneman, President of YouthBuild USA and founder of East Harlem's Youth Action Program (one of the most successful programs for inner-city youth in the country), emphasizes the importance of comprehensive services involving school and community resources, and of caring and committed leaders and others for relating to young persons. Such services should be able to respond to the need by young persons for:
   - -- safety from abuse, violence and exploitation
   - -- food and shelter
   - -- good health
   - -- attention and respect for one's thoughts, pains and potential
   - -- close human relationships
   - -- opportunities to learn new things
   - -- meaningful work
   - -- resources to care for persons one loves
   - -- belonging to something representing one's beliefs

3. Following from the above, **successful approaches focus foremost on building -- often restoring -- a young person's self-esteem and self-confidence.** Adults must believe in the special and unique talents of young persons, and communicate that belief on an individual level. Successful approaches respect and validate the intelligence, ideals and visions of kids, and hold to high expectations, even if attaining these expectations requires special and extraordinary efforts. These approaches liberate young people from a sense of powerlessness and alienation, and dispel two prevailing messages of society to our youth: first, that their importance to society is as consumers; and, second, that adults are superior to youth.

4. **Successful approaches rely upon inspired leadership, grassroots support and use of partnerships and multiple resources.** We see such approaches in schools that are truly community schools, where persons from the community and the school, with funding from several public and private sources, help youngsters gain the confidence and tools necessary to stay and succeed in school. Other collaborations are community based. One such approach is STEP (Summer Training and Education Program), now being replicated nationally. STEP makes use of the summer months to help teenagers who are behind in basic skills catch up, and relies upon a collaboration of Job Training Partnership Act funds, training agencies, schools and community resources.

Programs embodying the above principles have the common denominator of being human centered. Youngsters are the focal point. Public education and other human service bureaucracies may have difficulty adhering to these principles, and are often more oriented toward goals involving systems, institutional well-being and employee-group interests.

**Programs That Can Succeed**

**Early Interventions**

Compelling evidence points to the importance of early interventions -- enhancement of prenatal care, infant bonding, mother and child nutrition, and preschool child development experiences. The Committee for Economic Development (CED), a research and education organization of business and education leaders, reports that every $1 expended on preschool education for low-income children brings savings of $3 to $6 in long-term costs associated with welfare, remedial education, teen pregnancy and crime.

Despite this evidence, CED notes that in 1986 the nation expended $264 billion on education for persons age six and older, but only about $1 billion for educating children five and younger. There has been increased attention to this issue with the passage of the Family Support Act and the related plans to increase Head Start funding to all eligible children. However, much remains to be accomplished, particularly in caring for very young children from families in the most severe poverty circumstances -- children who are not easily reached by optional programs such as Head Start.

**Elementary Schools**

Schools that serve primarily children from low-income families face long odds. Often located in areas with severe disinvestment, such schools are poorly funded yet have the greatest challenges and needs. Student transient turnover is high, with rates of 50 percent and higher during a semester not unusual. Child neglect is evident. Parental and community support is difficult to marshall. Yet, some of these schools stand out and equip children well for further education.

Some of the outstanding schools are connected to networks fostored by such educational reformers as James Comer or Ted Sizer. Most, if not all, have a gifted principal and inspired staff. Beyond these reasons, why are they successful?

First, successful elementary schools have high expectations supported by individual enrichments to assure that every child does learn to read and begin to reason during the first three grades. For kids who are having difficulty, whenever possible supplemental help takes the place of retention.

Second, the school makes use of family and community resources. Mentoring by home-school counselors, aides, community volunteers and non-traditional support persons is a vital part of the school. Children who need extra support and encouragement receive it.

On the importance of mentoring, if a fraction of us who are privileged in life were to become a committed mentor to one young person at risk, school dropout would greatly diminish. The "I Have a Dream" program, established by Eugene Lang, and now being used in many communities illustrates this point. It is my belief that it is not so much the promise of a college scholarship but the caring and commitment of a supportive mentor that is behind the success of this program.

Third, successful elementary schools are those in which the principal and teachers are central to much that happens in the school, and have a direct influence on funding allocation and staff decisions.

**Middle and High Schools**

First, small is beautiful, especially in middle schools where entering students are so often lost in the crowd. One approach is to break down monolithic giants into schools within schools. In my opinion, schools larger that 400-500 students (i.e., about 100-150 per grade level) need such attention.

Second, basic skills remediation must be a priority for youngsters who are far behind and for any successful dropout reduction program. We know what works for most secondary level kids -- individualized, self-paced, competency-based and computer-assisted learning, with sound oversight by a qualified instructure. Regrettably, few secondary schools pursue such remediation. This type of remedial education is easily adapted to evenings, weekends and summer months.

Third, existing punitive approaches for students who break rules should be reexamined in favor of individualized mentoring, community service and other alternatives. In my opinion, suspensions and related actions for all but the most serious offenses do not pay off. They too often reinforce a decision to drop out of school.

Fourth, youth-led initiatives should be integral to a secondary school. The principal and staff should be comfortable with the concept of youth empowerment -- valuing and relating to young persons for their innate vision, idealism and productive energies. We have found several types of school-based youth programs to be of value:

-- Peer support, whereby youth help each other stay in school, not get pregnant, stay off drugs, etc. Twelve Together, begun in 1981 in Detroit and replicated in other schools around the country, relies on a covenant by 12 youngsters, reinforced by weekend retreats, weekly meetings and help from adult facilitators to provide such peer support. Results from an independent evaluation show higher rates of school attendance, grade promotion, academic performance and high school completion for program participants than for similar youth in a control group.

-- Youth service, whereby low-income youth are challenged with community and school improvement needs, often involving the acquisition of meaningful work experience and skills. The West Philadelphia Improvement Corps, a partnership of students, teachers, community, business and University of Pennsylvania interests, is one such example.

-- Youth participation in school governance issues and school programming. Inner-city schools should especially encourage such participation from students and student representatives -- on student councils, in faculty meetings and on school committees, in running school programs and, particularly, in solving major school and community problems. Experiments in East Harlem middle schools have demonstrated the value of such activities.

Fifth, linking education and work is vital for low-income students, especially those who see little hope for a good job and those who need income or have a particular vocational interest. Collaborations between schools and employers are limited for low-income students. However, the best examples of cooperative and vocational education, and special interventions such as Jobs for America's Graduates and 70,001 Ltd.'s new WAVE project, suggest that many dropout-prone high school students will benefit from improved school-to-work transition. We have not scratched the surface in this area in most large urban high schools. New approaches are needed, including the consideration of pre-apprenticeship programming, building in part on the West European experiences. One example is Focus: HOPE, a community development corporation in Detroit that provides inner-city minority youth with training for high-demand, pre-apprenticeship jobs in precision machining. Such an approach, linking training for low-income youth in large part to local labor market considerations, should be integral to high school vocational education programs.

Sixth, comprehensive services, sustained and provided in a caring environment, are critical for teenagers at risk of dropping out. Beyond education, these services include health care, substance-abuse counseling, legal assistance, employment assistance and, especially, positive peer support and commitment from at least one adult who believes in and cares about the teenager with a need for help.

For dropouts, we can identify programs, such as The Door in New York City, which are models of comprehensive services. However, there are few such programs among high schools with a high percentage of students from low-income homes. Most districts rely upon alternative schools and special interventions such as Cities in Schools, which does in some sites provide a good example of comprehensive services. The key is to blend a partnership of educational, community, private sector and government resources, with funding provided from several diverse sources. One new partnership of note is at The Door in New York City, a community organization with comprehensive youth services, which is establishing a high school program for dropout-prone youth on site with a combination of public school funding and private support.

Federal Policy and Legislation

National Leadership Issues

In my judgement, leadership at the highest levels is required if we as a nation are to educate all children and youth to become productive and independent adults -- and to have any hope of attaining the national goal of a high school completion rate of at least 90 percent by the year 2000, as adopted one year ago by the National Governors' Association.

This leadership is vital given the movement toward higher national standards in basic academic competencies and in science and mathematics. If imposed in schools with high dropout rates in a "business as usual" context, higher standards will only reaffirm the message of failure received by so many of our low-income children and youth. Higher standards can be a positive force for these youngsters, but only when accompanied by increased resources and sustained commitments for help in attaining them.

In short, we need a national movement to validate the positive potential of our so-called "at-risk" children and youth, a movement that is more than a set of programs. Leadership for this movement must deal with:

-- Promoting financial equity in public school financing. There are wide variations in financing education from the national average of $5,600 per student (per year) among the 16,000 districts and 83,000 schools. The poorest schools receive the least, yet face extraordinary

challenges. Although several states are taking steps to level the playing field, this is a complex, vital issue that should receive national attention.

-- **Empowering local schools and communities.** The challenge is to provide national leadership for efforts that must be carried out in the most local (people-to-people) settings. Influenced in part by past federal initiatives, central bureaucracies have grown at the expense of funds and decisionmaking going to local schools. The subcommittee should remain sensitive to this issue in considering the impact of any proposed legislation.

-- **Targeting on those most in need.** Creaming occurs often in federal programs, despite impact evaluations showing that the greatest benefits and returns are realized by targeting funds and resources on those most in need. The explanation is that those most in need are more likely to realize pronounced changes in their lives directly linked to the program; without the program, these persons will often incur long-lasting problems leading to high costs to society. When creaming takes place, the program intervention is more likely to be less consequential for the participant. Avoiding creaming requires de-emphasizing the need for fast program results and providing incentives for recruiting and serving those most in need.

-- **Reducing fragmentation of services and programs.** Poor children and youth are ill-served when contacts are required with a number of agencies and persons for needed services. The government is party to this fragmentation, possibly through ineffective coordination of programs among the Departments of Education, Labor, Health and Human Services, Justice and Defense. Whereas I cannot suggest a solution to this subcommittee, this issue warrants your attention in the legislation development process.

-- **Promoting early interventions.** Continued national leadership is critically important to help alleviate teen pregnancy, improve pre-natal care and parenting education for teen parents and provide quality early childhood education and help to strenthen families.

**Dropout Prevention Legislation Considerations**

1. Support incentives for increasing the number of qualified and trained professionals, para-professionals and volunteers engaged as teachers, mentors, aides and support persons for low-income children and youth. Consider such past and present initiatives as Teacher Corps, Peace Corps (with a domestic focus), Vista and Teach for America. Support an increased use of trained community liaison persons (in Flint these are called home-school counselors), retirees, welfare recipients and youth. For example, why not help selected persons on welfare to work toward certification as child development workers, so that they can be employed in their own communities in preschool programs?

2. Consistent with the above, consider incentives for increasing the number of teachers, especially minority teachers, through changes in the state certification process such as the steps taken by Connecticut. In my opinion, some, if not many, teacher preparation processes are not in tune with expanding and improving the ranks of the profession and meeting the needs of kids.

3. When considering dropout prevention legislation for demonstration projects, encourage partnerships involving community-based groups and private sector resources with schools. Construct legislation to target funding for use in local settings rather than by state agencies, school boards and district-level administrative units.

4. Support incentives for secondary schools to adopt the use of individualized, self-paced, competency-based and computer-assisted approaches for basic skills remediation for students who are behind academically.

5. In legislation affecting secondary schools, advance youth empowerment as a process to reduce school dropout through peer support and youth projects. The YouthBuild provisions of the National and Community Service Act of 1990 may assist as a process model in developing such legislation.

6. In promoting any legislation identifying academic standards for all students, special resources must be targeted to low-income and other youngsters with special needs. The alternative is likely to be an escalation of school dropout.

7. As a joint Education and Labor Department initiative, consider legislation to improve school and work linkages for dropout-prone students, especially through use of apprenticeship and mentorship approaches. Consider the use of tax credits or other incentives to encourage private sector commitments to such approaches through linkages with schools in low-income communities.

Thank you for the opportunity to submit this testimony.

Chairman KILDEE. Thank you very much. I am very aware of the Foundation's activities in this area. We appreciate your testimony.

This has been a very broadly based panel, and we appreciate the testimony. We have the students here, someone representing a minority group, the Foundation, two school districts, one an older, industrialized, urban area, the other a more small town, rural setting.

Let me ask you this question. The problems of drugs, unemployment, dysfunctional families all play a role in this creating of children at risk, at the risk of dropping out. How does education address these problems that some may say are not immediately educational problems, more societal problems—questions of drugs and unemployment, even homelessness, and dysfunctional families?

Perhaps, Jack and Rudy, you can share some ideas. You come from, one a rural, one an urban small town. Jack, do you want to start?

Mr. MCCAULEY. The question, how do the schools address them? In a variety of ways. I think, as John emphasized, there isn't any single answer and a whole variety of programs. I think the key thing is that the school remains the best place to address them.

As I mentioned in my comments, the students, the youth, we are talking about want to be in school. I think that is a powerful force that we need to take advantage of. Answers that put them out of school or create unique alternative systems isn't the answer. The problems do need to be addressed in school. It is going to take a variety of ways.

I personally think the key person is the teacher. The caring person that Lindsey talked about certainly can be supplemented by others coming into a former school, students, retirees, a whole variety of people. But the key person has to be the teacher that is there every day, that the student sees every day, and, again, taking advantage of what seems to be just the nature of things is, youth want to be at school, and that is where we need to meet the need.

Chairman KILDEE. You mentioned, Jack, every teacher or counselor. How does that work?

Mr. MCCAULEY. Right now, through the grant that I mentioned earlier, we do have about 40 people, 25 teachers and about 15 staff people or community people, participating in training, a week-long training, off-site training, and the focus of it is that teachers are well trained in their academic areas, they are well trained to be teachers, to teach academic skills. Where teachers need training, and support, and experiences is working with those students who don't fit their own personal experiences oftentimes or don't fit their preconceived ideas. Teachers need help in reaching out to those students, whether they are Hispanic minorities, Afro-Americans, and, as I said earlier, it is all cultures and racial groups. But teachers need to have the skills to make contacts with those people, to continue those contacts, to give them the support, and to help those students work with each other.

Peer support groups is a big part of it, teachers bringing the right students together to support and help each other. It is a very personalized approach, and, again, the school, with that basic corps of teachers, is the place to do it, and the training is to teach teachers those skills. It is a skill to be able to—as Lindsey, I think, point-

ed out so well with Hispanics, it is a skill and a knowledge of a different culture: How do you approach them? How do you work effectively with them? So that is what our "every teacher and counselor" concept is, to have the teacher be able to work effectively with those at-risk students.

Chairman KILDEE. Rudy.

Mr. COLLINS. I think my comments probably will be right in line with Mr. McCauley's. Probably another variable that needs to be thrown into this whole mesh we're talking about is disenfranchized youngsters, poverty, and those issues of youth violence in gangs; that does have a climate.

But given all that, those problems are brought to us, and naturally, being responsive, we have to deal with them. I think the bottom line is that youngsters—and we have got testimony from our youngsters in the past that school is probably one of the best places in their lives, both from an educational and a safety point of view as well.

I don't want to say unfortunately, but I think our staff now is probably being taxed in terms of a lot of programs that are being brought in from within and outside that are causing us to take a look, and our efforts and energies are actually having some impact, but the type of impact we need probably needs to go back to some specialized programs brought in where we can bring in the mentoring programs and advocates and the funding.

We know right now that youngsters who are likely to be successful in school, they are able to attach to something, whether it is a basketball team, or band, or even a ski club, to be able to attach on to something, and I think that is what has been the big emphasis we have had with our dropout intervention programs, the effect that we have had with advocates, and there is some bonding there.

So given all this, we have to deal with the problems as they come, and the bottom line is that there is a lot out there, and we are acting as responsive and responsible as possible.

Chairman KILDEE. Thank you, Rudy.

Does anyone else want to comment on that general question?

The school has that student there a good portion of their waking day. I know when I taught at two different schools that very often even the best meal that a given student would get in that day was the meal received at school.

So we have the opportunity. It is a challenge and an opportunity for education, even though it may be drug problems in a community, unemployment problems, homelessness, dysfunctional families. Education, just the time that they have with that student, has to work with those other societal problems, and education has responded.

Education helped in the beginning of this century to assimilate the immigrants coming in, helped create the rich mosaic that is America. Education is up to that challenge. I think we have to make sure that you have the resources on the local level, the State level, and the Federal level.

We have about 25 percent of students dropping out. That puts our Nation at risk. Therefore, the Federal Government has to have concern about that also.

Mr. BLYTH. Just a quick add-on. I agree with Jack's comment that the principal and the teachers have to be central to the process, and the school is the place to have the services, as Rudy and Jack mentioned. But I think also, in many of our schools, the problems are so daunting that home school counselors, mentors, aides, who are qualified and who don't hamstring but who can supplement and can individualize the process with each kid are very important and are crucial. That can free a teacher often from a lot of particular problems. So I wouldn't overlook that.

Chairman KILDEE. Thank you.

Mr. Goodling.

Mr. GOODLING. Kristal and Trische, how difficult was it for the school to get both of you involved? Did they really have to put on a full court press? Did you resist?

Ms. THOMPSON. Not really. As I said in my testimony, I was a midyear liftee. So being that, I needed all the help I could get to get back in with the crowd. So, really, it helped, because it pushed me ahead and, you know—it pushed me ahead.

Mr. GOODLING. Are both of you extremely helpful now in helping others to realize the importance of taking advantage of the program?

Ms. DUCKWORTH. Yes. I try to tell people about my past experiences and that, you know, if you sign up with the group, or whatever, they will help you, but you have to want to help yourself first.

Mr. GOODLING. I always say we old folks can talk until we are blue in the face and we are not going to get you young folks to change, but young folks can do that with their own peers.

I thought that I heard a theme here that is near and dear to Peter Smith's heart, who, unfortunately, will not be back with us. I thought the theme I heard, perhaps, at least from Jack and Rudy and John was flexibility when we are talking about Federal programs. Did I hear that theme, or did I just think I wanted to hear that theme?

Mr. COLLINS. I think I can say yes. What I have noted has happened in terms of RFP's that have been coming from both the Federal and State level is that the criteria have become so focused in terms of allowing us to be creative from the standpoint that we have to meet those guidelines and we have to stay within them, versus five years ago, where we could be creative, we could take these ideas and run with them, and all of these things that we know are important we were able to incorporate in. I am not really sure, with some of the things I am seeing right now, that becoming so focused is, in a sense, telling us basically what we have to do, and I just kind of weigh that out.

Mr. GOODLING. It may have been the senator, I'm not sure, who said, "You tell us what results you want and then let us design the programs to do it." We almost got to that point with the demonstration programs in our omnibus bill last year, unfortunately, and I can't blame Dale's side of the aisle nor the House of Representatives, I have to blame a few Senators on my side of the aisle who stopped that omnibus program. Part of that was an opportunity to do some experimental work with flexibility.

We have some in the Congress who believe that if we allow you any flexibility, then you are going to deviate from the people that we are saying you have to help. I don't agree with that, because I think you know better than we do, but I thought I heard that theme coming from the group.

Jack, I think Dale touched on it. I had written down when you were talking about every teacher and counselor.

Chairman KILDEE. I am going to do the unusual and let a minority member chair just for a moment. So you have the gavel now.

Mr. GOODLING [Presiding]. Oh, boy.

Chairman KILDEE. Don't get too used to it, though.

[Laughter.]

Mr. GOODLING. I have had 17 years without getting used to it.

I was interested in that comment from two standpoints. First of all, as a former counselor and then administrator, my biggest problem with counselors was always to get them to shut up and listen and tell them that they don't have to have all the answers for these youngsters. I tried to tell them that the young people probably want to just bounce things off them and figure it out for themselves—if they just have a good listener.

But I was wondering not only how you train them, and I heard you then say in response to him that you have one week. They must be awfully good to manage all this in a week.

Mr. MCCAULEY. The first of three weeks.

Mr. GOODLING. The first of three?

Mr. MCCAULEY. Currently, they are in one week of training, but there are two more weeks ahead yet.

Mr. GOODLING. And then the second question, to follow up, is, how about the time issue? Do they then have time to use these skills and these opportunities?

Mr. MCCAULEY. I think that is one of the key points. Both Rudy and John made the comment about teachers being taxed to the limit. We recognize that, and our approach to it now in our current program is to supplement that with community people, and in the training now, in addition to teachers, there are volunteers—parents and people from other agencies—so we do have that component in it, not just the teachers, but the teacher being the lead person in it, and we have also built into the program for the future the opportunity for teachers to be released, whether it is for part of the day, the entire day, or just a period, but by using substitute teachers and some other support staff those regular classroom teachers will have the opportunity to meet and, hopefully, listen to their key students; so that is a component.

Mr. GOODLING. Lindsey, I have a growing Hispanic community in my largest, we would say city, but it is really a town, I suppose, of 49,000 people. My greatest problem—and maybe you can help me personally; it may not have anything to do with legislation—we have two factions in the Hispanic community, and we have an individual in each who wants to be the leader of the Hispanic community. I find myself knocking my head against the wall trying to get them to understand that the people they are trying to represent are the most needy in the community, but I don't know how we are going to serve them if we are spending so much time fighting for leadership. Is that typical in a Hispanic Community?

Ms. YOUNGER. Yes. I think that when you make it clear that you have their best interests at heart, and go to the people themselves, sometimes you need to circumvent the leaders and get to the people themselves and see what they think and what they need.

My experiences with the Hispanic community have been very, very rewarding. When I say I need help, I don't understand this, or you know, show me how to do this or do you think this will work, the immediacy of their response and their willingness to help me and—this is all levels, all socioeconomic levels because we have all those represented here in the Flint area. I think when you speak to the people themselves, then you know, then you have it at heart, then you know what is going on.

Mr. GOODLING. Mr. Collins, you gave me an opportunity to promote my favorite program, which is Even Start, because you talked about how much these parents need. I testified first—well, I couldn't be there, so my written testimony was there for the first person to testify at the Head Start reauthorization. The point I was trying to make is we have to stop saying it is motherhood and ice cream and apple pie all wrapped up together, that we need a lot of improvement in the program and one of the areas that I talked about was I think our parental empowerment moves in the past have been trying to ask parents to do things they are not equipped to do and the emphasis probably should have been on helping them get equipped first of all and that is what Even Start is all about.

Hopefully, if you don't have a program, that you will apply for one. We are getting increased money each time, which basically says you take the pre-school youngster and the illiterate or functionally illiterate parent and work with them together so that you are not only helping the parent become more literate, but you are teaching them what it is you do in a pre-school setting to help the child become reading-ready.

If you haven't applied for one of those grants, I would hope you would look into it. I would hope that you would.

Three thousand drop-outs over five years. Have you had a follow-up study as to what has happened to these young people as they became young adults?

Mr. COLLINS. I want to be accurate so I am kind of pausing. First, it is my belief that given some time, youngsters that drop out now at 14, 15, 16, 17 years old are likely to be high school graduates through some adult educational programs. That might be 23, 24, 25 years old.

Mr. GOODLING. That was going to be my second question.

Mr. COLLINS. Okay.

Mr. GOODLING. How many of those have come back to——

Mr. COLLINS. I can't give you an exact figure, but when we took a look at our drop-out—of our adult graduates from our adult high school programs, it suggests to us that we do have a large population that were residents of the City of Flint and had left school before—prior to graduation—graduating.

It is probably those intervening years that, between 16 and the time they choose to come back, that we are concerned about. When we look at some figures in terms of—and I have to deal with minorities, black males—the fact is that black males have placed themselves in positions where they will likely be a victim of violent

crime or homicide, likely to be the persons who will likely be in our State prisons, given all these things, and given the fact that drop-out is another element there, and those likelihoods of those kinds of things coming into play are greater.

A good question. I am trying to be very cautious in terms of how I respond to it and the bottom line is that we would like to keep those youngsters in school.

Mr. GOODLING. Somebody mentioned magnet schools. Do you have magnet schools outside of desegregation orders or do you have magnet schools only as the result of desegregation?

Mr. COLLINS. What our district—in complying with the consent decree—met the commitment—I believe the commitment was at the elementary level where the charges were made, the school district chose to implement a magnet program K–12.

Currently we have youngsters that have the option of transferring at the middle-school level on a full-time basis. At the high school, the magnet experience is on a part-time basis. The youngsters can elect to take one of the magnet programs at another secondary building. The district provides transportation to the program and then brings the youngster back to his home school.

At one time, full-time transfers were allowed at the grades nine through 12, but that was discontinued quite some years ago.

Mr. GOODLING. One of the problems that Congressman Kildee and I face is now that education is popular and the word is sexy, everybody and their brother in the Congress of the United States have become experts in education and all of us have introduced legislation. I think we have probably at least 10 different programs at the present time dealing with drop-outs. I don't imagine any of them are coordinated. I doubt whether the left hand knows what the right hand is doing.

The problem is I am afraid it is going to get worse before it gets better, although I think Chairman Ford will probably slap the fingers of those who keep trying to take our jurisdiction. It isn't the jurisdiction I am interested in; it is the coordination and, you know, with the limited amount of money, I hope that we can stop this business of everyone being an expert now in education.

Mr. COLLINS. I can say even with the Flint Community Schools, I am not real sure if we have tied in all of our efforts under one umbrella. We have several departments and divisions that are looking at drop-out intervention program. That is not to say that we are fragmented, but I can understand probably—I don't want to say nightmare, but everybody wants to get into the act, but maybe sometime everybody needs to get into the act.

Comments made by Mrs. Younger, you know, in terms of the bilingual program—perhaps as a district, we are not dealing with that program at the level or intensity that it should be, and it is very fortunate that we have a staff on board that recognizes that and puts that as a priority and that complements our whole effort as a district.

Mr. GOODLING. Jon had mentioned that, also, and—about reducing fragmentation is also something that I wrote that you talked about and then you said qualified and trained teachers, mentors, et cetera. That also was part of that higher-education package where we were trying to get a teacher-training program that would at-

tract many more minorities and keep them in the system so that we can develop role models and that, too, went down the tube. Maybe this year will be a better year.

My last comment is, several of you mentioned mentors. I think Jon did. We have an interesting program on the Hill where we—our office now has two students from DC city schools and my staff, more than myself, I am afraid, although I try to kick in some money, they try to work with them with homework. They take them to the ball games and the hockey matches and amusement parks and so on, trying to make them feel part of our group.

We were having tremendous success, but I just mentioned to Lynn, we are going to have to check because the one lad that we have had for about a year and a half, I haven't seen him in the last couple of weeks and it is something where you just have to keep constantly working with them. It is a great experience for our staff because they didn't grow up under those kinds of circumstances, but they are doing a beautiful job. I just mention that as something we are trying to do on the Hill for DC schools.

Mr. COLLINS. Thank you.

Mr. GOODLING. I don't want to get carried away.

Chairman KILDEE. You can see why I always point Bill Goodling out as one of the people who really gives living evidence that education is a bipartisan concern.

I am going to embarrass you, Bill, but Bill is one of those guys who has a good head and a good heart, too. He really feels for people. Thank you, Bill, for being here and thank the panel. You have been really very, very helpful and all of you—and I will tell the students particularly, your testimony will be printed up eventually by the Government Printing Office and you will be part of the Archives of the United States. I am going to personally make sure that all of you get a copy, but I—under my own responsibility, I am going to make sure you two especially get a copy of your testimony, printed and kept in the Archives. Thank you very much.

Before we call our next panel, I would like to call an old friend of mine, State Representative Nate Yonkers, to make a statement here. Nate is very involved in education. We appreciate your presence here today, Nate.

## STATEMENT OF HON. NATE YONKERS, MICHIGAN STATE REPRESENTATIVE

Mr. YONKERS. Thank you very much for allowing me the opportunity, Congressman, and congratulations on your chairmanship. We certainly, in this community, have a great deal of respect for you and your educational background and think that this chairmanship is really a fitting tribute to what you have already proven over the years for this community.

I appreciate the opportunity to share a little bit of what is going on in the House of Representatives right now, but also to seek your advice as our Congressman, but also as a friend. We, in the House of Representatives, are under a new situation this year and we are giving some consideration to a special legislative committee to examine the training needs of Michigan employed and underemployed workers.



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As you know, I come from a K-12 teaching background myself, but I would like to just separate myself a minute from K-12 and talk just about work place literacy, I guess, or what is happening in the work place.

We are thinking about in the House, and no final decision has been made yet, of coming up with a special committee to look at just work place literacy. In other words, work with adults, not K-12. Certainly it would be better if all of our societal problems could be taken care of before kids are 18 and everybody would become a college graduate almost automatically, but that is obviously not the case. So there are a number of us who feel—and I feel very strongly that we need to start looking at what is government's role for those persons who are working.

Now, traditionally, Federal and State programs have been for those who have been unemployed or in school or somehow disadvantaged, but the real question that is starting to occur now in Michigan is what about those who are working? Do they deserve any governmental attention? We now know there are statistics that suggest that the number of unskilled workers who will be necessary in the year 2000 will be about 13 percent of the labor force less than what we have now.

So are we facing workers in my district and in this county who are unskilled—facing unemployment at 13 percent across the Nation, in addition to what we have now unless they get more skills? So I guess our real problem is here in Michigan, and probably throughout the country, is first of all, is there a role for government for those who are working, and secondly, what should it be and what should the balance be between Federal commitment, State commitment and the commitment of businesses?

To give you an idea of some of the numbers in Michigan, 53 percent of all Michigan businesses report that they do not have the people necessary to implement the technology that they would like to implement. They can't find the people with skills sufficient to run the new robots and the new machines.

At the same time, nearly 30 percent of all Michigan employers are experiencing personnel shortages, actual shortages, but mostly those requirements for jobs are for skilled people.

You know, right now the demographics indicate clearly that the new group of young, fresh, highly-skilled people are not coming into the work force the way they have in the past, so employers are not able to get out of the high schools the great numbers. The 16 to 24 year old group will be declining as much as three percentage points from the Eighties to the year 2000. So as the group of 16 to 24 year olds gets smaller, percentage-wise, the importance of the worker is magnified. Seventy percent of the "future" work force is already on the job. Some of them may not be on the job indefinitely, however, without new skills.

Now, it has come to my attention that the U.S. Department of Labor is starting to look at the question of worker upgrade, I think they call it. We call it worker training, workplace literacy, and some other things. But we're having a little difficulty now, especially under our new Governor, deciding what our role should be. We know that in Michigan we have 1.26 million adult workers in the workplace who have an educational level below high school,

and we know that 800,000 of those are below the ninth grade level, which means we're faced with the potential, in the next eight to ten years certainly, and maybe before, of laying off over a million workers in Michigan alone because of lack of skills.

Michigan presently recognizes the need for upgrading the skills of young people. We have 70 programs, almost a billion dollars, for those who are not working, for those who are in school or out of work. The Federal Government does a good job for those out of work who are somehow disadvantaged. But now Michigan must begin to assess what our role is.

That is kind of a dilemma. Our new Governor, in my view at least, seems to think that government has very little role, and the House of Representatives now being in the minority in terms of the Big 3—the Senate being Republican and the Governor being Republ. an—the Democratically-controlled House is now trying to find out if we should have, in fact, a role in retraining people who are actually already in the work force.

So I come really to ask your advice, and if you have any advice that I could take back to our speaker as we deliberate, on whether or not we should even have a task force or a special committee to look at the needs of the worker.

Chairman KILDEE. I think you played a role, too, in the consortium that was put together here in Genesee County to retrain the workers at Buick City and brought together the intermediate school district, the Flint School District, Mott Community College, and the University of Michigan. I think we have to encourage that type of flexible structure, because K-12, for years, was kids from 5 through 18, and then we had vocational education maybe, and then higher education. But I think we have to permit flexibility so you can structure the various educational elements, as we did for Buick City, to respond to the needs. They really did a masterful job.

I want to get a plug in here, that the best-selling car in America is the Buick LeSabre right now because they redid that plant, and they also retrained the workers. It was a great success. So whatever you do there, don't create a rigidity where you separate educational institutions, but let them work together. A lot of wisdom is found at the local level.

I do appreciate your testimony today, Nate. I know of your long involvement in education and look forward to working with you.

Mr. YONKERS. Thank you.

Chairman KILDEE. Our next panel on workplace literacy consists of John Furman, Co-Director, UAW/GM Human Resources Center; Dena Hartman, Education Connection, Carmen-Ainsworth School District—I've seen that operation working really well—accompanied by Marcia Mahrens, teacher; Tom Pasco, Assistant Director, UAW/GM Human Resources Center; and Kate Drummond, Associate Administrator, Ignition Infiltration, AC Rochester Division, and Member of the Flint Roundtable.

We have some changes here. For Mr. Furman we have L.E. Bunch, Coordinator, UAW/GM Active Training and Funding, and in place of Mr. Pasco we have Linda Taylor, Manager, GM Joint Training.

Let's start with L.E. Bunch.

**STATEMENTS OF L.E. BUNCH, COORDINATOR, UAW/GM NATIONAL GENERAL MOTORS DEPARTMENT, UAW/GM HUMAN RESOURCE CENTER, AUBURN HILLS, MI; LINDA TAYLOR, MANAGER, JOINT TRAINING ACTIVITIES, GENERAL MOTORS CORPORATION; DENA HARTMAN, EDUCATION CONNECTION, CARMEN-AINSWORTH SCHOOL DISTRICT; ACCOMPANIED BY MARCIA MAHRENS, TEACHER; AND KATHLEEN DRUMMOND, HUMAN RESOURCE MANAGEMENT STAFF ASSISTANT, AC ROCHESTER DIVISION OF GENERAL MOTORS**

Mr. BUNCH. Thank you, Mr. Chairman. I would like to begin my remarks by thanking you and the members of this subcommittee for providing us with this opportunity to contribute to your consideration of public policy initiatives to provide effective workplace literacy programs for American workers.

My name is L.E. Bunch. I am the coordinator of the UAW/GM National General Motors Department. I am currently assigned to the UAW/GM Human Resource Center in Auburn Hills, MI, coordinating active training and funding. I appear before you today representing UAW Vice President Steve Yoke, who is Director of the International Union's General Motors Department.

The HRC is a private, nonprofit corporation created jointly by the UAW and General Motors. The HRC was established to provide education, training, retraining, and/or placement of workers, and to work with State and Federal Government in a combined effort to improve educational opportunities and retrain the work force in order to effectively compete with foreign manufacturers and preserve jobs.

The Human Resource Center serves as the national administrative office for a variety of joint UAW/GM training activities. Each activity is administered by a joint UAW/GM team. My counterpart here with me today is Linda Taylor, and you will hear her testimony following my remarks.

All of our joint UAW/GM programs have training and education as the major component. Many programs are implemented through a national network of Human Resource Center area centers; others are implemented in the plants by UAW/GM teams under the direction of the union and management leadership. We are very proud of our joint programs, and as you will see from our testimony, we believe that government must play a very important role in assisting private sector programs such as ours to help retrain the country's industrial work force.

Let me say a few words concerning industrial technology. Over the past decade, GM has invested well over $40 billion in state-of-the-art new plant technology and equipment to bring the latest in automotive manufacturing capability into this country. However, both the UAW and General Motors have long recognized that introducing new technology and new work processes in the plants would mean that job skill requirements would increase substantially. In modern plants, it isn't just the robots and high tech paint booths that represent change; even the hand-held power tools are new and different, just as the way parts are supplied in inventory is different.

More importantly, the way in which people work together, the work process itself, is different. Today, hourly and salaried people in UAW-represented GM plants are constantly learning to work more cooperatively together to solve work-related problems. As a result, the need for interpersonal skill training is at least as great as the need for job skill training in the modern work force.

The UAW/GM joint programs are targeted at two populations. Dislocated workers often require basic skills and job skills training, and perhaps relocation, job search and job placement services. Active workers require job skill training, personal enhancement, interpersonal skill training, and often basic skill upgrading in order to perform modern job tasks.

The Federal Government has focused its major attention on the needs of the dislocated worker population. We have been and remain appreciative of those programs which have helped UAW dislocated workers train for new job opportunities, programs such as the Trade Adjustment Act, JTPA, title III and Pell Grants. However, little Federal attention has been focused on the need to retrain America's active work force. There is a need to help our Nation's active workers develop and maintain a competitive posture relative to foreign workers and thereby enhance their long-term job security and the economic security of our Nation.

This is why we view the work of your subcommittee as being of vital importance, Mr. Chairman. It is why we are hopeful that this subcommittee's recommendations will help to shape strongly-supported Federal policies relative to public and private sector job training efforts. Our written testimony will cover may of the issues we wish to address in more detail.

You will next hear from my GM counterpart, Linda Taylor, who will discuss a number of key areas in which we believe the Federal Government can and should play a stronger role in developing the job skills of the American work force.

Thank you, Mr. Chairman.

Chairman KILDEE. Thank you. Linda?

Ms. TAYLOR. Mr. Chairman and members, my name is Linda Taylor. I'm the manager of joint training activities for General Motors Corporation, and a GM counterpart to L.E. Bunch at the UAW/GM Human Resource Center. Allow me to add my own word of appreciation to you and to this subcommittee, Mr. Chairman, for the interest you are showing in the development of a strong national workplace literacy policy.

As you can imagine, we at the HRC share that interest. The UAW and General Motors have made a major commitment to provide a broad range of learning opportunities for over 330,000 UAW-represented GM workers and their spouses in this country. It is a massive undertaking and we believe one that deserves the support of the Government.

I mention this to you so that you will understand why we look to government to help meet our workers' training needs. For the record, we feel strongly that UAW workers and General Motors both pay their fair share of taxes to government and are deserving of fair and equitable access to available public education and training resources.

As our written testimony will indicate, we are appreciative of programs that the U.S. Government has provided to assist dislocated workers in America. We feel that Government must now focus equal attention and resources on the education and training needs of the Nation's active work force. Government must become a proactive partner with the private sector and work with us to maintain our industrial strength, to ensure a competitive position in the world market, and to provide decent jobs for our working men and women.

I would like to mention just a few highlights from our written testimony, Mr. Chairman.

First of all, workplace literacy grants. Since 1988, the Department of Education has funded a workplace literacy demonstration grant program in a range of $11–13 million per year. The program's concept is strong. In partnership with the Michigan Department of Education and the Literacy Center at Central Michigan University, we at the HRC have been awarded a demonstration grant. However, a demonstration grant program cannot provide the continuity required by industrial training programs, one which will harness available State and Federal adult education, vocational education resources into a comprehensive national effort to eradicate illiteracy in the American work force.

Next, active worker training needs. Many State governments have authorized funds to provide job skill training for active workers. State funds are often used in domestic competition with other States for job and economic development. No similar source of public funds are available to train active workers in those industries going head to head with foreign competition. It is time for the Federal Government to enter into partnerships with the private sector in the provision of funds and services for the ongoing education and training of U.S. workers.

Tax treatment of private sector training. We appreciate your efforts to extend the income tax exclusion for employer-provided tuition payments, Mr. Chairman. However, as you know, that exclusion expires December 31st. We believe the Federal Government can signify its support for worker training by providing a long-term or permanent tax exclusion.

Access to adult education. Free access to adult basic education, ABE, is normally limited to high school noncompleters. This limitation ignores the fact that many skills learned in high school are not retained by adults if the skills are not used. We urge adoption of a proficiency standard for adults seeking ABE. A new criterion might be that an adult enrolled in an industrial training program, approved by the State Department of Education, who is not currently proficient in the basic skills required for completion of the program, shall be eligible for reimbursement of basic skill training costs.

This completes our oral testimony, Mr. Chairman. If there are any questions from the subcommittee, L.E. and I will be happy to respond to them.

Thank you, Mr. Chairman.

[The prepared statement of the UAW/GM Human Resource Center follows:]

TESTIMONY OF LINDA TAYLOR

BEFORE THE

HOUSE SUBCOMMITTEE ON

ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

HONORABLE DALE KILDEE, CHAIRMAN

MR. CHAIRMAN AND MEMBERS, MY NAME IS LINDA TAYLOR. I AM A COORDINATOR OF JOINT TRAINING ACTIVITIES FOR GENERAL MOTORS CORPORATION, AND A GM COUNTERPART TO L.E. BUNCH AT THE UAW-GM HUMAN RESOURCE CENTER (HRC). ALLOW ME TO ADD MY OWN WORD OF APPRECIATION TO YOU AND TO THIS SUBCOMMITTEE, MR. CHAIRMAN, FOR THE INTEREST YOU ARE SHOWING IN THE DEVELOPMENT OF A STRONG NATIONAL WORKPLACE LITERACY POLICY.

AS YOU CAN IMAGINE, WE AT THE HRC SHARE THAT INTEREST. THE UAW AND GM HAVE MADE A MAJOR COMMITMENT TO PROVIDE A BROAD RANGE OF LEARNING OPPORTUNITIES FOR OVER 330,000 UAW-REPRESENTED GM WORKERS, AND THEIR SPOUSES, IN THIS COUNTRY. IT IS A MASSIVE UNDERTAKING AND, WE BELIEVE, ONE THAT DESERVES THE SUPPORT OF OUR GOVERNMENT.

I MENTION THIS SO THAT YOU WILL UNDERSTAND WHY WE LOOK TO GOVERNMENT TO HELP MEET OUR WORKERS' TRAINING NEEDS. FOR THE RECORD, WE FEEL STRONGLY THAT UAW WORKERS AND GENERAL MOTORS BOTH PAY THEIR FAIR SHARE OF TAXES TO GOVERNMENT AND ARE DESERVING OF FAIR AND EQUITABLE ACCESS TO AVAILABLE PUBLIC EDUCATION AND TRAINING RESOURCES.

AS OUR WRITTEN TESTIMONY WILL INDICATE, WE ARE APPRECIATIVE OF PROGRAMS THE U.S. GOVERNMENT HAS PROVIDED TO ASSIST DISLOCATED WORKERS IN AMERICA. WE FEEL THAT GOVERNMENT MUST NOW FOCUS EQUAL ATTENTION AND RESOURCES ON THE EDUCATION AND TRAINING NEEDS OF THE NATION'S ACTIVE WORK FORCE.

GOVERNMENT MUST BECOME A PROACTIVE PARTNER WITH THE PRIVATE SECTOR AND WORK WITH US TO MAINTAIN OUR INDUSTRIAL STRENGTH, TO INSURE A COMPETITIVE POSITION IN WORLD MARKETS, AND TO PROVIDE DECENT JOBS FOR OUR WORKING MEN AND WOMEN.

I WOULD LIKE TO MENTION JUST A FEW HIGHLIGHTS FROM OUR WRITTEN TESTIMONY, MR. CHAIRMAN.

**WORKPLACE LITERACY GRANTS:**

SINCE 1988, THE DEPARTMENT OF EDUCATION HAS FUNDED A WORKPLACE LITERACY DEMONSTRATION GRANT PROGRAM IN A RANGE OF $11 TO $13 MILLION PER YEAR. THE PROGRAM'S CONCEPT IS STRONG; IN PARTNERSHIP WITH THE MICHIGAN DEPARTMENT OF EDUCATION AND THE LITERACY CENTER AT CENTRAL MICHIGAN UNIVERSITY, WE AT THE HRC HAVE BEEN AWARDED A DEMONSTRATION GRANT.

HOWEVER, A DEMONSTRATION GRANT PROGRAM CANNOT PROVIDE THE CONTINUITY REQUIRED BY INDUSTRIAL TRAINING PROGRAMS. A LONG-TERM, DEDICATED FEDERAL EFFORT IS REQUIRED; ONE WHICH WILL HARNESS AVAILABLE STATE/FEDERAL ADULT EDUCATION AND VOCATIONAL EDUCATION RESOURCES INTO A COMPREHENSIVE NATIONAL EFFORT TO ERADICATE ILLITERACY IN THE AMERICAN WORK FORCE.

**ACTIVE WORKER TRAINING FUNDS:**

MANY STATE GOVERNMENTS HAVE AUTHORIZED FUNDS TO PROVIDE JOB SKILL TRAINING FOR ACTIVE WORKERS. STATE FUNDS ARE OFTEN USED IN DOMESTIC COMPETITION WITH OTHER STATES FOR JOBS AND ECONOMIC DEVELOPMENT. NO SIMILAR SOURCE OF PUBLIC FUNDS ARE AVAILABLE TO TRAIN ACTIVE WORKERS IN THOSE INDUSTRIES GOING HEAD-TO-HEAD WITH FOREIGN COMPETITION.

IT IS TIME FOR THE FEDERAL GOVERNMENT TO ENTER INTO PARTNERSHIPS WITH THE PRIVATE SECTOR IN THE PROVISION

OF FUNDS AND SERVICES FOR THE ON-GOING EDUCATION AND TRAINING OF U.S. WORKERS.

**TAX TREATMENT OF PRIVATE SECTOR TRAINING:**

WE APPRECIATE YOUR EFFORTS TO EXTEND THE INCOME TAX EXCLUSION FOR EMPLOYER PROVIDED TUITION PAYMENTS, MR. CHAIRMAN. HOWEVER, AS YOU KNOW, THAT EXCLUSION EXPIRES DECEMBER 31. WE BELIEVE THE FEDERAL GOVERNMENT CAN SIGNIFY ITS SUPPORT FOR WORKER TRAINING BY PROVIDING A LONG-TERM OR PERMANENT TAX EXCLUSION.

**ACCESS TO ADULT EDUCATION:**

FREE ACCESS TO ADULT BASIC EDUCATION (ABE) IS NORMALLY LIMITED TO HIGH SCHOOL "NON-COMPLETERS". THIS LIMITATION IGNORES THE FACT THAT MANY SKILLS LEARNED IN HIGH SCHOOL ARE NOT RETAINED BY ADULTS IF THE SKILLS ARE NOT USED. WE URGE ADOPTION OF A "PROFICIENCY" STANDARD FOR ADULTS SEEKING ABE. A NEW CRITERIA MIGHT BE: "AN ADULT ENROLLED IN AN INDUSTRIAL TRAINING PROGRAM APPROVED BY THE STATE DEPARTMENT OF EDUCATION WHO IS NOT CURRENTLY PROFICIENT IN THE BASIC SKILLS REQUIRED FOR COMPLETION OF THE PROGRAM SHALL BE ELIGIBLE FOR REIMBURSEMENT OF BASIC SKILL TRAINING COSTS".

THIS COMPLETES OUR ORAL TESTIMONY, MR. CHAIRMAN. IF THERE ARE QUESTIONS FROM THE SUBCOMMITTEE, TOM PASCO AND I WILL BE HAPPY TO RESPOND TO THEM.

THANK YOU, MR. CHAIRMAN.

Chairman KILDEE. Thank you very much.

We will go now to Dena Hartman.

Ms. HARTMAN. I would like to thank you for this opportunity.

With the aid of a $300,000 Federal Department of Education workplace literacy grant, titled Project TACKLE—which stands for Together Addressing the Challenge of Knowledge and Literacy for Employees—the Carman-Ainsworth Community School District began a program in Flint Metal Fabricating. In the plant, this program is known as the Education Connection. The Education Connection is in operation five days a week, Monday through Friday, from 10:30 a.m. until 9:30 p.m.

It is staffed by five certified teachers and one teacher's aid. The Education Connection offers programs in adult basic education, which includes adult literacy, adult high school completion, general education and development, adult enrichment, college tutoring, computer training, and a technical skills advancement program. The Education Connection, during the grant period, serviced approximately 500 employees. Instruction in our lab is done on an individual basis or on a group basis, as is with our in-plant adult high school and technical skills advancement programs.

Through Project TACKLE, Carman-Ainsworth Community School District addressed the following:

One, to provide adult literacy and other basic skills information through the principle of the Alphabet Literacy System and one-to-one tutoring.

Two, to provide adult high school completion through individualized course modules.

Three, to provide structured classes for approximately 80 employees with limited credits left in completing their high school education.

Four, to provide training for employees with limited English proficiency through the use of the PALS program and individualized tutoring.

Five, to provide basic computer literacy training and computer programming.

Six, to improve critical thinking and problem solving skills.

Seven, to provide an interpreter to serve as an instructor and liaison for approximately 15 hearing-impaired employees.

Eight, to provide educational counseling and guidance to any of the 4,000 employees as needed.

Nine, to conduct a training needs assessment among Metal Fabricating's employees.

The purpose of the training needs assessment was to establish the need for a cooperative academic program which included ABE—Adult Basic Education—adult high school completion and GED, which is the General Education Development, programs.

It was also the purpose of the assessment to establish the attitudes towards these cooperative academic programs as well as the desirability of these programs. The training needs assessment also identified other educational and/or training needs.

The training needs assessment addressed these questions: One, how many employees are without a high school diploma or GED certificate? Two, what basic skills do employees lack? Three, what percentage of employees lack these skills? Four, how many of these

employees would participate in academic programs? Five, what percentage of hourly employees have attended college classes? And six, how many employees would like to attend college classes.

The training needs assessment was administered to 695 employees. It was given on a voluntary basis. Each assessment was administered one-on-one, one Carman-Ainsworth School District teacher to one employee. The assessment interview was conducted in private, and the employee was ensured that his or her individual responses would be kept confidential. The employee was not expected to read or write anything during this assessment.

It is felt by those of us teaching that the statistics I am about to share with you are, if anything, low. It has been my experience that those individuals with little or no reading and writing skills are most likely to hide it. Since this survey was administered on a volunteer basis, it is unlikely that we saw a true percentage of those with low skills volunteer, regardless of the painstaking steps the staff and I made to make all employees feel comfortable while it was being administered.

The following percentages have been adjusted to show how this would translate to the entire plant's 3,800 hourly employees if a true random selected sample would have been surveyed.

The training needs assessment revealed that of those surveyed, 21 percent of Metal Fabricating's hourly employees were without benefit of a high school diploma. Of the 21 percent that were without a high school diploma, 13.5 percent wished to obtain one. That is approximately 500 employees. In addition to the approximately 500 employees wanting a diploma, 190 employees, or six percent, stated that they would like to have a GED certificate. That is nearly 700 employees who want the opportunity to gain a diploma or its equivalent.

When employees were asked if their ability to read, to write, and to perform arithmetic caused them difficulties in everyday situations, 17 percent of the hourly employees surveyed said yes. That equates to approximately 650 employees who daily are faced with some degree of an inability to read, write, and do simple arithmetic.

Four percent of those surveyed responded that they had problems with simple words, signs and labels. Four percent responded that they could not understand letters, newspapers or magazines. This would equate to approximately 150 people.

Seven percent of the employees surveyed said they could not understand basic written directions, charts, procedures and instruction.

In response to questions about mathematics, 28 percent, or 896 individuals, within the plant feel they need to review simple addition, subtraction, multiplication and division. Forty-six percent felt that they had problems working fractions, decimals and percentages.

In response to questions about writing skills, six percent of those taking the assessment said they could not complete an application or a form.

The Carman-Ainsworth staff concluded from this information that four percent, 150 people, need adult basic education, and 13.5 percent, or 500 people, want a high school completion program.

Thank you.

[The prepared statement of Dena Hartman follows:]

# EDUCATION CONNECTION

Bendle/Carman-Ainsworth — Local 659 - Metal Fab.

UAW

NEED FOR WORKPLACE LITERACY

With the aid of a $300,000.00 Federal Department of Education Workplace Literacy grant titled project TACKLE which stands for (Together Addressing the Challenge of Knowledge and Literacy for Employees) the Carman-Ainsworth Community School District began a program in Flint Metal Fabricating.

In the plant this program is known as the Education Connection. The Education Connection is in operation 5 days a week Monday through Friday from 10:30 a.m. until 9:30 p.m. It is staffed by five certified teachers and one teacher's aid. The Education Connection offers programs in: Adult Basic Education, which includes adult literacy; Adult High School Completion, General Education and Development, Adult Enrichment, College Tutoring, Computer Training and a Technical Skills Advancement program. The Education Connection during the grant period serviced approximately 500 employees. Instruction is done on an individual basis in the learning lab. or on a group basis as is with our In-plant Adult High School and Technical Skills Advancement programs.

Through project TACKLE, Carman-Ainsworth Community School District addressed the following:

1. To provide adult literacy and other basic skills information through the Principle of the Alphabet Literacy System and one-to-one tutoring.
2. To provide adult high school completion through individualized course modules.
3. To provide structured classes for approximately 80 employees with limited credits left in completing their high school education.
4. To provide training for employees with limited English proficiency through the use of the PALS program and individualized tutoring.
5. To provide basic computer literacy training and computer programming.
6. To improve critical thinking and problem solving skills.
7. To provide an interpreter to serve as an instructor and liaison for approximately 15 hearing impaired employees.
8. To provide educational counseling and guidance to any of the 4,000 employees as needed.
9. To conduct a Training Needs Assessment (TNA) among Metal Fabricating's employees.

The purpose of the Training Needs Assessment was to establish the need for a cooperative academic program which included: ABE (Adult Basic Education), Adult High School Completion and GED (General Education Development) programs. It was also the purpose of the assessment to establish the attitudes towards these cooperative academic programs as well as the desirability of these programs. The Training Needs Assessment also identified other educational and/or training needs.

The Training Needs Assessment addressed these questions:

1. How many employees are without a high school diploma or GED certificate?
2. What basic skills do employees lack?
3. What percentage of employees lack these skills?
4. How many of these employees would participate in academic programs?
5. What percentage of hourly employees have attended college classes?
6. How many employees would like to attend college?

The Training Needs Assessment was administered to 695 employees. It was given on a voluntary basis. Each assessment was administered one-on-one, one Carmen-Ainsworth School District teacher to one employee. The assessment interview was conducted in private, and the employee was insured that his/her individual responses would be kept confidential. The employee was not expected to read or write anything during this assessment. It is felt by those of us teaching, that the statistics I am about to share with you are if anything low. It has been my experience that those individuals with little or no reading and writing skills are most likely to hide it. Since this survey was administered on a volunteer basis it is unlikely that we saw a true percentage of those with low skills volunteer: regardless of the painstaking steps the staff and I made to make all employees feel comfortable while it was being administered.

The following percentages have been adjusted to show how this would translates to the entire plant's 7890 hourly employees. if a true random selected sample would have been surveyed.

The Training Needs Assessment revealed that of those surveyed. 21% of Metal Fabricating's hourly employees were without benefit of a high school diploma. Of the 21% without a high school diploma 13.5% wished to obtain one. That is approximately 500 employees. In addition to the approximate 500 employees wanting a diploma, 190 employees or 6% stated that they would like to have a GED certificate. That is nearly 700 employees who want the opportunity to gain a diploma or its equivalent.

When employees were asked if their ability to read, to write, and to perform arithmetic caused them difficulties in everyday situations 17% of the hourly employees surveyed said "yes". That equates to approximately 650 employees who daily are faced with some degree of an inability to read, write and do simple arithmetic.

4% of those surveyed responded that they had problems with simple words, signs and labels. 4% responded that they could not understand letters, newspapers or magazines. This would equate to approximately 150 people.

7% of the employees surveyed said they could not understand basic written directions, charts, procedures and instruction.

In response to questions about mathematics.

28% or 896 individuals within the plant feel they need to review simple addition, subtraction, multiplication and division.

46% felt that they had problems working fractions, decimals and percentages.

In response to questions about writing skills.

6% of those taking the assessment said that they could not complete an application or a form.

The Carman-Ainsworth staff concluded from this information that:

4% 150 people need Adult Basic Education.
13.5% 500 people want a high school completion program.

Chairman KILDEE. Thank you.

Marcia, do you have a statement at this time?

Ms. MAHRENS. No, Mr. Chairman. I'm just here to answer questions.

Chairman KILDEE. All right. Kate Drummond.

Ms. DRUMMOND. Mr. Chairman and members of the subcommittee, I appreciate the opportunity to speak to you today and commend you for addressing the important issue of literacy in the workplace.

My name is Kate Drummond, and I am a human resource staff assistant at AC Rochester Division of General Motors.

As I am sure you will hear many times throughout these hearings, the components necessary for educating a well-trained work force have expanded far beyond the three R's that were the educational goals of my generation. Today's workers need so many more skills to compete successfully in a global economy that it is mind-boggling just to list them. I feel somewhat like I'm going to brag because you now know that I'm a worker in this group.

We need to be computer literate, critical thinkers who can read, write, listen and speak effectively, while understanding the tenants of group dynamics, goal setting, organizational effectiveness, et cetera. Simultaneously, it is becoming essential for us to excel in measurement techniques, interpret prints and graphs as well, increase productivity, and analyze, organize and prioritize.

I can speak definitively only of AC Rochester's hourly and salaried work force, but I think we're statistically comparable to automobile plants throughout the U.S. The graphs that have been distributed to you show our employee population by age. As you can see, over 50 percent of our hourly workers are between the ages of 40 and 54. Similarly, almost 46 percent of our salaried people are between the ages of 41 and 55. That means that the majority of our employees would have graduated from high school between 1954 and 1969.

Just consider for a moment all the technological advances of the last 22 to 37 years. Again, it is simply mind-boggling. Were it not for the fact that GM has supported lifelong training for its employees, I might not have been able to keep pace with all the changes and could be here before you today looking for a job.

The city of Flint is justifiably proud of its educational institutions. My invitation to speak to you today came from my participation in one of our latest community educational endeavors. The Flint Roundtable was formed to address improvement of the curriculum structure and instructional practice of Flint public, primary, middle and secondary schools. Our community partners in this project include educators, administrators, business representatives, and social service specialists who are committed to the task of creating the changes necessary to prepare our children to meet the diverse demand of a 21st century global society.

This community partnership should result in a smooth transition into secondary education, as well as workplace literacy in future generations. The city of Mt. Morris formed a similar coalition in 1989 between the Mt. Morris Education Association, Mt. Morris consolidated schools, UAW Local 659, AC Rochester, Flint West, and the UAW/GM Human Resource Center here in Flint.

Currently, their project utilizes the Skills 2000 program with over 1,000 AC Rochester/Flint West employees, and 260 Mt. Morris high school students to teach both groups. The expanded basic skills I have outlined today. Currently, a 33 week course, adding the skills of career choices, self-worth, and learning how to learn is being introduced to 260 ninth graders at Mt. Morris high school.

The notable aspect of this project is that it is the first time that teachers participating in the UAW/GM Human Resource Center quality education program have carried their awareness of the real industrial world back to the classroom by implementing much needed curriculum changes. This program has been in effect and jointly sponsored since 1983.

Our city's high school students deserve this kind of concerted attention. However, I hasten to add that our current work force must be better educated in expanded basic skills to ensure that these same students have the job opportunities that will be critical to a future healthy Flint area economy.

Furthermore, I submit to this committee that genuine productive partnerships among labor, management, State and Federal Governments, and our educational institutions are an absolute necessity for the survival of a healthy U.S. economy.

Some of these much needed programs have already begun. For example, in 1990, the Michigan Institute for Adult Learning and Literacy at Central Michigan University, the UAW/GM Human Resource Center, and the Michigan Department of Education collaborated to research and develop the most effective methods and modules to train and retrain adults. Linda Taylor spoke about that earlier.

The project is designed to improve worker productivity, give them an opportunity to develop the higher level basic skills required in the workplace today, and provide the skills needed to benefit from on-the-job training. AC Rochester/Flint West has been chosen to be a pilot plant in this workplace literacy grant.

Many studies support continuous training of workers in an economy marked by rapid economic, technological and structural change. Self-managed work groups, like those continuously being formed at AC Rochester East, are excellent examples of how much American industrial workers can learn and accomplish. The MANIFS project, which stands for Manufacturing Information System, currently being used in Plants 3 and 7, uses a microcomputer to keep track of machine setup time, maintenance and defects and stress information. Updated maintenance history covering the past three months are posted weekly on machines, ensuring that no repairs are needlessly duplicated, potential problems are anticipated, trends can be spotted and correlated, oftentimes in conjunction with vibration analysis, with setup and maintenance files to aid in root cause analyses. This results in proactive, not reactive, maintenance, saves millions of dollars in unnecessary costly repairs, and increases machine up-time and productivity.

As pro-training oriented as GM and the UAW are, they cannot be expected to do all that is necessary to deliver the components of a well-educated work force alone. We need the financial backing of Federal and State government and the cooperation and support of our educational institutions to succeed in a competitive global mar-

ketplac· Federal moneys aimed at workplace literacy would strongly enhance the successes our workers have already shown they can accomplish, and allow for an even broader impact than our local partnerships have been able to achieve thus far. I sincerely hope you take this message back with you to Washington for us.

Thank you for your time and attention.

[The prepared statement of Kathleen Drummond, with attachments, follows:]

Written Statement
of
Kathleen Drummond

Witness for Congressman Kildee's Field Hearing

in Flint, Michigan

on February 11, 1991

Subcomittee on Human Resources
Committee on Education and Labor
U.S. House of Representatives

Mr. Chairman and Members of the Subcommittee, I appreciate the opportunity to appear before you today to address the issue of literacy in the workplace. My name is Kathleen Drummond, and I am a Human Resource Management (HRM) Staff Assistant at AC Rochester Division of General Motors. I am a lifelong resident of the city of Flint, and my five children and I have benefited from Flint's educational facilities, including both public and private primary and secondary schools, C.S. Mott Community College and the University of Michigan-Flint. My current participation on the Employer Panel of the Flint Roundtable was the impetus for my invitation to speak to you today.

Specifically, I have been asked to testify on the components necessary for educating a well-trained workforce. Both my career and my personal life generate a profound interest in this important subject.

At its simplest, workplace literacy has been described by the American Society for Training and Development (ASTD) as:

> "Those reading and computational skills required of an occupation in order for an employee to engage successfully in the day-to-day operations of the job." [1]

The ASTD goes on to inform us that workplace literacy can be a problem when there is a change in:

- *the quality of work or products,
- *the characteristics or responsibilities of jobs,
- *technology,
- *employe involvement in decision-making,
- *the numbers of minorities, older workers, or immigrants. [1]

American industry has long been facing all of the above changes/challenges. The average UAW worker at General Motors is 40.8 years old and would have graduated from high school in 1968. At that time, there were no computers in high schools anywhere in the world. Computers were the size of small rooms and found primarily at universities. Today, large computers are the size of brief cases and are found just about everywhere, playing an increasing role in the "average" worker duties. Presently, adult basic education funding is restricted to those persons without a high school diploma or a GED certificate. This all or nothing approach to eligibility for basic skills programs does not recognize the increased skills requirements with which many "average" workers are faced. As jobs become more complex, the definitions of workplace literacy and the basic skills needed to perform jobs have expanded. Learning new technology is not enough; the most productive workers of the future must also be able to apply that technology. In short, they must possess critical thinking skills, process information and interpret facts, logically apply problem-solving techniques and be able to communicate in both oral and written form. These 1990's "basic skills" were certainly not those demanded by General Motors when our "average" UAW worker entered the workplace over twenty years ago!

If we accept the premise that workplace literacy skills have expanded, then a valid question at this point would be "How important though is manufacturing and its workers to the United States?" For the answer, I would refer you to Made in America, a study by a team of leading MIT scientists, engineers and economists:

> "The United States has no choice but to continue in the world market for manufactures."[2]

The authors cite numerous economic arguments for the importance of manufacturing and point out that manufacturing firms account for virtually all of the research and development done by American industry. I am certain that the U.S. Congress agrees that manufacturing and its workers are important. Certainly, Flint business and educational communities have begun to function with an acceptance of this principle... hence my role on the Employer Panel of the Flint Roundtable. Let me share with you the purpose and vision of this educational partnership program.

PURPOSE: To assist in the improvement of educational outcomes for the young people of the Flint and Genesee Public Schools.

VISION : Through significant improvements in curriculum, structure and instructional practice, the students of the Genesee county school districts will become the best educated/trained graduates in the U.S., economically self-sufficient in a competitive global economy and constructive citizens within our democratic society.

Attachment A shows you the Project Design. As you can see, where the education of Flint's children is concerned, no community resource has been ignored. Our educators should be commended for seeking such diverse and encompassing input to improving the educational outcomes of our public schools. Statistically speaking, however, the fruits of our labors will not be felt in the workforce for at least ten years. And while this kind of effort will result in workplace literacy in future generations, it does not solve the problems of today's workers.

It has come to my attention that the bill you are considering is directed primarily at workers in small and medium size businesses. I feel that workers in large industry can and should be eligible to benefit from the resources you develop through this legislation. The UAW and General Motors have always been committed to developing, implementing and selecting programs that assist each worker in obtaining the basic skills and training necessary for effective job performance. Examples of this include the Tuition Assistance Program, National and Local Paid Educational Leave Programs, Apprenticeship Programs, etc. These considerable efforts and monetary expenditures will continue whether or not federal resources become more available. The question is one of partnership: Could we do a better job with the assistance of federal resources targeted at workplace literacy?

I believe we could. In many UAW/GM worksites, State Adult Education Programs provide basic skills instruction to those interested workers who lack a high school diploma or GED. Unfortunately, these basic skills development efforts, while very important, are not normally workplace focused. For example, Boolean Algebraic Theory is not usually taught in a basic skills component. Yet, robotic and computer languages, are derived from Boolean Algebra, and mastering it would greatly enhance the workplace literacy of our automobile employees. A genuine productive partnership among labor, management, the State and Federal governments and our local educational institutions could only enhance our efforts toward a competitive and literate workforce.

Many studies support continuous training of workers in an economy marked by rapid economic, technological and structural change. I would like to mention two here:

1). The National Academy of Engineering notes that continuous education is essential to increasing national productivity, especially for the technical workforce. The Academy believes, therefore, that institutional and individual commitment to lifelong education should be encouraged and strengthened. Although the primary responsibility lies with the individual, industry and government should provide opportunities and support for worker participation.3

2). The President's Commission on Industrial Competitiveness is even more specific. It urges that the U.S. tax code not further bias employers against funding employee training, that future changes in tax law seek a balanced treatment of investments in physical and human capital, and that employer-financed tuition be permanently exempted from personal income tax. In addition the Commission advocates strengthening the ability of vocational and community colleges to provide industrially relevant training. To this end, the federal government should offer increased funding; technical committees should be established under the Vocational Training Act to provide curriculum-related information to the schools; and the states should create equipment pools to alleviate shortages and to facilitate the sharing of scarce resources.4

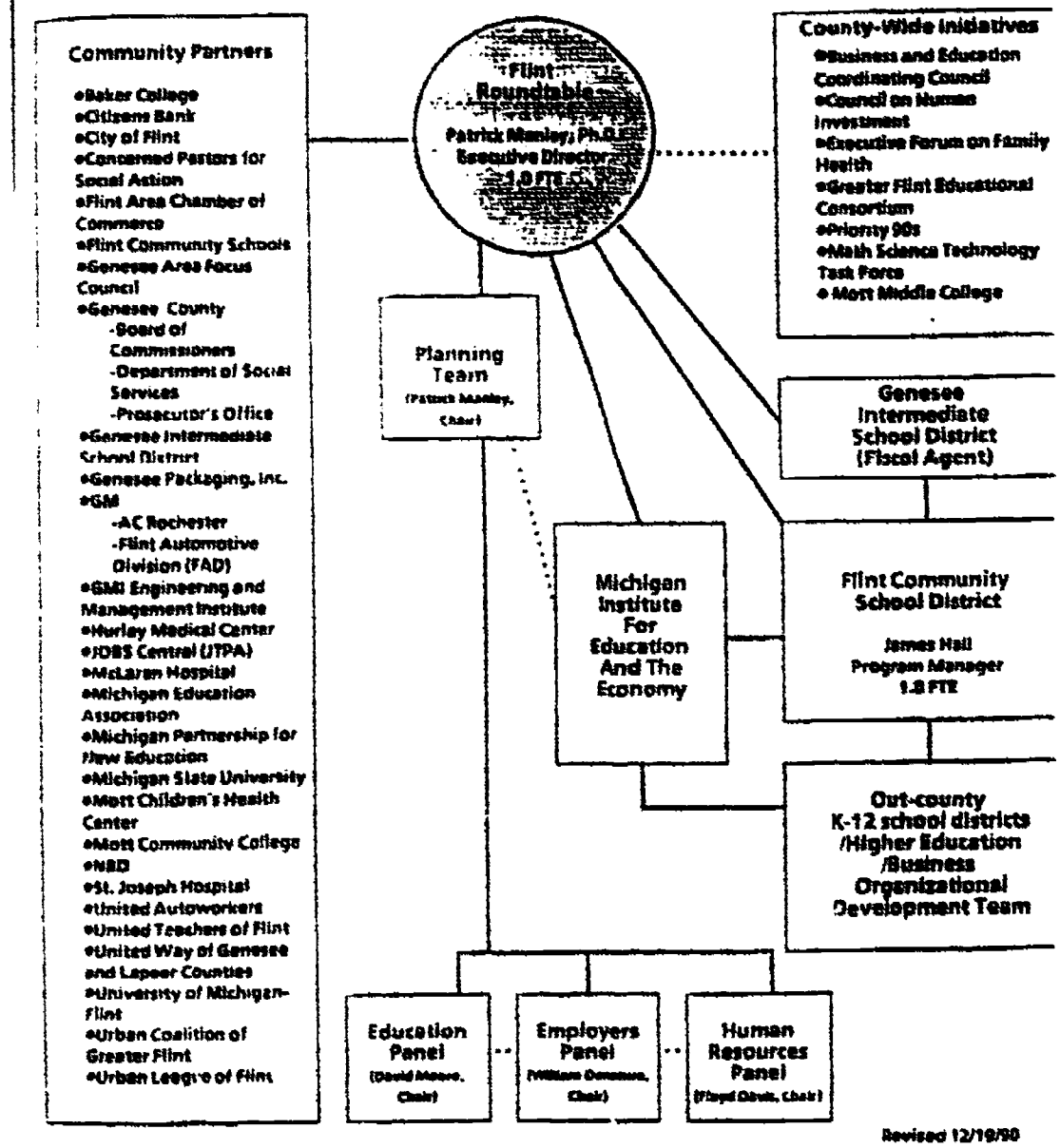
These recommendations are well-founded and would be of obvious benefit to our workforces. However, as we all know, they will be difficult to implement.

The issue of workplace literacy is one of the most diverse and complicated challenges we face today. It is one that I feel merits much greater and broader federal participation. I am certain also that it is an area in which we must and will prevail. Thank you very much for your interest in our community. I am certain that General Motors and the Flint Roundtable will look forward to following your progress.

1. The ASTD National Conference on Technical and Skills Training, pp. 3-6.
2. Made in America, the MIT Commission on Industrial Productivity, p. 40.
3. National Academy of Engineering, "The Technological Dimensions of International Competitiveness", pp. 66-67.
4. The President's Commission on Industrial Competitiveness, "Global Competition", Vol. 1, pp. 35-36.

# Project Design

ATTACHMENT A




Revised 12/19/90

ORAL TESTIMONY
of
Kathleen Drummond

Witness for Congressman Kildee's Field Hearing

in Flint, Michigan

on February 11, 1991

Subcomittee on Human Resources
Committee on Education and Labor
U.S. House of Representatives

Mr. Chairman and Members of the Subcommittee, I appreciate the opportunity to speak to you today and commend you for addressing the important issue of literacy in the workplace.

My name is Kate Drummond and I am a Human Resource Staff Assistant at AC Rochester Division of General Motors Corporation.

As I'm sure you will hear many times throughout these hearings, the components necessary for educating a well-trained workforce have expanded far beyond the 3Rs that were the educational goals of my generation. Today's workers need so many more skills to compete successfully in a global economy that it's mind-boggling just to list them. We need to be computer literate, critical thinkers who can read, write, listen and speak effectively while understanding the tenets of group dynamics, goal setting, organizational effectiveness, etc. Simultaneously, it is becoming essential for us to excel in measurement techniques, interpret prints and graphs, increase productivity and analyze, organize and prioritize.

I can speak definitively only of AC Rochester's hourly and salary workforce, but I think we are statistically comparable to automobile plants throughout the U.S. The graphs that have been distributed to you show our employee population by age. As you can see, over 50% of our hourly workers are between the ages of 40 and 54. Similarily, almost 46% of our salaried people are between the ages of 41 and 55. That means that the majority of our employees would have graduated from high school between 1954 and 1969.

Just consider for a moment all the technological advances of the last 22 to 37 years. Again, it is simply mind-boggling! Were it not for the fact that GM has supported lifelong training for its employees, I might not have been able to keep pace with all the changes and could have

The City of Flint is justifiably proud of its educational institutions and my invitation to speack to you today came from my participation in one of our latest community educational edeavors. The Flint Roundtable was formed to address the improvement of the curriculum structure and instructional practice of Flint public primary, middle and secondary schools. Our community partners in this project include educators, administrators, business representatives and social service specialists who are committed to the task of creating the changes necessary to prepare our children to meet the diverse demands of a 21st century global society. This community partnership should result in a smooth transition into post-secondary education as well as workplace literacy in future generations. The City of Mt. Morris formed a similar coalition in 1989 between the Mt. Morris Education Association, Mt. Morris Consolidated Schools, UAW Local 659, AC Rochester Flint-West and the UAW/GM Human Resource Center. Currently, their project utilizes the Skills 2000 Program with over 1,000 AC Rochester Flint-West employees and 260 Mt. Morris high school students to teach both groups th, "expanded" basic skills I've outlined today. Currently, a 33 week course adding the skills of career choices, self-worth and learning HOW to learn is being introduced to their 260 ninth graders. The notable aspect of this project is that it is the first time that teachers participating in the UAW/GM HRC Quality Education Program have carried their awareness of the real industrial world back to the classroom by implementing much needed curriculum changes. Our cities' high school students deserve this kind of concerted attention. However, I hasten to add that our CURRENT workforce MUST be better educated in "expanded" basic skills to ensure that those high school students have the job opportunities that will be critical to a future healthy Flint-area economy.

Furthermore, I submit to this Subcommittee that genuine productive partnerships among labor, management, state and federal governments and our educational

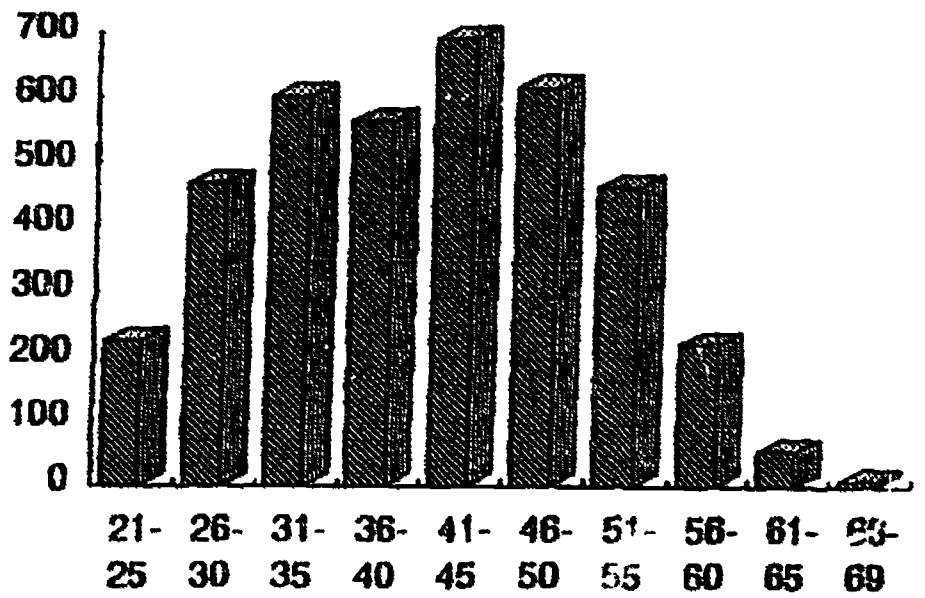
are an absolute necessity for the survival of a healthy U.S. economy. Some of these much needed programs have already begun. For example, in 1990 the Michigan Institute for Adult Learning and Literacy at Central Michigan University, the UAW/GM Human Resource Center and the Michigan Department of Education collaborated to research and develop the most effective methods/modules to train and retrain adults. The project is designed to improve worker productivity, give them an opportunity to develop the higher level basic skills required in the workplace, and provide the skills needed to benefit from on-the-job training. AC Rochester Flint-West has been chosen to be a pilot plant in this workplace literacy grant.

Many studies support continuous training of workers in an economy marked by rapid economic, technological and structural change. Self-managed work groups, like those continuously being formed at AC Rochester-East, are excellent examples of how much American industrial workers can learn and accomplish. The ManIS project (Manufacturing Information System) currently being used in Plants 3 and 7 uses a microcomputer to keep track of machine set-up, maintenance and defect/scrap information. Updated maintenance histories covering the past three months are posted weekly on machines, insuring that no repairs are needlessly duplicated, potential problems are anticipated, trends can be spotted and correlated - oftentimes in conjunction with vibration analysis - with set-up and maintenance files to aid in root cause analysis. This results in pro-active, NOT reactive maintenance, saves million of dollars in unecessary costly repairs and increases machine uptime and productivity.

As pro-training oriented as GM and the UAW are, they cannot be expected to do alone all that is necessary to deliver the components of a well-educated workforce. We need the financial backing of federal and state governments and the co-operation and support of our educational institutions to succeed in a competitive global marketplace. Federal monies aimed at workplace

literacy would strongly enhance the successes our workers have already shown they can accomplish, and allow for an even broader impact than our local partnerships have been able to achieve thus far. I sincerely hope you take this message back to Washington for us. Thank you for your time and attention, Mr. Chairman and Members of the Subcommittee.

# AC ROCHESTER DIVISION
# POPULATION BY AGE
## SALARY

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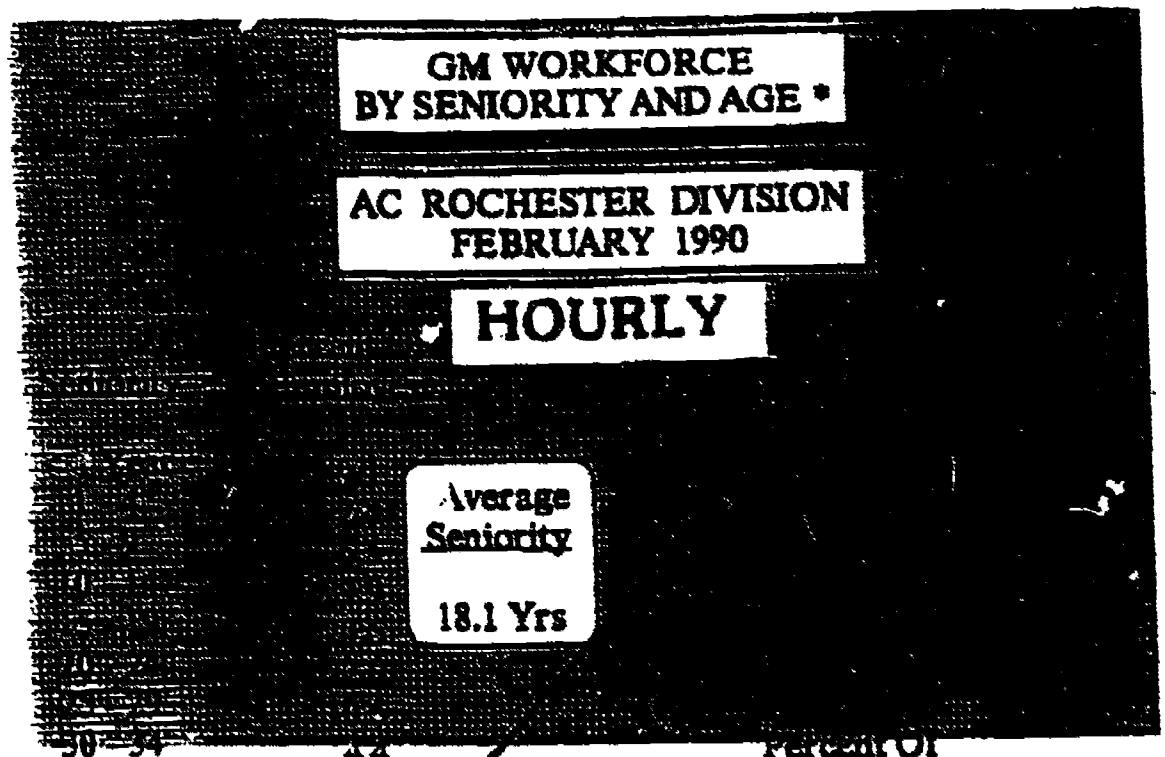

Mr. GOODLING. (Presiding.) I'm getting all sorts of power again. The Chairman gave me the gavel. I'm sure he will be back shortly.

To Mr. Bunch and Linda Taylor, I would say it isn't that we haven't given what you have said an awful lot of thought; our problem is trying to get one-tenth enough money to do the worker replacement programs and job retraining programs. In my district alone there is a waiting list a mile long. Of course, part of it was mismanagement, but a part of it is that we've had several plants that have closed recently and there are workers who need to be retrained.

What do you see as our major role in upgrading the skills of workers?

Mr. BUNCH. When you say "our," do you mean Government?

Mr. GOODLING. The Federal Government.

Mr. BUNCH. Well, I think what we're saying in your testimony is that there certainly has to be a partnership. It's a job here too large for any one entity. You're looking at unions, companies, and State and Federal Governments. It's a role that everyone has to play a dramatic part in. We see the Federal Government's role as, first of all, maybe coordinating curriculum development along with the State governments, along with assisting the State school systems or county school systems in some cases across the country. But there has to be a coordination, where we move in a direction that addresses the issue.

I think right now we're doing it on more of a piecemeal basis. Some of our plants are able to contact the Federal Government and maybe a grant is approved. Sometimes it might take six or eight months before they even know. We have locations—and I'll name one, Bowling Green, KY, for instance—that has been waiting for eight months on a workplace literacy grant. Hopefully they'll hear something in March.

The burden falls back on us internally most of the time to try to address the issue. Even though we have been fortunate in acquiring a lot of grants throughout the system, still the burden falls back on us. I think we need to find the proper approaches, along with the State school systems, and develop the curriculum and move forward in addressing the issues. We have a lot of pilots, especially here in the Flint area, where the school teachers come into the plants in the summer, the quality education program, where we think the school system gets the benefit out of that as well as us, bringing those two groups together and understanding what needs to be taught in the future as far as what type of curriculum development. Also, it assists our plant training folks in understanding the development processes that the outside professionals bring in-house.

Ms. TAYLOR. Our written testimony provides some very specific kinds of recommendations about what kind of role you could play for us. But the general role of helping to integrate State and Federal sources and the general role again of integration between the public and private sector is one that the Government could certainly help us with. Of course, this is in addition to the funding that we talk about.

Mr. GOODLING. I have been working so hard over the last so many years, trying to convince everyone that illiteracy is an inter-

generational problem, that I have to think it through to find out how we make sure we don't lose sight of that. In the past, one of our major problems, I think, has been the adult education community was over here, the early childhood education community was over here, and another group some other place. Really, it's an intergenerational problem and we won't break the cycle until we deal with it in that manner. So I have to think it through as to how we do what you're both saying, but also keep in mind the preschool youngsters, et cetera.

I'll give you the gavel back.

Chairman KILDEE. [Presiding.] Thank you. "Mr. Chairman."

Mr. GOODLING. Mr. ex-Chairman.

I did want to ask Dena a couple of questions while I'm at it.

You said you served 500 during the grant period. Was it easy to keep those 500 quite active and continuing through the entire process, or did you have a lot of them here today and gone tomorrow and that kind of thing?

Ms. HARTMAN. We do see some of that, but no, it was quite easy. Usually an adult is ready. When they come back in, it's unlike a high school student.

Mr. GOODLING. The second question, where you indicated that six percent could not complete an application, do you feel that that probably is a very low figure in that, if you had asked all of them to complete an application, you might have found it was 20 percent?

Ms. HARTMAN. Right. This was not a random selected survey by any means. But yes, I think it would have been higher.

Typically, that's the hardest student to get into the lab, the one who has the reading problem. They have spent most of their life hiding it; they usually have someone who aids them at home in hiding it, and there's a lot of shame attached to it.

Mr. GOODLING. In the past you could hide it and still provide for your family——

Ms. HARTMAN. That's right.

Mr. GOODLING. [continuing] and now you can't do that any longer.

Thank you, Mr. Chairman.

Chairman KILDEE. Thank you, Mr. Goodling.

Before I start my questions, I want to call attention to the fact that a few of our public officials are here. One is Reverend Russell McReynolds, an old friend of mine and a member of the Flint Board of Education. It's good to see you. One whose name is very familiar to me, Dan Kildee, past chairman of the County Board of Commissioners and a member of the County Board of Commissioners. And one who served with me in both State Legislature, Phil Mastin, is in the back of the room there. I appreciate their attention because government can play a role. Government must play a role in trying to solve these problems.

Let me ask a couple of questions——

Mr. GOODLING. Other than he's taller, younger and more handsome, is he a relative?

Chairman KILDEE. He's taller, younger, more handsome, and a relative, yes. My nephew.

In his budget, Mr. Bunch, the President calls for the elimination of the Trade Adjustment Act. Right now you can get training and some benefits while you're taking the training. How would that effect workers in this State if the President's proposal were to take place?

Mr. BUNCH. I would have to answer that from the viewpoint of being an auto worker all my life. Unless he was intending to address the import issue along with it, I think he's on the wrong road.

Chairman KILDEE. How many people now are taking advantage of some of the training that they're able to get under the Trade Adjustment Act?

Mr. BUNCH. Of course, it generally comes in with our dislocated worker population, and then the active worker training. But being a local union president myself, and being involved in that situation, and also being out of what is now a closed plant within the GM system, I can tell you that the membership that I represented in the Atlanta area took great use of Trade Readjustment Act training, which is now TAA training, I believe, one or the other.

Chairman KILDEE. Yes, TAA or TRA.

Mr. BUNCH. But certainly it gave our people a chance to go out and learn new skills in the community where they could find additional jobs, because those jobs were no longer available within the GM section.

One of the issues that we face is the downsizing of the auto companies in general. These people have to go out and learn new skills. Those jobs are not available for them internally any more, of going out and coming back within a few months or maybe a few years. Now they're looking to go out into other arenas within the community or the country. They need training. There has to be training provided or they'll wind up in the low pay, low skill jobs. That affects the entire economic situation for not only them but the country.

Chairman KILDEE. Related to TAA or TRA, the unemployment insurance program, how does that work for those workers who are unemployed and need training to get themselves back into employment? Does unemployment address any of those needs at all?

Mr. BUNCH. My experience is that it's the same issue with TRA. It ties in with some of the similar type philosophies. In most States, you are first placed on a low-paying job or the first job that's available. I think that's a good, short-term solution, if you're just looking to get someone off of unemployment. But if you're looking to get someone into an area that can be a benefit not only to provide a good income for their family but also to pay good taxes and be a good input into society, that there has to be some training there to provide for the types of jobs that are coming along in the country, and provide that training and influence to get them into those jobs.

Chairman KILDEE. Dena, or maybe Marcia can answer this. You actually have some classrooms in the Metal Fab plant. I was out there and was really impressed with that. What type of classes do you provide in the plant? Do you do any basic literacy in the plant?

Ms. MAHRENS. Yes, we do. We provide classes for those who don't have their high school diploma, and then we also provide enrichment classes, as far as computer training and that type of thing.

Chairman KILDEE. Do you see any effect upon the family unit when, say, you find a father or a mother who has tried to hide his or her lack of literacy? Do you see any positive effect upon the family unit when the father or mother begins to get those skills?

Ms. HARTMAN. Absolutely. A lot of times—You were talking about dropout prevention this morning and it made me think of the number of times we've heard people come in and say I need to do it because my child wants to drop out because, after all, you did it, dad, so why can't I, that sort of thing. I think once you have education, it is something you value when you pass that along to your children. They, in turn, value it.

Chairman KILDEE. So the children see that the parents really need to become better educated, to become——

Ms. HARTMAN. And the parents are seeing that their children need it, which is why they come back. Also, to demonstrate to their children that this is something that they have to do.

Chairman KILDEE. How many people have you served in the Carmen-Ainsworth program?

Ms. HARTMAN. We have served 500 in the last 18 months.

Chairman KILDEE. That's very good. I was really impressed when I toured the plant the last time to talk to the students. They had a very good feeling. Very often when one's cognitive skills are increased, one's effective skills are increased also. I think it's very important. I saw some people who had caught the spark because they had really made that breakthrough. That's very important to them.

I think they are more valuable to themselves, but also more valuable to the employer and more valuable to society. I was impressed with that.

Can you tell us something about, any of you here, how you recruit—if I may use that term—people into the various programs?

Ms. HARTMAN. Speaking for adult literacy students, the most effective way is through a student who had learned how to read. Usually, once they had a first or second grade reading level, they no longer mind sharing with someone that they didn't know how to read. That's the best way that we get students up——

Chairman KILDEE. Another person talking——

Ms. HARTMAN. [continuing] another person. Oftentimes supervisors are involved and encourage people to come up and see us. But they are very skilled in hiding it. They're extremely skilled in hiding it. A supervisor would not necessarily know that someone doesn't know how to read. They have tremendous memories. But once they learn how, even just a bit, a shred, then they're the first ones to tell everyone that they didn't know how to read and that's where others belong.

Mr. GOODLING. They're born again.

Ms. HARTMAN. That's right.

Ms. TAYLOR. Our written testimony alludes to the fact that we recently reached contractual language that will provide for the establishment of a skill center at each one of our General Motors locations during the life of this agreement.

We are now instituting pilots in terms of establishing those skill centers which will be cooperative efforts with the local education

provider to deliver basic skills training to employees and their spouses.

We have learned, through the efforts of the pilots that we have so far, that recruitment is a very important, up-front part of a successful program. Recruitment efforts that we have investigated so far include in-plant meetings, where the manager and the local union chairman talk about the establishment of the skill center. We find if employees can bring their spouses and their children through during an open house kind of an effort, that that really helps.

We do put up posters and put it in the plant newspaper and that kind of thing, but when you deal with people with basic skills problems, it is sort of a self-defeating kind of thing. So we try to do it more one-on-one.

We have a plant that has used local in-plant trainers to just set up counseling offices so that people can informally drop in and ask about the skill center, that kind of thing. So we have employed all different kinds of methods. But the establishment of a skill center will require that every single location invest some effort in time, in terms of recruitment, for people that need basic skills training.

Chairman KILDEE. It's very encouraging. This panel has been very encouraging. You can see that there's hope there, even for those who are beyond the traditional school age and out of the traditional school setting, that you can really provide those services for them. It is really a human investment. It's almost a capital investment in people, because they are going to be much more productive, and not just for the company. I'm on the Budget Committee, too, as is Bill, and on the Budget Committee we're looking at not as much money coming in. When people are skilled, rather than drawing on the Treasury from time to time in their life, they're going to be contributing to the Treasury. It's a great human investment, and I think it is something that government should encourage.

You have the UAW/GM cooperation here, and our tax laws, our education laws, all should make that cooperation as smooth and as easy as possible. It should certainly not put in disincentives to programs like this.

I have been aware of this, but very often, you can know some things and not really realize them. You have made it much more real here today. I want to go back and see that we get as much incentive as possible for this type of program and certainly not place disincentives in your way to really upgrade people. Upgrading people is upgrading our society.

If you have anything else to add here—Mr. Bunch?

Mr. BUNCH. We are in the process of developing a tape from such an individual that would probably focus on both of your groups today, the dropout prevention rate as well as workplace literacy. This individual has had quite an experience in his life out of Indiana. We'll be sure to forward you a copy of that. He's a very motivational individual who talks about all of the issues, about how he made it in the workplace without being able to read and write, and how he tricked people into actually doing his reading for him and all of these things, until he finally said one day I want to address this issue.

But even trying to address it, being dyslexic, he ran into some of the same problems he ran into back in high school of not being able to learn in the normal environment with adult learners. So it would really be an insight. As a matter of fact, he won the literacy award at the White House this year. Patrick Swayze introduced him. So we'll send you a copy of that tape.

Chairman KILDEE. I would appreciate that.

Does anyone else have any closing statements? Mr. Goodling.

Mr. GOODLING. I think it was Linda that said something about a long-term tax exclusion, and the Chairman alluded to the tax laws should also help in this situation. The problem that we run into, of course, is jurisdictional battles. Sometimes you know you should write the legislation in a certain way but you don't do it simply because you don't want it referred to another committee, because nine times out of ten, what you wanted to do never gets completed.

For instance, if you mention anything dealing with taxes, you had better have an awfully good "in" with Mr. Rostenkowski or you're not going to change any of them.

I was also going to ask, do you tap into adult ed money in your programs? You do.

Last, did you say we have a mayor in our presence?

Chairman KILDEE. No.

Mr. GOODLING. I thought you said we had a mayor in our presence. I was going to just make a comment. I notice all the governors were pleased at the President's suggestion that he send back all those programs and send the money with it, and all the mayors are opposed to it because the governors won't give them any. So I was going to ask him where he stood on that.

Chairman KILDEE. I won't make any comment on that.

[Laughter.]

I want to thank this panel. I really appreciate it very, very much. Your testimony was excellent and very, very helpful.

Each year I go hat in hand to the Ways and Means Committee asking to make permanent the educational exemption, and each year Chairman Rostenkowski hands me one year at a time. So I know the path to the Ways and Means Committee. We got it one more year, but I've go to try to get that as permanent.

Ms. TAYLOR. Please hang in there.

Mr. BUNCH. We appreciate it very much.

Chairman KILDEE. Thank you very much.

Our last and final witness is Michael Gibbs, a student who is also a public official, are you not, Michael?

Mr. GIBBS. I'm a member of the Mayor's Youth Forum.

Chairman KILDEE. Very good. Michael also was an intern in my office in Washington, DC.

## STATEMENT OF MICHAEL GIBBS, STUDENT

Mr. GIBBS. Mr. Chairman, I would like to thank you for this opportunity to share with you some of my experiences as to the importance of students having a more active role in their school and community.

Information that has been provided to me by Flint's Police Chief, Fay Peek, shows us that out of 100 students, 80 are the typically

involved and motivated students. These students are an asset to their community and to their school. Five out of the 100 students are what you would consider your hard core drug dealers and gang members who are beyond help at the local school level. The remaining 15 students are what you would consider your borderline individuals. They could be influenced for god or for bad. This is the group who needs to be and must be addressed. If they do not find help and support within the school system, they will turn elsewhere. These 15 will have the greatest potential to reap the benefits that the community and the school programs offer.

Programs available in our local community include the intervention program, a program we heard earlier about this morning. This program starts with junior high students and works with students who show symptoms of disinterest such as coming to school late, bad academic work, and behavioral problems. This program provides adult and peer counseling. Another program, called the retrieval program, is geared towards bringing back students who have previously dropped out. These programs try both to prevent dropouts and to aid the dropout to return. However, I see that the need exists before symptoms become visible.

I believe that it is necessary to buiid into the educational system the student factor. This factor is the recognition of the student's ability to have intelligent input into their learning process. The same thing also applies on the community level. Students need to have the opportunity to voice their concerns and feelings. These voices need to be listened to by understanding school administrators and community leaders.

Where an active and influential student government is in place, it can address the needs of that school community. However, not all schools have the ideal student government. Therefore, the community must lend its support to the school and the students. This could be done through an organization such as the Mayor's Youth Forum.

In Flint, the Mayor's Youth Forum is in place to address youth concerns. This Youth Forum's mission is to advise the city on issues relating to the student population. A forum such as this is available to the school or the individual who does not have a strong student government.

For these organizations to have any real effect, they must be taken seriously by our school administrators and elected officials. I have seen first hand groups that have had an influence on students who have prospered. These groups were taken seriously by the adult advisors and, therefore, the student factor was recognized and respected.

At my own school, the students decided that they would like input into the hiring of new teachers. Representatives were chosen by the student body. These students met with the headmaster voicing their concerns and reasons for their request. Because the adult saw the merit of having students involved and respected our judgment, today two students are part of the hiring committee at the Valley School.

Another community voice here in Flint has also stated the need for youth recognition. The Flint Journal and their New Year's Day editorial made a statement that they will devote attention to the

needs of the Flint area youth. They have recognized what is evident. The decisions being made today will affect the future of this city and Nation. Let the youth be heard and let the student factor be recognized. The youth is the future of our city and of our Nation.

Thank you.

Chairman KILDEE. Thank you, Michael, for your testimony. Again, this will be made a part of our permanent record.

One question. Knowing you, Michael, you come from a traditional family, as I did, and so many people don't have that advantage. How does the school assist where there is a family that is not traditional, or even dysfunctional? How can the school help that student?

Mr. GIBBS. I feel the school should be able to help the student in providing counseling and background information. You know, the student is at school more than they are at home. Therefore, they should be able to work with their peers, work with their educators, principals and counselors, to be able to provide information and background and learning how to become good assets to our community.

Chairman KILDEE. Than you.

Mr. Goodling.

Mr. GOODLING. Do these two students have a vote when it comes to teacher selection?

Mr. GIBBS. Yes. I happen to be one of those two students. We basically said that the teachers coming in here are supposed to be teaching us and we would like to be able to kind of see what our choices are. When this process took place this summer, we each had a vote as to who we thought the best teacher would be.

Mr. GOODLING. This is a private school?

Mr. GIBBS. Yes, this is a private school in the city of Flint.

Chairman KILDEE. Michael, thank you very much. It's always good to have you before the committee.

Mr. GIBBS. Thank you.

Chairman KILDEE. We will keep the record open for ten additional days for anyone who would like to submit testimony, and that testimony will be made part of the permanent record of this hearing.

Mr. Goodling is going back to Washington very soon, in a few minutes. I again want to express my deep appreciation for him coming here. It was the only way we could have a hearing, to have another member present.

Bill and I are basically in the education majority in the Congress. Last year he worked closely with the White House, and really bailed the White House out a couple of times, and got a bill through the House, a bipartisan bill, only to see it die in the Senate. When the new Education Secretary was appointed, my first choice, and I think the first choice of a majority of the Congress on both sides of the aisle, for the Secretary of Education—and I say this seriously, and he knows it—was Bill Goodling.

Mr. GOODLING. It's too bad he isn't Chief of Staff at the White House.

[Laughter.]

Chairman KILDEE. John Sununu had some other ideas. But I really feel that Bill Goodling knows education, loves education, knows the Congress, and he is enormously respected. Again, I appreciate his being here today.

With that, we will stand adjourned.

[Whereupon, at 11:50 a.m., the subcommittee was adjourned.]

CENTRAL MICHIGAN
UNIVERSITY

The Michigan Institute for Adult Learning and Literacy
Rowe Hall
(517) 774-6791

The Honorable Dale E. Kildee
United States Representative
320 Cannon House Office Building
Washington, DC 20515

Date:February 12, 1991

RE: Testimony on Workplace Literacy and Adult Learning

Dear Congressman Kildee:

I appreciate the opportunity to submit the following testimony regarding the work and furding needs of The Michigan Institute for Adult Learning and Literacy. The Institute was established by the state legislature in 1989 (PA 204) and is located at Central Michigan University. This university base located in the center of the state is unique in that it provides access to all populations and interest groups. Equally important is the university's research and teacher training function supportive of developing a long range institutionalized resource. Central Michigan University, not unlike other institutions of higher education, is experiencing a funding crisis. Even under these circumstances, support for and interest in our work remains consistent. Space and utilities, as well as central office administrative, budgetary and technological support services are provided by CMU. Currently, we operate at a minimum level in terms of staffing and space.

The following overview of the role and responsibilities of the Institute includes information on some of our activities and our perspectives on workplace training. Evidence of the need for federal funding and how it would be used is presented.

The Institute is charged with providing leadership, services and support to both the public and private sectors in improving workplace training and adult learning and literacy. Partnerships and collaborations with stakeholders throughout the state bring to our efforts perspectives and knowledge essential to supporting Michigan's workforce in its transition to a technology based

economy. Recently, while reviewing an educational program in an auto plant, a UAW leader expressed the need for effective workplace learning programs in unmistakable terms Having over twenty years of experience in an automotive plant, he said, "I need to have training next week because I know that in a month or a little more, a job that has been done for ten years will be changed. The worker is going to need to know how to do things related to technology that none of us ever thought of." He was sharing his views regarding an educational program which he saw meeting his training needs. He praised the technology based individualized program and the teachers facilitating adult learning in the plant education center. His confidence was reflected in the demeanor of employees who came, studied and then left to return to their jobs. This scenario should be common place in our plants throughout the state, cementing the relationship between industry and education. The Institute is working toward this end. Outcomes would translate as a skilled competitive workforce successful at national and global levels.

We are currently involved in or developing partnerships, projects and activities with manufacturing, banking and communications companies, as well as others. Additionally, we are working with special population groups such as: Michigan's Office of Services to the Aging and Detroit's Literacy Coalition. Other activities in the planning stages include: a conference on intergenerational/family learning, two business and industry forums and an adult basic education teacher training academy.

The main thrust of the Institute is research which can be used to improve workplace training and adult learning and literacy instructional curricula and practices. The Institute will research practices and programs currently operating which might provide data on effective methodologies. We will also develop and facilitate research projects and studies in the workplace and other settings generating new data. The national workplace literacy project currently being implemented by The Institute is researching the process and outcomes of partnerships at state, regional and local levels. The state level partnership includes the Michigan Department of Education Adult Extended Learning Services and the UAW/GM National Human Resource Center. Three regional UAW/GM centers and plant level teams are providing input and direction to all aspects of the project in their respective implementation sites. Additionally, the integration of a prominent adult skill assessment model with a technology based learning system are being studied and will be used in facilitating workforce learning. Teacher training designs and employee learning outcomes are integral to this project's purpose.

A major workplace education and training project having the potential for reaching up to seven hundred UAW/GM employees in the Flint area is in the planning stages. The Institute is collaborating with the Flint Regional Human Resource Center in responding to training needs and perspectives identified by six on-sight plant teams located in this geographical area. This

project would produce employee leadership/facilitative designs, along with short-term skill specific curricula and teaching methodologies.All of this could continue to serve employee groups long beyond the project's implementation period. Research on the process and products would be available for modification or replication elsewhere. Funding will need to be obtained in order for this much needed project to be implemented.

Research conducted and facilitated will reach beyond the data analysis and reporting stage. Our research will provide the basis for developing improved targeted teacher training and instructional curricula. The Adult Basic Education (ABE) Academy implemented last year will be offered again this year. This activity will provide data on approsches to teacher training along with recommendations on effective curricula. The Institute is moving forward with plans to involve Michigan's adult education teachers in the Action Research Professional Development program coordinated by the The Adult Development Institute out of Teachers College/Columbia University. This program will link teachers to a national network of practitioners. Research generated will provide information on effective instructional strategies; additionally, teachers will receive support and guidance through participation in local interactive forums. Funding is needed to provide for the participation of teachers from community based agencies,school districts and community colleges having insufficient economic resources. Funding is also needed for a major research project on intergenerational literacy which explores the perceptions and expectations of Chapter One (economically/educationally disadvantaged) parents regarding their former in-school learning. Information on the extent to which parental experience affects the achievement of their children in elementary school could be useful in recommending designs for collaborative adult basic education and Chapter One programs.

We are fortunate in that Michigan's universities are interested in working with us to research and report information on exemplary programs and practices. A state level committee of senior researchers is being developed. This group will provide direction and guidance in setting research priorities and identifying and recommending projects. Funding is needed to implement research activities previously discussed, and to implement the recommendations of the Institute's research advisory committee.

The Institute operates the state's clearinghouse which disseminates information and loans materials to organizations and groups. Funding is needed to meet increased staffing needs and to expand and update resource collections

In conclusion, we currently serve:

- Business and Industry in retraining employees and upgrading workplace skills and learning

- Educational Institutions and Agencies in increasing and improving programs dealing with adult teaching and learning

- State Agencies and other groups in upgrading employee and constituent adult learning and literacy programs

We are working with Michigan's universities and other agencies to research, report and disseminate information on exemplary adult training, learning and literacy programs and practices. This means Michigan's adults will have the opportunity to participate fully in today's society. They will possess the upgraded skills and knowledge necessary to be a part of developing a strong, competitive, modern economy. Additionally, Michigan's adults will possess the skills and knowledge needed to encourage and support the learning of their children and families. They will know the satisfaction of participating fully in our society and contributing to the growth and well being of their communities and society at large.

In collaborating with partners and constituent groups, the Institute has the potential for cementing the marriage between industry and education. With the necessary funding we can develop into a permanent resource for workplace training and adult learning and literacy. Current priorities are centered on workplace training. Planning is moving forward; commitments to explore funding have been made to the UAW/GM Flint Regional Human Resource Center. Other activities will be further developed and implemented as funding is forthcoming.

On behalf of the workforce we serve and other stakeholders throughout Michigan, I wish to thank you for your willingness to accept this testimony. If you have any questions or would like further information, please contact me.

Respectfully submitted by,

Linda J. Belknap,
Executive Director

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE

Region III • 17 Fort Avenue • Detroit (Highland Park), MI 48203 • (313) 868-3717
Rev. Julius C. Hope, Regional Director

TO: Hon. Dale E. Kildee, Chairman, Subcommittee On Elementary, Secondary and Vocational Education

FROM: Rev. Julius C. Hope, Director, Region III NAACP, Dr. Jerome L. Reida, Regional Development Officer-NAACP & Lorraine Person, Youth & College Director, Region III NAACP

SUBJECT: MICHIGAN'S DROP-OUT PROBLEM

DATE: February 8, 1991

THE CRISIS AMONG BLACK RESIDENTS OF DETROIT

The situation for black youth is grave and worsening throughout the United States, and Detroit is no exception. Here, as elsewhere, inadequate education, unemployment, poverty, and hopelessness are inextricably bound together, and breed social pathologies such as teenage pregnancy, drug abuse and crime.

As in other areas of the country, black youth here account for a disproportionate number of the unemployed, representing 50.7% of the total. While the unemployment rate for whites in Michigan stands at 28.2%, or blacks it is 50.7%. (FOSU, 1989).

Not surprisingly, the inequities of the employment picture are reflected in poverty level statistics for Detroit. More than 34% of black families subsist at or below the poverty level. The median income for black families is $15,817, compared to $22,841 for whites. (Gregory, 1987).

That the path to economic self-sufficiency is rocky without a basic education is clear. Unfortunately, the figures concerning drop-outs and truancy in Detroit are not encouraging. In Detroit the drop-out rate was 15.4% for 1987, the most recent year for which figures are available. (MI Dept. of Education, 1987). Even more dispiriting, the dropout rate for black children was 18.8%. In an increasingly sophisticated technological job market that spells disaster, domestically and in terms of international economic competition.

The displacement of uneducated and unemployed youth wreaks inestimable havoc on society, and should not be considered only in terms of the financial burden it places on the state. The link to violent crime, drug abuse, and other social dysfunctions is irrefutable. Although the cost of treating these ills is staggering — in 1989, Michigan spent $659,000,000 on incarcerating criminals. (Stoval 1990). Medical care — the attendant human agony cannot be priced.

Yet while the cost of mitigating the effects of inadequate education continue to rise, in 1989 Michigan spent only $3,587.00 per capita on education itself. (MI Dept. of Ed, 1989). That average does not even reflect the fact that funds are allocated inequitably among school districts, with poor and inner-city areas enduring the least adequate facilities, curricula and teachers available. Where most needed, education is most neglected.

I. OTHER PROBLEMS

1. There is not enough incentive within the system for teachers and students to perform.

2. Michigan has too many school districts which results in inefficiency and wasted resources.

3. There is too much reliance on local property tax contribution.

4. The present school aid formula is inadequate and has never been fully funded.

Michigan's children, particularly its black children, are paying dearly for this neglect, with their futures and even their lives. More can be done. More must be done.

The NAACP is doing more. In the Midwest there are currently nine active BTS/SIS and JOB READINESS programs, reaching some 10,000 students in the following cities: Albion, Battle Creek, and Dowagiac, Michigan; Alton, and East Chicago, Illinois; Indianapolis, Indiana; Louisville, Kentucky; Cleveland and Columbus, Ohio.

With 18,000 adult members, and a youth chapter, Detroit has a strong network of volunteer and professional support for the replication of our successful extant programs. We propose to initiate programs in the following schools: Barbour Magnet M.S., Cadillac M.S., Cody H.S., Drew M.S., Hampton M.S., Hutchins M.S., McMichel M.S., Taft M.S., Webber M.S., Detroit Open, Mumford H.S., and Mackenzie H.S. The estimated cost for the initiation of this 12 school program is $63,000 per year.

THE DROP-OUT PROBLEM

In a marketplace that demands increasingly sophisticated skills, with a critical decline in opportunities for unskilled labor, far too many of Detroit's black youth are ill-equipped to find work. Even though a high school diploma has become a minimum requirement, the drop-out and truancy rates among black students continue to rise. In fact, for every two black high school graduates nationally, there is one black drop-out. The national drop-out rate for black teenagers is nearly twice that of whites.

The erosion of hope discourages Detroit's black youth from perceiving the link between education and employment, while deficient and biased public school practices provide little incentive for completing education. Discriminatory or racially indifferent hiring and promoting practices re-enforce hopelessness, resignation and rage.

The greatest task at hand is to motivate black youth to acquire the skills and education which will make them employable, and to demonstrate that this is their most likely road to self-sufficiency. It is a formidable feat to persuade the discouraged that the achievement of an education and a decent job are possible.

Through its tested and successful programs, the NAACP helps youngsters return to or stay in school, complete their degrees, pursue higher education and/or go on

to find meaningful employment. In a fashion similar to the Detroit Compact BTS/SIS works with the cooperation of schools, teachers, churches, and local businesses, to provide a variety of incentives and rewards; encouragement; information; and remedial education. What the Detroit NAACP provides is one of the city's most respected constituent organizations and a membership pool to draw a network of advisers, role-models and potential employers. The emphasis of these NAACP interdependent programs is on self-help, discipline and determination.

It is self-evident that a student cannot learn basic skills demanded by employers if he or she is not in school, hence the preponderance of untrained and unskilled black drop-outs bears heavily on the 40-70% unemployment rate for black teenagers. At least fourteen percent of drop-outs claim financial hardship as the reason for dropping out. Many are compelled to work to help support the household, which, more than likely, is itself supported by unskilled wage earners with deficient educational backgrounds. Yet many of these young people leave school with unrealistic wage expectations to find work. Their lack of skills, information and guidance, coupled with the absence of a diploma, provide them with meager access to even entry level jobs. Moreover, the advantage of a high school diploma has doubled since 1965-69; then drop-outs were merely thirty percent more likely to be unemployed than high school graduates. Now the gap has widened to a sixty-three percent greater likelihood of unemployment. While the jobless rate for white drop-outs is forty-seven percent, for blacks it is seventy-three percent, significantly worse than the situation for black drop-outs twenty years ago.

Furthermore, two out of three working drop-outs fill jobs paying only minimum wages. The mean income for black males twenty to twenty-four years old without high school degrees is $2,825 as compared to a median income of $7,674 for non-graduated whites in the same age category. The official rate of black unemployment is 2.5 times that of whites, with the largest gap found among people under the age of twenty-five. Those young people who leave school hoping to improve their lot through employment often learn too late that they are consigning themselves to chronic unemployment or low wages.

Achieving poor grades is another major cause of dropping out--forty-two percent of drop-outs report getting mostly D's in school. Black children fall behind earlier and in greater proportions than white children, and are sooner <u>past the point of catching up without concentrated remedial help</u>.

Two national panels have found that black high school students are suspended three times as often as whites. Though blacks comprise only twenty-five percent of the total school population, they comprise forty percent of all suspended and expelled students. The Children's Defense Fund reports that at least twenty-five percent of all drop-outs had been suspended prior to their dropping out. Studies by the U.S. Office of Civil Rights show that black students are one-and-a-half times more likely to receive corporal punishment than whites. These inequitable and unproductive disciplinary measures contribute significantly to persuading black youths to leave school.

The image imposed on black students by low academic and disciplinary expectations simply confirms a low self-image among black youth. They are told and "shown" in a variety of ways that they do not belong in school. A deeply ingrained sense of personal failure and individual worthlessness within the school environment foreshadows the decision to drop out. Young blacks turn elsewhere with the hunger for an opportunity to demonstrate competency. They bear children and seek employment, hoping to exercise greater control over their fates. These young

people have little notion that by leaving school they are ensuring their own bleak futures. To break the vicious cycle, the NAACP believes that we must keep our children in school.

Towards this end, the NAACP designed the Back-to-School/Stay-in-School (BTS/SIS) Program. Following are brief descriptions of BTS/SIS programs and its components supported by the NAACP's Special Contribution Fund.

BACK TO SCHOOL/STAY IN SCHOOL

Initiated four years ago, the BACK-TO-SCHOOL/STAY-IN-SCHOOL Program directly addresses drop-out and truancy rates among black students. BTS/SIS offers counseling, remedial training, homework assistance, volunteer and peer tutoring and mentoring, and a variety of incentives and rewards for school attendance, good grades and high school completion. Incentives range from gifts of school supplies to vouchers for local services and products, to savings bonds and scholarships, encouraging the participation of members of the community, as well as their recognition of academic persistence and accomplishment. Field trips and guest speakers communicate the spectrum of job opportunities available to skilled applicants, while reinforcing the notion that the benefits of academic achievement translate into employment opportunities.

With maximum attendance, the school setting provides a wider audience for NAACP and other agencies' programs combatting homelessness, alcohol, drug abuse, teenage pregnancy, crime, and other issues which impede the well-being and social and economic progress of "at risk" young people. After-school programs address the needs of the homeless kids who come home to shelters or are doubled up in public housing projects. Without attention and supervision, they are easy prey for truancy, drug addiction, premature sexual activity, and depression.

Now completing its fourth year, with fifty-six sites reaching some 20,000 high school students, BTS/SIS has already produced visible results.

Working with school attendance coordinators, local BTS/SIS staff and trained volunteers identify drop-out prone students, and then target their efforts to convince those "at risk" to persist. They enlist the interest and involvement of parents, whose positive reinforcement can provide their children with a major incentive to succeed in school. "Career Days" encourage students to think long-term, develop goals, and pursue the skills necessary to qualify them for satisfying and remunerative occupations. BTS/SIS also provides guidance for capable students who desire to pursue higher education.

Special classes in Black History offer one of the many ways in which BTS/SIS challenges the negative image and self-image of black students as less capable academically than whites. The program instills discipline, application and deferred gratification, by showing that with these values one can develop the skills to effect change with limitless potential, and that without them, despair is inevitable.

It is difficult to convince students to stay in school, when many who have achieved high school diplomas are passed over by employers. With the active support of local businesses, this can be ameliorated. Businesses are invited by the program to adopt a school, providing incentives which include: part-time employment for students; visits to see how a business operates; prizes and scholarships; and guest visits to the schools by minority personnel.

Finally, BTS/SIS alerts the community-at-large regarding the enormity of the drop-out problem and its disastrous societal consequences. BTS/SIS demonstrates that keeping kids in school benefits not only the individual, but the entire community. This preventative and reparative program is highly cost-effective, when you consider the burden placed on the tax-payer for crime, violence, drug and alcohol abuse, and welfare-dependent families. Largely because of the vast commitment of volunteers, the national BTS/SIS in 1988 cost the NAACP an absurdly low $11 per student to operate nationwide. (This sum does not include the local costs and the value of the time contributed by the NAACP branch volunteers involved in each project.)

SAT TEST PREPARATION CLINICS

The NAACP's SAT Test Preparation Clinics help minority youths to prepare to compete for college admission and the necessary skills of learning how to fill out applications; scholarships; mentor selection; and academic skills. The program provides guidance to participants seeking specialized training, and expands the support networks of minority youths seeking college selection.

This orientation for low income minority students and their families encourages students to achieve a collegiate education. The absence of such an orientation has stifled the aspirations of many minority youths.

Dr. Noah Brown, education specialist, has conducted successful S.A.T. and ACT test preparation clinics in the Detroit area as the enclosed Michigan Chronicle article, "A Mind is a Wonderful Thing to Cultivate," indicates, he has worked closely with the education committee of the Detroit NAACP which is chaired by Dr. Jesse Goodwin. On the basis of his success, the Detroit Branch would like Dr. Brown and his staff to conduct 16 SAT and ACT test preparation sessions. Each session would last for six weeks with 20 students per session.
Students in the Detroit NAACP SAT test preparation clinics will bring their registration fee for the SAT exam to the first workshop clinic and the fee will be paid by the clinic staff. SAT results will be returned to the clinic and the student for post exam evaluation purposes.

JOB READINESS

In this respect the NAACP's Job Readiness Program helps black youths to prepare to compete for available jobs, by providing training in the necessary skills of learning how to fill out applications; identifying available job opportunities; preparing a job resume; conducting oneself in an interview; and learning how to keep the job once employed. In preparation for the jobs guaranteed to students that meet Detroit Compact standards, Job Readiness will help Detroit's young job-seekers to evaluate their skills, experience and interests, and to match them with appropriate opportunities. The program provides guidance to participants seeking specialized training, and expands the personal networks of Detroit's black youths seeking employment.

Job Readiness will also obtain commitments from city, county, state and federal government to employ job candidates who successfully complete the program, and generally stimulates the hiring of quality minority applicants in tandem with the Detroit Compact job placements with local businesses. Working with minority employers and workers, Job Readiness helps young blacks to determine the requisite education, training and attitudes desired in employees, and encourages

mentoring relationships. These programs targeting youth take black youth from the classroom to the workplace.

## II. OTHER POSSIBLE REMEDIES

1. Reduce the number of school districts from present 564 to approximately 125 and intermediate school districts from 57 to approximately 25 or such manner as to promote racial desegregation.

2. Per pupil spending should be equalized for similar categories of students; advantaged, disadvantaged and regular.

3. Spending should be adjusted for cost of living differences in various parts of the state.

4. School millage should be levied on a state-wide basis with everyone paying the same millage rate with a cap on the amount which could be raised by each district for local purposes (3 to 5 mills).

5. Extend the school year to 44 weeks.

6. Place emphasis on smaller class size in K through 4th grade.

7. Hire all teachers centrally with a state-wide pay scale adjusted for cost of living similar to that used for state employees.

8. Institute a merit pay system for teachers and an accountability system based on improvement in student performance.

9. Make in-service training for teachers mandatory.

10. Require state-wide testing and evaluation.

11. Institute and encourage business compacts in all school districts with a preponderance of disadvantaged students.

12. Establish alternative schools in those districts with high drop-out rates.

13. Provide funding for studying and restructuring teacher training institutions.

14. Provide for early childhood education programs for economically disadvantaged children.

15. Provide resources to enforce existing statues and ordinances on school attendance.

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STATEMENT BY

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ON

SUPREME COURT RULING IN OKLAHOMA SCHOOL CASE

We are disappointed with the decision in the Oklahoma case since we believe there was sufficient evidence presented to reach a conclusion that the Oklahoma City School Board had not met its constitutional mandate to eliminate segregation. We are on the other hand somewhat heartened by the fact that the Supreme Court remanded the case to the lower courts to determine whether discrimination had in fact been eradicated.

The statement of the Court that gives us the most hope is that previously segregated public school systems must comply with court-imposed desegregation plans until the last vestiges of past discrimination have been eliminated. We are confident the Oklahoma City School Board has not met this test.

It is our sincere hope that this administration will not duplicate the action of the Meese-Reynolds Justice Department and use this decision as a stick to persuade school systems to drop previously ordered desegregation plans.

The bottom line is that this case deals with the theory of whether or not discrimination has been eliminated, and the facts still have to be tried and proven. Therefore, we believe that the Court's ruling will not produce a wholesale dissolution of desegregation decrees.

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